



GOVERNMENT OF GUAM



DEPARTMENT OF PUBLIC HEALTH & SOCIAL SERVICES  
(DIPATTAMENTON SALUT PUPBLEKO YAN SETBISION SUSIAT)  
123 Chalan Kareta, Mangilao, Guam 96913-6304

Eddie Baza Calvo  
GOVERNOR

James W. Gillan  
DIRECTOR

Ray Tenorio  
LIEUTENANT GOVERNOR

Leo G. Casil  
DEPUTY DIRECTOR

September 10, 2012

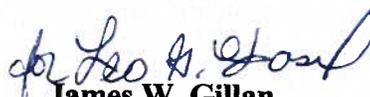
Mr. Dennis Stewart  
Regional Director  
Food Stamp Program  
Western Region  
90 Seventh St. #10-100  
San Francisco, CA 94108

Dear Mr. Stewart:

Enclosed is Guam Department of Public Health and Social Services' FY 2013 Able Bodied Adult without Dependents (ABAWD) request for renewal/extension to exempt certain individuals island-wide from the work provisions of 7 CFR 273.24 for your review and approval. As part of this ABAWD waiver request for renewal/extension, the data (provided through the Guam Department of Labor, Bureau of Labor Statistics) is included as required and as supporting documentation to Guam's claim of high unemployment.

Should you have any questions or concerns regarding this matter, please contact Linda Ann T. Susuico, Chief, Division of Public Welfare at (671) 735-7300 or email at [linda.susuico@dphss.guam.gov](mailto:linda.susuico@dphss.guam.gov).

Sincerely,

  
James W. Gillan  
Director, DPHSS

## WAIVER RENEWAL/EXTENSION REQUEST

1. **Waiver serial number:**
2. **Type of request:** WAIVER RENEWAL/ EXTENSION
3. **Primary regulation citation:** 7 CFR 273.24
4. **Secondary regulation citation, if any:** N/A
5. **State:** Territory of Guam
6. **Region:** Western
7. **Regulatory requirements:** 7 CFR 273.24 provide that no individual, who is able bodied without a dependent (ABAWD), shall be eligible to participate in the Supplemental Nutrition Assistance Program (SNAP) as a member of any household if, during the preceding 36-month period, the individual received SNAP benefits for not less than 3-months (consecutive or otherwise), during which the individual did not work 20 hours or more per week, averaged monthly; did not participate in and comply with the work requirements of a work program of 20 hours or more per week; did not participate in and comply with the requirements of a program under Section 20 of the Act or a comparable program established by the state; or received benefits because they were exempt from these requirements.

7 CFR 273.24(f) also provides that, upon the request of a State Agency, the Secretary may waive the applicability of the above provision for any group of individuals in the State if the Secretary makes a determination that the area in which the individuals reside has an unemployment rate of over 10 percent, or does not have a sufficient number of jobs to provide employment for the individuals.

8. **Proposed alternative procedures:** The Territory of Guam, Department of Public Health and Social Services, is requesting an island-wide waiver renewal/extension to exempt its ABAWD population from the work requirements of 7 CFR 273.24 based on the high unemployment rate. Labor data is derived from sample surveys of households conducted by the Guam Department of Labor's Bureau of Labor Statistics (BLS) (<http://dol.guam.gov>). These are periodic surveys where field interviews are conducted inquiring about activity or status during the calendar week. Guam does not issue unemployment benefits to residents.

To support Guam's claim of high unemployment, Guam combined labor force and unemployment data collected in the months of March 2004, December 2005, March 2006, September 2006, September 2007, September 2009, March 2011 and March 2012 compared the results to U.S. BLS (<http://www.bls.gov/data/>) data for the corresponding months as follows. Guam did not conduct a survey for 2008 due to funding issues as confirmed by Ms. Nellie Asanoma of Guam's DOL. In addition, Guam did not collect unemployment data for 2010.

Combined National Unemployment Rate					
Month	Year	Labor force	Unemployed	UER	20 percent threshold
September	2012	243,566,000	12,500,000	8.1	
September	2011	253,617,000	13,747,000	8.9	
September	2010	153,889,000	14,825,000	9.6	
September	2009	154,142,000	14,265,000	9.3	
September	2008	154,287,000	8,924,000	5.8	
September	2007	153,400,000	6,952,000	4.5	
September	2006	151,635,000	6,625,000	4.4	
March	2006	150,027,000	7,255,000	4.8	
December	2005	149,874,000	6,956,000	4.6	
March	2004	146,525,000	8,834,000	6.0	
Total		1,467,396,000	88,383,000	6.6	

