



LOURDES A. LEON GUERRERO
GOVERNOR, MAGA'HAGA'

JOSHUA F. TENORIO
LT. GOVERNOR, SIGUNDO MAGA'LÄHI

GOVERNMENT OF GUAM

DEPARTMENT OF PUBLIC HEALTH AND SOCIAL SERVICES
DIPATTAMENTON SALUT PUPBLEKO YAN SETBISION SUSIAT



ARTHUR U. SAN AGUSTIN, MHR
DIRECTOR

LAURENT SF DUENAS, MPH, BSN
DEPUTY DIRECTOR

TERRY G. AGUON
DEPUTY DIRECTOR

Memorandum

To: Director, Department of Public Health and Social Services

Via: DPW Chief Human Services Program Administrator *3/2/21*

From: Supervisor in Charge, Social Services Supervisor I,
Bureau of Economic Security

Subject: Submission of Able-Bodied Adults without Dependents (ABAWD) Waiver Request

Attached is a request to be submitted to the Food Nutrition Services (FNS) to waive the provisions of 7 CFR 273.24 exempting Able-Bodied Adults Without Dependents (ABAWDs) from the 3 month time limit.

Guam's unemployment rate as of June 2020 is 17.3%. Attached are documents from the Guam Department of Labor's Bureau of Labor Statistics (BLS) report released on December 6, 2020.

Should you have any questions contact me at 300-8864.

CHRISTINE A.P. SAN NICOLAS, BSW, MPA

Attachment

REPLY:

Approved ☒ Disapproved ☐

AS
ARTHUR U. SAN AGUSTIN, MHR

Date: *MAR 05 2021*





LOURDES A. LEON GUERRERO
GOVERNOR, MAGA'HAGA

JOSHUA F. TENORIO
LT. GOVERNOR, SIGUNDO MAGA'LÁHI

GOVERNMENT OF GUAM

DEPARTMENT OF PUBLIC HEALTH AND SOCIAL SERVICES
DIPATTAMENTON SALUT PUPBLEKO YAN SETBISION SUSIAT



ARTHUR U. SAN AGUSTIN, MHR
DIRECTOR

LAURENT SF DUENAS, MPH, BSN
DEPUTY DIRECTOR

TERRY G. AGUON
DEPUTY DIRECTOR

MAR 05 2021

Mr. Charles Tobin
Regional Program Director
Supplemental Nutrition Assistance Program
Western Region
90 Seventh St. #10-1007094
San Francisco, CA 94108

Dear Mr. Tobin:

Resubmitted for your review and approval is Guam Department of Public Health and Social Services (GDPHSS) request to waive the provisions of 7 CFR 273.24 exempting Able-Bodied Adults Without Dependents (ABAWDs) throughout the Territory of Guam from the Supplemental Nutrition Assistance Program (SNAP) time limit. The request is resubmitted pursuant to 7 CFR 273.24(f)(1)(i)(ii) & 3.

Guam's unemployment rate in June 2020 is 17.3% and is projected to continue, at this rate or even increase, per Guam's Department of Labor's Bureau of Labor Statistics (BLS) Report released on December 6, 2020. This high unemployment rate has resulted to the unavailability of jobs in the island. Also, on October 19, 2020, and for reference purposes, BLS released the unemployment situation in Guam for December 2019.

The high unemployment rate of 17.3%, is no doubt, was exacerbated by the effects of the pandemic COVID-19.

Should you have any questions regarding this matter, please contact Ms. Ma. Theresa L. Arcangel, Chief, Division of Public Welfare at (671) 300-8879 or email at theresa.arcangel@dphss.guam.gov.

