# SUMMARY OF LOCAL USE OF FEDERAL LANDS

BUREAU OF PLANNING AUGUST 1980

#### NOTES TO THE READER

This Summary of the Local Use of Federal Lands Plan is presented for your review and comments. More detailed information, such as brief justifications for proposed uses, is included in the main plan. This is a preliminary plan and your input is actively solicited. As more information becomes available from the U.S. Navy and Air Force regarding additional lands that will be released, this information will be incorporated into the plan. Moreover, since this plan is designed to address the developmental needs of the people of Guam, changes to the plan will be made and presented for review as these needs themselves change.

Again, I urge your participation in the review of this plan.

BETTY S. GUERRERO Director Bureau of Planning

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The Federal Government controls approximately 44,500 acres of land on Guam or one-third of the Territory's 212 square miles. Approximately ninety-six percent of the total federal land is under the jurisdiction of the Department of Defense. The Air Force and Navy each control approximately one-half of this land, with a very small portion managed by the Department of the Interior.

The Department of Defense is required by Executive Order 11954 to periodically review Federal landholdings to ensure optimum use. As a result of this Executive Order, the <u>Guam Land Use Plan</u> (GLUP) was prepared by the Department of the Navy in cooperation with the Department of the Air Force. The purposes of the study were:

- (1) To determine land holdings required to support the midrange (8 years) Department of Defense (DOD) presence on Guam.
- (2) To examine joint-use of land and facility consolidations to promote effective and efficient use of real property resources and to eliminate the patchwork pattern of military land ownership on Guam.
  - (3) To determine which landholdings could be released by the DOD in consonance with Executive Order 11954 and meet the development needs of GovGuam.

The <u>Guam Land Use Plan</u> indicated that the Department of Defense is willing to release 5,180 acres of its landholdings. Of this total, 2,625 acres are available for outright release and exchange purposes, while availability of the remaining 2,555 acres is contingent upon construction of replacement facilities.

The GLUP also cited the need to acquire a total of 2,185 acres, 900 acres in fee and 1,285 acres in restrictive easements through exchange of releasable lands.

This approach, however, has been discarded because existing land use controls such as zoning can be exercised to manage development.

Of the approximately 44,500 acres, approximately 39,400 acres have not been identified as releasable. Approximately 26,900 acres of this total are currently being utilized by the Federal Government while the remaining 12,500 acres are not being utilized and can be developed by GovGuam provided that certain DOD criteria are followed.

Most military lands were acquired through eminent domain during the 1950's.

Although this plan recognizes the likelihood that most previous landowners desire that military lands are returned to them, various reasons prevent this from occurring:

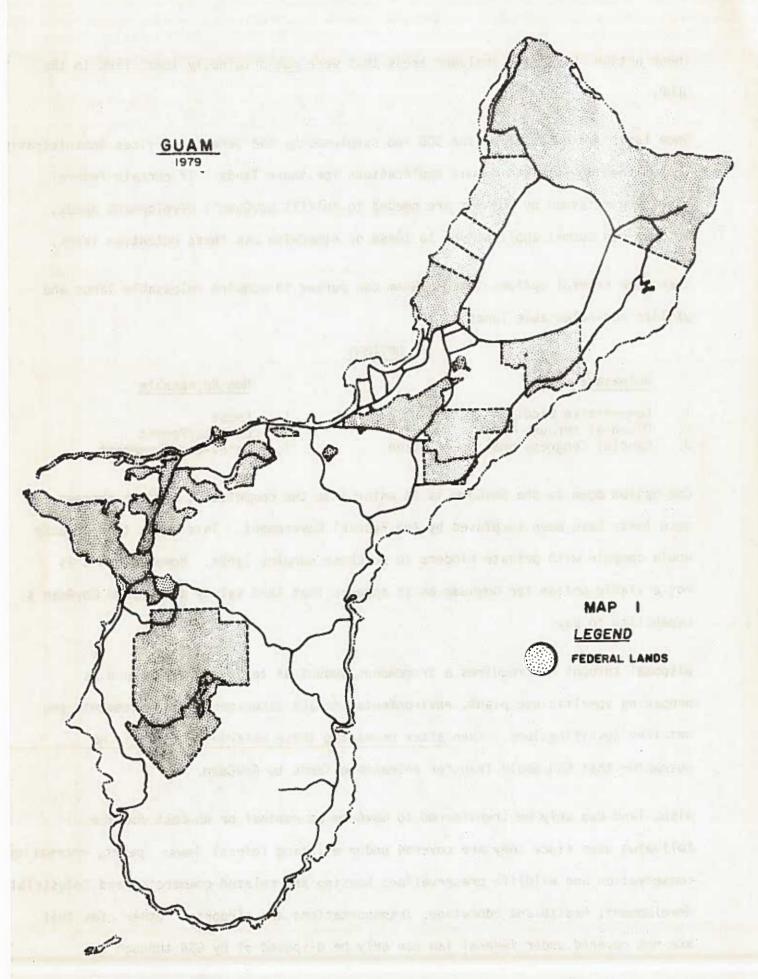
- Surplus lands are disposed of under the authority of the Federal Property and Administrative Services Act of 1949 which stipulates that private individuals or organizations can only acquire surplus property through competitive bidding.
- 2. The Omnibus Territories Act (P.L. 96-205) provides an opportunity for previous owners to obtain fair compensation for their land.
- 3. As GovGuam has priority over the competitive bidding process, GovGuam should ensure that these lands are utilized in the public interest and for public benefit.

#### PURPOSE

The main purpose of this plan is to ensure that federal lands are released to or used by the GovGuam by identifying public uses for releasable and non-releasable federal lands.

It should be noted that this plan will serve as a guideline from which future actions to obtain federal lands can be pursued. The releasable and non-releasable federal lands which are included in this plan (see map 1) were derived from unofficial DOD plans. Consequently, the actual federal lands and acreage that will be released are subject to revision.

In fact, subsequent to the printing of the GLUP, numerous actions have been initiated by the Navy and Air Force to release certain parcels of federal land.



