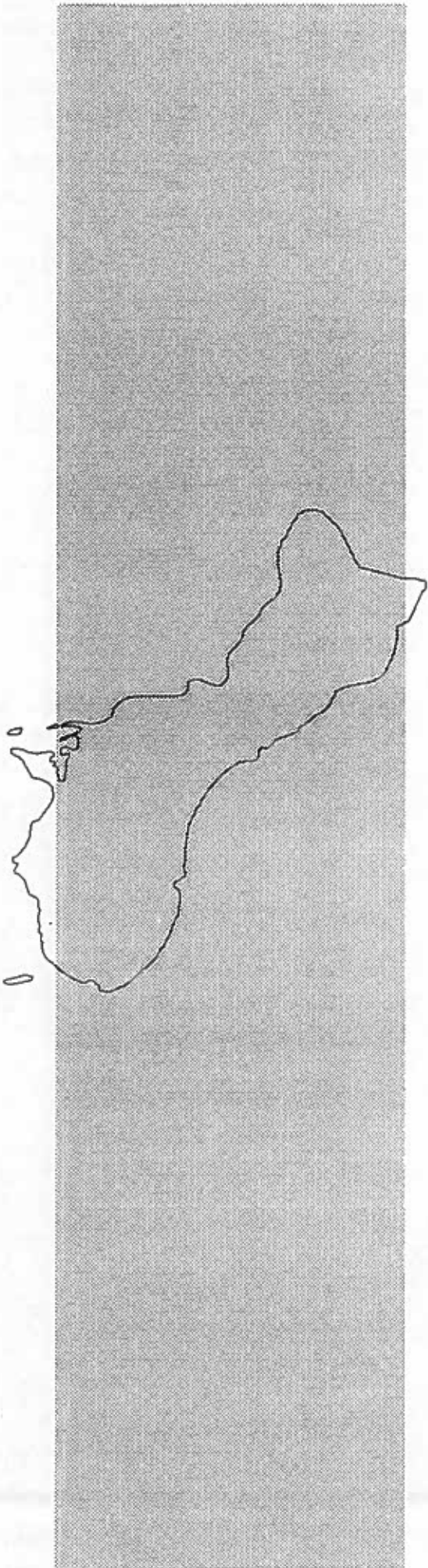


Bureau of Planning



Briefing Report for Transition Committee

***By Bureau of Planning
November 1994***



Administrative/Fiscal

Bureau of Planning

Bureau of Planning

**Briefing Report For
Transition Committee**

By Bureau of Planning

November 1994

BUREAU OF PLANNING

FISCAL BRIEFING

Appropriations to carry out the Bureau of Planning's FY 1995 goals and objectives total \$3,560,271. These appropriations are from local funds under P.L. 22-140 and from grants and technical assistance as follows:

LOCAL FUNDS

Administration - Five (5) FTE	\$ 396,175
Planning Information - Six (6) FTE	\$ 299,399
Socio-Economic Program - Six (6) FTE	\$ 298,090
Land Use Planning - Two (2) FTE	<u>\$ 119,920</u>
TOTAL LOCAL FUNDS	\$1,113,584

FEDERAL FUNDS - 100% Federally Funded

Guam Coastal Management Program - Ten (10) FTE (U.S. Department of Commerce - NOAA)	\$ 684,200
Drug Control & Systems Improvement One (1) FTE (U.S. Department of Justice - BJA)	\$ 984,600
Compact Impact Information & Education Program (U.S. Department of Interior/OTIA)	\$ 179,000
NAS Agana Reuse Plan (U.S. Department of Defense/OEA)	\$ 540,000
Baseline Study of Guam's Palauan Residents (U.S. Department of Interior/OTIA)	\$ 45,000
Hazard Mitigation Grant Program, FEMA (Administrative funds)	<u>\$ 13,887</u>
TOTAL FEDERAL FUNDS	\$2,446,687

SUB-GRANTS

Funds totalling \$895,900 of the Drug Control & Systems Improvement grant is subgranted to the following departments/agencies to carry out the Territory's strategies which will be undertaken to eliminate the drug and violent crime problems which confront the island:

Guam Police Department	\$204,800
Department of Customs & Quarantine	\$ 87,000
Department of Mental Health & Substance Abuse	\$ 36,202
Department of Law/Attorney General	\$ 82,598
Superior Court of Guam	\$485,300

A total of \$500,000 of the NAS Agana Guam Reuse Plan will be subgranted to the Guam Airport Authority.

FISCAL SUPPORT

Fiscal support is provided to the TERRITORIAL PLANNING COUNCIL (TPC) by the Bureau of Planning. TPC's FY 1995 budget under P.L. 22-140 totals \$442,000. TPC has four (4) FTE's which are unclassified.

The Bureau also provides fiscal support to the DEVELOPMENTAL DISABILITIES COUNCIL (DDC) which is 100% federally funded under the U.S. Department of Health and Human Services. The grant application for FY 1995 in the amount of \$193,163 has been submitted to HHS.

ADMINISTRATION Five (5) FTE

Responsible for providing overall direction and administrative and financial support to the various programs and for providing policy advice to the Governor on land use, socio-economic, national and regional issues of importance to the territory.

- Administrates \$10,422,583 in public funds
- Manages 4 Local, 6 Federal Programs
- Facilitates inter-agency coordination

TERRITORIAL PLANNING COUNCIL Four (4) FTE

Responsible for preparing the island-wide Comprehensive Development Plan consisting of 16 different elements.

- Oversee activities of consultants
- Coordinate plan development
- Conduct public hearings on plans

COMPACT IMPACT EDUCATION & INFORMATION PROGRAM Three (3) FTE

Facilitates the removal of barriers impeding a successful adaptation and assimilation of Federated States of Micronesia (FSM) and Republic of the Marshall Islands (RMI) migrants.

- Encourage establishment of Mutual Assistance Organizations
- Develop Cultural Orientation programs
- Provide for an information and referral system

GUAM COASTAL MANAGEMENT PROGRAM Ten (10) FTE

Responsible for the review and coordination of development, land-use, and environmental issues.

- Recommend land use policies
- Conduct Federal Consistency and DRC Reviews
- Coordinate all land-use planning activities

SOCIO-ECONOMIC PLANNING Six (6) FTE

Responsible for coordinating the development of plans in socio-economic areas in addition to coordinating federal land activities.

- Coordinate development of Social Service plans
- Coordinate Regional Organization Activities
- Develop Drug & Violent Crime Strategies

LAND-USE PLANNING Two (2) FTE

Coordinate land and water resources informational needs and analysis through establishment and implementation of a Geographic Information System throughout government.

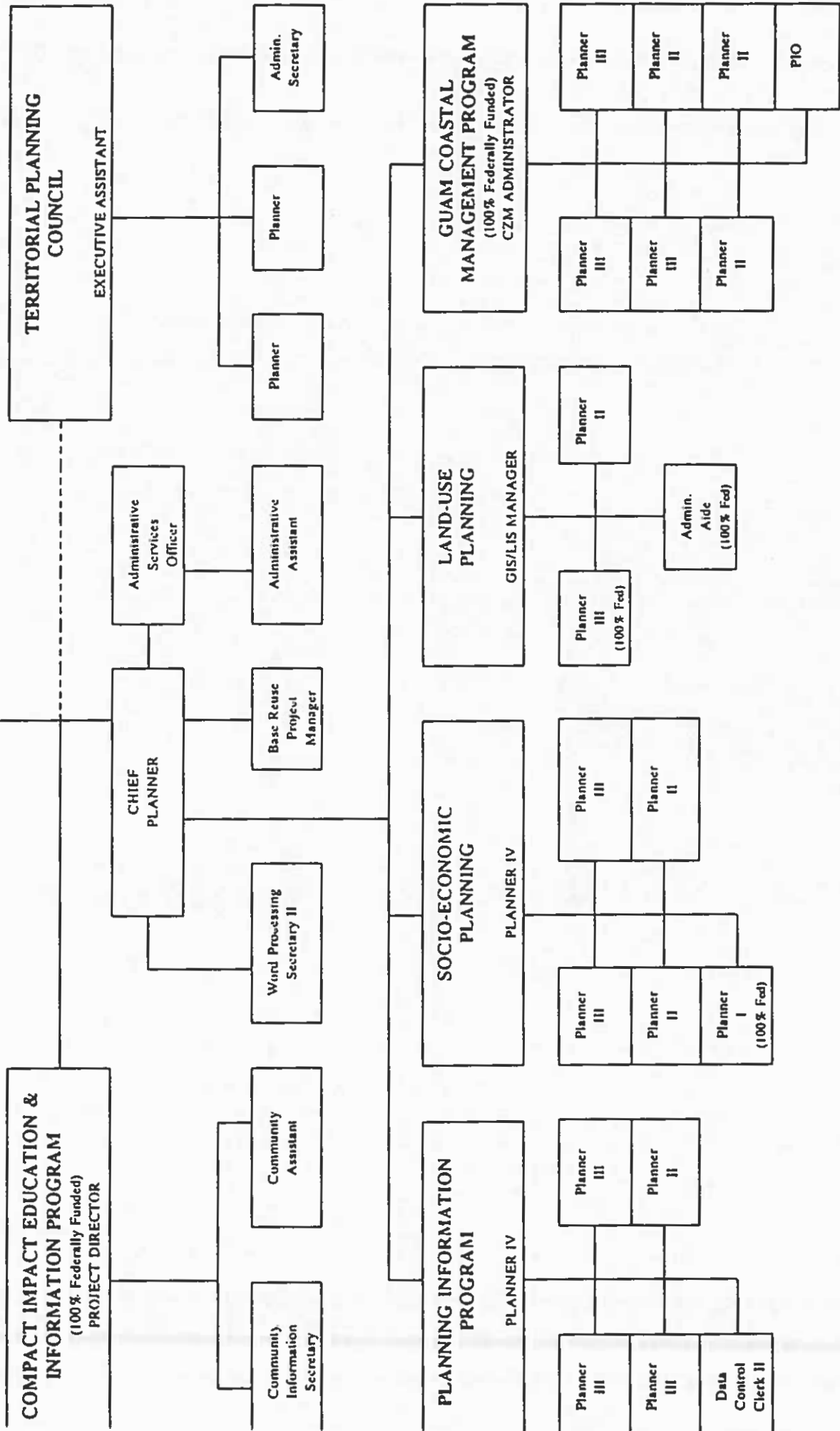
- Develop/maintain GIS system
- Inventory and use-analysis of public property

PLANNING INFORMATION PROGRAM Six (6) FTE

Responsible for coordinating data management activities to ensure availability of and access to the information required for government-wide planning and policy purposes.

- Manage Collection of Planning Data
- Prepare Reports, Census Information
- Provide Technical Computer & Statistics Services

DIRECTOR



BUREAU OF PLANNING
POSITIONS/INCUMBENTS

<u>POSITION</u>	<u>INCUMBENT</u>	<u>STATUS</u>
ADMINISTRATION:		
Director	Vacant	Unclassified
Chief Planner	Michael J. Cruz	Classified
Administrative Services Officer	Carmelita C. Blas	Classified
Administrative Assistant	Maryann F. Pangelinan	Classified
Word Processing Secretary II	Therese C. Aguon	Classified
Base Reuse Project Manager	Francis P.G. Toves	Contractual
PLANNING INFORMATION PROGRAM:		
Planner IV	Susan M. Ham	Classified
Planner III	Calvin A. Saruwatari	Classified
Planner III	Joseph A.C. Certeza	Classified
Planner III	Janet Q. Unsioq	Classified
Planner II	Monica J. Guerrero	Classified
Data Control Clerk II	Julie R.U. Nededog	Classified
SOCIO-ECONOMIC PLANNING:		
Planner IV	Machelle C. Leon Guerrero	Classified
Planner III	Jesus P. Angoco	Classified
Planner III	Ernest E. Caseres	Classified
Planner II	Erlinda E. Segovia	Classified
Planner II	Mildred C. Barcinas	Classified
Planner I (100% Fed. Funded)	Lola E. Leon Guerrero	Classified

LAND USE PLANNING:

GIS/LIS Manager	Evangeline D. Lujan	Classified
Planner II	Raymond V.C. Caseres	Classified

GUAM COASTAL MANAGEMENT PROGRAM (100% Fed. Funded):

CZM Administrator	Michael L. Ham	Classified
Planner III	Rady M. Alvarez	Classified
Planner III	Amelia F. Deleon	Classified
Planner III	Mark P. Stacy	Classified
Planner III	Jessica Cate-Topasna	Classified
Planner II	Teresita M. Perez	Classified
Planner II	Francis L.G. Damian	Classified
Planner II	Vacant	Classified
Public Information Officer	David R. Duenas	Classified
Administrative Aide	Leonila A. Pocaigue	Classified

COMPACT IMPACT INFORMATION & EDUCATION PROGRAM (100% Fed. Funded):

Project Director	Robert A. Standing-Soldier	Contractual
Community Information Secretary	Sandra I. Okada	Contractual
Community Assistant	Isabel J. Gawel	Contractual
Bi-Lingual Adult Education* Instructor (Part-Time)	Esther J. Aguigui	Contractual
	Alvios William	Contractual
	Cindy Chugrad	Contractual
	Sachuo Haser	Contractual
	Vidalino F. Jones	Contractual
	Rensely P. Alik	Contractual

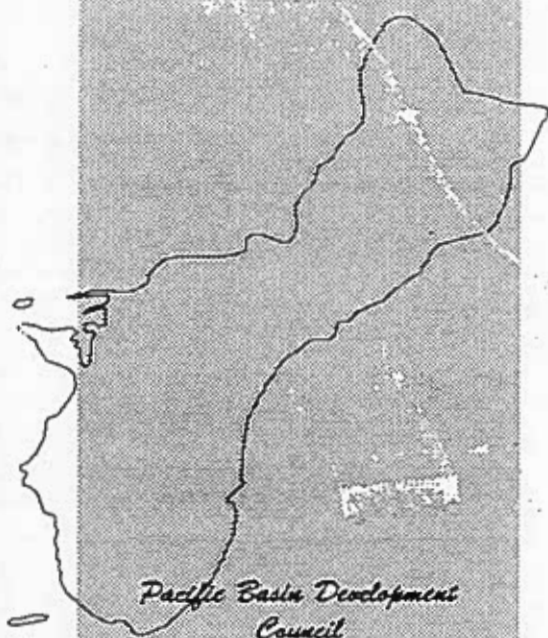
Contracts are currently being processed

TERRITORIAL PLANNING COUNCIL:

Executive Assistant	Marcel G. Camacho	Unclassified
Land Use Planner	Michael J. Gawel	Unclassified
Social Environmental Planner	Manuel F. Leon Guerrero	Unclassified
Administrative Assistant/ Secretary	Lolita B. Duenas	Unclassified

DEVELOPMENTAL DISABILITIES COUNCIL:

Executive Director	Wayne A. Antkowiak	Contractual
Program Coordinator IV	Jesus C. Torres	Classified
Secretary II	Vacant	Classified
Planner III	Vacant	Classified



*Pacific Basin Development
Council*

South Pacific Commission

*South Pacific Applied Geoscience
Commission*

*South Pacific Regional
Environmental Program*

National Governors Association

Western Governors Association

*Economic Social Commission
for Asia and the Pacific*

Regional and International Organizations

Briefing Report For Transition Committee

By Bureau of Planning

November 1994

Bureau Of Planning
Socio-Economic Section

Territory of Guam
November 1994

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BUREAU OF PLANNING

Briefing Paper for Transition Committee

Regional and International Organizations

Executive Summary

Over the years, notable changes have taken place throughout the world. An example is the unification of Germany and the end of the Cold War. Until, recently, for military strategic purposes, the Pacific Islands fulfilled a vital national security objective. However, with the breakdown of the former Soviet Union, changes in global security relationships, new trading partnerships and the downsizing of military operations, the territories and commonwealths have lost their logistic and economic significance to the world, and in particular the United States. Because of the changes in global patterns, we have been overlooked and in some cases been denied participation in regional organizations and international events having immediate social, political and environmental impact upon our respective states.

