



GOVERNMENT OF GUAM



DEPARTMENT OF PUBLIC HEALTH & SOCIAL SERVICES
(DIPATTAMENTON SALUT PUPBLEKO YAN SETBISION SUSIAT)
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JUL 27 2010

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

Dear Mr. Stewart:

Hafa Adai! Enclosed for your review and approval, is Guam's Department of Public Health and Social Services FY 2011 Able Bodied Adults Without Dependents (ABAWD) request for renewal/extension to exempt certain individuals island-wide from the work provisions of 7 CFR 273.24. As required, for the ABAWD waiver request for renewal/extension, the data provided through the Guam Department of Labor, Bureau of Labor Statistics, are also enclosed to support Guam's claim of a high unemployment rate.

Should you have any questions or need additional information, please contact Ms. Linda Ann T. Susuico, Chief, Division of Public Welfare at (671) 735-7274 or email at linda.susuico@dphss.guam.gov.

Sincerely,


J. PETER ROBERTO, ACSW

Enclosures

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 and September 2009 and 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.

Combined National Unemployment Rate					
Month	Year	Labor force	Unemployed	UER	20 percent threshold
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		1,059,890,000	59,811,000.0	5.64	6.77

Guam Unemployment Rate				
Month	Year	Labor force	Unemployed	UER
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
		391,950	30,450.0	7.76

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. The Territory's FY 2009 unemployment rate is 9.3%, an increase of 1 percent from the previous FY.

Based on data from other ABAWD approved waivers, the average national unemployment rate when increased by 20 percent inflate to 6.77%. Guam's FY 2009 unemployment rate exceeds the national inflated rate by 2.53%.

The highest threshold for 20% above the national average from recently approved ABAWD waivers is 6.77%. The last time Guam's unemployment rate was below 6.77% was in 1995.

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 increase in unemployment 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:** July 16, 2010.
18. **Date of regional office transmittal to the national office:**
19. **Date of regional transmittal to the state agency:**
20. **Date of implementation by State agency:**

BLS

BUREAU OF LABOR STATISTICS
DEPARTMENT OF LABOR
GOVERNMENT OF GUAM

NEWS



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Release No.: 2009-11
For Release: December 18, 2009

The Unemployment Situation on Guam: September 2009

Unemployment in Guam for September 2009 is 9.3 percent, an increase of 1.0 percentage point from the September 2007 figure of 8.3 percent and an increase of 1.9 percentage points from September 2006 figure of 7.4 percent.

The total number of people unemployed in September 2009 was 6,510, an increase of 1,200 from the previous survey in September 2007 of 5,310 figures and an increase of 1,620 from September 2006 of 4,890.

While the unemployment rate went up reflecting an increased number of persons unemployed, the number of persons employed over the latest three year period increased from 61,250 to 63,800. Guam's total population covered by the survey, 16 years of age and over, has been steadily growing. It increased from an estimated 106,310 in September 2006 to 110,090 in September 2007 to 114,000 in September 2009. The increased civilian population and labor force has resulted in combination of increased numbers of people employed, unemployed and in the out of the labor force category. The number of persons not in the labor force increased from 39,900 in September 2006 to 43,680 in September 2009. Persons not in the labor force by definition are those persons not employed and also not actively looking for work. In the September 2009 survey period, 6,280 persons Not in the Labor Force category indicated that they wanted a job but did not look for work for a variety of reasons.

Comparisons for the three-year time period from September 2006 to September 2009 shows that unemployment rate generally increased for nearly all categories of persons, as follows: For Household Heads, the rate increased only slightly from 5.1 to 5.7 percent; the rate for Full-Time workers increased from 7.4 to 9.2 percent; and Part-Time workers went up from 6.8 to 9.5 percent. Unemployment rates increased for adult men, from 5.6 to 7.9 percent and adult women from 6.4 to 9.1 percent. The unemployment rate for U.S. Citizens increased only slightly from 7.8 to 8.1 percent, whereas the rate for Immigrant Aliens went up from 6.2 to 12.7 percent. The unemployment rate for Veterans increased from 3.0 to 9.0 percent.

TABLE 1. HIGHLIGHTS OF THE EMPLOYMENT SITUATION ON GUAM: SEPTEMBER 2009

SELECTED CATEGORIES	Mar 2006	Sep 2006	Sep 2007	Sep 2009
Total Civilian Population				
16 years of age and over	104,830	106,310	110,090	114,000
Civilian Labor Force	65,940	66,450	63,600	70,310
Total Employed	61,390	61,520	58,290	63,800
Adult Women	27,110	26,670	24,240	27,530
Adult Men	31,640	32,090	31,760	34,220
Teenagers	2,640	2,760	2,300	2,060
Household Heads	24,310	25,500	25,030	28,870
Full-Time Workers	53,540	53,550	51,400	55,280
Part-Time Workers	7,570	7,920	6,890	8,530
U.S. Citizens	46,550	45,370	43,960	48,960
Immigrant Aliens	14,850	16,150	14,340	14,850
Veterans	3,040	3,510	4,200	4,150
Total Unemployed	4,530	4,890	5,310	6,510
Not in the Labor Force	38,890	39,900	46,490	43,680