SOURCE: BUREAU OF PLANNING

These actions have even included areas that were <u>not</u> originally identified in the	
GLUP.	
Once lands are excessed by the DOD and surplused by the General Services Administration	on
(GSA), then GovGuam can submit applications for these lands. If certain federal	
lands are retained by DOD but are needed to fulfill GovGuam's development needs,	
GovGuam can submit applications to lease or otherwise use these retention lands.	
There are several options that GovGuam can pursue to acquire releasable lands and	
utilize non-releasable lands.	Г
<u>OPTIONS</u>	
Releasable Non-Releasable	Г
1. Lease 2. Disposal through GSA 3. Special Congressional Legislation 2. License/Permit 3. Joint-Use Agreement	
One option open to the GovGuam is to enter into the competitive bidding process	1
once lands have been surplused by the Federal Government. This means that GovGuam	-
would compete with private bidders to purchase surplus lands. However, this is	
not a viable option for GovGuam as it appears that land values are beyond GovGuam's	f
capability to pay.	
Disposal through GSA requires a tremendous amount of technical work, such as	
preparing specific use plans, environmental impact assessments and statements and	1
detailed justifications. Even after preparing these materials, there is no	L
guarantee that GSA would transfer releasable lands to GovGuam.	
Also, land can only be transferred to GovGuam at nominal or no cost for the	I
following uses since they are covered under existing federal laws: parks, recreation	n,
conservation and wildlife preservation; housing and related commercial and industrial	
development; health and education; transportation; and airports. Other uses that	1
are not covered under federal law can only be disposed of by GSA through the	

competitive bidding process. Finally, if releasable lands are transferred to GovGuam for the above uses, restrictions such as "to be used as proposed for 30 years" or "must begin construction within 3 years" are placed on the use of the property.

On the other hand, disposal through special Congressional Legislation may be the most viable approach for GovGuam provided that use restrictions, such as those mentioned above, are not imposed. This would lend the flexibility needed for GovGuam to respond to changing development needs.

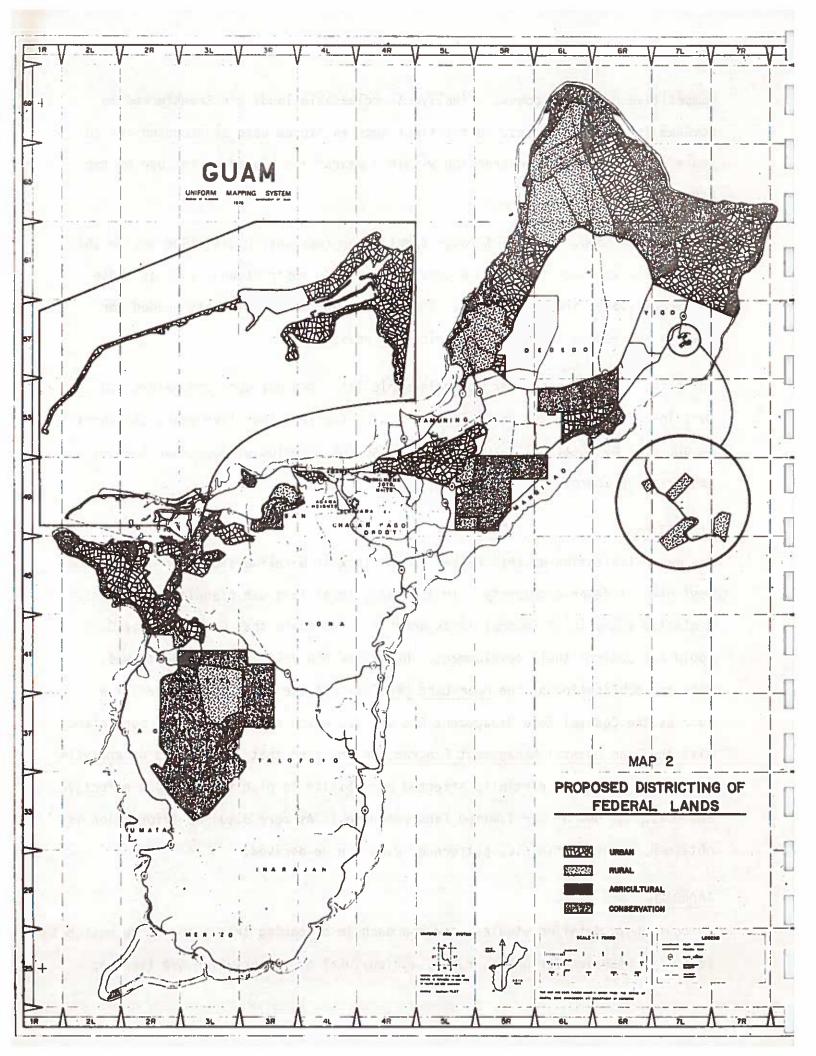
The pursuit of options under non-releasable lands depends upon the nature and duration of the proposed use. Temporary uses for less than five years can normally be approved by local military commands. Use for a period of more than 5 years requires DOD approval.

#### LIMITATIONS

The major limitation of this report is the lack of baseline studies regarding the best uses of federal property. In the past, local land use planning efforts have neglected analysis of federal lands under the rationale that Government of Guam could not control their development. No matter how valid this rationale was, with the publication of the <u>Guam Land Use Plan</u> and the passage of federal laws such as the Coastal Zone Management Act of 1972 which requires federal consistency with the Guam Coastal Management Program, we now find that the absence of analysis of federal lands has partially affected our ability to plan for the most effective and efficient use of our limited land resources. As more detailed information is obtained, a more definitive pattern of uses can be derived.

#### APPROACH

Without these detailed studies, the approach in preparing this plan was to designate federal properties for urban, rural, agricultural or conservation use (see map 2)



based upon the local government's Land Use Districting Guidelines (Executive Order 78-23), the physical characteristics of the property in question (e.g., slopes, soils, historic sites, etc.) and DOD development criteria. Specific land uses recommended by 36 government agencies and 19 Commissioners were then evaluated for their compatibility or incompatibility with the districts, physical characteristics, development criteria and with each other.

#### IMPLEMENTATION SUMMARY

This section presents a summary of the uses recommended by GovGuam agencies and village Commissioners which are proposed to be located on releasable and non-releasable federal lands outside of the Commercial Port area. (Releasable and non-releasable federal lands in the Port area are addressed in the Economic and Land Use Plan for Cabras Island and Surrounding Area prepared by the Port Authority of Guam.) These uses have been determined to be consistent with the Government of Guam's Land Use Districting Guidelines and the Department of Defense development criteria.

It should be noted that recommended uses of federal property can change depending upon changing development needs. However, any additional or new uses must be compatible with the land use districting guidelines since these guidelines ensure consistency with physical characteristics of the land and the DOD development criteria which ensure that developments are consistent with military activities.

In total, GovGuam is requesting to obtain 4,941.3 acres outside the port area and to utilize an additional 6,478.75 acres of non-releasable lands.