As the world moves forward in looking for ways to restructure society to become economically viable and competitive, the Pacific Island countries and territories will need to find new and unique roles for themselves in a world focused on trade and investment, job creation and environmental technology. One effective tool that is pursued vigorously and has proven beneficial to the islands in giving them a voice on issues central to their survival, is the participation in regional and international organizations.

Guam, in particular, is a member in several regional and international organizations such as the South Pacific Commission (SPC), the Pacific Basin Development Council (PBDC), the National Governors' Association (NGA), the Western Governors' Association (WGA), the Economic and Social Commission for Asia and the Pacific (ESCAP), and the South Pacific Applied Geoscience Commission (SOPAC). These organizations have given the territory the means to develop its resources wisely and economically to progress in today's changing world.

This briefing paper's intent is to briefly identify these organizations', their purpose and structure, the issues that they pursue central to our fora, the benefits received and the potential that exists to expand further our scope in the region and the world.

As a U.S. Unincorporated Territory, Guam is presently subject to the authority of the U.S. Congress, which has the final power to decide how we are governed. Since the United States is in full charge of the foreign affairs of Guam, the Territory is not allowed to enter into any treaties with foreign nations that are legally binding. The above organizations are examples of what we have been allowed to participate in. Many of the advantages of Guam's membership in these organizations are intangible and difficult to quantify but certainly: expanding Guam's sphere of influence, establishing a spirit of active cooperation with fellow Pacific islanders, and heightening Guam's visibility and presence in the eyes of the federal government and the independent countries in the Pacific are among the most significant of them. The Territory's continued participation in these organizations, both regional and international, is essential if Guam is to keep pace with the developments of other American entities and other island governments in the Pacific, and if Guam is to be a part of the decision making process which determines policies affecting its present and its future.

Bureau of Planning's Coordinating Responsibilities in Regional and International Organizations

Prior to 1986, the overall coordination and planning activities of regional and international organizations, in particular the South Pacific Commission, were vested in the Department of Commerce. During the Department's role as the lead coordinator of SPC matters, coordination of activities such as trainings, conferences and workshops were primarily kept in-house. Consequently, with limited exposure and participation of other entities in the government with SPC, the island did not achieve the level of assistance and performance that it should have attained from the organization. The SPC's integrated work programme centers on diverse cultural fields to help improve the social and economic development of each of its island members. By narrowing the level of participation, many of the critical programs and opportunities beneficial to the overall development of the island and in furthering the expertise and skills of the departments/agencies were inhibited.

Executive Order 88-21, signed into law on 13 August 1988, formalized the organizational arrangement within the executive branch to coordinate and orchestrate Guam's involvement in regional and international organizations. Under E.O. 88-21, all policy matters relating to regional and international organizations are administered and directed by the Governors' Office. The ultimate responsibility for formulating Guam's position in the region and internationally is vested with the Governor.

Further to the Order, the Regional Organization Advisory Council (ROAC), composed of the Directors of the Bureau of Planning, Bureau of Budget and Management Research, and the Department of Commerce, the President of the University of Guam and the Special Assistant for Executive Direction, was also created to advise the Governor on policy matters affecting the region. The Bureau of Planning was designated the chair of the Advisory Council and was tasked with the responsibility of coordinating all regional matters with the appropriate agencies of the government for specific functional or programmatic areas.

The Bureau of Planning played an instrumental role in the development of the structure to effect GovGuam's organizational arrangement and the involvement of relevant agencies to assume the lead and support roles in the various program areas. As a result of this, the Bureau of Planning was tasked to assume the coordinating activities of several regional and international organizations, specifically those of SPC, PBDC, SOPAC, NGA, WGA and ESCAP.

One of the focal responsibilities of the Bureau of Planning is to maintain close coordination with the lead agencies on trainings, conferences, workshops and small grants-in-aid applications made available to the Territory. This ensures that the departments/agencies are made aware and exposed to the varied opportunities available within their field of interest and expertise to improve performance and the delivery of services. Contacts with appropriate representatives from GovGuam agencies, private, local, and regional organizations and foreign governments are also maintained and established to identify and stay abreast of issues that may have potential importance to the Territory.

Expressions of interest by the departments or agencies are forwarded to the Bureau of Planning, which in turn formulates a recommendation to the Governor. The Governor's Office makes the final determination on all matters affecting the above organizations such as program participation, the

individual(s) to represent the territory, applications for technical assistance, extension of services, information needs and others. The Bureau is then responsible for transacting the appropriate recommended response to the particular entity/organization. Government requests of any nature must carry government approval and be transmitted via the official government contact. This procedure is required by all organizations to ensure that time and effort is concentrated specifically on the priority needs identified directly by the government concerned.

On issues of technical relevance, such as those discussed in the regular sessions of each of the above organizations, the Bureau identifies and evaluates all regional, social, political and environmental development policies in order to inform the Governor and other policy makers on issues and activities relevant to the Territory. Upon analysis of the issue(s), affected entities/individuals are consulted for input and information to determine the impact(s) the issue would have on the Territory and within their field of interests and expertise. From the responses received, the information is then evaluated to determine the most reliable, objective, and applicable information required to formulate policy positions, recommendations, and briefing papers for use by the Governor and other policy makers in articulating the views of the region and to guide in the decision-making process.

As the designated state contact for the above organizations, institutional arrangements such as travel, on-island workshops, on-site visits, and requests for information is also the responsibility of the Bureau, if it is the desire of the appropriate entity involved. Open communication and dialogue with each of the organizations involved is paramount to the effective delivery of services and one in which the Bureau endeavors to maintain. The Bureau of Planning is a staff agency of the Governor's Office. Its purpose is to develop plans, coordinate planning activities and provide recommendations on plans and policies to the Governor. Perhaps, the Bureau can be considered a liaison with agencies that deal with economic development and natural resources to assist in the development of plans and evaluation of programs toward the pursuit of identifiable goals.

Overall, participation, involvement and coordination in regional and international affairs have greatly improved over the years. Much of this success can be attributed to the fact that the Bureau of Planning has acted primarily on the best interest of the island and the government along with the active involvement of the executive and line agencies of the Government of Guam. In the years that the Territory has been an active participant in regional and international forums, Guam has achieved the respect and admiration of the leaders in the Pacific and acknowledged by the federal government. In all the events leading to this, the Bureau of Planning has played a focal part in its development.

BUREAU OF PLANNING

Briefing Paper for Transition Committee

South Pacific Commission

What Is SPC All About?

- The South Pacific Commission (SPC) was established in 1947 with treaty status by the Governments of Australia, France, the Netherlands, New Zealand, the United Kingdom, and the United States of America to "encourage and strengthen international cooperation in promoting the economic and social welfare and advancement of the peoples of the ... South Pacific".
- SPC is an international organization which provides technical advice, training assistance and information on social, economic and cultural fields to twenty-two island governments and administrations of the Pacific region. It is a bilingual (English/French), non-political technical assistance agency, with twenty-seven member countries.
- The cultural areas served by the Commission include Micronesia, Melanesia and Polynesia. They include twenty-two (22) Pacific Islands and territories encompassing: American Samoa, Cook Islands, the Federated States of Micronesia, Fiji, French Polynesia, Guam, Kiribati, Marshall Islands, Nauru, New Caledonia, Niue, the Northern Mariana Islands, Palau, Papua New Guinea, Pitcairn Islands, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu, Wallis and Futuna, and Western Samoa. The twenty-seven (27) members of the Commission include these twenty-two Island countries and territories with the addition of the five remaining metropolitan founding countries: Australia, France, New Zealand, the United Kingdom, and the United States of America.

Structure And Governance

- The South Pacific Commission is a unique organization, in that, all its twenty-seven member governments and administrations have full and equal membership in the organization. Prior to the change in status, non-independent countries of SPC did not have any voting rights in the organization, consequently, all policy and programmatic matters were decided upon by their governing authority. In 1983, the Twenty-Third South Pacific Conference adopted by consensus a resolution that the 27 governments and administrations which attend the Conference should have full and equal membership. SPC is the only regional organization that allows this concept of governance, irrespective of political association.
- The Commission provides on request, technical assistance, advisory services, information and clearing-house services to its twenty-two island member governments. In addition, the organization also conducts regional conferences and technical meetings, as well as training courses, workshops and seminars at the regional or in-country level. Although SPC is not a funding organization, it does provide small grants-in-aid and awards to meet specific requests and needs of members.

- The framework of the integrated work programme areas of the South Pacific Commission are: Agriculture, Fisheries, Community Health Services, Socio-Economic and Statistical Services, Community Education Services, Regional Consultants, and Awards and Grants. SPC will implement approximately 75 projects under the above program areas in 1995. The SPC work programme is directly shaped both by the evaluations and recommendations of Island countries themselves.
- The programme of activities and budget requirements for the coming year is evaluated and approved each year by the 27 members themselves, at an annual meeting known as the South Pacific Conference. The South Pacific Conference is the premier decision-making body of the South Pacific Commission. In any decision making, the Conference always endeavors to reach agreement by consensus. This harmonious method of operation known as "the Pacific Way" remains the primary means employed in reaching agreements on most matters facing SPC members.
- To assist the Conference in its work, a Committee of Representatives of Governments and Administrations (CRGA) meets in May and prior to the Conference in October each year to consider administrative matters; evaluate the preceding year's work programme; examine the draft work programme and budget for the coming year; and nominate the three principal officers of the Commission as and when necessary.

Membership Dues

- The South Pacific Commission draws its regular budget from contributions by its 27 member countries, each of which is assessed on an agreed formula of zero real growth. The largest contributors are the remaining metropolitan founding countries of Australia, France, New Zealand, the United Kingdom and the United States of America. In addition, many projects are largely supported by extra-budgetary funds from governments, international organizations and other external sources.

Table I presents a summary of Guam's Assessed Contributions from years 1992 to 1995.

TABLE I

GUAM'S ASSESSED CONTRIBUTIONS					
Year	Percentage Share (%)	CFP Units	Exchange Rate - CFP (Applicable Rate)	\$US Dollar	% Increase \$US
1992	.5517	3,340,500	107.43	31,095.00	-11.15%
1993	"	3,497,800	85	41,150.00	32.34%
1994	"	3,707,300	101	36,706.00	-10.80
1995	"	3,855,600	95	40,585.00	11%

-
- Guam's assessed contribution has increased proportionately to the rise in inflation over the years. It should be noted that the overall value of the Territory's contribution in U.S dollars is determined on the prevailing exchange rate given during a certain period. For 1995, Guam's assessed contribution totaled approximately \$40,585.00. Payment to the Commission has been transmitted during the 34th South Pacific Conference.

From where?

SPC Agenda Issues With Impact To The Territory

- ▶ In 1992, Guam was elected chairman of the Sub-Committee on New Membership and the Revision of the Canberra Agreement to determine the fundamental criteria needed to allow new members into the Commission and to revise the Canberra Agreement in order to update it with current SPC practices. With the islands leadership and that of the Sub-Committee, the 33rd South Pacific Conference in 1993 adopted the resolution outlining the basic principles applicable to new members of the SPC. With the adoption of the resolution, countries like Japan, Chile, Korea and others could join the Commission. Forthcoming South Pacific Conferences will consider in their agenda "expressions of interest" in joining the SPC.
- ▶ The governments of Australia and France were tasked to devise a method by which the Canberra Agreement could be enacted. The method proposed, however, contained certain legal conditions that would deny membership with full voting rights to some members due to their political relationship with their governing authority. A method by which the revision might eventually be effected has yet to be determined by Conference. In light of the principles adopted in the resolution to admit new members in the Commission, it is compulsory that the territories and commonwealth develop and strengthen cooperative efforts to ensure that the current membership composition in SPC is maintained with full and equal status among members. The Canberra Agreement will continue to be an active issue in SPC until a method can be sufficiently devised to enact the agreement.
- ▶ Beginning 1996, the organization will undergo a marked change in its membership composition as the Government of the United Kingdom will officially withdrawal all membership rights from the South Pacific Commission. This move is a result of government efforts to streamline operations both internally and abroad. With the withdrawal of the United Kingdom, new avenues of membership will be explored and opened to the organization.
- ▶ In 1989, the Twenty-Ninth South Pacific Conference endorsed in principle the need to reconstruct the Commission's Headquarters Building. Following the approval by Conference, funding from France, Australia and New Caledonia was made available to construct the new headquarters building in Noumea, New Caledonia. The proposed head- quarters to be built on the new Anse Vata site will reflect a Pacific conception of space. The reconstruction project will total a budget of 1 600 million CFP francs (over 16 million US\$) and will take approximately 21 months to complete. Work has already begun and the scheduled completion date is projected for March 1995.
- ▶ Under review by the Commission is the proposal to enact the Pacific Plant Protection Organization by special resolution of the Conference rather than by treaty. Similar to the Canberra Agreement, the legal impediments in the Agreement might make it impossible for some

member countries, such as the territories and commonwealth to sign the proposed agreement. Through resolution, the Pacific Plant Protection will not be enacted as a new and separate agency but will function to be administered by the SPC Plant Protection Service whose membership will encompass all current participating members of the SPC. The 34th Conference approved the enactment of the Organization by special conference resolution.

