

RESTRICTED — Not to be released outside the General Accounting Office except on the basis of specific approval by the Office of Congressional Relations.

0667

GAO

United States General Accounting Office
Washington, DC 20548

Logistics and
Communications
Division

B-164217

RELEASED
RELEASED

11710

OCTOBER 18, 1979

The Honorable Antonio B. Won Pat
House of Representatives

Dear Mr. Won Pat:

Subject: Navy Guam Land Use Plan Does Not Address
Possible Alternatives (LCD-80-12) ←

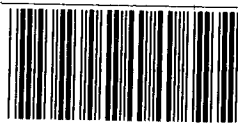
This report is in response to your March 20, 1979, request for a review of the accuracy of the Guam Land Use Plan prepared by the U.S. Navy. The Navy states that the Plan represents the military's required land use goals on Guam. The study, which resulted in the Plan, based land requirements primarily on current usage and the resulting safety areas and impacted zones.

The total land holdings of the Department of Defense on Guam are 45,700 acres, about 32 percent of the entire island (see enclosure for map of Guam). Because of the size of this military property, the Secretary of Defense directed the Secretaries of the Navy and the Air Force in December 1974 to study the future needs for land and facilities on Guam. The study was coordinated by the Department of the Navy. The final Guam Land Use Plan was released by the Chief of Naval Operations on February 23, 1978.

According to the Navy, the Plan represents Defense's desired mid-range (8-year) land use goals and is viewed as a general guideline for all components to follow in future planning of facility requirements on Guam. In summary, the plan identifies 2,625 acres available for release and an additional 2,555 acres for conditional release. It also identifies 900 acres required by Defense for acquisition in fee and another 1,285 acres where restrictive easements are required.

ID
GUAM

However, we found that the Plan does not address all of the actions and alternatives identified during the study. These omissions would have reduced the military land requirements and increased the amount available for release.



110667

507400

Pass terms facilities
(945376)
land management
Regional planning
defense operations
Federal facility relocation

*Both Post. needs ...
unjustified
due to cost. etc*

One of the potential needs for land depends on relocating certain Defense operations on Guam. One relocation is considered feasible by DOD officials, but prohibitively costly in the absence of a compelling need to relocate.

The other potential need is for the relocation of housing and other personnel support facilities which are in high noise areas. The Plan proposes relocating them to other DOD land in quiet areas, when the structures are no longer economically repairable and require replacement. The inclusion of this requirement for the retention of land does not appear justified, in view of the following comments by DOD officials.

On July 14, 1977, the Deputy Assistant Secretary of Defense, Installations and Housing, made the following comment on the proposal to relocate existing housing and personnel support facilities:

"This office cannot agree with the position that facilities should be replaced because they fall in old CNR (Composite Noise Rating) 3 Noise Zone. This was originally pointed out in our 1976 review. These facilities may be economical for another 50 years. Alternatives to relocation, such as noise installation, should be considered. It is not DOD policy to replace such housing."

In a February 10, 1978, memorandum for the Secretary of the Navy, the Assistant Secretary of Defense, Public Affairs, made the following comment:

"Reconstruction of Personnel and Support Facilities - The Land Use Plan provides for the resiting of these facilities in less sensitive noise areas. It is recommended that this course of action only be considered after the option of providing additional sound attenuation is evaluated and found impractical. Based on the availability of existing utilities, it appears that in many areas where additional sound attenuation will permit an acceptable waiver that this option may be economically advantageous. Also, care must be exercised so that good existing functional relationships are not destroyed."

The same memorandum recommended that " * * * additional sound attenuation (lessening) features for noise sensitive facilities whenever practical and economically feasible * * *" be included in the plan as a fourth solution to the problem of high noise zones. The recommendation was not incorporated, and the plan as released did not specify sound attenuation as a solution.

Furthermore, the 362 acres at Andersen South, proposed for relocation of family housing, are almost totally within a high noise area generated from air operations at Andersen Air Force Base. Any housing facilities constructed on this site will therefore have to meet Defense criteria of sound attenuating features for that noise zone.

CONCLUSION

The failure to address all relocation alternatives means that the Guam Land Use Plan, as published, identifies desired, rather than required, military land holdings and does not accurately reflect Defense land requirements as identified in the Navy study. As a result, the Guam Land Use Plan should not be used as the sole basis for joint civilian-military land use planning on Guam.

We discussed these issues in somewhat more detail with you earlier. As you know, security classification of some of the essential details supporting the Guam Land Use Plan precludes our describing them in this report.

This report was discussed with Navy officials responsible for conducting the Guam Land Use Study, and they agreed with our findings.

As you agreed this report will be distributed to interested parties after you have received it.

Sincerely yours,



R. W. Gutmann
Director

Enclosure