This area includes Inner and Outer Apra Harbor, bordered on the north by the Glass Breakwater and on the south by Orote Peninsula. It also encompasses areas in the municipalities of Agat, Santa Rita, and Piti. It should be noted that the lands within this area that are proposed for the expansion of the Commercial Port are excluded from this plan.

The following uses are proposed for releasable and non-releasable lands which lie outside the Commercial Port area.

RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Agat/Santa Rita High School Beach Park (USO) Recreation Rizal (Aflleje) Beach Residential Development Park and Freshwater Fishing Area Community Center Agricultural Development	30 4 5 23 83 28 6 40	Department of Education Department of Parks and Recreation Agat/Santa Rita Commissioners Department of Parks and Recreation Santa Rita Commissioner Department of Parks and Recreation Piti Commissioner Santa Rita Commissioner
TOTAL	219	
NON-RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Agricultural Development Southern Satellite Station Highway Reconstruction Office and Storage Facility Gymnasium (Masdelco) Pumping Station Industrial Park Conservation Preserve	175 20 8 10 15 1 34 48	Talofofo Commissioner Department of Public Works Department of Public Works Department of Administration Agat Commissioner Public Utility Agency of Guam Guam Economic Development Authority Department of Parks and Recreation
TOTAL	311	

#### COCOS ISLAND

Cocos Island is located off the coast of Merizo. The Navy's land holdings on the island consist of part of the island which was at one time used as a Loran Station and for recreation purposes.

The following use is proposed for the Navy owned portion of the island.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Cocos Island Park	22	Department of Parks and Recreation

#### NAVAL MAGAZINE

Naval Magazine consists of a small support area, extensive magazine areas and the Fena Watershed. It is located below the Apra Harbor Complex bordering the villages of Agat and Santa Rita.

The following uses are proposed for the releasable and non-releasable properties in the area.

RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Warning Siren Conservation Management Residential/Agricultural	180	Office of Civil Defense Department of Agriculture
Development	137.75	Santa Rita Commissioner
TOTAL	320	
NON-RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Agricultural Development Conservation Management	82 1,712	Agat Commissioner Department of Agriculture
TOTAL	1,794	

#### NAVAL REGIONAL MEDICAL CENTER

The Naval Regional Medical Center is situated on top of the hill overlooking Agana Bay and adjacent to the village of Agana Heights. It contains the hospital and all personnel support facilities. The only vacant area on this site is an unusable steep slope between the highway and the developed part of the hospital. The releasable area is located across from the Medical Center along Route 7 and is known as the incinerator site.

The following use is proposed for the property available for release.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Active Recreation	1.3	Agana Heights Commissioner and Department of Parks & Recreation
	10	Department of Parks a Recreation

#### AGANA POWER PLANT

The Agana Power Plant is an electrical generating facility along Mongmong Road that was used as a peak load unit. Below is the proposed use of the area.

RELEASABLE LAND

ACREAGE

REQUESTING AGENCY

Power Substation

6 Guam Power Authority

#### AGANA SPRINGS

Agana Springs is a former water supply facility that is currently used by the GovGuam school system for the study of freshwater biology. The area contains a total of 25 acres. Below is the proposed use of the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Conservation Management	25	Department of Parks and Recreation

#### ASAN ANNEX

Asan Annex is the former Hospital Annex along Marine Drive. Of the releasable lands in the area, 19 acres are available for GovGuam use, while, of the remaining 43 acres, 30 acres have been transferred and 13 acres will be transferred to the Department of the Interior to be developed into the War in the Pacific National Historical Park. The following GovGuam use is proposed for the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Asan Elementary School	19	Department of Education

#### NIMITZ HILL

Nimitz Hill is a Navy family housing, personnel support, and administrative area. It is bordered by the village of Asan-Maina. Approximately 50 percent of the area is undeveloped. The following uses are proposed for releasable and non-releasable lands in the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Conservation Management	370	Department of Agriculture

NON-RELEASABLE LAND	ACREAGE	REQUESTING AGENCY	
Water Reservoir	2	Public Utility Agency of Gu	ıam

#### NAS AGANA

NAS Agana is an active DOD airfield that also accommodates the Guam International Airport Terminal. It is bordered by the municipalities of Tamuning and Barrigada. The following uses are proposed for the releasable and non-releasable lands in the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Airport Expansion	70	Guam Airport Authority
NON-RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Recreational Facilities Recreational Facilities Scenic Park Water Reservoir Jalaquac Connector Road	12 20 4 1 5	Barrigada Commissioner Barrigada Commissioner Agana Commissioner Public Utility Agency of Guam Department of Public Works
TOTAL	42	

#### ACEORP MAUI TUNNEL

The ACEORP Maui Tunnel is an unused water tunnel that fronts Marine Drive in the commercial district of Tamuning. The area contains a total of 6 acres. The following use is proposed for the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Industrial Park	6	Department of Commerce

#### NAVCAMS WESTPAC AT BARRIGADA

This area is the primary Navy Radio Transmitter Facility on Guam. The property is located in the village of Barrigada bordered by Routes 15 and 16. The following uses are proposed for the area.

RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Guam Community College Conservation Management Baseball Field	239 141 5	Guam Community College Department of Agriculture Department of Parks and Recreation
TOTAL	385	
NON-RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Agricultural Development Ponding Basin Warning Siren Reconstruction of Route 15	600 50 .25 1.5	Barrigada and Mangilao Commissioners Department of Public Works Office of Civil Defense Department of Public Works
TOTAL	651.75	

#### ANDERSEN BARRIGADA ANNEX

Andersen Barrigada Annex is an Air Force radio transmitter facility that is located along Route 15. The following uses are proposed for releasable and non-releasable lands in the area.

RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Active Recreation Fire Station and Training Facility Residential Development Highway Reconstruction Conservation Management	10 4 205 2 521	Mangilao Commissioner Department of Public Safety Guam Housing & Urban Renewal Authority Department of Public Works Department of Agriculture
TOTAL	742	
NON-RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Agricultural Development Rehabilitation Center	5 15	Department of Corrections Mental Health & Substance Abuse Agency
TOTAL	20	

#### ANDERSEN SOUTH

Andersen South is an Air Force Personnel support and water resource area that is located between Marine Drive and East of Route 15.

The following uses are proposed for releasable and non-releasable lands in the area.

RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Conservation Management	393	Department of Parks and Recreation and Department of Agriculture
Power Substation	2	Guam Power Authority
TOTAL	395	
NON-RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Fire Station Marbo Elementary School Marbo Connector Road Conservation Management	1 20 19 <u>756</u>	Yigo Commissioner Department of Education Department of Public Works Department of Agriculture
TOTAL	796	

#### HARMON QUARRY

The Harmon Quarry is a former Air Force limestone quarry that is located along Route 16 at the base of Mt. Barrigada. The area contains a total of 25 acres and is presently unused. The following use is proposed for the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Quarry	25	Department of Public Works

#### HARMON POL ANNEX

The Harmon POL Annex is a former petroleum, oil, and lubricant storage area that is contiguous to the Harmon Quarry off Route 16. The area contains a total of 14 acres and is presently unused. Below is the proposed use for the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Quarry Support Facilities	14	Department of Public Works

#### NAVCAMS BEACH/TANGUISSON POWER PLANT

NAVCAMS Beach is located on the narrow coastal plain west of Harmon Annex. The area includes the Tanguisson electrical power plant and Navy recreational beach facilities. The following uses are proposed for both areas.

RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Beach Park Power Plant	20 <u>8</u>	Department of Parks & Recreation Guam Power Authority
TOTAL	28	not per true annie some in 19 dinistr

#### ANDERSEN HARMON ANNEX

The Harmon Annex includes Harmon Cliffline Housing, VOR Annex, Wettengel Annex, and Tumon POL Annex. It is bordered by Marine Drive, South Finegayan, and Route 3. Most of the area is available for release. The following uses are proposed for the releasable and non-releasable properties in the area.

RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Industrial Park GPA Administration and Operations	31	Department of Commerce
Headquarters Northern District Sewer Treatment	20	Guam Power Authority
Plant	13	Public Utility Agency of Guam
Recreational Facilities	25	Dededo Commissioner
Puntan Dos Amantes Park Addition Road Reconstruction and	380	Department of Parks and Recreation
Ponding Basin	7	Department of Public Works
Fire Station	2	Department of Public Safety
Residential Development	260	Guam Housing & Urban Renewal Authority
High School	50	Department of Education
Elementary School	25	Department of Education
Public Market	8	Dededo Commissioner
Conservation Management	669	Department of Agriculture
Hilaan Beach Park	63	Department of Parks & Recreation
TOTAL	1,553	
NON-RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Existing Transformer Facility	4	Guam Power Authority

#### CAMP EDUSA

Camp Edusa is a former Air Force housing area located at the junction of Route 1 and Route 3. Below is the proposed use for the available acreage in the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Northern Satellite Station	126	Department of Public Works

#### SOUTH FINEGAYAN

South Finegayan is an existing Navy family housing area that is located north of Andersen Harmon Annex and adjacent to Route 3. The following use is proposed for the releasable properties in the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Conservation Management	462	Department of Agriculture

#### NAVCAMS WESTPAC FINEGAYAN

NAVCAMS WESTPAC at Finegayan is the primary Navy receiver facility located on the Northern portion of the island along Route 3. The following uses are proposed for releasable and non-releasable properties in the area.

RELEASABLE LAND	ACREAGE	REQUESTING AGENCY
Conservation Management	153	Department of Agriculture
NON-RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Agricultural Development Recreational Facilities	185 33	Dededo Commissioner Department of Parks & Recreation
TOTAL	218	

#### ANDERSEN AIR FORCE BASE

Andersen Air Force Base is in the northern-most area of the island. Currently, there are no releasable lands on Andersen Air Force Base. The following uses are proposed for non-releasable lands in the area.

NON-RELEASABLE LANDS	ACREAGE	REQUESTING AGENCY
Conservation Management and Beach Park Agricultural Development	1,840 800	Department of Parks and Recreation and Yigo Commissioner Department of Agriculture
TOTAL	2,640	

#### NORTHWEST FIELD

Northwest Field is located in the vicinity of Potts Junction. Although 50 acres were identified as releasable, these lands have been turned over to the U.S. Department of Commerce for the Guam Observatory, and the U.S. Navy and the U.S. Air Force for their activities.

In order to obtain federal properties for local use, the Government of Guam must prepare applications for each use unless lands are obtained by special legislation or competitive bidding. Application forms and procedures vary for releasable lands and non-releasable lands.

#### RELEASABLE LANDS--GENERAL SERVICES ADMINISTRATION (GSA) PROCEDURES

- The local Air Force and Navy Commands prepare excessing documents for approval by Department of Defense (DOD) and the Congressional Armed Services Committees.
- 2. Upon excessing by the above authorities, the GSA notifies all other federal agencies in what is known as "Federal Screening" to determine whether excessed properties are required by these agencies.
- 3. If federal agencies do not require excess land(s), the property is determined to be surplus to federal needs. GSA will then notify the local government.
- 4. Within 20 days of receipt of the notice of surplus property from GSA, the Government of Guam must notify GSA of its intent to obtain these properties and identify the amount of time required to complete each application.
- 5. After receipt of the application, GSA and the federal agencies which have cognizance over the uses (e.g., health and education--Department of Health and Human Services and Department of Education; parks, recreation, and conservation uses---Department of the Interior; highways--Department of Transportation; etc.) will evaluate the applications.

6. Upon approval of the application, the land is turned over to the federal agency by GSA for disposition to Government of Guam.