- ▶ Early 1990's, the SPC underwent a review of its management systems and operations in response to the reported financial problems in the organization and to update its operations with a more modern devolved management structure. The study will examine the Commission's organizational development, financial administration, programmes and services, management and administration systems, personnel and the effectiveness of its planning cycle. The results of the study are currently being implemented within the SPC. Through this, the organization is succeeding in getting into place the three essentials of effective technical assistance delivery: a motivated team, a resourcing system and a direction-setting mechanism. Governments will periodically monitor the progress of the systems implemented.

Benefits Received Through Territory's Involvement

- SPC's work programme has evolved directly in response to the changing needs and aspirations of the people of the region, which ensures its constant relevance to the region and explains its history of solid achievements. As the oldest and only international organization covering all the countries and territories of the Pacific, SPC has done its best to fulfill its objectives, constantly adapting to modern, historical and socio-economic changes, while nevertheless taking an active role in shaping these developments.
- The SPC has been instrumental in the development of local expertise and in promoting self-reliance and regional cooperation. It has evolved into a useful tool for the development of the region that is vast and diverse in both its area and its aspirations.

For example, through the organizations preventive health programs, the Department of Public Health and Social Services (DPHSS) has gained tremendous progress and solid achievements in such programs as the Baby Bottle Tooth Decay; in the public awareness campaign on Nutrition; consultancy services on Radiological Health; and the STD/AIDS and Non-Communicable Disease Prevention Small Grants.

The Fisheries Programme from SPC has also proven to be extremely valuable to the island. The Oceanic Fisheries and Large-Scale Off-Loading and Transshipment Data Collection enable the Department of Commerce and Agriculture to develop appropriate historical assessment of fisheries and marine resources for proper use planning and resource management programs for Guam and the Sub-regional. It also provides data on foreign vessel transshipments that come through our waters and on the type of fish stock to monitor the various species transhipped to the Japanese market. Great potential exists in our marine and ocean resources. With information such as the above, we can further efforts to establish and develop a viable economic market in the future.

Under the Socio-Economic and Statistical Services program, the Department of Commerce has gained tremendous assistance through the training and workshop courses offered for government employees involved in statistical operations such as the Demography Software Training Course and the Basic and Intermediate Statistical and Applied Procedures course. SPC has also provided advisory and consultative services in the implementation of the Consumer Price Index project. The training courses have enhanced the quality and professionalism of our island statistical employees and results in improved efficiency of government offices geared in the field of statistical analysis.

As part of a regional cooperative effort with the organization, the Territory extends advisory and consultative services to surrounding areas in the region. Primary focus of interest to the region are areas dealing in agriculture and the biological control of insects and pest. The College of Agriculture and Life Sciences, University of Guam has been helpful in providing the technical support and service needed to neighboring islands within our region.

- One of the fundamental objective for the islands continued and strong participation in the SPC is to lend regional support to the expressed needs of other governments in the region. Through our support, we are able to foster better relations throughout the region and work closely to help each other develop and improve our scarce resources.
- Over the years, Guam has repeatedly expressed a sincere commitment towards advancing its role and prominence in the Pacific. Our involvement in SPC serves as one of the effective conduits for projecting this regional perspective. The Territory has gained considerably over the years as much of the programs initiated on island have been beneficial in advancing the capabilities of government employees and in promoting better standards of living for our people.

Through continued participation of the island and all Pacific Island nations in the Commission and support of each others economic development needs, we are better able to develop our resources and shape our economic success for future generations.

Policy Issues Requiring Immediate Attention

- ▶ **Membership in the South Pacific Commission.** Examine the governments priorities in terms of regional and international organizations. The history, structure, and operation of the organization has been examined in the above text. A determination on the level of participation, both in terms of program participation and involvement in the CRGA and Conference will need to be considered.
- ▶ **Regional Organization Advisory Council (ROAC).** The ROAC was created through Executive Order 88-21 to advise the Governor on policy matters affecting the region. The question of maintaining the structure of the Council and its functions is an issue for consideration.
- ▶ **Role of the Bureau of Planning in SPC matters.** Determination to continue existing arrangement with the Bureau of Planning assuming the lead in coordinating all regional matters with the appropriate line agencies for the Executive Branch.

-
- ▶ **National priority needs.** The budget process of the SPC and the identification of extra-budgetary resources is directly linked to the priority needs of member governments. Determination of the Territory's national priority needs are central to the SPC in terms of resource availability and extension of services to the island.
 - ▶ **Extra-Budgetary Contributions to SPC.** Aside from meeting the Territory's assessed membership contribution to the organization, the Government has provided extra-budgetary assistance to the Women's Work Programme. Examination of government resources and the identification of national priorities is central to determining continued voluntary assistance to the SPC.

BUREAU OF PLANNING

Briefing Paper for Transition Committee

Pacific Basin Development Council

What Is PBDC All About?

- The Pacific Basin Development Council (PBDC) is a non-profit, public organization established in early 1980 by the Governors of the three American Territories of American Samoa, Guam, the Commonwealth of the Northern Mariana Islands, and the State of Hawaii. PBDC is, in effect, an extension of territorial and state governments in the Pacific.
- PBDC addresses a multitude of issues through a cooperative effort with the federal government and a large number of private and public sector organizations and individuals. Its primary objective is to promote greater awareness of the insular areas and to improve the economic and social development of each of the island economies.

Structure And Governance

- The purposes of the organization are: to identify, examine, and assess economic and social development needs and strategies of member entities to articulate the views to public and private sectors; to provide a research capacity that can address the important issues within the Pacific community; to promote cooperation between the member entities, federal government and the private sector in an effort to provide for comprehensive economic and social development; to collect and disseminate information beneficial to the region; and to promote collective action that will improve the quality of life for the Pacific Islands and member entities in cooperation with the Federal government and the private sector.
- In addition to agriculture and environmental management, areas of emphasis also include aquaculture, coastal and ocean resources management, communications, economic development technical assistance, energy, federal relations, fiscal planning and development financing, fisheries, regional activities, social development, tourism, and transportation.
- Formal policy decision and direction is determined by the Board of Directors. Each government is given the opportunity to appoint a key aide to serve on the PBDC's Technical and Advisory Committee (TAC) which meets as necessary to provide needs assessment. The TAC is held prior to the regular meetings of the Board of Directors which hold two regular sessions a year.
- In all phases, the Governors review and approve all development and implementation steps. The Board's unique "Pacific Way" tradition of decision-making, generally requires decisions by Board consensus versus majority vote. This concept provides for strong understanding and support through continuous dialogue and assessment of the issue.

Membership Dues

- The Pacific Basin Development Council draws its regular budget from contributions by each of its member governments, state, territorial and private sources, federal grant funds and other federal funding sources. Support from Federal agencies such as the U.S. Department of Commerce, Interior, and Energy and the active participation of the private sector continue to be sources of major strength for PBDC and its programs.

Over the past years, Guam has been assessed the amount of \$63,018.00 as part of its annual contribution to the PBDC. The dues are paid in three parts: the Governor's Office pays the larger percentage totaling approximately \$30,000.000; the Guam Port Authority and the Guam Airport Authority will incur the remaining portion of the assessed dues at approximately \$16,509.00 each. Guam's 1993-1994 assessed contribution to the Pacific Basin Development Council (PBDC) has been met by the government.

PBDC Agenda Issues With Impact To The Territory

- ▶ The Police Officer Standards and Training (POST) program was initially developed by the Guam Police Department. With the program, law enforcement agencies of the various governments of the Pacific Basin will be able to standardize their programs and procedures so as to achieve parity in terms of offering police technical and general services as well as basic qualifications for recruitment, evaluation and subsequent training of selected officers. The Police Officers Standards and Training (POST) Program was signed into effect in the 1994 Annual Meeting by the PBDC Board of Directors. PBDC will coordinate efforts amongst the members for implementation of the program.
- ▶ Upon the direction of the Board of Directors, PBDC staff have been working closely with the Pacific Caucus of Emergency Managers and Civil Defense Directors of the Pacific Basin island governments to secure funding for PEACESAT Terminals in the Territory of Guam, American Samoa, the CNMI, the Republic of Palau, the four States of the FSM, the Republic of the Marshall and the counties of Hawaii. OTIA/DOI and the Federal Emergency Management Agency have both agreed to provide funding for the terminals. Final clearance for approval of funding by OTIA and FEMA is anticipated before the end of the year. The system will not only provide backup communication capabilities in any given disaster, but will provide for a separate and dedicated channel to join with Hawaii in mid-to long-term planning to include the use of geographic information systems (GIS).
- ▶ In February 1993, the PBDC Board of Directors directed Council staff to begin working with the Universities of Guam (UOG) and Hawaii (UoH), the Office of Global Programs (OGP) at NOAA, the National Weather Service, and the Pacific Island Governments to initiate the implementation of the El Nino Southern Oscillation (ENSO) Applications Center. Program funding for Hawaii and PBDC was approved by NOAA. Under PBDC's proposal, \$40,000/year for two (2) years will be allotted for the University of Guam. The Pacific ENSO Applications Center will be a joint center located in both Hawaii and on Guam. Through our involvement in the program, we have the prestige of jointly being the Pacific ENSO Applications Center with an active role in applied research.

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- ▶ In the 1994 Winter Meeting, the issue of Unfunded Federal Mandates was discussed as part of the agenda of the Board of Directors in light of Executive Order 12866 and 12875 that was signed into effect by President Clinton. The Governors noted that although unfunded federal

mandates may reflect well-intentioned policy goals, they often impose substantial costs and regulatory burdens on states. Federal action increasingly has relied on states to carry out policy initiatives without providing necessary funding to pay for these programs, thereby robbing states of their right and responsibility to set priorities and develop policies that best meet local needs. The Board directed staff members to evaluate options for reducing the negative impacts of the Federal Regulations on American Samoa, Guam, the CNMI and Hawaii. Findings of the study will be presented once it is completed.

Benefits Received Through Territory's Involvement

- Through membership in the PBDC, the Government of Guam is represented and actively participates in a wide variety of activities designed to foster and enhance the economic and social development of the American Flag Pacific Islands (AFPI). PBDC does not duplicate any services of any other organization and that PBDC is the only organization in the region that brings the Governors together to discuss issues that they themselves feel are priorities.
- Many of the PBDC's efforts have benefitted Guam more directly: the elimination of the intra-regional harbor maintenance tax; the discontinuation of the Brooks Amendment disallowing Japanese construction companies to bid on federal projects on Guam; the securing of Department of Defense funding to combat the Brown Tree Snake; the support of the Department of Transportation for the continuation of the Essential Air Service program in the Pacific beyond its scheduled termination, the cooperative agreement between the Government of Japan, the United States, and the CNMI for the Eradication of the Melon Fly are but a few examples of PBDC efforts benefitting our island.
- Clearly, Guam has benefitted to a great extent with our active involvement in the Pacific Basin Development Council. As we move forward to the 21st Century, we must do our absolute best to develop our resources and economy in order that we may be able to compete successfully with the world and to keep pace with other countries development priorities. For this, it is important that the island continues its membership in the organization and its active participation in the activities that it pursues. Guam has great potential in areas of tourism development, fisheries, ocean resources development, trade development and air service. Through our membership, it can lead to greater avenues and open opportunities in the above areas.

Concerns With Guam's Participation With PBDC

- From a programmatic perspective, PBDC has been instrumental in obtaining technical assistance programs normally inaccessible to the insular areas. The organization's in-house planning ability and technical knowledge of complex social, economic and environmental issues allow for the

development of comprehensive plans advantageous to the islands. Another attribute that makes the PBDC effective is its established contacts in Washington D.C. State contacts in Washington and the various federal agencies have been valuable in lobbying efforts with the federal government, private and public organizations in bringing greater awareness and support to the Pacific insular areas.

- On a policy level, certain concerns have emanated on the manner by which the organization exercises its discretion on programmatic matters concerning the State of Hawaii. In the years that we have been members of the PBDC, Guam has noted this conduct and the level of assistance the islands have been given in this regard. A sound reasoning for this judgment can perhaps be attributed to the fact that PBDC is incorporated under State of Hawaii laws and is headquartered in Honolulu.

The following example can best explain this situation. For programs involving a technical nature, PBDC will push to have the University of Hawaii assume the lead coordinating role in the projects development. The reason for this is that the UoH is considered to be the only qualified institution competent, of the four entities, to perform the level of research required. Consequently, Hawaii receives a higher funding level and the prestige associated to the program.

In our dealings with the federal government, we are all too familiar with the lack of consultation on issues affecting our development policies. This attitude is also present in the PBDC, in that the territories and commonwealth are often left out or not adequately consulted in the preparation of grant proposals and in the conceptual development and framework of projects beneficial to our economies. Individuals highly competent in their field of expertise are usually not considered for more active roles in the programs development and application. In some instances, the programs advocated by Hawaii are geared on a high scientific research level, encompassing a regional scale, with little emphasis on island individuality. As a result, the territories and commonwealth have little to gain as the concepts explored do not necessarily meet the specific needs of the islands.

One of PBDC's main objective is to address and articulate, through its Board of Directors, economic and social development concerns of the Pacific Islands. Of those concerns registered, there are some issues that are highly sensitive and complex in nature. Usually the best approach to resolving the issue is to deal on a government level with the entity concerned. However, PBDC instead pushes to be a key part of the negotiation process.

A good example is the recent 1994 Annual meeting on the issue of the Coral Reef Initiative. The federal government had drafted a plan on the coral reefs for the U.S. to present at the Sustainable Development Conference in Barbados in April 1993 without the consultation of the insular islands. Guam was adamant that the islands be consulted as the Primary Party of concern as the governance of the reefs was within our jurisdiction. PBDC suggested that Guam endorse the issue as an agenda item for the Annual Meeting as we were predominantly the most vocal of all the islands in demanding that the proper process be taken for the inclusion of the insular areas. Governor Ada felt that the Coral Reef Initiative was just too sensitive in nature to be advocated by the organization and did not wish to endorse the request. Because of the importance of the issue and the organizations interest to be a part of it, PBDC, therefore, suggested that American Samoa endorse the issue for discussion in the meeting.

On a regional level, PBDC makes sense as a coordinating organization and as an effective voice representing the four island Governors. However, as a policy matter sensitive to governmental operations and in dealing with the federal government, a more direct and collective approach by the government is sometimes the best alternative to pursue in such negotiations.

Although PBDC's role is to advocate technical assistance programs on behalf of all its members, the level of assistance and influence on certain matters is usually not consistent and evenly reciprocated by the territories and commonwealth. In all fairness, the development of any formal structured program or project should encompass the planning input and consideration of all members involved in the PBDC. It is essential that in the evaluation of our membership in the PBDC, the new administration will have to consider what level of influence PBDC will assume in the execution of its responsibilities and the types of programs and projects that it would like the organization to pursue on behalf of the Territory.

