



GOVERNMENT OF GUAM



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

Eddie Baza Calvo
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DEPUTY DIRECTOR

JUL 22 2011

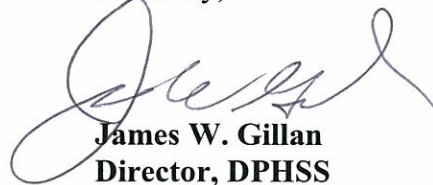
Mr. Dennis Stewart
Regional Director
Food Stamp Program
Western Region
90 Seventh St. #10-100
San Francisco, CA 94108

Dear Mr. Stewart:

Enclosed is Guam Department of Public Health and Social Services' FY 2012 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.

Sincerely,



James W. Gillan
Director, DPHSS

cc: Linda Susuico, Chief, DPW
Elsa Perez, BES Administrator

Attachment:

Guam Department of Labor, Bureau of Labor Statistics Unemployment Reports

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 2010 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	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		1,213,779,000	74,636,000	6.15	7.38

Guam Unemployment Rate				
Month	Year	Labor force	Unemployed	UER
March	2010	74,950	9,970	13.3
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		466,900	40,420	8.657

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 2010 unemployment rate is 13.3%, an increase of 4 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 7.38%. Guam's FY 2010 unemployment rate of 13.3% exceeds the national inflated rate by 5.92%.

The highest threshold for 20% above the national average from recently approved ABAWD waivers is 7.38%. The last time Guam's unemployment rate was below 7.38% 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 increase in unemployment of 13.3% 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 19, 2011.
18. **Date of regional office transmittal to the national office:** July 19, 2011
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



Leah Beth O. Naholowaa, *Director*
Gary A. Hiles, *Chief Economist*

P.O. Box 9970, Tamuning, Guam 96931
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Release No.: 2011-03
For Release: June 24, 2011

The Unemployment Situation on Guam: March 2011

The Unemployment rate in Guam for March 2011 was 13.3 percent, an increase of 4.0 percentage points from the September 2009 figure of 9.3 percent and an increase of 5.0 percentage points from the September 2007 figure of 8.3 percent.

The total number of persons unemployed in March 2011 was 9,970, an increase of 3,460 from the most recent previous survey of September 2009, in which 6,510 were unemployed.

While the unemployment rate went up reflecting an increased number of persons unemployed, the number of persons employed over the latest period shows an increase from 63,800 to 64,970. Guam's population covered by the survey, 16 years of age and over, has been steadily growing. It increased from an estimated 114,000 in September 2009 to 119,720 in March 2011. The increased civilian population and labor force has resulted in a combination of increased numbers of people in the Employed, Unemployed and Not in the Labor Force categories. The number of persons not in the labor force increased by 1,090 from 43,680 in September 2009 to 44,770 in March 2011. For the March 2011 survey period, 9,320 persons in the Not in the Labor Force category indicated they wanted a job but did not look for work for a variety of reasons.

Comparisons of the September 2009 to March 2011 periods show that the unemployment rate generally increased between 2.0 to 10.0 percent for nearly all categories, except for Veterans, which showed a decrease from 9.0 percent to 7.3 percent.

TABLE 1. HIGHLIGHTS OF THE EMPLOYMENT SITUATION ON GUAM: MARCH 2011

SELECTED CATEGORIES	Sep 2006	Sep 2007	Sep 2009	Mar 2011
Total Civilian Population				
16 years of age and over	106,310	110,090	114,000	119,720
Civilian Labor Force	66,450	63,600	70,310	74,950
Total Employed	61,520	58,290	63,800	64,970
Adult women	26,670	24,240	27,530	29,010
Adult men	32,090	31,760	34,220	34,110
Teenagers	2,760	2,300	2,060	1,860
Household Heads	25,500	25,030	28,870	26,860
Full-time workers	53,550	51,400	55,280	54,450
Part-time workers	7,920	6,890	8,530	10,520
U.S. Citizens	45,370	43,960	48,960	51,470
Immigrant aliens	16,150	14,340	14,850	13,500
Veterans	3,510	4,200	4,150	4,150
Total Unemployed	4,890	5,310	6,510	9,970
Not in the Labor Force	39,900	46,490	43,680	44,770