Guam Unemployment Rate				
Month	Year	Labor force	Unemployed	UER
March	2012	68,400	8,060	11.8
March	2011	74,950	9,970	13.3
March	2010	Guam did not have unemployment data for 2010		
September	2009	70,310	6,510	9.3
September	2008	Per Nellie Asanoma (Guam DOL): Survey not conducted for FY 08 due to funding issues.		
September	2007	63,600	5,310	8.3
September	2006	66,450	4,890	7.4
March	2006	65,940	4,530	6.9
December	2005	64,130	4,500	7.0
March	2004	61,520	4,710	7.7
Total		535,300	48,480	8.96

9. **Action and reason for request:** Guam is seeking relief from the requirement that ABAWDs meet the 20 hours per week work participation requirement due to the lack of sufficient jobs on the island. Although, the Territory's unemployment rate as of March 2012 dropped to 11.8% compared to March 2011 of 13.3%, the drop in unemployment was primarily due to persons previously reported as unemployed leaving the labor force as they were no longer looking for work.

Based on data from other ABAWD approved waivers, the average national unemployment rate, when increased by 20 percent, inflates to 7.92%. Guam's unemployment rate as of March 2012 of 11.8% still exceeds the national inflated rate by 3.88%.

The highest threshold for 20% above the national average from recently approved ABAWD waivers is 7.22%. The last time Guam's unemployment rate was below 7.22% was in March 2006.

10. **Regulatory or legislative basis for action:** This waiver renewal is requested pursuant to 7 CFR 273.24(f)(1)(ii), which allows FNS to waive the applicability of the work requirement provision of 7 CFR 273.24 for any group of individuals in the State if FNS determines that the area in which the individuals reside does not have a sufficient number of jobs to provide employment for the affected individuals, or the areas exceeded the national average unemployment average by 20 percent for 24 consecutive months.
11. **Conditions and reasons:**
12. **Information required for extension:** Guam is submitting Department of Labor data as required reflecting the current unemployment rate of 11.8% to support claim of insufficient jobs to provide employment in the territory.
13. **Expiration date:**
14. **Limitation on regional office approval of like requests:**
15. **Quality Control Procedures:**
16. **Date of national office action:**
17. **Date of State agency's request:** September 10, 2012.
18. **Date of regional office transmittal to the national office:** September 10, 2012.
19. **Date of regional transmittal to the state agency:**
20. **Date of implementation by State agency:**



## **The Unemployment Situation on Guam: March 2012**

The Unemployment rate in Guam for March 2012 was 11.8 percent, a decrease of 1.5 percentage points from the March 2011 figure of 13.3 percent and an increase of 2.5 percentage points from the September 2009 figure of 9.3 percent.

The total number of persons unemployed in March 2012 was 8,060, a decrease of 1,910 from the previous survey of March 2011, in which 9,970 were unemployed. The drop in unemployment was primarily due to persons previously reported as unemployed leaving the labor force as they were no longer looking for work.

The number of persons not in the labor force increased by 7,640 from 44,770 in March 2011 to 52,410 in March 2012. For the March 2012 survey period, 10,550 persons in the Not in the Labor Force category indicated that they wanted a job but did not look for work for a variety of reasons.

While the unemployment rate went down reflecting a decreased number of persons unemployed, the number of persons employed during the latest period also shows a decrease. Guam's population covered by the survey, 16 years of age and over, has continued to grow. It increased from an estimated 119,720 in March 2011 to 120,810 in March 2012.

Comparisons of the March 2011 and March 2012 periods show that the unemployment rate generally decreased for nearly all categories. The unemployment rate for Adult Men and Veterans increased slightly from 10.0 percent to 10.5 percent and 7.3 percent to 8.0 percent respectively.

## EXPLANATORY NOTE

Data on labor force, employment, and unemployment are derived from the sample survey of households conducted by the Bureau of Labor Statistics in its Current Labor Force Statistics program. These periodic surveys of the population are conducted with a scientifically selected sample of households designed to represent the civilian non-institutional population. Respondents are interviewed to obtain information about the employment status of each member of the household 16 years of age and over. The inquiry relates to activity or status during the calendar week, Sunday through Saturday, which includes the 12th of the month. This is known as the survey week. Actual field interviewing is conducted in the following weeks.

Inmates of institutions, members of the Armed Forces, civilian living in military installations and housings, persons under 16 years of age, and nonimmigrant aliens are not covered in the periodic enumerations and are excluded from this report. Included in this report are citizens of the Federated States of Micronesia, and the Republic of Marshall Islands, who are authorized by the Compact of Free Association to accept employment in the United States and also, citizens of the Republic of Palau which are authorized to accept employment through the Covenant with the U.S. in October 1994.