Policy Issues Requiring Immediate Attention

Status

- ▶ **Membership in the Pacific Basin Development Council.** A determination on the following areas will need to be considered:
 - Examine Government priorities to determine continued membership in the organization.
 - The level of participation in the organization, such as programs and involvement in the annual sessions;
 - The level of influence it would like PBDC to assume on behalf of its member governments;
 - Attendance at the Annual 1995 Winter Meeting in Washington, usually held on the latter part of January to early February; and
 - Designation of key aid to serve on the Technical Advisory Committee (TAC).
- ▶ **Role of Bureau of Planning in PBDC matters.** Continue existing arrangement with the Bureau of Planning assuming the lead in coordinating all regional matters with the appropriate line agencies for the Executive Branch.
- ▶ **Federal Fisheries Policies in the Pacific.** Prior to the 1994 Winter Meeting, the Department of Interior submitted a background paper on a proposed effort between the U.S. Department of Commerce on establishing a working group to explore "a larger management role for the insular areas in the Exclusive Economic Zone (EEZ). The Board of Directors of PBDC decided on the membership composition of a working group to transact the above effort. The group consisted of four members from each of the islands, four members from the Federal Government and the Western Pacific Regional Fishery Management Council (WESPAC) and PBDC. Mr. Rufo Lujan, Department of Agriculture, and Mr. Leland Bettis, Commission on Self Determination were Guam's appointed representative to the working group. A determination on the key aid(s) to serve in the working group will need to be considered.

BUREAU OF PLANNING

Briefing Paper for Transition Committee

National Governor's Association

What Is NGA All About?

- The National Governors' Association (NGA), founded in 1908 as the National Governors' Conference, is the instrument through which the nation's Governors collectively influence the development and implementation of national policy and apply creative leadership to state issues. NGA is the only bipartisan national organization of, by, and for the nation's Governors. The association's members are the Governors of the fifty states, the commonwealth of Puerto Rico and the Northern Mariana Islands, and the territories of American Samoa, Guam, and the Virgin Islands.
- Through the National Governors' Association, the Governors identify priority issues and deal collectively with issues of public policy and governance at both the national and state levels. The association's mission is to provide a forum for Governors to exchange views and experiences among themselves; an opportunity for Governors and state staff to come together to explore solutions to state problems; and a bipartisan forum for Governors to establish, influence, and implement policy on national issues.

Structure And Governance

- In the 1992 Annual Meeting, the Governor's consolidated NGA's seven former standing committees into three to ensure the continued effectiveness of the association. The three committees are: the Committee on Economic Development and Commerce, the Committee on Human Resources, and the Committee on Natural Resources. The association has a task force on Education, Health Care, and State Management.
- The association is governed by a nine-member Executive Committee elected by all the Governors in attendance at their annual meeting. The NGA chair and vice chair are voting members of the Executive Committee, and the chairs and vice chairs of the standing committees are invited to participate as nonvoting members. The chairmanship rotates annually between the two major political parties, and the chair and vice chair are always from opposing parties.

Membership Dues

- State dues fund the association's lobbying and legislative activities, public information, state services, some state-based research, and general administration. Guam's assessed contribution to the association is calculated according to population size. From 1991-1994, the Territory's contributions are as follows: 1991, \$17,970; 1992, \$18,040; and 1993, \$19,765. For 1994, Guam received its assessment for approximately \$18,300. Payment has been rendered to NGA.

NGA Agenda Issues With Impact To The Territory

- ▶ There are many issues affecting the states, most of which are still pending in Congress. The 103rd Congress can only finish a few significant issues before its adjournment in October. Continued debate on health care reform could push almost all other issues into 1995. Through NGA, the governors have won victories on several issues including the NAFTA, disaster relief funding, deficit reduction, school-to-work opportunities, airport funding, and the crime bill.
- ▶ Issues with state impacts still on the agenda include mandate relief (S. 993 and H.R. 4771), health care reform, safe drinking water, Superfund, telecommunications reform, the General Agreement on Tariffs and Trade, interstate banking, Education Act reforms, and lobbying reforms. Consideration of these issues and others, including clean water, Occupational Safety and Health Act reforms, welfare reform, could be postponed due to the lack of time in Congress.
- ▶ The Governors priorities for the upcoming year are to seek for the modification and reauthorization of major national education programs, including the Elementary and Secondary Education Act, and the Carl Perkins Vocational Education Act to insure that all programs are coordinated with the GOALS 2000 state initiative; secure the enactment of comprehensive federal welfare reform legislation with time limits and strong programs to encourage work and self-sufficiency; focus on promoting the development of integrated community-based services and modifying existing programs on Child Care Development; identify and pursue administrative or legislative changes to improve the efficient and cost-effective implementation of the Clean Air Act; and develop new policy initiatives to define the Governors' concerns regarding the reauthorization of the Farm Bill, including issues regarding the reauthorization of the Food Stamp program.

Benefits Received Through Territory's Involvement

- Of the three standing committees in the association, Guam has elected to be a member in the Committee on Economic Development and Commerce. With the growth potential of the island and the vast opportunities available for economic investment, our membership in the committee has proven effective in ensuring that our interests are protected in federal mandates or legislation and that focus is given in understanding the islands unique Pacific nature.
- As an unincorporated island of the United States, we are subject to the legislative mandates of the federal government. Ironically, while Congress may have the best interest of the people of the United States in these measures, they similarly do not have the same effect for the territories and commonwealths. Because of our unique location and geographic characteristic, our interests, needs and developmental requirements are far different from the U.S. Major issues such as commerce, international trade, foreign relations, and economic development are all central issues to the Territory for sustainable growth. In that the association has an established working relationship with the federal regulatory agencies, our continued involvement will ensure that state concerns and needs are considered in programs and would not result in undue administrative or enforcement burdens.

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- One of the most important measures passed by the National Governor's Association on behalf of the Territory of Guam was the adoption of the policy resolution urging the administration and Congress to work with the government of Guam on an expedited basis to develop and enact appropriate legislation designating Guam as a commonwealth. The resolution has been a standing policy of the association since the 1980's and will continue until our status is changed to commonwealth.
 - As a bipartisan forum, the support and influence has aided the islands efforts in the push for commonwealth status. The nation's Governors are at the forefront of efforts to find viable solutions to complex human and economic problems. Most especially, the Governors know that long-term investments in our people and infrastructure are critical to building a competitive nation.

BUREAU OF PLANNING

Briefing Paper for Transition Committee

Western Governors' Association

What Is WGA All About?

- The Western Governors' Association (WGA) is an independent, nonpartisan organization of governors from seventeen western states, two Pacific territories and one commonwealth. It was established in 1984 as the result of a merger between two organizations with overlapping membership of governors: the Western Governors' Policy Office and the Western Governors' Conference. The WGA was formed to provide strong regional leadership in an era of critical change in the West's economy and demography. The organization is founded on the understanding that the vital issues and opportunities shaping our future span state lines and are shared by governors throughout the West.

Structure And Governance

- The WGA is a leader in identifying and addressing key issues of interest to western states and in articulating that regional perspective. It assists governors in developing strategies for tackling both complex, long-term issues facing the West as well as the region's immediate needs. The WGA is considered the vehicle through which the governors can advocate policies of regional interest on national, international and state levels. The WGA identifies and addresses key policy and governance issues in natural resources, the environment, human services, economic development, international relations and fiscal management.
- The WGA Board is composed of the members of the organization which meet at least once a year at their annual meeting to elect the incoming chairman and to discuss the organization's workplan, programs, projects and activities for the following year and the amount budgeted for implementation. An executive committee, composed of the current chairman, the chairman-elect and the past chairman ensure that the work plan approved by the Board is acted upon and that all policy decisions and activities are carried through.
- In intervals between Board meetings, a staff council, composed of the chief of staff or top policy adviser for each governor, meets regularly when necessary to review and provide guidance to WGA activities. The council is advisory in nature and functions to review the draft budget and annual work plan, policy resolutions, and briefing materials.

Membership Dues

- WGA's income is generated from member dues, interest and miscellaneous income from publication and other sales. The association also generates its income from the federal government and grants from private and public foundations. Guam's assessed contribution to the association from 1991-1994 is as follows: 1991, \$5,000; 1992, \$5,000; 1993, \$6,000; and 1994, \$6,000.

ISSUES ADVOCATED WITH IMPACT TO THE TERRITORY

In 1993-1994, the Western Governors' Association approved the following resolutions which affect Guam directly or indirectly:

- ▶ Guam's Quest for Commonwealth - relative to expression of support for Guam's Quest for Commonwealth Status.
- ▶ Pacific Islands' Commercial Ports - requesting federal assistance to upgrade the commercial ports of American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the Republic of Palau.
- ▶ Management of Pacific Fishery Resources - urging the Pacific island Governments to work cooperatively on fishery policies and calling upon the federal government to turn over the Port of Midway to the State of Hawaii.
- ▶ Pacific States and Islands Ocean Governance - supporting provisions of H.R. 2401, Section 1043 as amended by Congressman Pete Stark, Joseph Kennedy, and Congresswoman Nancy Pelosi that would prohibit the transportation by ocean of any Plutonium until all outstanding proliferation concerns have been addressed and resolved.
- ▶ Extension of the U.S. Territorial Sea - urging Congress to amend the Submerged Lands Act of 1953 to extend the seaward boundary of the coastal states to 12 miles around the contiguous states and Alaska and to 200 miles around the Pacific Island states, territories, and commonwealths.
- ▶ State Authority in Western Issues - urging the federal government to recognize the primacy of the Western States and Pacific Island governments in managing their water resources.
- ▶ State Primacy in Wetlands Management - urging the states and island governments to maintain primacy in the management of wetlands.
- ▶ Uniform Federal Water Project Assistance - urging Congress and the U.S. Department of Interior (DOI) to provide uniform and equitable assistance to the Western States and Pacific Island governments for developing water projects and other water related assistance programs.
- ▶ Federal Environmental Statutes - urging the federal government to defer to state and island government authority in enforcement of environmental statutes.

Benefits Received Through Territory's Involvement

- Like the National Governors' Association, the governors of WGA have witnessed successes in its lobbying and legislative efforts with Congress and the Administration on issues and concerns affecting the governors. Over the years, the WGA has been instrumental in thwarting efforts to reduce states' resource revenues, supporting small states' interest in federal grant in aid programs, implementing changes in federal land management policies, reflecting regional interests in environmental legislation reauthorization, and in many other areas.

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- The WGA is yet another effective conduit utilized by Guam to monitor developing legislative and administrative initiatives of significant impact to the islands economic development and in developing appropriate regional responses. Most importantly, the association accords the Territory a strong regional presence in federal affairs.

BUREAU OF PLANNING

Briefing Paper for Transition Committee

Economic and Social Commission for Asia and the Pacific

What Is ESCAP All About?

- ESCAP is one of five regional commissions for the United Nations. Established in 1947 as the Economic Commission for Asia and the Far East (ECAFE), its purpose is to assist in the social and economic development of 38 members and 10 associate member countries in its region, which extends from Iran in the west to Cook Islands in the east, in the Pacific Ocean. Associate Members include the Commonwealth of the Northern Mariana Islands, Cook Islands, the Federated States of Micronesia, Guam, Niue, Kiribati, the Republic of the Marshall Islands, Palau, and American Samoa.
- ESCAP serves as a clearing house for all information relating to developments in the region by establishing close links with relevant international and national institutions. ESCAP promotes in-depth research on important problems of the region, in cooperation with specialized agencies and other bodies, leading to the formulation of appropriate policies and programmes. It also provides a forum for discussions and negotiations on problems of common interest to countries of the region. Finally, ESCAP has a special role in the mobilization of technical assistance for development.

Structure And Governance

- The scope of ESCAP activities includes the following programs: food and agriculture, rural development and environment, development planning and statistics, industry, marine resources, trade and population, transport, communications, tourism and shipping. Focus is also directed to excessive population growth, women's disadvantages and wide spread youth unemployment.
- ESCAP activities focus chiefly on providing expert advice to member countries; conducts studies on issues related to socio-economic development; provides training; helps mobilize local support for measures essential to sound social and economic growth; promotes regional cooperation; holds conferences and consultations among leaders and academics; improve services and reporting information; and assist individual governments in planning and implementing balanced development programmes.
- The programme of work of the Commission is conducted through its annual sessions and through meetings of its intergovernmental committees and subsidiary bodies. The annual Commission session is assisted by a Committee of the Whole, a Technical and Drafting Committee and an informal committee on resolutions.
- The ESCAP secretariat, headed by its Executive Secretary, provides services for the Commission and its subsidiary bodies and implements the work programme endorsed by the Commission. Its

responsibilities are to undertake studies, research, and other activities in the Commissions terms of reference. Other responsibilities include the dissemination of information and provides advisory services to Governments at their request, and contributes to the planning and organization of programmes of technical co-operation.

- Guam contributes no membership dues to the Commission because of our status as an Associate Member. All decisions and policy matters relating to the island is decided upon by our administrative authority, the United States. As associate members we partake in the organizations work programme and activities.

Evaluation Of Program Participation In ESCAP Activities

- In FY 1993, ESCAP invited Guam to participate in twenty (20) different training, workshops, sessions, conferences and meetings. Of the twenty invitations, eight (8) were attended. It should be noted that compared to FY 1992, fiscal year 1993 should an increase in the number of ESCAP invitations and in Guam's participation, although, participating agencies shouldered the costs of attendance. The increase in participation is attributed to issues taken up which affect Guam directly or indirectly. Such issues included but were not limited to: regional economic development and cooperation, poverty alleviation, labor issues, urbanization issues, tourism, population/statistics, issues on persons with disabilities, the environment, and Pacific Islands developing countries.
- The Territory received numerous invitations for training and conferences in the first half of 1994. A total of fifteen (15) program announcements were extended to Guam, of which only one (1) was attended. Guam experienced a significant decrease in program participation in ESCAP for 1994. The decline can be largely attributed to the severe budgetary conditions of the Government of Guam. With the mandated cutbacks in government expenditure and the restrictive cap placed on all government travel, the departments and agencies of the government were severely hindered in taking advantage of the program opportunities and announcements offered by ESCAP. In situations were specified, ESCAP would provide the funds for travel for one participating member of each government. In most instances, however, member governments interested in participating are asked to assume the costs associated with the travel.
- As with all the organizations that we are a part of, Guam has been fortunate in its experiences and in the opportunities that were made available. As one of the subsidiary bodies of the United Nations, its assistance programs and projects embrace many fields that together promote economic and social development. Our membership in ESCAP, provides yet another effective forum for projecting our developmental needs and in bringing awareness to the region.

Do we still have to participate in those?