UNEMPLOYMENT RATES%				
All Workers	7.4	8.3	9.3	13.3
Adult women	6.4	7.8	9.1	14.8
Adult men	5.6	6.3	7.9	10.0
Teenagers	29.8	32.6	28.6	38.6
Household Heads	5.1	5.1	5.7	8.7
Full-time workers	7.4	8.1	9.2	13.4
Part-time workers	6.8	10.3	9.5	12.9
U.S. Citizens	7.8	8.0	8.1	12.4
Immigrants Aliens	6.2	9.5	12.7	16.4
Veterans	3.0	3.6	9.0	7.3

TABLE 2. EMPLOYMENT SITUATION AND JOB DESIRE OF PERSONS OUTSIDE THE CIVILIAN LABOR FORCE AND REASON NOT SEEKING WORK: MARCH 2011

CATEGORIES	Sep 2006	Sep 2007	Sep 2009	Mar 2011
Not in the Labor Force	39,900	46,490	43,220	44,770
Did not want a job during survey period	35,060	37,620	37,000	35,450
Want job during survey period but did not look for work	4,840	8,870	3,220	9,320
Reasons for not looking for work:				
Believe no job available	210	240	150	550
Cannot find work	580	2,850	960	1,380
School attendance	900	3,490	2,260	2,620
Family Responsibility	960	1,660	960	2,080
Cannot arrange child care	430	1,430	480	1,060
Others	1,010	1,270	1,890	2,840

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

**Table 3. Employment Status of Civilian Noninstitutional
Population 16 Years & Over by Age and Sex: March 2011**

	Total Civilian Population	Civilian Labor Force						Not in the Labor Force	
		Total	%	Employed	%	Unemployed	%	Total	%
BOTH SEXES									
Total 16 years & above	119,720	74,950	62.6%	64,970	86.7%	9,970	13.3%	44,770	37.4%
16 -17 years	6,950	690	9.9%	360	52.2%	330	47.8%	6,260	90.1%
18 - 19 years	5,860	2,330	39.8%	1,490	63.9%	840	36.1%	3,530	60.2%
20 - 24 years	10,880	7,900	72.6%	5,860	74.2%	2,040	25.8%	2,990	27.5%
25 - 34 years	21,480	16,160	75.2%	13,500	83.5%	2,660	16.5%	5,310	24.7%
35 - 44 years	22,970	18,380	80.0%	16,380	89.1%	2,000	10.9%	4,590	20.0%
45 - 59 years	30,250	22,310	73.8%	20,780	93.1%	1,530	6.9%	7,940	26.2%
60 years & above	21,330	7,170	33.6%	6,590	91.9%	580	8.1%	14,160	66.4%

FEMALES									
Total 16 years & above	62,860	35,530	56.5%	29,960	84.3%	5,570	15.7%	27,340	43.5%
16 -17 years	3,200	400	12.5%	220	55.0%	180	45.0%	2,800	87.5%
18 - 19 years	2,950	1,090	36.9%	730	67.0%	360	33.0%	1,860	63.1%
20 - 24 years	5,900	3,900	66.1%	2,880	73.8%	1,020	26.2%	2,000	33.9%
25 - 34 years	11,430	7,720	67.5%	6,120	79.3%	1,600	20.7%	3,710	32.5%
35 - 44 years	11,900	8,700	73.1%	7,540	86.7%	1,170	13.4%	3,200	26.9%
45 - 59 years	15,980	10,850	67.9%	9,900	91.2%	950	8.8%	5,130	32.1%
60 years & above	11,500	2,880	25.0%	2,580	89.6%	290	10.1%	8,630	75.0%