**Employed persons** comprise (a) all those within the scope of the survey who, during the survey week did any work at all as paid employees, in their own business, profession, or farm or who worked 15 hours or more as unpaid workers in an enterprise operated by a member of the family, and (b) all those were not working but who had jobs or business from which they were absent because of illness, bad weather, vacation, labor-management dispute, or personal reasons, whether or not they were paid by their employers for the time off, and whether or not they were seeking other jobs.

Each employed person is counted only once. For those who hold more than one job, the job which they worked the greatest number of hours during the reference period is the one counted.

Excluded are persons whose only activity consisted of work around the house (such as, own home housework, and painting or repairing own home) or volunteer work for religious, charitable, and similar organizations.

**Unemployed persons** comprise of all persons within the scope of the survey, who did not work during the survey week, who made specific efforts to find a job within the past 4 weeks, and who were available for work during the survey week (except for temporary illness). Also included as unemployed are those who did not work at all, were available for work, and (a) were waiting to be called back to a job from which they were laid off; or (b) were waiting to report to a new wage or salary job within 30 days.

The **civilian labor force** comprises the total of all civilians as employed or unemployed in accordance with the criteria described above.

**Not in the labor force** includes all civilians within the scope of the survey 16 years and over who are not classified as employed or unemployed. Persons doing only incidental unpaid family work (less than 15 hours) are also classified as not in the labor force.

**Acknowledgement** is due to Nellie N. Asanuma, Research & Statistics Analyst I; Mary Ann Roman, Data Control Clerk; and to the temporary survey workers. Acknowledgment is also due to those whose cooperation and participation made this survey possible.

**TABLE 1. HIGHLIGHTS OF THE EMPLOYMENT SITUATION ON GUAM: MARCH 2012**

SELECTED CATEGORIES	Sep 2007	Sep 2009	Mar 2011	Mar 2012
<b>Total Civilian Population</b>				
16 years of age and over	110,090	114,000	119,720	120,810
<b>Civilian Labor Force</b>	<b>63,600</b>	<b>70,310</b>	<b>74,950</b>	<b>68,400</b>
Total Employed	58,290	63,800	64,970	60,340
Adult women	24,240	27,530	29,010	28,320
Adult men	31,760	34,220	34,110	30,790
Teenagers	2,300	2,060	1,860	1,440
<b>Household Heads</b>	<b>25,030</b>	<b>28,870</b>	<b>26,860</b>	<b>25,320</b>
Full-time workers	51,400	55,280	54,450	50,920
Part-time workers	6,890	8,530	10,520	9,460
U.S. Citizens	43,960	48,960	51,470	47,070
Immigrant aliens	14,340	14,850	13,500	13,230
Veterans	4,200	4,150	4,150	4,350
<b>Total Unemployed</b>	<b>5,310</b>	<b>6,510</b>	<b>9,970</b>	<b>8,060</b>
Not in the Labor Force	46,490	43,680	44,770	52,410

UNEMPLOYMENT RATES%				
All Workers	8.3	9.3	13.3	11.8
Adult women	7.8	9.1	14.8	12.0
Adult men	6.3	7.9	10.0	10.5
Teenagers	32.6	28.6	38.6	34.5
Household Heads	5.1	5.7	8.7	7.2
Full-time workers	8.1	9.2	13.4	11.9
Part-time workers	10.3	9.5	12.9	11.5
U.S. Citizens	8.0	8.1	12.4	11.0
Immigrants Aliens	9.5	12.7	16.4	14.8
Veterans	3.6	9.0	7.3	8.0

**TABLE 2. EMPLOYMENT SITUATION AND JOB DESIRE OF PERSONS OUTSIDE THE CIVILIAN LABOR FORCE AND REASON NOT SEEKING WORK: MARCH 2012**

CATEGORIES	Sep 2007	Sep 2009	Mar 2011	Mar 2012
<b>Not in the Labor Force</b>	<b>46,490</b>	<b>43,220</b>	<b>44,770</b>	<b>52,410</b>
Did not want a job during survey period	37,620	37,000	35,450	41,960
Want job during survey period but did not look for work	8,870	3,220	9,320	10,450
<b>Reasons for not looking for work:</b>				
Believe no job available	240	150	550	670
Cannot find work	2,850	960	1,380	1,110
School attendance	3,490	2,260	2,620	5,200
Family Responsibility	1,660	960	2,080	3,100
Cannot arrange child care	1,430	480	1,060	530
Others	1,270	1,890	2,840	1,930

**NOTES:** Sum of details may not equal totals due to rounding. For coverage of survey and definitions, refer to EXPLANATORY NOTE.