APPENDIX

Evaluation of Work Programme of SPC FY 1993-1994

BUREAU OF PLANNING
Briefing Paper for Transition Committee

Regional and International Organizations

EVALUATION OF WORK PROGRAMMES FOR 1993-1994

As a basis of determining the benefits and opportunities received as a member of the Commission, an annual review of Guam's participation in SPC related activities is evaluated each fiscal year. For fiscal year 1994, Guam's total contribution to the South Pacific Commission was \$44,267. This amount included Guam's \$36,706 assessed 1994 contribution, \$6,500 voluntary donation to SPC Women's Programme, and \$1,061 provided for hotel accommodation costs of Messrs. Siliga Kofe and Tony Hughes, SPC/ESCAP consultants.

During 1994, Guam was invited to participate in a total of twenty two (22) SPC-sponsored activities. These activities included conferences, workshops, meetings, specialized training, and technical assistance such as Assistance to Applied Research Experiments and Field Work and Short-term Experts and Specialist Services. Of the twenty two (22) activities, fifteen (15) were hosted by SPC at no cost to the participating governments and administrations. However, of the remaining seven (7) activities, all or most of the attendance costs were shouldered by participating governments.

In the past, most activities under the SPC Work Programmes were participated at no cost to island member countries. However, currently SPC is experiencing budget restrictions and has difficulty securing funding. When this happens, interested member governments and administrations are requested to provide most if not all, the costs of attendance.

The fifteen (15) SPC-sponsored activities were valued at \$39,417. While they were for free participation, Guam participated in only nine (9) of these activities. With the six (6) other activities, cancellations were made due to some unavoidable circumstances or conflict of schedules. Guam's attendance and the benefits derived, which included airfare, per diem, approved grant, and estimated expenses for technical consultancy were valued at \$24,996.

TABLE II
COMPARISON OF BENEFITS DERIVED VS. GUAM'S 1994 SPC CONTRIBUTIONS

Guam's Contributions		Value of 15 SPC Free Activities	Value of 9 Participated Activities	Percentage Ratio of Participated Activities	Percentage Ratio of Offered Activities
Assessed Contribution	\$36,706				
SPC Women's Programme	\$6,500				
Accommodation Costs	\$1,061				
TOTAL:	\$44,267	\$39,417	\$24,996	56.47%	89%

Based on calculated data, Table II illustrates the percentage ratio of benefits derived from SPC-sponsored activities and Guam's total contributions. Guam participated activities valued at \$24,996 were assessed to about 56.47% in comparison to total contributions made. The percentage ratio would have been 89% if Guam had taken full advantage of all opportunities offered by SPC, valued at \$39,417.

Table III, on following page, summarizes the different activities offered in the 1994 SPC Work Programmes at no cost to participating agencies. However, every activity is assigned a value based on airfare, per diem, or approved grant. These assigned values are monetary equivalent of benefits derived and are used to equate the percentage ratio of participation in comparison to the annual contributions.

On Item No. 1 of Table III, the value of the training course included a round trip airfare and a \$20 weekly allowance (28-30 weeks) provided to the trainee to cover small personal and medical expenses. Accommodation and meals were free.

On Item No. 8, the value only covered Lou Pangelinan's round trip airfare. Per diem was paid by the Government of Guam. On Item No. 9, the workshop is forthcoming and the Division of Aquatic and Wildlife Resources ensured the attendance of Andrew Torres.

On Item No. 10, SPC provided a daily allowance of \$50 for 30 days. Accommodation was provided free of charge.

On Item No. 12, accommodation and a small weekly allowance to cover personal expenses for about six months were provided.

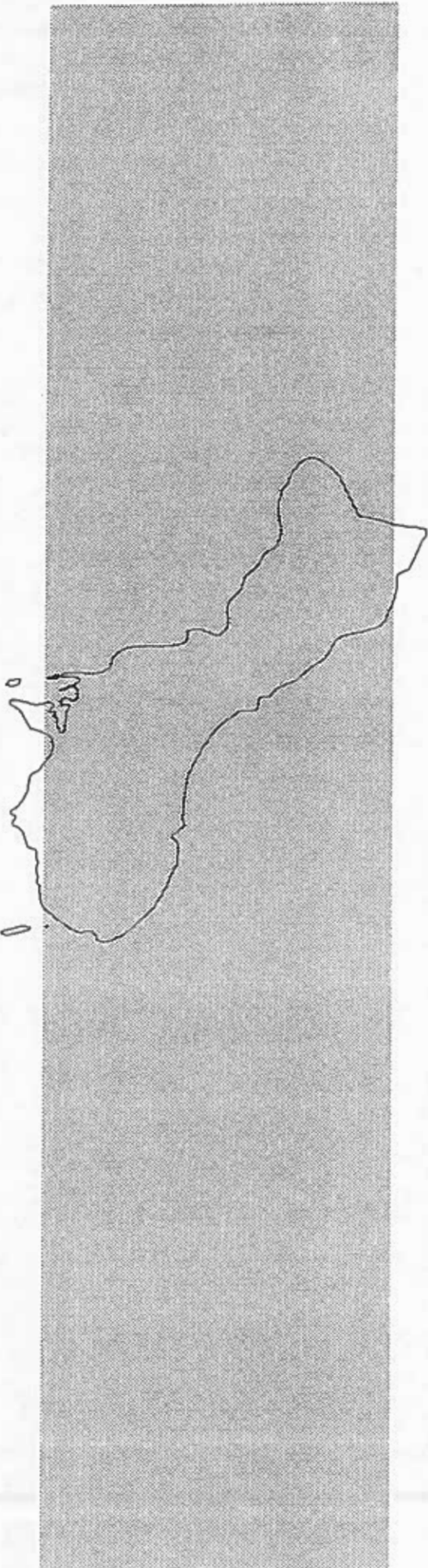
On Item No. 13, DPHSS is currently negotiating the release of the \$3,000 grant.

On Item No. 15, Dr. R. Herr and Mr. J. Gabut came to Guam from Palau, therefore, airfares were calculated from that point.

Guam submitted several proposals for the 1994 Assistance to Applied Research Experiments and Field Work and the Short-term Experts and Specialist Services. Of the submitted proposals, a request by the Department of Public Health and Social Services for an on-site visit of a Fluoridation Engineer to evaluate Guam's current fluoridation system was approved by SPC in the amount of \$3,000. Additionally, a request by the Department of Commerce for an expert to determine the actions needed to improve Guam's economic position within the regional spheres had been jointly actioned with ESCAP completing a June 15, 1994 presentations made by Messrs. Siliga Kofe (SPC) and Tony Hughes (ESCAP) on "Positioning Guam's Economy to Compete Successfully". Guam had also taken advantage of the arrival of a team of specialists, Dr. Richard Herr and Mr. Joseph Gabut, who conducted a review of the South Pacific Region Institutional Arrangements in Respect of Marine Resources. The review was conducted on June 28-29, 1994 through joint coordination by the Department of Commerce, Department of Agriculture, and Marine Lab.

TABLE III
SPC-SPONSORED FREE ACTIVITIES FOR FY 1994

Item No.	SavGram No.	Date of Course	Description	Location	Participant	Agency	Value
1.	39	2-14/9-2-94	Community Education Training Center Courses for Women Community Workers for 1994	Suva, Fiji	None		\$2,730
2.	45	2-28/3-4-94	11TH Regional Conference of Permanent Heads of Agriculture and Livestock Production Services	New Caledonia	None		\$2,443
3.	46	2-21/24-94	8TH Regional Technical Meeting on Plant Protection	New Caledonia	None		\$2,443
4.	43	3-14/18-94	25TH Regional Technical Meeting on Fisheries	New Caledonia	Rufo Lujau	Aquatic and Wildlife	\$2,443
5.		3-30-94	Meeting of Pacific Arts Council	Apia, W. Samoa	None		\$2,200
6.	9	5-2/6-94	6TH Regional Conference of Pacific Women and Ministerial Meeting on Women and Sustainable Development	New Caledonia	Doris Chargualaf and Mae Tenorio	Bureau of Women's Affairs	\$4,170
7.	8	7-4/8-94	Regional Conference for Pacific Youth	Rarotonga, Cook Is.	None		\$2,225
8.	22	5-23/27-94	20TH Meeting of CRGA	New Caledonia	Lou Pangelinau	Gov. Chief of Staff	\$1,693
9.	21	October 1994	Sub-Regional Fad Skills Workshop	Palau	Andrew Torres	Aquatic and Wildlife	\$1,343
10.		5-8/6-5-94	Trochus Stock Assessment Case-Study	CNMI	Tom Flores	Aquatic and Wildlife	\$1,800
11.	38	9-26/30-94	Workshop on Standardized Certification for Fishing Vessels Crews	Suva, Fiji	None		\$2,380
12.	26	2-14/7-29-94	SPC/Nelson Polytechnic Pacific Island Fisheries Officers Training Course	New Zealand	Glen San Nicolas	Aquatic and Wildlife	\$3,200
13.	49	1994	Technical Assistance Grant: Evaluation of Guam's Current Fluoridation System	Guam		DPIISS	\$3,000
14.	49	6-15-94	Consultancy: "Positioning Guam's Economy to Compete Successfully"	Guam	By: Siliga Kofe & Tony Hughes	Commerce	\$4,647
15.		6-28/29-94	Review of SPC Institutional Arrangements in Respect of Marine Resources	Guam	Dr. R. Herr & Mr. J. Gabut	Commerce, Agriculture, Marine Lab	\$2,700
TOTAL:							\$39,417



National Governors' Association's

Priority Issues

**Briefing Book For
Transition Committee**

By Bureau of Planning

November 1994

**BUREAU OF PLANNING
National Governors' Association
Priority Issues**

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BUREAU OF PLANNING

Briefing Report for Transition Committee

National Governors' Association Priority Issues Requiring Immediate Attention

A: BUREAU OF PLANNING'S ROLE IN THE NATIONAL GOVERNORS' ASSOCIATION:

The Bureau of Planning, as a support agency to the Governor's Office plays a significant role in the Governor's relationship with the National Governors' Association. The Bureau serves as the lead agency in representing the Governor's interest by providing valuable link and coordinated involvement of relevant agencies in NGA's services, specific issues, functions, and program areas. As a result of this role, the Bureau of Planning is tasked with the following responsibilities:

- Serves as the Governor's Designated NGA Contact facilitating effective use of NGA services and information by the Governor's Office and appropriate Government of Guam agencies; keeps abreast with what is happening at NGA and coordinates Guam's involvement.
- Serves in the Governor's Policy Advisors/Contact; assists in the development/formulation of the Governor's proposed policy statements for NGA; works with the Governor's Office in the analysis/evaluation of proposed national legislation and provides comments/recommendations on matters to solve state problems of common concern.
- Analyzes and prepares written comments and recommendations on NGA's policy proposals and other issues relative to Guam's needs and goals and determine their impact upon the island's economic, social and physical development.
- Maintains familiarity with status of NGA priorities and policies, particularly those that are of interest to Guam; coordinates analysis, input, and comments on NGA issues from designated Government of Guam agencies for transmittal to NGA.
- Prepares briefing books for the use of the Governor and his staff at NGA meetings; facilitates involvement of relevant Government of Guam agencies on issues affecting the island by requesting input, written comments, and

recommendation on the position Guam has to take of specific policy.

B: STATE LIAISON PROGRAM IMPLEMENTATION:

The National Governors' Association (NGA) began a State Liaison Program in January 1993 with the goal of improving and strengthening communications between NGA and the Governors of states and territories. Through better communications, NGA desires to establish strong working relationships with the states/territories and to respond efficiently to their needs and priorities.

Because of Guam's considerable distance from the U.S. mainland, NGA has implemented the following actions in order to solicit Guam's participation and input, and to keep Guam informed of NGA activities on a timely basis:

- NGA Staff Liaison to Guam - a customer relations representative who provides a personal link between NGA, the Guam Governor's Office, and the Washington, D.C. Liaison Office of the Governor of Guam; helps facilitate the provision of NGA services to the Territory and obtain feedback; facilitates Guam's preferences for the flow of information and correspondence between NGA and the Territory; and expedites NGA responses to the island's requests for assistance.
- Washington, D.C. Liaison Office - the NGA Staff Liaison to Guam's contact in Washington, D.C. keeping it abreast of NGA activities, priorities and developments; receives NGA's assistance for coordinated lobbying strategies for Guam; serves as a proximate resource to NGA staff for Guam's involvement in state-oriented priorities that will greatly impact the island, and in improving services to the Territory. The office is generally knowledgeable of the Governor's priorities and what is going on within the Territory. In the past, the liaison officer-in-charge serves as the Governor's representative to the Staff Advisory Council (SAC) of committees wherein the Governor serves as member.
- Governor's Designated NGA Contact - the NGA Staff Liaison to Guam's principal contact to help facilitate island-based staff's effective use of NGA state-oriented services and information; orients island-based staff to information and services provided by NGA and determines the government's preferences for the flow of information between NGA and the Territory; assists the Governor in determining the distribution of NGA documents to

appropriate staff within the government; facilitates the Governor's involvement in, and communication with, NGA regarding state/federal-oriented policies and priorities, committee preference, and designation of SAC representatives; evaluates the effectiveness of NGA services and NGA's State Liaison function; and maintains contact with Washington, D.C. Liaison Office to keep abreast and to facilitate timely involvement with NGA activities.

C: MATERIALS DISTRIBUTION GUIDELINES:

The Total Quality Management Program implemented by NGA staff includes customer service as one of its essential functions. In an effort to improve services and in order for Governors to have access to up-to-date information, NGA staff formulated the following system of sending materials to the right individuals, transmitting materials more efficiently, and making materials more user-friendly:

- Federal Express Batch Mailing - most NGA mail is sent to Guam's Governor and his staff in a Federal Express two-day package on Tuesdays and Fridays. Time-sensitive mail that must be mailed on other days are mailed separately. Each item included in the batch mailing is labeled with the name of the particular recipient in the Governor's Office. Envelops are used for confidential materials, and all letters to the Governor from other Governors and the NGA Executive Director.
- "Action" Stamp and "FYI" Stamp - all items requiring response/action are stamped with an "Action" stamp indicating the dates by which action is required. In addition, information sent to the Governor and the Washington, D.C. office are stamped with "FYI" indicating who has been asked to take action.
- Transmitted Materials Record Keeping - all NGA materials being sent to the Governor's Office list the name or title of other people in the government as well as in the Governor's Office who had been sent the materials. In Guam, the Bureau of Planning maintains a logbook of transmitted materials from and to NGA and information of NGA activities and action taken.
- The Use of Mailing List of Governor's Policy Staff - the created mailing list of the Governor's Policy Advisor/Contact used by NGA staff in addressing materials to the Governor's Office. These names are included in the Governors' Staff Directory that is updated and

published semi-annually in the NGA's Office of State Services.