MALES									
Total 16 years & above	56,860	39,420	69.3%	35,020	88.8%	4,400	11.2%	17,440	30.7%
16 -17 years	3,750	290	7.7%	150	51.7%	150	51.7%	3,460	92.3%
18 - 19 years	2,910	1,240	42.6%	760	61.3%	470	37.9%	1,670	57.4%
20 - 24 years	4,990	4,000	80.2%	2,990	74.8%	1020	25.5%	980	19.6%
25 - 34 years	10,050	8,450	84.1%	7,390	87.5%	1060	12.5%	1,600	15.9%
35 - 44 years	11,070	9,680	87.4%	8,850	91.4%	840	8.7%	1,380	12.5%
45 - 59 years	14,270	11,470	80.4%	10,880	94.9%	580	5.1%	2,800	19.6%
60 years & above	9,830	4,300	43.7%	4,000	93.0%	290	6.7%	5,530	56.3%

Values are rounded to the nearest tens.

March 2011 Current Labor Force Survey

Sum of details may not equal totals due to rounding errors

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

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; Bennet Manipol, Statistician 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.



GUAM DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS
CURRENT LABOR FORCE SURVEY

UNEMPLOYMENT SITUATION OF GUAM: 1975 - 2007

YEAR	MONTH	TOTAL CIV NONINST'L POPULATION	TOTAL	CIVILIAN LABOR FORCE		% OF LF UNEMPLOYED	NOT IN LABOR FORCE
				EMPLOYED	UNEMPLOYED		
				NUMBER	NUMBER		
2007	Sept	110,090	63,600	58,290	5,310	8.3	46,490
2006	Sept	106,310	66,450	61,520	4,890	7.4	39,900
2006	Mar	104,830	65,940	61,390	4,530	6.9	38,890
2005	Dec	104,980	64,130	59,630	4,500	7.0	40,850
2004	Mar	99,780	61,520	56,810	4,710	7.7	38,260
2002	Mar	99,500	62,050	54,980	7,070	11.4	37,450
2001	Mar	104,320	69,560	60,520	9,040	13.0	34,760
2001	Sept	100,470	64,800	56,040	8,760	13.5	35,670
2000	Jul	104,480	70,800	59,950	10,850	15.3	33,680
1999	Mar	105,320	72,460	62,350	10,110	14.0	32,860
1999	Jun	105,270	72,700	61,640	11,060	15.2	32,570
1998	Mar	71,930	48,060	44,340	3,720	7.7	23,870
1997	Mar	71,150	48,190	43,530	4,660	9.7	22,960
1997	Jun	71,400	49,820	44,830	4,990	10.0	21,580
1997	Sept	71,420	49,540	44,990	4,550	9.2	21,880
1996	Mar	71,520	47,330	44,000	3,330	7.0	24,190
1996	Jun	71,600	49,030	44,870	4,160	8.5	22,570
1996	Sept	70,770	48,850	44,640	4,210	8.6	21,920
1996	Dec	71,290	49,180	44,770	4,410	9.0	22,110
1995	Mar	71,190	48,590	44,530	4,060	8.4	22,600
1995	Jun	71,380	50,100	44,650	4,450	8.9	21,280
1995	Sept	71,510	48,120	44,950	3,170	6.6	23,390
1995	Dec	71,500	47,890	44,150	3,740	7.8	23,610
1994	Mar	69,880	46,970	43,800	3,170	6.7	22,910
1994	Jun	70,280	48,700	44,140	4,560	9.4	21,580
1994	Sept	70,400	47,930	44,690	3,240	6.8	22,470
1994	Dec	70,630	47,930	44,430	3,500	7.3	22,700
1993	Mar	69,090	47,350	45,200	2,150	4.5	21,740
1993	Jun	70,090	48,180	45,760	2,420	5.0	21,900
1993	Sept	69,970	47,770	44,640	3,130	6.6	22,200
1993	Dec	69,810	47,030	44,210	2,820	6.0	22,780
1992	Mar	68,830	47,500	46,140	1,360	2.9	21,330
1992	Jun	68,800	48,540	46,720	1,820	3.7	20,260
1992	Sept	70,070	47,020	44,870	2,150	4.6	23,050
1992	Dec	70,470	47,500	46,710	2,030	4.2	21,730
1991	Mar	67,300	46,680	45,230	1,450	3.1	20,620
1991	Jun	67,390	48,030	46,070	1,960	4.1	19,360
1991	Sept	67,670	46,970	45,260	1,710	3.6	20,700
1991	Dec	67,680	46,960	45,460	1,500	3.2	20,710
1990	Mar	61,490	40,560	39,800	760	1.9	20,930
1990	Jun	68,090	46,750	44,940	1,810	3.9	21,340
1990	Sept	67,590	45,540	44,240	1,300	2.9	22,050
1990	Dec	67,980	46,930	45,710	1,220	2.6	21,050
1989	Mar	61,240	38,410	37,400	1,010	2.6	22,830
1989	Jun	61,280	39,940	38,260	1,680	4.2	21,340
1989	Sept	61,230	39,340	38,420	920	2.3	21,890
1989	Dec	61,370	40,050	39,230	820	2.1	21,320
1988	Mar	60,120	37,440	35,740	1,700	4.5	22,680
1988	Jun	59,970	38,280	36,240	2,040	5.3	21,690
1988	Sept	60,530	37,960	36,520	1,440	3.8	20,570
1988	Dec	61,010	38,240	37,060	1,770	3.1	22,770
1987	Mar	59,660	36,250	34,270	1,970	5.4	23,420
1987	Jun	59,650	36,320	34,300	2,020	5.6	23,320
1987	Sept	59,690	36,230	34,140	1,090	3.0	23,460
1987	Dec	59,920	36,540	35,190	1,350	3.7	23,380
1986	Mar	58,930	35,590	33,460	2,130	6.0	23,340
1986	Jun	59,020	36,880	33,870	3,010	8.2	22,140
1986	Sept	59,640	35,830	33,930	1,900	5.3	23,800
1986	Dec	59,710	35,990	34,230	1,760	4.9	23,720