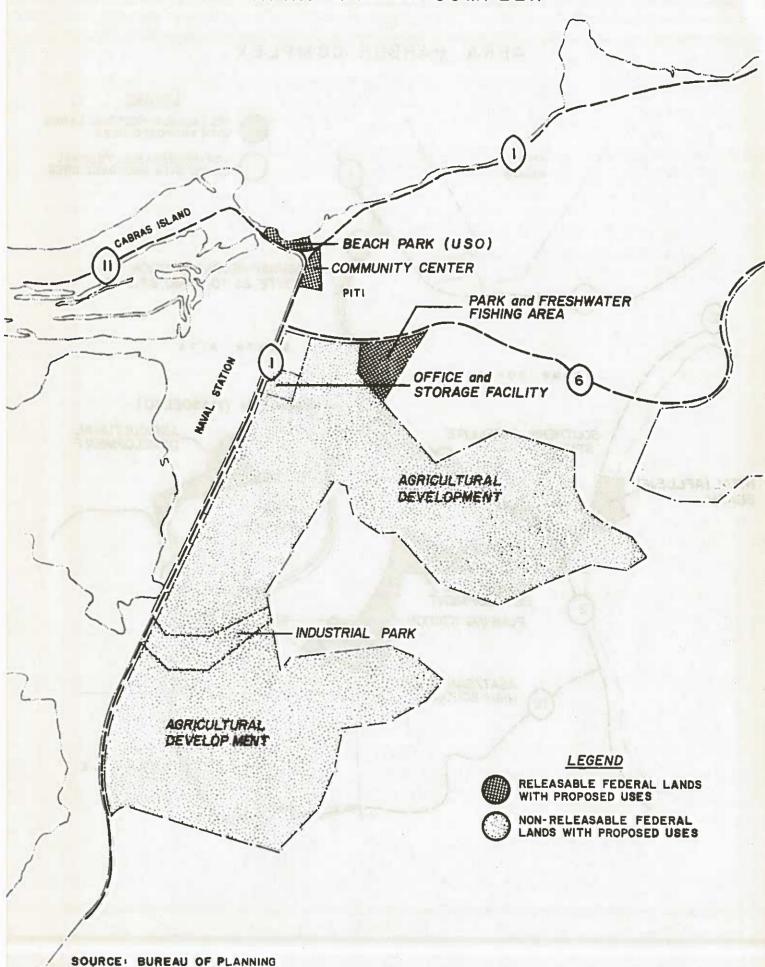
More detailed information on GSA procedures is included in the Federal Property and Administrative Services Act of 1949 and GSA's booklet "Disposal of Surplus Real Property," April 1978.

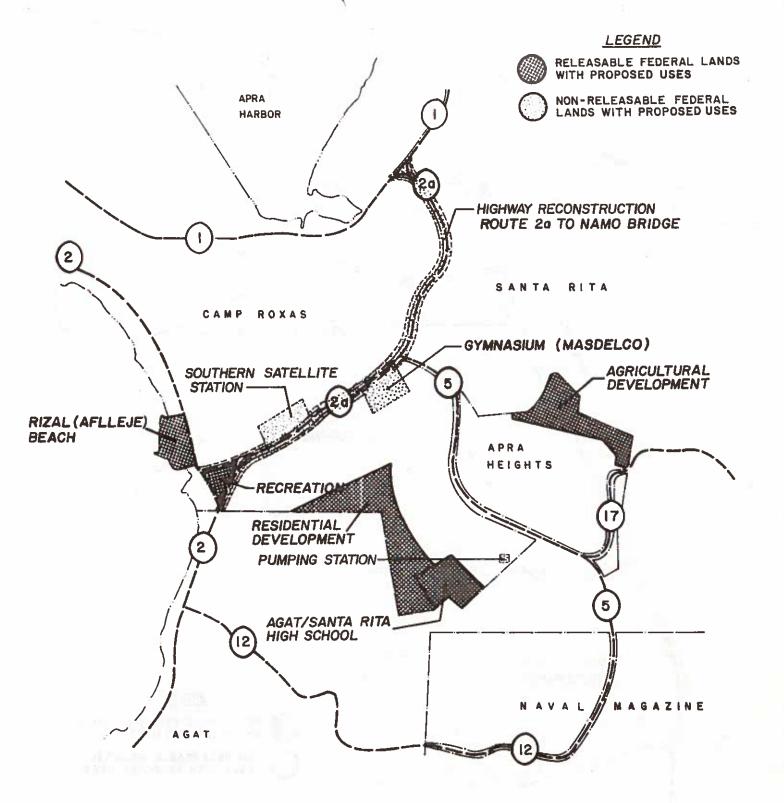
#### NON-RELEASABLE LANDS

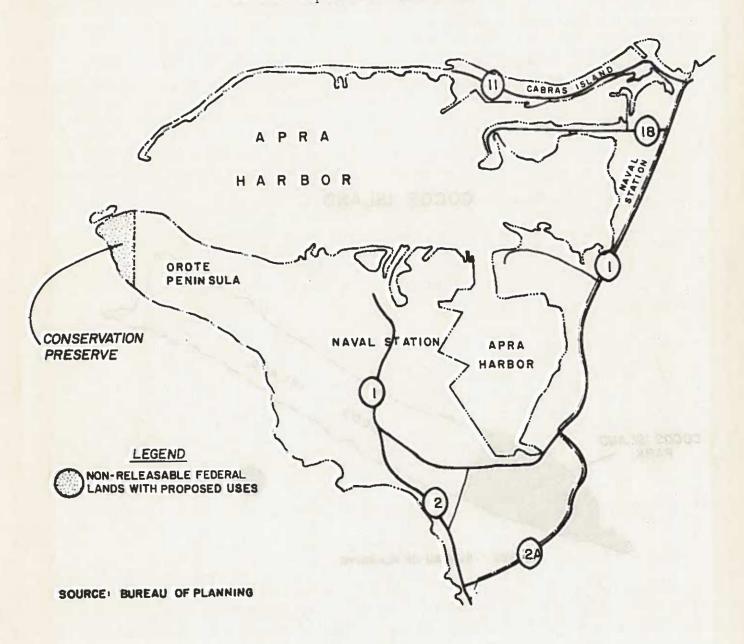
- 1. Upon determining the area and the use, a notice of intent must be submitted to the Navy or Air Force under the signature of the Governor of Guam, to include a justification for the project, maps, an environmental impact assessment, and other relevant information.
- For uses of less than five years, local Navy or Air Force approval can be obtained. For uses of more than five years, DOD approval must be obtained.
- Upon approval, an agreement must be signed by the Governor and the Department of the Navy as the Navy is DOD's real estate agent on Guam.

More detailed information is available from the local Navy and Air Force Commands.

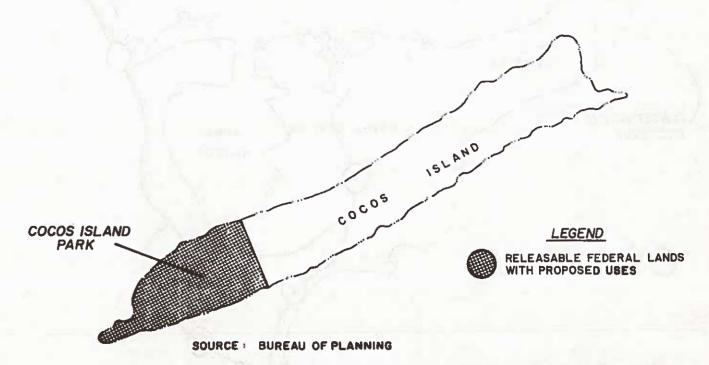
The following maps delineate GovGuam's proposed uses by area.