- Governors' Bulletin - NGA's report on Governors and state activities distributed to the Governor, his key staff, the media and etc. on a biweekly basis. The report provides detailed information on key state programs, gubernatorial priorities, and other issues of concern to the Governor.
- Governors' Executive Report - this report is exclusively for the Governor and his top staff. It is faxed by NGA every Monday morning. This is usually a two page report which covers upcoming legislative and regulatory actions and gubernatorial initiatives in the states/territories.
- NGA Resources - the latest of published NGA reports which is a monthly compendium of publications, seminars, and other resources available to Governors through NGA. Distribution is every last Friday of each month.

D: ISSUES REQUIRING IMMEDIATE ATTENTION:

Through NGA, Governors identify priority issues and deal collectively with those of public policy and governance at both the national and state levels. Governors get involved with NGA by working together to implement their priorities with Congress and the Administration, participating in committees and task forces, accepting leadership assignments, and using NGA's services. To be actively involved with NGA, each Governor serves on one standing committee with preference requested annually; can offer to serve on task forces, the Executive Committee, and working groups; and can serve as lead Governor on a specific issue or in a number of other leadership assignments.

The Governor is actively involved in NGA, and by such, the following actions requiring immediate attention are recommended:

- Transmittal to NGA of the Washington, D.C. Liaison Officer and Staff - to maintain a continuous contact and up-to-date flow of information.
- Identification of the Governor's Designated NGA Contact - to provide uninterrupted NGA services and allow information regarding issues of interest to Guam directed to the right island-based staff.
- Determination of the Governor's Choice of NGA Standing Committee - NGA has to be notified if there should be a change in the standing committee the Governor of Guam is

serving as member; and if he is interested in serving on task forces, working groups, and/or as lead Governor on a specific issue. The Governor's representative to the Staff Advisory Council (SAC) of the committee he is serving should also be named and transmitted to NGA. Currently, the Governor of Guam is serving as member of the Committee on Economic Development and Commerce and the Washington, D.C. Liaison Officer-In-Charge serves in the committee's Staff Advisory Council.

- Update of the Governor of Guam's Staff Directory - to provide accurate and complete information regarding listing of the Governor's Staff including policy staff in key issue areas. This information is valuable for addressing NGA materials to the right individuals.

E: 1995 NGA WINTER MEETING:

Twice a year the Governors meet to discuss common problems and promote collective action on national priorities. The annual meeting that is held in a designated state each summer generally focuses on state and intergovernmental issues. The winter meeting, always held in Washington, D.C. in late January or February, focuses primarily on state-federal priorities. These meetings provide the opportunity for Governors to work directly with one another to pursue common objectives.

The 1995 NGA Winter Meeting is scheduled for January 28-31, 1995 in Washington, D.C. Over the next few weeks, the Governor's Office will be receiving the meeting's brochure that includes the agenda and registration forms for all attendees. As the meeting is only a couple of months away, the following are concerns raised for immediate attention:

- Governor's Delegation - the staff that will accompany the Governor and who will be actively participating in the SAC meeting. Registration forms included in the forthcoming brochure will have to be completed and returned to NGA on or before a specified due date. The above information is also necessary to facilitates travel arrangements, hotel reservations/accommodations, and for briefing book preparations.
- Governor's Briefing Book - the forthcoming winter meeting focuses on state-federal priorities. Governors will take their position in the adoption of policies. The Briefing Book is a package prepared for the use of the Governor and his staff who will be attending the meeting with him. The package includes: agenda of the meeting; the proposed policy positions and amendments that will be considered

and voted upon for adoption during the plenary session; and input, comments, and Guam's position on each proposed policy/amendment as gathered from appropriate Government of Guam agencies.

F: PENDING NGA POLICIES THAT MAY IMPACT GUAM:

NGA policies are the formal positions taken by the Governors to influence action by the federal government and to inform the national debate on critical issues. The Executive Committee and the three Standing Committees propose policy statements and amendments developed through committees. Any Governor may propose a policy by submitting it to the NGA Chairman or Executive Director forty-five days before any of the NGA meetings. Policy statement proposed by a Governor is referred to the appropriate NGA committee for consideration. In the case of the forthcoming winter meeting, December 17 is the 45-day deadline for individual Governors to submit policy proposals. However, NGA is requesting that Governors submit their proposals as soon as possible to allow committee staff to have ample time to address proposed policy statements. Proposed policy statements submitted by the Standing Committees are transmitted to all Governors 15 days before a specific NGA meeting for their review.

NGA policies address priorities adopted by the Governors annually based on results of "priority survey" distributed to Governors, their Chief of Staff, Washington Office representatives, and the Governors' Designated NGA Contact. The following pending policies address NGA's 1994-1995 Priorities and maybe taken up by the 104th Congress which will convene in January 1995: These policies pose interest to Guam because of their impact.

- GATT Implementing Legislation - policy under the International Trade priority which came close to passage at the close of the 103rd Congress. The policy addresses Governors' concerns about protection of state autonomy in international agreements and effective state-federal partnership in consultations and dispute resolutions.
- Immigration and Refugee Policy - one of the welfare priorities that deals with issue of state costs regarding treatment of undocumented immigrants, and regulations regarding Refugee Resettlement Program. The interim final rule and application process for the allocated \$130 million for State Criminal Alien Assistance Program has been published in October 1994 to take effect immediately and comments due by December 5, 1994. There would be a positive fiscal impact on states if the federal government assumes its responsibility for the costs of undocumented immigrants.

- Military Base Disposal and Reuse - amendment to Closing Military Bases policy which provides recommendation for a more coordinated approach to property disposal aimed at community reuse and providing shelter for the homeless, conversion of military airfields to commercial use, and federal responsibility relative to environmental cleanup and remediation. Additional federal funding that would be required for the conversion of airfields and environmental cleanup that would be partially offset by more rapid commercial utilization of closed military bases is also for consideration.
- Federal Disaster Preparedness and Response Act - a bill under the Disaster Assistance policy that is aimed to assist the insurance industry in responding to natural disasters in a more efficient manner. Amendments has not been acted upon by the 103rd Congress. The Stanford Act on disaster assistance to states also has several suggested changes by FEMA that is awaiting the Office of Management and Budget clearance.
- Food Stamp Waivers - policy under welfare reform issues aimed at preserving state waiver authority in the food stamp program. NGA opposed provision of the 1995 agricultural appropriations bill that would have barred the federal government for one year from granting waivers to any state to convert food stamps either to cash benefits or to wage subsidies involving elderly disabled and emergency food stamp benefits.
- Medicaid Integration - policy under health care reform issues which deals with improvements in Medicaid. No action was taken before adjournment of the 103rd Congress and it is unlikely that comprehensive reform will be brought to the floor of the 104th Congress. However, it is anticipated that a serious attempt will be made to cap spending in the Medicaid program.

G: POLICY STATEMENT RENEWAL ON "COMMONWEALTH STATUS FOR GUAM":

The Commonwealth Status for Guam has been a standing policy of the National Governors' Association since 1980. The association, on behalf of the Territory of Guam urges Congress and the Administration to work with the Government of Guam to develop and enact appropriate legislation designating Guam as a commonwealth. The draft Commonwealth Act was first introduced in Congress in 1988 and has since been reintroduced at the beginning of each new session of Congress. Until the draft act becomes a law, request for renewal of the policy statement will continue to be an NGA issue for Guam. The latest renewal of the policy statement was in

August 1991 during the annual meeting.

Currently, the Commonwealth Status for Guam is one of those policies under the Executive Committee that will automatically sunset at the forthcoming 1995 NGA Winter Meeting. No action is required unless the Governor feels strongly that the policy should be retained.

To retain the policy statement on Commonwealth Status for Guam, the following steps should be undertaken:

- Use of Interim Policy Procedures - NGA now operates on two-year, time-limited policies that directly relate to the Governor's current priorities. The use of interim policy procedures for this kind of policy proposal is urged by NGA. Interim policy procedures is used for emergency or new policy requests between NGA meetings.
- Submission of Request - the Governor submits a request together with the substance of the policy proposal to the Executive Director of the Association no less than 45 days prior to the Winter Meeting.
- Committee's Majority Vote - reference of the proposal to the appropriate committee by the Executive Director of the Association. At this point, the proposal is expected to receive consideration. It takes a majority votes by the members of the committee to retain a policy. No votes are required by the Executive Committee Staff Advisory Council or the Governors as a whole.



GUAM COASTAL MANAGEMENT PROGRAM

BUREAU OF PLANNING

Briefing Papers for the Transition Team for

GUTIERREZ - BORDALLO Administration



November 1994

GUAM COASTAL MANAGEMENT PROGRAM

The Guam Coastal Management Program (GCMP) is a division of the Bureau of Planning. It was approved in 1979 and since that time has received more than \$8,000,000 in federal funds. The GCMP utilizes no local funding.

The GCMP as approved, is networked. While the coordinating body responsible to the federal grant is within the Bureau, functions of the GCMP are the responsibility of other GovGuam agencies. Departments of Agriculture, Parks & Recreation, Land Management, and Public Works, and Guam Environmental Protection Agency are also a part of the approved program.

The GCMP is responsible for reviewing and commenting on a wide variety of issues concerning the environment (all aspects) and human development (community land-use planning and management). Utilizing planning expertise, the GCMP is singularly adept at reviewing development proposals to ensure, compliance to the land use laws of Guam, consistency with stated policy objectives relating to community land use development, protection of Guam's fragile and finite resources, and, protection of land-use opportunities for Guam's future generations.

The GCMP is the BOPs representative to the Development Review Committee, and as such meets with developers to ensure the best quality development for the community. The GCMP reviews and comments on all land-use and environmental matters which require approval or response by the Governor, and the GCMP helps to develop policy for the Governor's Office in issues which include all oceans issues (EEZ, Coral Reef Initiative, etc.), and has the authority for

approval/disapproval of federal activities, licenses and permits, and funding assistance for activities which may have a direct impact in Guam's coastal zone (the entire island and waters except for federal lands) .

Issues which the GCMP is concerned with, and advises the Governor's Office on, include public lands, land-use law enforcement, wildlife, habitat, parks, fishing, aquaculture, reefs, wetlands, agriculture, historic preservation, water quality, master planning, GIS, and ocean issues . The GCMP reviews and comments on bills emanating from the Legislature or to be introduced by the Governor, on all issues dealing with the environment and development .

In this fiscal year, the GCMP was awarded \$684,200 in federal grant monies . \$510,000 is for continued implementation of the core program, which includes salaries for eight professionals . \$47,000 is for development of a model management plan for the Ugum River Watershed area . \$43,200 is for use in analysis of Guam's wetlands by function . \$84,000 is for development of a comprehensive non-point source pollution management plan for Guam .

Of the approximately 35 coastal states and territories receiving federal funding for implementation of the Coastal Zone Management Act of 1972 (P.L. 92-583 as amended), Guam is the only body not contributing local funding to the program.

GUAM COASTAL MANAGEMENT PROGRAM

Committees and Task Forces

The following are the task forces and committees for which the GCMP is a member. The committee followed by an asterisk is chaired by the GCMP.

Territorial Aquarium Advisory Committee
Territorial Planning Council Technical Advisory Committee
Aquatics Law Committee
Legislative Review Committee
Development Review Committee
Exclusive Economic Zone Policy Coordinating Committee
Technical Advisory Committee, Pacific Basin Development Council
Fisheries Advisory Committee
Area Oil Spill Contingency Committee
Infrastructure Information System User Group Committee
Seashore Reserve Master Plan Committee
Tourism Master Plan Committee
Guam Farm Bill Committee
Coral Reef Initiative Coordinating Committee *
Ocean Policy Committee, Coastal States Organization
CZMA Reauthorization Committee, Coastal States Organization
Islands Affairs Committee, Coastal States Organization
Natural Resources Data Base Development Committee

COASTAL STATES ORGANIZATION

The Coastal States Organization (CSO), works on coastal management and other related environmental and development issues at the national level, on behalf of the Governors of some 35 States and Territories of the United States.

Since its inception, the delegate to CSO for Guam, on behalf of the Governor, has been the Director and Chief Planner for the Bureau of Planning, and the Administrator of the Guam Coastal Management Program, (GCMP). Dues for Guam's participation, now at \$6,000 per year, is paid from the federal grant which funds the GCMP.

At present, the Administrator for the GCMP sits as a member on three CSO committees, the Ocean Policy Committee, the CZMA Reauthorization Committee, and the Islands Affairs Committee. The latter committee, composed of member islands of Hawaii, Guam, American Samoa, CNMI, U.S. Virgin Islands, and Puerto Rico, is unique to the organization in that its Chair is elected by the committee and not by the Organization as a whole, and is a standing committee, the only such committee in the organization.

The Director of CSO is David Slade, a paid employee of the Organization. Mr. Slade is responsible for all organizational matters, for contact with Congress on a regular basis, for distribution of a weekly news brief to members on coastal related issues at the National level, and for implementation of work tasks assigned by the Organization, including the coordination for four annual meetings.

The Organization is located in Washington D.C., in the Hall of States Building. Chairman of the Organization is an elected position, currently held by Dr. Wayne Beam, head of South Carolina's CZM agency.

CSO has been very responsive to Guam's interests and is responsible for the continued funding of CZM activities and programs over more than a decade and a half.

COASTAL NON-POINT SOURCE POLLUTION

The Congress, in the 1990 reauthorization of the Coastal Zone Management Act, recognized that a major cause of coastal pollution and degradation of U.S. resources, recreational areas, commercially important coastlines, and biological incubators, is pollution which has no easily definable "source" point. Soil run-off, acid rain and other such by-products of man's presence, or "non-point source" pollution, was an issue which had not been addressed adequately, and America's coasts, including Guam's, were degrading rapidly.

In response, Section 6217 was added to the CZMA in 1990. This Section requires all coastal states and territories to develop a non-point source pollution management plan, designed to address pollution from urban, agricultural, forestry, ports and harbors, hydromodification, wetland, and riparian activities. Some 1,007 pages of "guidance" was developed to direct development of the plan, and it is the interpretation of that 1,007 pages by BOP which drives Guam's efforts.

Because Guam's tourism and fisheries (near shore and subsistence) depend upon a nearly pristine coastal water quality condition, NPS and its management is substantially more important here than in many larger states. The Bureau of Planning, through its Coastal Management Program, is actively working with GEPA, Dept. of Agriculture, PUAG and other agencies to draft a program, much of which already exists in Guam's laws, rules and regulations, and guidelines.

Management and control over NPS will require an understanding, among developers and government officials, that such control, while it will undoubtedly add some cost to development, or some restrictions to unlimited use of private property, is absolutely necessary to guarantee that Guam will have a future economy. The issue is not just the environment, but the protection of those economic assets which all the people of Guam depend upon.