Bureau of Labor Statistics

Combined National Unemployment Rate					
Month	Year	Labor force	Unemployed	UER	20 percent threshold
September	2010	153,889,000	14,825,000	9.6	
September	2009	154,142,000	14,265,000	9.3	
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March	2006	65,940	4,530	6.9
December	2005	64,130	4,500	7.0
March	2004	61,520	4,710	7.7
		466,900	40,420.0	8.66

Monthly Average Unemployment Rate

Territory of Guam

Month	Guam DOL data <i>available</i>			Federal Data		
	Labor Force #	Unemployed #	Rate	Labor Force #	Unemployed #	Rate
3/1/2011	74,950	9,970	13.3	153,889,000	14,825,000	9.6%
9/1/2009	70,310	6,510	9.3	154,142,000	14,265,000	9.3
9/1/2008	Per Nellie Asanoma (Guam DOL): Survey not conducted for FY 08 due to funding issues.			154,287,000	8,924,000	5.8
9/1/2007	63,600	5,310	8.3	153,400,000	6,952,000	4.5
9/1/2006	66,450	4,890	7.4	151,635,000	6,625,000	4.4
3/1/2006	65,940	4,530	6.9	150,027,000	7,255,000	4.8
12/1/2005	64,130	4,500	7.0	149,874,000	6,956,000	4.6
3/1/2004	61,520	4,710	7.7	146,525,000	8,834,000	6.0

Sep-09

Sep-08

Sep-07

Sep-06

Mar-06

Dec-05

Mar-04

State Labor Force Number 466,900

State Unemployed Number 40,420

National Labor Force Number 1,213,779,000

National Unemployed Number 74,636,000

Nat. Avg. Unemployment Rate 6.15

Divide 40,420 by 466,900 = 0.0866

multiply by 100

0.0866 x 100 = 8.657100021 round to one decimal place

8.7 = Average unemployment Rate for 36 months

National Standard 7.4 (120% of National average)

If 8.7 is greater than 7.4 the state may qualify for an ABAWD waiver.