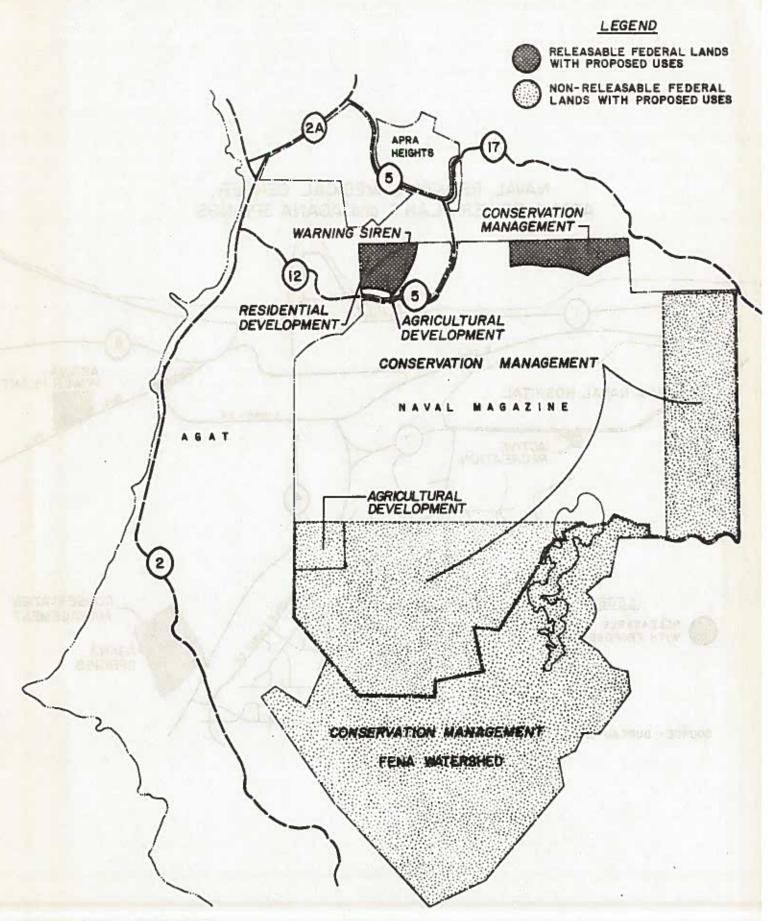






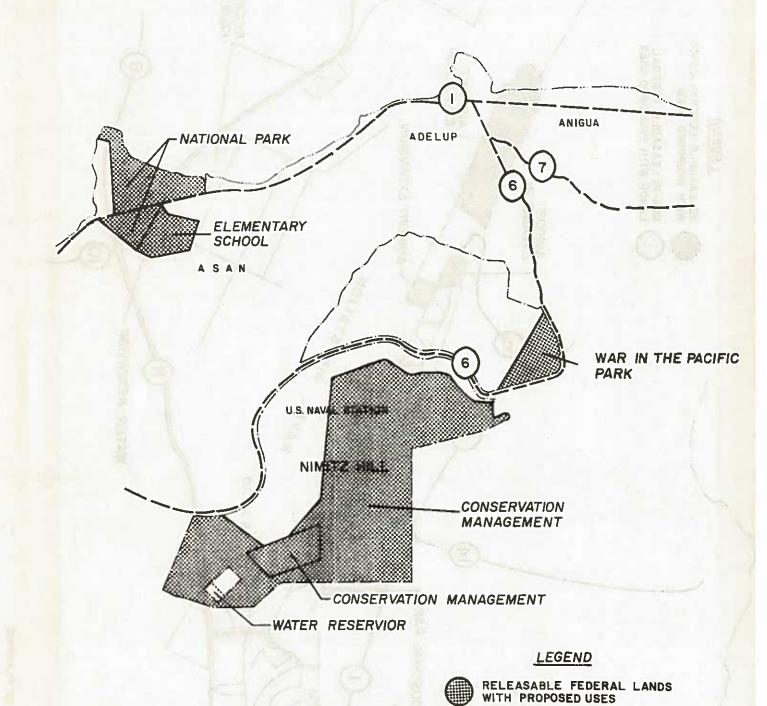
### COCOS ISLAND



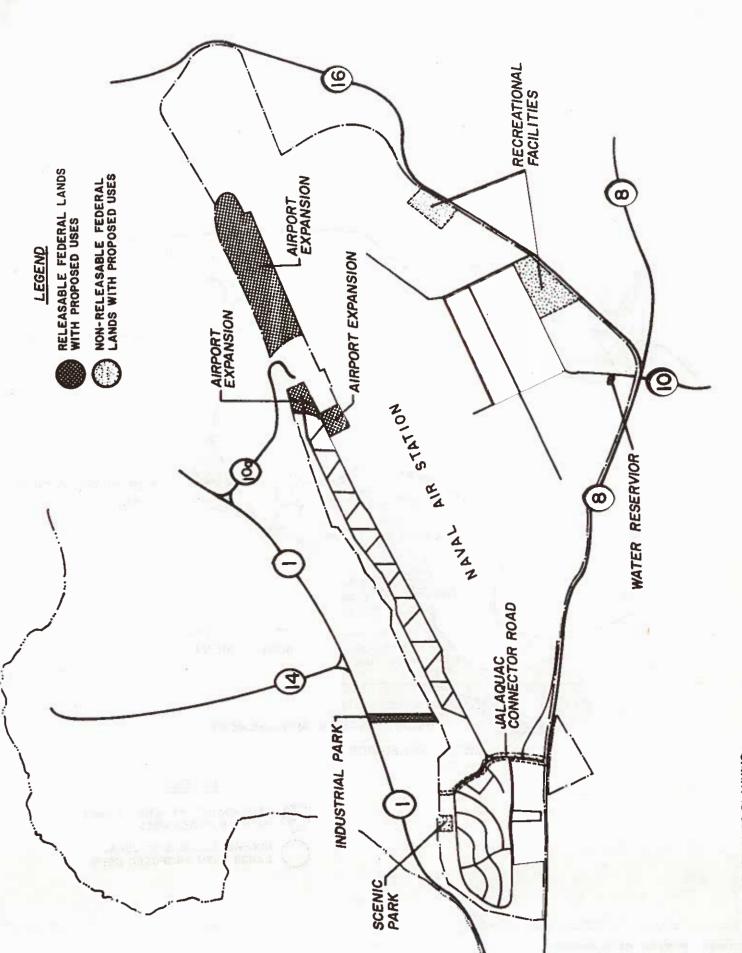


NAVAL REGIONAL MEDICAL CENTER, AGANA POWER PLANT, and AGANA SPRINGS AGANA POWER PLANT U.S. NAVAL HOSPITAL E. OBRIEN DR ACTIVE RECREATION CONSERVATION LEGEND MANAGEMENT RELEASABLE FEDERAL LANDS WITH PROPOSED USES AGANA SPRINGS SOURCE : BUREAU OF PLANNING