Sincerely,

ARTHUR U. SAN AGUSTIN, MHR
Director

Enclosures

STATE WAIVER REQUEST

1. **Waiver Serial Number (if applicable):**
2. **Type of request:** Initial
3. **Statutory citation:** Section 6(o) of the Food and Nutrition Act of 2008, as amended
4. **Regulatory citation:** 7 CFR 273.24 (f)(1)(i)(ii) & (3)
5. **State:** Territory of Guam
6. **Region:** Western
7. **Regulatory requirements:** Section 6(o) of the Food and Nutrition Act of 2008, as amended, provides that no able-bodied adult without dependents (ABAWD) shall be eligible to participate in the Supplemental Nutrition Assistance Program (SNAP) as a member of any household if the individual received program benefits for more than 3 months during any 3-year period in which the individual was subject to, but did not comply with the ABAWD work requirement. Section 6(o) also provides that, upon the request of the State agency, the Secretary may waive the applicability of the 3-month ABAWD time limit 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. **Description of alternative procedures:** The Territory of Guam is requesting a territory-wide waiver from SNAP time limits at 7 CFR 273.24(f)(1)(i)(ii) & (3).
9. **Justification for request:** Under SNAP regulations at 7 CFR 273.24(f)(1)(i)(ii) & 3, Guam may request FNS approval to temporarily waive the time limit for a group of individuals (ABAWDs) if Guam has an unemployment rate of over 10% and does not have a sufficient number of jobs to provide employment for the individuals. Guam's unemployment rate in June 2020 is 17.3% as evidenced by the December 6, 2020 report from the Department of Labor's Bureau of Labor Statistics (BLS, copy attached). BLS also released the unemployment situation in December 2019 in their report of October 19, 2020 (copy attached.) The high unemployment rate was exacerbated by the negative effects of COVID-19 pandemic which had started in March 2020 and continuously up to the present.

The Territory of Guam Department of Public Health & Social Services is requesting an island-wide waiver to exempt its ABAWD population from the SNAP three-month time limit under 7 CFR 273.24(f)(1)(i)(ii) & 3. As of this writing, the Bureau of Economic Security (BES) has projected that the 17.3% unemployment rate will continue and, may even increase, in the ensuing months due to lack of available jobs

brought about by COVID-19. Guam is still at public health emergency, though, under Pandemic Condition of Readiness (PCOR) 3, as of this writing..

10. **Anticipated impact on households and State agency operations:** This waiver will provide consistency for state operations.
11. **Caseload information, including percent, characteristics, and quality control error rate for affection portion (if applicable):** This waiver applies to all ABAWDs in Guam and therefore, it affects the entire territory.
12. **Anticipated implementation date and time period for which waiver is needed:** The territory is requesting a four-year waiver, from March 1, 2021 through March 31, 2025.
13. **Proposed quality control review procedures:** There are no quality control procedures involved.
14. **State agency submitting waiver request and State contact person:**

Department of Public Health and Social Services - Guam
Ma. Theresa L. Arcangel
theresa.arcangel@dphss.guam.gov
(671) 300-8879

15. **Signature and title of requesting official:**



ARTHUR U. SAN AGUSTIN, MHR
Title: Director
arthur.sanagustin@dphss.guam.gov

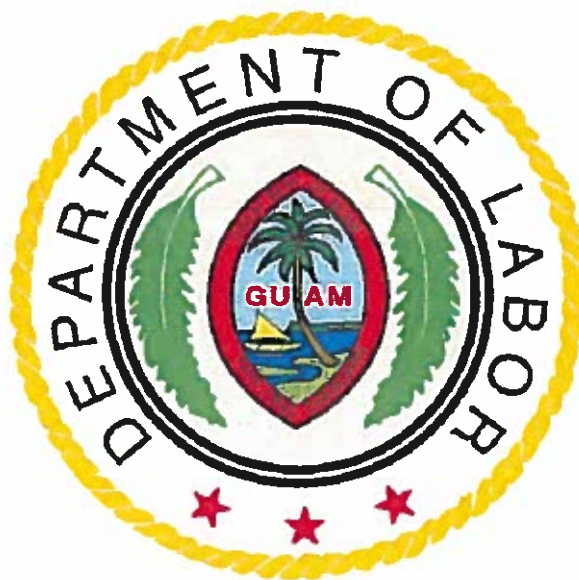
MAR 05 2021

16. **Date of request:** February 26, 2021
17. **State agency staff contact (name/email/telephone):**

Ma. Theresa L. Arcangel
theresa.arcangel@dphss.guam.gov
(671) 300-7333

18. **Regional office contact person (to be completed by FNS regional office):**

Jodi Gonzales
Jodi.Gonzales@usda.gov
(415) 705-1358



**Bureau of Labor Statistics
Department of Labor
Government of Guam
P.O. Box 9970
Tamuning, GU 96931**

Tel: (671) 475-7054
Fax: (671) 475-7060

<http://dol.guam.gov>

BLS

BUREAU OF LABOR STATISTICS
DEPARTMENT OF LABOR
GOVERNMENT OF GUAM

NEWS



DAVID M. DELL'ISOLA, *Director*
Gerard A. Toves, *Deputy Director*
Gary A. Hiles, *Chief Economist*

P.O. Box 9970, Tamuning, GU 96931
Tel. No: (671) 475-7054

Release No.: 2020-02
For Release: October 19, 2020

The Unemployment Situation on Guam: December 2019

The Unemployment rate in Guam for December 2019 was 6.1 percent, an increase of 2.5 percentage points from the September 2019 figure of 3.6 percent and up 1.8 percent from the March 2019 figure three quarters earlier.