While Guam fully expects to produce a plan which will be accepted by the federal government, it must be noted that if Guam does not, hundreds of thousands of dollars in yearly grant funds will be jeopardized.

United States Coral Reef Initiative

Background , Actions to Dates , Maui Meeting

**Compiled by the Guam Coastal Management Program
Bureau of Planning**

June 1994

UNITED STATES CORAL REEF INITIATIVE

NOTES ON MEETING, MAUI, HAWAII, JUNE 15, 1994

by

Michael L. Ham
Administrator
Guam Coastal Management Program

On June 15, 1994 I met with federal and island officials in Maui, to discuss the June 1, 1994 draft of the Coral Reef Initiative. Present at the meeting were the following individuals:

1. Granville Sewell, U.S. Department of State
2. Clement Lewsey, Office of Ocean and Coastal Resource Management (NOAA)
3. Bill Millhouser, Office of Ocean and Coastal Resource Management (NOAA)
4. Jerry Norris, Pacific Basin Development Council
5. Mike Hamnett, State of Hawaii, East-West Center, PBDC
6. Larry Ward, American Samoa Coastal Zone Management
7. Doug Tom, Hawaii Coastal Zone Management
8. Manuel Sablan, CNMI Coastal Resource Management
9. John Furey, CNMI Coastal Resource Management
10. Michael Ham, Guam Coastal Management Program
11. Jim Maragos, East-West Center (invited as observer)

History of Initiative:

Because of the lack of concern over environmental health and protection exhibited in policy during the Reagan-Bush Administrations, the United States was embarrassed at the United Nations Conference on the Environment and Development (UNCED) held in Brazil in 1992. In response, the current Administration signed the Convention on Biological Diversity in 1993. The Administration is currently playing "catch-up", in order to take a leadership role in environmental issues, and is attempting to respond to the goals and mandates of Agenda 21 of UNCED.

In 1993, the National Security Council led a review of fifteen major environmental issues, including "Oceans, Fisheries, and Fresh Water Resources." The review on this topic recommended that the "U.S. undertake an international Coral Reef Initiative to promote stewardship and sustainable development of coral reef and related ecosystems (mangroves and seagrasses)." Other related high priorities were coastal zone management and land based sources of marine pollution.

In response, the U.S. Department of State, with support from the Vice President and the White House, drafted an initiative on coral reefs for the U.S. to present at the Sustainable Development Conference held in Barbados in April of this year. Unfortunately, State

Department did not consider that there may be "domestic" concerns regarding coral reef management. Because they were so late coming on board, they felt they did not have time to bring in all potentially concerned parties, therefore they distributed a general "there will be a meeting notice" in late December 1993, for a meeting scheduled to be held in Washington on January 16, 1994. The Guam Coastal Management Program became concerned over the lack of participation being offered the islands, and consulted with the Coastal Management Programs in Hawaii, CNMI and American Samoa, who also expressed the same concerns.

In response, the Bureau of Planning wrote Rafe Pomerance, Deputy Assistant Secretary for Environment at U.S. Department of State, iterating our concerns that the reefs were within our jurisdiction, and that we must be consulted as the Primary Party of concern for any initiatives, etc., which may be drafted at the federal level. Hawaii responded to Mr. Pomerance similarly.

The meeting in January was held, and several problems directly connected to that meeting were noted by the island CZM program managers immediately upon receiving meeting information (provided by Jerry Norris of PBDC). First; the attenders were all from east coast U.S., and almost 100% either federal representatives or NGO's and Academia. Not one single attender could legitimately claim to represent any interest within the Pacific, let alone the governments within the Pacific. The second problem was in wording found within the report of one of the panels. Point 1.1 of the report states, "The first action of the Panel was to rename itself as the Sub-Group on Partnerships for Effective Management, rather than the Sub-Group on Training and Technical Assistance." This clearly shows an inclination to go beyond any rights the attenders may believe themselves to have had.

In response, in March, 1994, the Coastal Management Program managers of the U.S. insular areas, at the Program Manager's Meeting in Washington, very vocally expressed their concerns and dismay to persons within NOAA's Office of International Affairs. The reaction was interesting, in that the federal government, for the first time, appeared to have understood the magnitude of the mistake they had made. The islands were allowed to review the first draft of the U.S. Coral Reef Initiative, dated April 14, 1994, which was to be presented as the U.S. "offering" at the Barbados Conference.

At the same time, we learned that Jim Maragos (in close coordination with Pacific Islands Network), were prepared to submit a lengthy and detailed proposal for monies to do research projects under the auspices of the Initiative. There was clearly something wrong in that these two organizations were well prepared even prior to the island's initial knowledge of the initiative. In response, Governor Ada signed and transmitted a very strong objection to Mr. Maragos, but aimed at Department of State, detailing Guam's displeasure at the initiative and the process. Because this letter was copied to a large number of agencies and persons, and because this letter was supported by only slightly less strong letters from other insular areas, the State Department did not submit the Initiative at Barbados.

With the concerns raised at the CZM Program Manager's Meeting in Washington, the Office of Ocean and Coastal Resource Management (NOAA) took on a leading role in being advocates for the coastal programs, and was largely responsible for redrafting the U.S. Initiative, adding language which allowed the island governments to become equal partners in all aspects of the Initiative, both domestically and internationally. Letters from the Governor of Guam to State Department, and from Guam Coastal Management Program (Bureau of Planning) to OCRM, praised the June 1, 1994 draft.

Because of initiatives taken by the islands, the meetings and contacts made by Fred Castro, Administrator for Guam EPA, and in particular because of Hawaii's concerns raised by Mike Hamnett in Barbados, U.S. Department of State agreed to meet with island representatives in Hawaii during the Annual EPA Pacific conference. Mr. Granville Sewell of State, acknowledged the importance of the letters and responses generated by the Pacific islands in changing the course of the Initiative, and credited Mr. Hamnett with organizing a meeting for all concerned parties.

The Meeting:

The meeting began on a somewhat ominous note when Sharon Zeigler, Pacific Coordinator for Pacific Islands Network (PIN) attempted to attend, although she was uninvited. It is possible that Jim Maragos from East-West Center invited her, but as he was grudgingly invited to attend as an observer only, he did not have the authority to bring guests. Mike Hamnett very forcefully and directly made it clear to Ms. Zeigler that PIN was not invited to be present and, against her continuing arguments, convinced her to leave the area.

Granville Sewell was contrite, and apologized profusely for State Department's errors in not including the island governments from the beginning. He made it clear that the voices of the Pacific Island CZM managers had been heard and understood. As coastal resource management, and the twenty year experience by the U.S. (federal and state/territorial/commonwealth) in coastal management play an important role in the initiative itself, as insofar as the resources do fall under the jurisdiction of the governments of the islands, it is the view of the federal government now that the islands are indeed essential, rightful, and proper partners in both the domestic and international sense.

Mr. Sewell began the meeting by stating that the federal government did not want to "repeat the SPREP problem". After the meeting, in a private talk with Mr. Sewell, I insisted that SPREP could not simply be forgotten, and his response was that the federal government understood that it had blundered on that issue and that it was discussing ways in which the SPREP problem could be resolved with Guam. My impression was that State was actively looking at new ways of interpreting their own policies regarding the territorial v. federal role in regional/international organizations, and that the interpretation would allow for a true voice for the territories in such organizations.

At the federal level, the coral reef coordinating team is now being assembled. While, for the time being, State will continue to be the lead, the other players now include NOAA (no particular player office is yet designated - but many want to be included), AID, Interior, (OTIA has been very vocally supportive of including the island governments in as partners), and NSF. EPA is sitting on the fence, which is similar to their position with CZMA §6217. There is currently \$400,000 available for this effort at the federal level, and AID and NSF will probably contribute several millions \$ of their budgets for next year.

Mr. Sewell stated that there would be a Policy level workshop in Washington sometime in the first half of 1995, in order to prepare positions for the Commission for Sustainable Development meetings, to be held in both Jamaica and Australia. For this meeting, the island governments and their personnel so designated for the implementation of the initiative would attend, along with the federal players, Australia, New Zealand, and perhaps others, to set the agenda for the Pacific region.

He also announced that another State Department player, ms. Eleanor Constable would be attending the August PBDC meeting in Hawaii.

Those participating in the meeting decided on an agenda of immediate actions which should be taken, as follows:

1. Compile an inventory of current efforts relative to coral reef management and research for our area, and the funding sources used. Due to Hamnett by mid July for compilation as a regional document.
2. Local players need to be identified as quickly as possible.
3. Letters of support to NOAA requesting OCRM's involvement in the initiative would be beneficial to the islands.
4. The regional partners (non fed) should meet in November (before spring prep meeting). Such a meeting is possible Nov. 14 & 15 in Hawaii.

There will be a partnership role for the islands both as individual entities as well as a regional body. Federally driven policies in this initiative, while they will certainly address specific individual areas, will be developed to address the Pacific as a region, or as two regions (to separate east [Hawaii] from west [Guam]). Regionally, PBDC makes sense as a coordinating organization. The organization is run by the four island Governors, therefore it is their regional voice. The mechanism for inter-island coordination of this issue is already established and approved by the Governors in ROCEMP (Regional Ocean, Coastal Zone and EEZ Management Program). It was verified by Granville Sewell, as well as Lelei Peau, that Mike Hamnett was an effective voice in bringing the Maui meeting into being and would be of more benefit because of his association with PBDC.

The only negative side of this meeting was in the actions of Jim Maragos. He continually tried to take the reins as the lead for the NGO's, and to some extent as the lead non-fed in the Pacific. Mr. Sewell left understanding the position of the islands, that Mr. Maragos spoke for no one but himself, and that he has no authority to assume that he will be a part of the initiative. In a private meeting between myself, Doug Tom of Hawaii CZM and Jim Maragos, he was told in no uncertain terms that the island governments will determine which NGO's are included, in that the governments are responsible for the resources and answerable to all residents, while NGO's are answerable only to their limited memberships.

Because Guam was the most vocal of all islands in demanding the proper process and inclusion of the islands in the initiative, Jerry Norris requested that Guam request the issue be placed on the PBDC agenda for August. I believe this is, in fact, a recognition of our role and in the diligence in responding to the federal government immediately.

Other Information:

Since that meeting, State has submitted another draft of the initiative, dated June 20, 1994, for our review. It varies little from the June 1 draft and appears to be equally acceptable.

The first regional meeting for the U.S. Coral Reef Initiative is to be held in Honolulu on December 5-7. Department of Interior is providing funding for four representatives from each AFPI, (one CZM, one fisheries, one water quality and one science side person).

TERRITORIAL HAZARD MITIGATION GRANT PROGRAM

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L. 93-288, as amended) established the Hazard Mitigation Grant Program (HMGP), and is authorized under Section 404 of the Stafford Act.

- ▶ The Hazard Mitigation Grant Program is made available to states, territories, or freely associated states by the Federal Emergency Management Agency (FEMA) after each Federal disaster declaration. The HMGP can provide up to 75% funding for hazard mitigation measures.
- ▶ The HMGP's objective is to promote and support cost-effective measures implemented during the recovery from a disaster that will reduce the risk of damage and suffering from future disasters.
- ▶ Funding for the HMGP is currently set at 15% of FEMA's disaster assistance grants under the Infrastructure and Human Services programs.
- ▶ Mitigation is any measure taken to reduce repetitive loss; reduce the effects of the hazard or vulnerability to the hazard; and contributes to a long term solution. (Mitigation reduces or removes the need to respond or recover.)
- ▶ The HMGP can be used to fund cost-effective projects that will protect public or private property in the area declared a major disaster. Projects must fit into an overall mitigation strategy for the area identified as part of a state or local planning effort. Examples of projects include:
 - Retrofitting, such as floodproofing or seismic retrofits to protect structures from future damages;
 - Acquisition or relocation of structures from hazard prone areas;

- Structural hazard control, such as floodwalls; and
 - Development of state or local standards to protect new or substantially improved structures from disaster damage.
- ▶ HMGP funds may not be used for disaster repairs as these are supported by other federal programs.
- ▶ Pursuant to Section 404 of the Stafford Act, Guam's Hazard Mitigation Administrative Plan established the management procedures the Territory uses in the administration of the HMGP. Guam is required to have an approved administrative plan in order to receive funding under FEMA's HMGP.
- ▶ While GovGuam is considered the entire legal entity to which grants are awarded (the "Grantee"), the Bureau of Planning has been designated as the lead agency by the Governor's office, and therefore serves in the role of grantee. The Bureau has been the primary coordinator of the HMGP since its inception.
- ▶ As required under Section 409 of the Stafford Act, Guam's Hazard Mitigation Plan was submitted and approved in 1992 following Typhoons Russ and Yuri. Projects that were given high priority ratings in this plan included:
- 1) Flood Control Master Plan;
 - 2) Purchase of generators for PUAG water wells; and
 - 3) Purchase and installation of radio repeaters.
- (No projects were funded at this point, however.)
- ▶ A total of \$1,651,549 was made available by FEMA for mitigation projects under Russ and Yuri.
- ▶ Following the approval of Guam's mitigation plan, Supertyphoon Omar struck the island in August of 1992. Subsequently, the plan was updated in 1993 to include additional mitigation projects and new priorities.

- ▶ A total of \$4,200,000 was made available by FEMA for mitigation projects under Omar.
- ▶ Seven project applications were then submitted to FEMA for approval:
 - 1) Backup Generator project;
 - 2) Talofofo Pole Hardening project;
 - 3) Construct Site Specific Flood Control projects;
 - 4) Establish Revolving Loan Fund;
 - 5) Automatic Remote Weather Observation Towers;
 - 6) Enhance Radio Repeaters; and
 - 7) Agaña River Channel Improvement project.
- Projects 1 - 4 were FEMA approved.
- ▶ Following the approval of the first four projects listed above, funds were obligated by FEMA in 1994. Only one project, however, the Backup Generator project, was actually funded (\$3 million, FEMA share), and implemented by GovGuam.
- ▶ The remaining three projects were placed on hold as a request was submitted to FEMA for the approval of an alternate project, the "Classroom Replacement" project, which was given high priority by the Governor. If approved, the remaining \$2.8 million of Guam's hazard mitigation funds would be allocated toward the classroom project.
- ▶ Subsequent to the submittal of the classroom replacement project application, GovGuam undertook a major classroom construction project in an attempt to alleviate the shortage of classrooms throughout the island's schools.
- ▶ In lieu of the classroom construction project in which \$7 million was expended, a second request was submitted to FEMA. This request was for FEMA to replace the original "classroom replacement" project with the "classroom construction" project, as well as for the reimbursement of at least \$2.8 million of what has already been spent on the construction of classrooms.