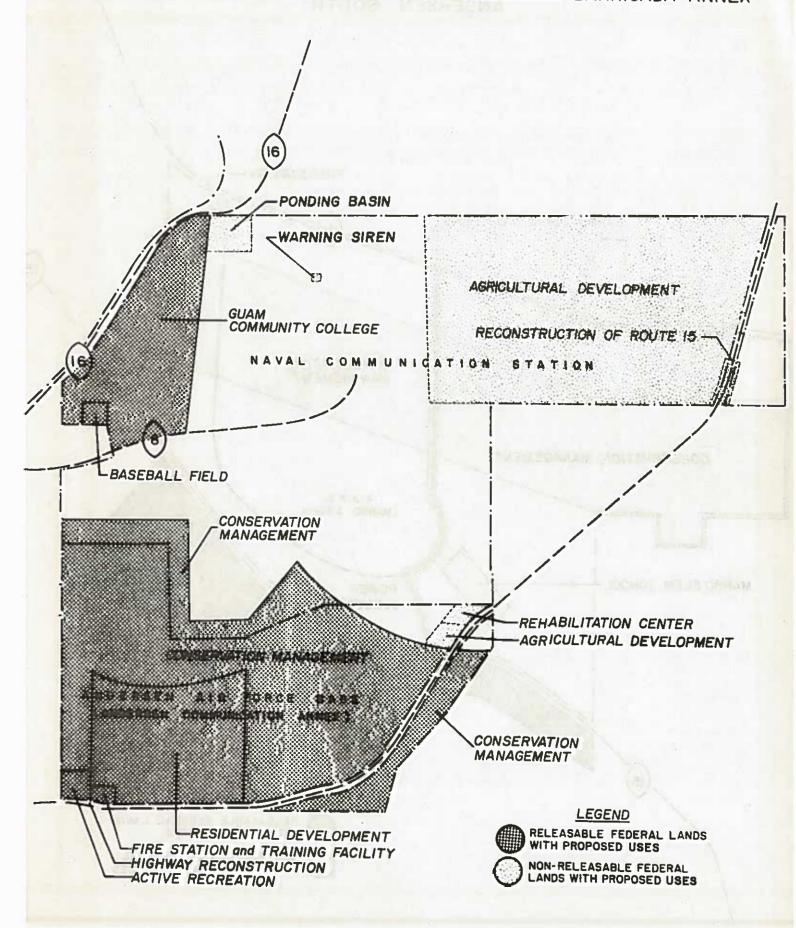
#### ASAN ANNEX and NIMITZ HILL

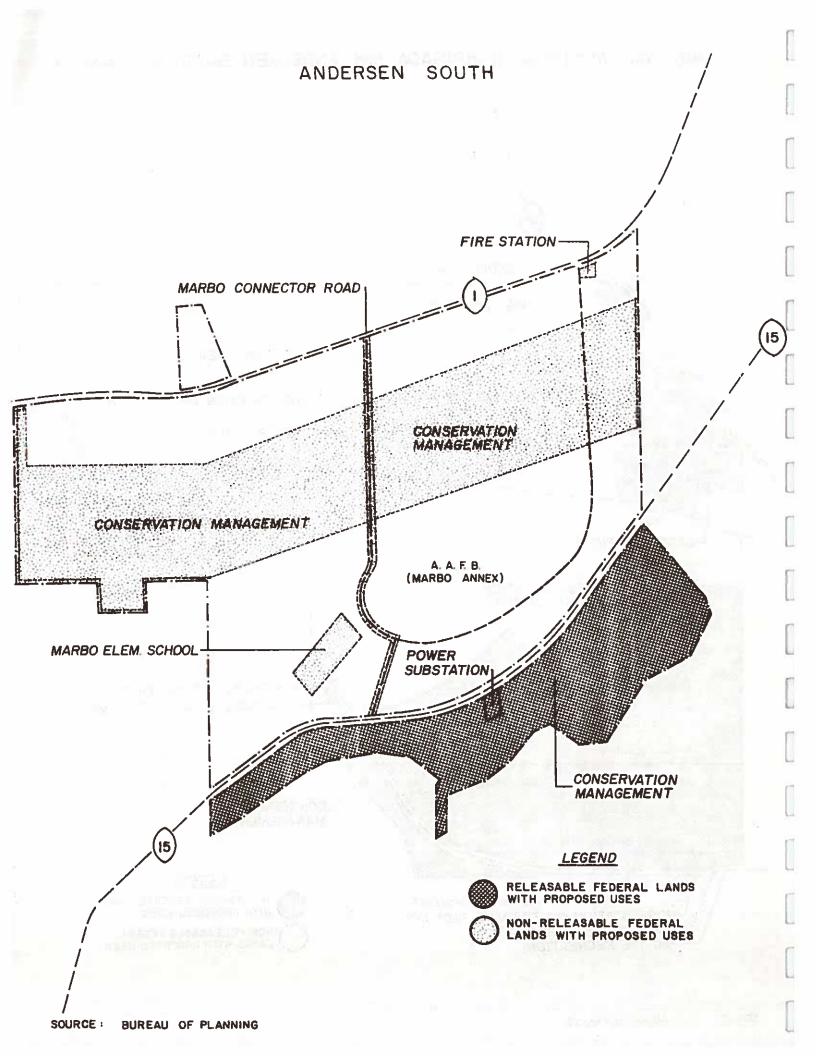


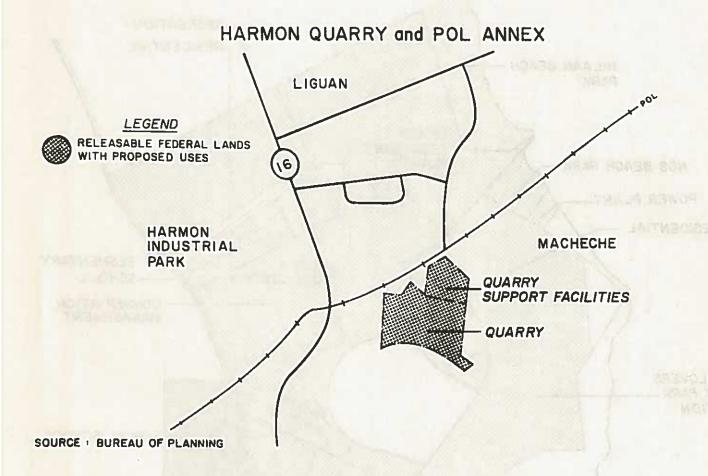
NON-RELEASABLE FEDERAL LANDS WITH PROPOSED USES