The total number of persons unemployed in December 2019 was 4,670, which shows an increase in the latest quarter and over the figure of three quarters earlier.

Guam's population covered by the survey, 16 years of age and over in September 2019 was 123,380, which shows an increase of 80, in the latest quarter.

The unemployment rate in December 2019 reflected an increase in the number of persons unemployed since September 2019 and a decrease in the number of persons counted in the Not in the Labor Force category. The number of persons Not in the Labor Force decreased from 49,700 in March 2019 to 47,270 in December 2019.

Increased Labor Force participation increased both the reported employment and unemployment figures for December 2019. More persons previously counted in the Not in the Labor Force category were looking for work and working.

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.

Reliability of the estimates Statistics based on the household and establishment surveys are subject to both sampling and nonsampling error. When a sample, rather than the entire population, is surveyed, there is a chance that the sample estimates may differ from the true population values they represent.

Acknowledgement is due to Nellie N. Asanuma, Research & Statistics Analyst II; 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: DECEMBER 2019

SELECTED CATEGORIES	Jun 2018	Sep 2018	Mar 2019	Jun 2019	Sep 2019	Dec 2019
Total Civilian Population						
16 years of age and over	122,890	122,950	123,060	123,160	123,300	123,380
Civilian Labor Force	73,510	71,490	73,360	69,790	70,590	76,110
Total Employed	70,980	69,300	70,240	66,940	68,370	71,440
Adult women	30,690	32,160	32,190	28,200	31,330	30,950
Adult men	39,280	34,940	36,680	37,660	36,120	38,370
Teenagers	1,010	2,190	1,370	1,070	920	2,120
Household Heads	25,770	28,950	27,330	25,880	28,570	27,350
Full-time workers	61,630	60,970	61,990	58,010	61,920	62,110
Part-time workers	9,350	8,330	8,250	8,930	6,450	9,330
U.S. Citizens	55,830	54,530	54,650	49,800	55,470	53,420
Immigrant aliens	15,160	14,770	15,590	17,140	12,900	18,020
Veterans	5,560	5,120	4,590	4,640	5,900	3,180
Total Unemployed	2,530	2,580	3,120	2,680	2,580	4,670
Not in the Labor Force	49,380	51,460	49,700	53,370	52,710	47,270

UNEMPLOYMENT RATES%						
All Workers	3.8	3.6	4.3	4.6	3.6	6.1
Adult women	2.7	2.1	3.3	3.3	3.4	3.9
Adult men	4.1	4.7	4.2	3.7	2.3	6.2
Teenagers	22.2	7.3	19.5	12.9	43.9	28.6
Household Heads	2.7	0.6	2.0	3.6	4.3	3.0
Full-time workers	3.5	4.1	4.2	4.0	2.1	5.8
Part-time workers	5.7	5.4	4.3	1.8	17.1	8.3
U.S. Citizens	3.9	3.6	4.2	4.1	3.2	6.0
Immigrants Aliens	3.5	3.4	4.5	2.7	2.8	6.6

TABLE 2. EMPLOYMENT SITUATION AND JOB DESIRE OF PERSONS OUTSIDE THE CIVILIAN LABOR FORCE AND REASON NOT SEEKING WORK: SEPTEMBER 2019

CATEGORIES	Jun 2018	Sep 2018	Mar 2019	Jun 2019	Sep 2019	Dec 2019
Not in the Labor Force	49,380	51,460	49,700	53,370	52,710	47,270
Did not want a job during survey period	45,340	49,850	47,320	50,520	51,420	36,880
Want job during survey period but did not look for work	4,040	1,610	2,380	2,860	1,290	10,390
Reasons for not looking for work:						
Believe no job available	760	300	550	540	-	210
Cannot find work	130	50	370	710	550	1,270
School attendance	630	250	370	360	370	2,540
Family Responsibility	1,390	560	550	1,070	370	3,820
Cannot arrange child care	380	150	-	540	180	2,330
Others	1,390	560	1,110	1,070	550	3,820

NOTES: Sum of details may not equal totals due to rounding. Respondents may list more than one reason for not looking for work. For coverage of survey and definitions, refer to EXPLANATORY NOTE.