UNEMPLOYMENT RATE %				
All Workers	6.9	7.4	8.3	9.3
Adult Women	7.1	6.4	7.8	9.1
Adult Men	6.3	5.6	6.3	7.9
Teenagers	11.4	29.8	32.6	28.6
Household Heads	6.0	5.1	5.1	5.7
Full-Time Workers	6.7	7.4	8.1	9.2
Part-Time Workers	8.4	6.8	10.3	9.5
U.S. Citizens	5.7	7.8	8.0	8.1
Immigrant Aliens	10.4	6.2	9.5	12.7
Veterans	7.0	3.0	3.6	9.0

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

TABLE 2. EMPLOYMENT SITUATION AND JOB DESIRE OF PERSONS OUTSIDE THE CIVILIAN LABOR FORCE AND REASON NOT SEEKING WORK: SEPTEMBER 2009

CATEGORY	Mar 2006	Sep 2006	Sep 2007	Sep 2009
Not in Labor Force	38,890	39,900	46,490	43,680
Did not want a job during survey period	34,480	35,060	37,620	37,400
Wanted job during survey period but did not look for work	4,410	4,840	8,870	6,280
Reasons for not looking for work:				
Believe no job available	520	210	240	150
Cannot find work	630	580	2,850	970
School attendance	1,490	900	3,490	2,280
Family Responsibility	630	960	1,660	970
Cannot arrange child care	920	430	1,430	490
Others	1,950	1,010	1,270	1,910

**TABLE 3. EMPLOYMENT STATUS OF CIVILIAN NONINSTITUTIONAL
POPULATION 16 YEARS AND OVER BY AGE AND SEX: SEPTEMBER 2009**

		Civilian Labor Force						Not in Labor Force	
	Total Civilian Population	Total	%	Employed	%	Unemployed	%	Total	%
BOTH SEXES									
Total 16 years & above	114,000	70,310	61.7%	63,800	90.7%	6,510	9.3%	43,680	38.3%
16-17 years	6,210	640	10.3%	300	46.9%	340	53.1%	5,570	89.7%
18-19 years	5,090	2,240	44.2%	1,760	78.2%	490	21.8%	2,840	55.8%
20-24 years	11,030	7,030	63.7%	5,270	75.0%	1,760	25.0%	4,000	36.3%
25-34 years	20,350	16,080	79.1%	14,320	89.1%	1,760	10.9%	4,260	20.9%
35-44 years	20,680	16,940	81.9%	15,970	94.3%	970	5.7%	3,740	18.1%
45-59 years	29,170	20,910	71.7%	19,860	95.0%	1,050	5.0%	8,270	28.3%
60 years & above	21,470	6,470	30.1%	6,320	97.7%	150	2.3%	15,000	69.9%
FEMALES									
Total 16 years & above	58,870	31,600	53.7%	28,500	90.2%	3,100	9.8%	27,270	46.3%
16-17 years	2,810	260	9.3%	110	42.3%	150	57.7%	2,540	90.4%
18-19 years	2,620	1,050	40.1%	860	81.9%	190	18.1%	1,570	59.9%
20-24 years	5,800	3,100	53.6%	2,320	74.6%	790	25.4%	2,690	46.4%
25-34 years	10,400	7,110	68.3%	6,280	88.5%	820	11.5%	3,290	31.7%
35-44 years	11,030	8,380	75.9%	7,740	92.4%	640	7.6%	2,660	24.1%
45-59 years	14,590	8,980	61.5%	8,530	95.0%	450	5.0%	5,610	38.5%
60 years & above	11,630	2,730	21.7%	2,660	97.1%	80	2.9%	8,900	78.3%
MALES									
Total 16 years & above	55,130	38,710	70.2%	35,310	91.2%	3,400	8.8%	16,420	29.8%
16-17 years	3,400	370	11.1%	190	50.0%	190	50.0%	3,030	88.9%
18-19 years	2,470	1,200	48.6%	900	75.0%	300	25.0%	1,270	51.4%
20-24 years	5,240	3,930	75.0%	2,960	75.3%	970	24.7%	1,310	25.0%
25-34 years	9,950	8,980	90.3%	8,040	89.5%	940	10.5%	970	9.7%
35-44 years	9,650	8,570	88.7%	8,230	96.0%	340	4.0%	1,090	11.3%
45-59 years	14,590	11,930	81.8%	11,330	95.0%	600	5.0%	2,660	18.2%
60 years & above	9,840	3,740	38.1%	3,670	97.9%	80	2.1%	6,100	61.9%

Values are from the 2009 Current Labor Force survey and rounded to the nearest tens.

Sum of details may not equal totals due to rounding.

For coverage of survey and definitions, refer to EXPLANATORY NOTES.

EXPLANATORY NOTES

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 week.

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 Marshall Islands and the Federated States of Micronesia, 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 Nellie Asanuma, Research & Statistics Analyst I, Bennet Manipol, Statistician I, MaryAnn Roman, Data Control Clerk I, and to the survey workers employed through the University of Guam-Cooperative Extension Service.