SOURCE: BUREAU OF PLANNING

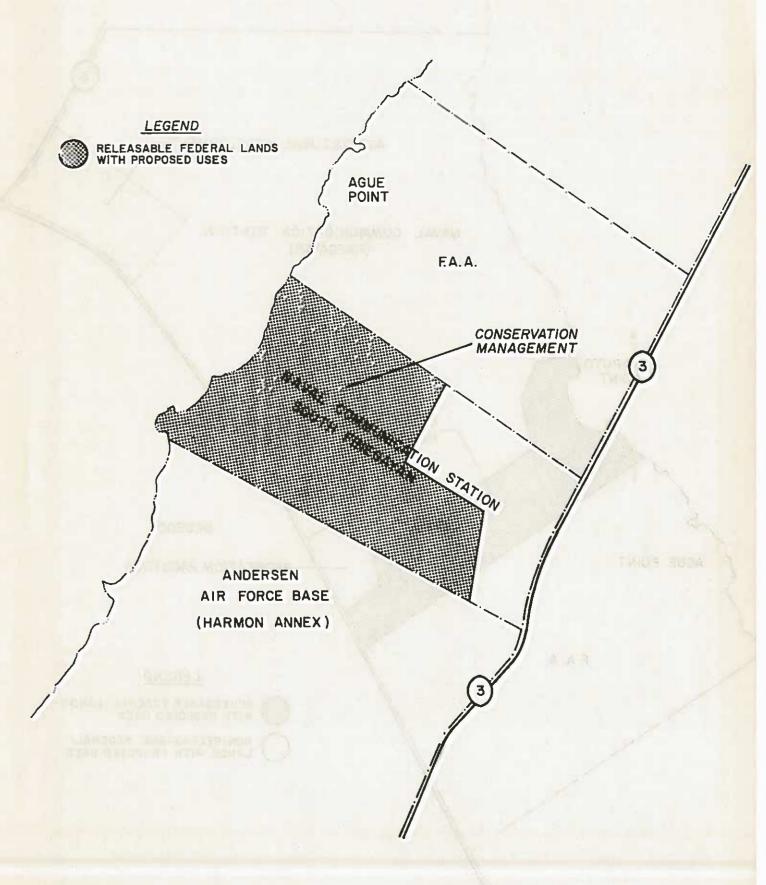




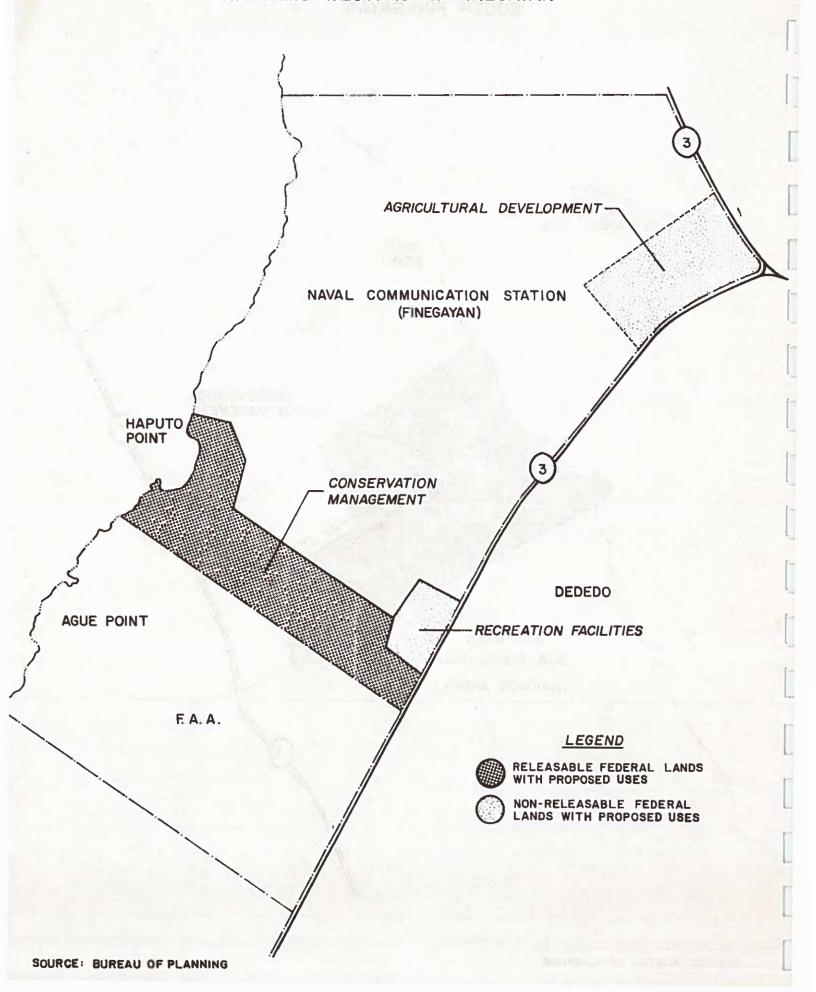


## TANGUISSON POWER PLANT, NAVCAMS BEACH, ANDERSEN HARMON ANNEX and CAMP EDUSA LEGEND RELEASABLE FEDERAL LANDS WITH PROPOSED USES NON-RELEASABLE FEDERAL LANDS WITH PROPOSED USES RECREATION RESIDENTIAL HILAAN BEACH PARK NCS BEACH PARK POWER PLANT-RESIDENTIAL -ELEMENTARY ENERGY STATISTICS SCHOOL CONSERVATION MANAGEMENT TWO LOVERS POINT PARK-ADDITION HIGH SCHOOL NORTHERN SATELLITE STATION ROAD REALIGNMENT PUBLIC MARKET FIRE SUBSTATION EXISTING TRANSFORMER SUBSTA. G.P.A. ADMIN. & OPER. BLDG. INDUSTRIAL PARK SOURCE: BUREAU OF PLANNING

#### SOUTH FINEGAYAN



#### NAVCAMS WESTPAC AT FINEGAYAN



## ANDERSEN AIR FORCE BASE and NORTHWEST FIELD