BLS

BUREAU OF LABOR STATISTICS
DEPARTMENT OF LABOR
GOVERNMENT OF GUAM

NEWS



DAVID M. DELL'ISOLA, *Director*
Gerard A. Toves, *Deputy Director*
Gary A. Hiles, *Chief Economist*

P.O. Box 9970, Tamuning, GU 96931
Tel. No: (671) 475-7054

Release No.: 2020-03
For Release: December 02, 2020

The Unemployment Situation on Guam: June 2020

The Unemployment rate in Guam for June 2020 was 17.3 percent, an increase of 11.2 percentage points from the December 2019 figure of 6.1 percent and up 12.7 percent from the June 2019 figure one year earlier.

The total number of persons unemployed in June 2020 was 12,890, which shows an increase in the latest quarter and over the figure one year earlier.

Guam's population covered by the survey, 16 years of age and over in June 2020 was 123,560, which shows an increase of 400, in the latest year.

The unemployment rate in June 2020 reflected an increase in the number of persons unemployed since December 2019 and an increase in the number of persons counted in the Not in the Labor Force category. The number of persons Not in the Labor Force increased from 47,270 in December 2019 to 48,920 in June 2020.

Decreased Labor Force participation was associated with both the reported employment reductions and unemployment increases.

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.

Reliability of the estimates Statistics based on the household and establishment surveys are subject to both sampling and nonsampling error. When a sample, rather than the entire population, is surveyed, there is a chance that the sample estimates may differ from the true population values they represent.

Acknowledgement is due to Nellie N. Asanuma, Research & Statistics Analyst II; 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: June 2020

SELECTED CATEGORIES	Sep 2018	Mar 2019	Jun 2019	Sep 2019	Dec 2019	Jun 2020
Total Civilian Population						
16 years of age and over	122,950	123,060	123,160	123,300	123,380	123,560
Civilian Labor Force	71,490	73,360	69,790	70,590	76,110	74,640
Total Employed	69,300	70,240	66,940	68,370	71,440	61,750
Adult women	32,160	32,190	28,200	31,330	30,950	26,060
Adult men	34,940	36,680	37,660	36,120	38,370	34,750
Teenagers	2,190	1,370	1,070	920	2,120	940
Household Heads	28,950	27,330	25,880	28,570	27,350	22,970
Full-time workers	60,970	61,990	58,010	61,920	62,110	52,750
Part-time workers	8,330	8,250	8,930	6,450	9,330	9,000
U.S. Citizens	54,530	54,650	49,800	55,470	53,420	50,890
Immigrant aliens	14,770	15,590	17,140	12,900	18,020	10,860
Veterans	5,120	4,590	4,640	5,900	3,180	4,040
Total Unemployed	2,580	3,120	2,680	2,580	4,670	12,890
Not in the Labor Force	51,460	49,700	53,370	52,710	47,270	48,920

UNEMPLOYMENT RATES%						
All Workers	3.6	4.3	4.6	3.6	6.1	17.3
Adult women	2.1	3.3	3.3	3.4	3.9	18.6
Adult men	4.7	4.2	3.7	2.3	6.2	16.0
Teenagers	7.3	19.5	12.9	43.9	28.6	26.4
Household Heads	0.6	2.0	3.6	4.3	3.0	13.6
Full-time workers	4.1	4.2	4.0	2.1	5.8	14.9
Part-time workers	5.4	4.3	1.8	17.1	8.3	29.0
U.S. Citizens	3.6	4.2	4.1	3.2	6.0	15.4
Immigrants Aliens	3.4	4.5	2.7	2.8	6.6	25.2

TABLE 2. EMPLOYMENT SITUATION AND JOB DESIRE OF PERSONS OUTSIDE THE CIVILIAN LABOR FORCE AND REASON NOT SEEKING WORK: SEPTEMBER 2019

CATEGORIES	Sep 2018	Mar 2019	Jun 2019	Sep 2019	Dec 2019	Jun 2020
Not in the Labor Force	51,460	49,700	53,370	52,710	47,270	48,920
Did not want a job during survey period	49,850	47,320	50,520	51,420	36,880	47,040
Want job during survey period but did not look for work	1,610	2,380	2,860	1,290	10,390	1,880
Reasons for not looking for work:						
Believe no job available	300	550	540	-	210	310
Cannot find work	50	370	710	550	1,270	-
School attendance	250	370	360	370	2,540	-
Family Responsibility	560	550	1,070	370	3,820	620
Cannot arrange child care	150	-	540	180	2,330	310
Others	560	1,110	1,070	550	3,820	1,250

NOTES: Sum of details may not equal totals due to rounding. Respondents may list more than one reason for not looking for work. For coverage of survey and definitions, refer to EXPLANATORY NOTE.