- ▶ As an added measure, a request was submitted to the Office of Territorial and International Affairs (OTIA). Under OTIA's Disaster Mitigation Program, Guam requested funding in the amount of \$2.8 million for the classroom construction project, in the event FEMA disapproves the above request.
- ▶ The Governor has just been notified in writing by OTIA that Guam's request for funding under the Disaster Mitigation Program has been disapproved; this denial is based on the FEMA's policy not to retroactively fund completed hazard mitigation projects.
- ▶ While an official rejection letter is still pending from FEMA, such a letter is expected shortly.

BRIEFING PAPER

SOUTH PACIFIC APPLIED GEOSCIENCE COMMISSION (SOPAC)

What is SOPAC?

SOPAC is an independent, inter-governmental, regional organization established by several South Pacific nations whose main objectives are to:

- provide information on the physical environment of coastal and nearshore areas to assist with resource and environmental management; hazard evaluation and coastal protection works; and planning and implementation of coastal development projects;
- investigate the resource potential of coastal, nearshore and offshore minerals including construction of materials, phosphates, cobalt-rich crusts, manganese nodules, polymetallic sulphides precious corals and detrital minerals such as gold;
- assess and promote the hydrocarbon, wave and geothermal energy potential of the region;
- coordinate marine geological and geophysical research being carried out in the region and manage the resulting data on behalf of the member countries; and
- train member country nationals and improve the institutional capabilities of member countries in the application of geoscience to the management and development of their non-living resources and coastal zone.

What is Guam's Role in SOPAC?

Since Guam's acceptance into SOPAC, the Governor of Guam has directed the Bureau of Planning as the lead to SOPAC and the director of the Bureau as the designated national representative of Guam.

However, continued participation in SOPAC is essential because Guam is the only non-self governing territory in SOPAC. In regards to work projects submitted by Guam, they cannot be funded by SOPAC due to restrictions imposed by donor countries on the provision of assistance to U.S. territories.

As lead for SOPAC, the Bureau of Planning prepares briefing papers for Guam's designated national representative to the SOPAC annual sessions. Some of the issues included in the briefing papers are Guam's proposed work projects and membership contributions. Should Guam's national representative not participate in the annual sessions, an alternate representative designated by the Governor fulfills that position.

BACKGROUND:

SOPAC was established in 1972 as CCOP/SOPAC (the Committee for Coordination of Joint Prospecting for Mineral resources in South Pacific Offshore Areas) under the sponsorship of the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP). In 1984, CCOP/SOPAC changed its legal status to become an independent, regional inter-governmental body when its member countries signed a Memorandum of Understanding (MOU). This was replaced by a Treaty, embodying a new Constitution, signed in Kiribati in 1990 and known as the Tarawa Agreement. The organization's name was changed to SOPAC (South Pacific Applied Geoscience Commission) in 1989.

The Commission is comprised of the Governing Council (member country representatives), the Secretariat (based in Suva, Fiji) and the Technical Advisory Group (TAG).

The TAG consists of advisors who are nominated by member countries and by supporting Governments and organizations, or are invited by the Secretariat.

The Commission's Work Program is formulated from member country requests, and is carried out by its Secretariat based in Suva, Fiji.

MEMBER COUNTRIES:

Member countries are currently Australia, Cook Islands, Federated States of Micronesia, Fiji, Guam, Kiribati, Marshall Islands, New Zealand, Papua New Guinea, Solomon Islands, Kingdom of Tonga, Tuvalu, Vanuatu, and Western Samoa.

New Caledonia and Tahiti are Associate Members.

Guam was accepted into SOPAC as a full member on November 9, 1982.

TECHNICAL SECRETARIAT:

The Director is responsible for the overall management of the Technical Secretariat and the Deputy Director is responsible for managing the technical work program.

The primary function of the Secretariat is to provide the governing council with advisory and support services for meetings and inter-sessional activities. This requires the initiation of projects and liaison with members and donors as well as maintaining a fully credible administration.

SOPAC ANNUAL SESSION:

The SOPAC Annual Session is a meeting of the Commission, and has four components:

- a Plenary Session which covers the procedural aspects of the meeting and the presentation of reports from member countries, donor Governments and organizations, and Techsec. This session is a meeting of the Council at which other delegates are invited as observers, contributing to the discussion of non-technical matters concerning SOPAC such as cooperation and funding;
- a meeting of the Technical Advisory Group (TAG) to consider the SOPAC Work Program. All TAG members participate as equals during this meeting.

The meeting of TAG is effectively the mechanism that drives Techsec's Work Program, both by setting its direction and by being major point of liaison with the Governments and organizations that fund the work;

- a meeting of the Science Tectonics and Resources Group (STAR) which is an open forum for reporting geoscientific research in the South Pacific and for exchanging information and ideas between scientists from SOPAC Member Countries and the international geoscientific community; and
- a Governing Council meeting to discuss the administrative and financial business of SOPAC, which may be open to observers who could speak when invited.

WORK PROGRAM:

The Commission's Work Program is formulated from member country requests, and is carried out by its Technical Secretariat (based in Suva, Fiji), often in conjunction with other organizations. The Commission meets annually to review work completed, and to discuss and plan future work required by members.

Guam is a U.S. Territory and therefore does not receive program assistance from SOPAC using program funds currently available.

Over the past years since the Sixteenth Annual Session, Guam submitted twelve (12) projects for consideration by SOPAC. Only two (2) of these projects have actually been approved, however, the nature and scope of these projects were changed due to funding constraints. These constraints result more from Guam's political status as a Territory of the United States rather than from a lack of financial resources to fund projects. Consequently, the extent to which the SOPAC Work Program can apply to Guam is seriously hindered and affects our ability to actively participate in SOPAC.

FUNDING:

SOPAC is funded by a combination of statutory and voluntary contributions by its member countries and grants from donor governments and international agencies. An annual budget of more than F\$6 million supports the implementation of the Work Program and the operation of the Technical Secretariat.

Supporting countries include Australia, Fiji, and New Zealand as members, Canada, France, Japan, and Norway. The European Community, CFTC and UNDP are the principal multilateral supporting agencies. Member countries provide considerable support during survey work, and ship time in the region is regularly contributed by other countries as such as the United States and Germany.

MEMBERSHIP CONTRIBUTIONS:

The annual contributions from member countries, assessed in Fijian dollars are paid directly to the Technical Secretariat of SOPAC. Guam's membership contribution is used to fund air fare and per diem for the designated national representative to attend the SOPAC Annual Session. In addition, it is used to fund any SOPAC training programs offered to the member countries.

Guam's membership contribution in Fijian dollars for 1994 was 18,907 with a conversion rate of 0.6607 (US\$12,492.00). Should there be an increase in membership contributions, member countries will vote on it at its SOPAC Annual Sessions.

SOUTH PACIFIC ENVIRONMENTAL PROGRAM (SPREP)

What is SPREP?

The South Pacific Regional Environmental Program, SPREP is a regional organization established by the governments of 22 Pacific Island countries and territories (American Samoa, Cook Islands, Federated States of Micronesia, Fiji, French Polynesia, Guam, Kiribati, Marshall Islands, Nauru, New Caledonia, Niue, Northern Marianas Islands, Balau, Papua New Guinea, Pitcairn, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu, Wallis and Fatuna and Western Samoa); and 4 developed countries (Australia, France, New Zealand and the United States).

What is its Aim?

SPREP's mission is to assist South Pacific countries and territories in protecting and improving their environment. The major components of SPREP's action plan is to coordinate environmental assessment, management, planning, training and educational activities in the Pacific Region in order to enhance the quality of life for present and future generations.

Guam's Present Status

During a meeting in early June 1993, in Apia, Western Samoa, delegates from Nauru introduced a treaty to make the program (SPREP) autonomous. Under the treaty, "dependent states" such as Guam would retain the voting privileges they were allowed while the program was under the management of the South Pacific Commission (SPC). Guam and other territories were formerly full members with full voting powers when SPREP was part of SPC. But it was the position of the U.S. delegates that Guam and other dependent states have no authority to sign treaties and therefore could not be treated as full voting members. After long discussions on the matter, Guam's voting rights was rejected. As a result, Gov. Ada withdrew Guam's membership in SPREP to protest what he referred to as the "insensitivity and outright imperialist attitudes" of the U.S. government.

Although Guam is no longer a sitting member, it is the Governor's policy that Guam will exchange technical information with SPREP. Also, if needed, Guam will give SPREP technical support or assistance. Guam, however will not accept financial assistance from SPREP, nor will we pay membership dues, since we are no longer members.

The Bureau of Planning's Role in SPREP

The Governor's Office is the central point of all in-coming SPREP matters. The Bureau is the coordinating department in charge of preparing briefing papers and routing SPREP documents to the appropriate agency or department for their information or feedback. Further the Bureau solicits government interest in attending SPREP workshops or meetings, and prepares responses back to SPREP for the Governor's signature regarding most SPREP matters.

A Short History

Consultations between the South Pacific Commission (SPC) and the United Nations Environment Program (UNEP) in 1975 led to proposals for a comprehensive program of environmental management in the region. In the same year talks were held between the SPC and the South Pacific Bureau for Economic Co-operation (SPEC - now called the Forum Secretariat) to prepare proposals for a co-ordinated approach to the region's environmental problems.

In 1977 UNEP reiterated support for this initiative, joined in 1978 by the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP). Proposals submitted to the South Pacific Forum- the annual meeting of Heads of Government of independent countries in the Pacific-and the South Pacific Conference-the annual gathering of representatives of all states and territories of the Pacific-led to the inception of SPREP in 1978.

Preparations then began for the Conference on the Human Environment in the South Pacific, which took place in Rorotonga, Cook Islands, in 1982. This produced an "Action Plan for Managing the Natural Resources of the South Pacific Region" to guide SPREP's future activities. SPREP reported to both the South Pacific Forum and the South Pacific Conference, with a Co-ordinating Group comprising SPC, SPEC, UNEP and ESCAP providing executive oversight. The Program was administered from SPC's Headquarters in Noumea, New Caledonia.

In 1986, to enable members to become more active in setting priorities for and managing SPREP, the first Inter-governmental meeting on the SPREP Action Plan (IGM) was convened, at first meeting every two years (1986, 1988 and 1990), and then annually from 1990. Also, in 1986, the Co-ordinating Group was replaced by a steering Committee of five representatives: one from each distinct cultural/geographical area of Polynesia, Melanesia, Micronesia, one from France/UK/USA, and one from Australia/New

Zealand. The Group met at least once a year to assist and provide direction to the SPREP Secretariat in implementing its Work Program. In 1990, the Steering Committee, in turn, was abolished when the IGM became an annual event.

At the 1990 IGM, amidst calls for more autonomy from SPC for SPREP, three working groups - chaired by Western Samoa, Fiji and Papua New Guinea respectively - were set up to revise the Action Plan, financial arrangements, and the legal status of SPREP. These Working Groups prepared submissions to the 1991 Noumea IGM chaired by Fiji.

The 1991 IGM recognized that more work was needed in these areas, and so established the Action Plan, Finance and Legal subcommittees, chaired respectively by New Zealand, French Polynesia and Western Samoa. The Ministerial Session of the IGM then decided to re-constitute SPREP as an autonomous organization. Ministers also accepted an offer by the Government of Western Samoa to host SPREP's Headquarters in Apia, and negotiations began on the terms of the Treaty formally establishing SPREP as a separate, fully independent, regional organization.

SPREP's office and staff moved from Noumea to Apia early in 1992. The first IGM outside of Noumea was held in Apia in September 1992.

What are its Objectives?

The SPREP Action Plan sets out the mandate for its activities and provides a framework for environmentally sound planning and management for the region. The 1991-1995 Action Plan is a regional strategy, identifying many aspects of environmental assessment, management and law. SPREP is responsible to its member governments and administrations for overall technical co-ordination and supervision in implementing the Plan, which aims to:

1. further assess the Pacific environment, especially where humans influence ecosystems, and the effects on their own environment;
2. improve national and regional capabilities, links and funding to carry out the Action Plan;
3. provide integrated legal, planning and management methods to protect and use natural resources in an ecologically sound way;

4. provide more training, education and public awareness for improving the environment;
5. encourage development that maintains or improves the environment;
6. protect the land and sea ecosystems, and the natural inhabitants that need help;
7. reduce pollution on land, in fresh and sea water, and in the air; and,
8. encourage the use of Environmental Impact Assessment and other methods to stop or lessen the effects of humans on the environment.

What does it do?

SPREP's Work Program deals with:

1. Conserving Biological Diversity;
2. Global Climate Change and Sea Level Rise;
3. Environmental Planning and Management;
4. Coastal Management and Planning;
5. Managing Pollution and Pollution Emergencies;
6. Environmental Information, Education and Training; and,
7. Regional Environmental Concerns.

How it is Structured?

1. The Inter-governmental Meeting

SPREP's controlling body is its Inter-governmental Meeting (IGM). This comprises representatives of 26 member states and territories, who now meet once a year to review the previous year's activities, approve a Work Program and

Budget for the next financial period, and consider institutional, staffing and other matters affecting the organization.

2. The Secretariat

The Secretariat is responsible for executing the policies and directives of the IGM, for formulating and implementing projects under the Action Plan, for providing advice and assistance to member governments and administrations either directly or through consultants, and for securing appropriate donor assistance. It is headed by a Director, assisted by a Deputy Director, and aided by a team of professional staff recruited from within and outside the region and support staff recruited in Western Samoa.

Funding

SPREP is funded by international donor organizations and from member governments' and administrations' contributions. Funds from the international organizations far exceeds the contributions by the member governments and administrations.

Funding provided to SPREP during 1992/1993 was \$5,188,685. Total expenditure for 1992/93 was \$3,493,948. The surplus was carried forward to this year.

Funding for year 1993/94 was \$5,449,600. Total expenditure during the year amounted to \$4,073,900, leaving a surplus of funding. This surplus was carried forward to 1994.

Guam's Member Contribution to SPREP was \$11,445 for 1993. The contribution for 1994 was the same amount.

GEOGRAPHIC INFORMATION SYSTEM

DEFINITION:

A Geographic Information System is a computer system composed of hardware, software and peripherals which integrate spatial data (graphic data) such as lotlines, waterline, power lines, constraints, zoning areas with a database management system which hold attribute information such as owner name, lot area, assess value of the property, and size of a water line. A tie exists between the mapping functions, which displays maps and graphic features with a database manager, which organizes the attribute data tied to various map attributes.

Data in a GIS is both spatial (graphic) and descriptive (tabular) in form. Spatial data has a location or an address. Descriptive data or attribute data is information associated with an object. It describes the entity.

The ability to perform spatial analyses that would otherwise be difficult is the major value of a GIS. Spatial analyses includes multilayered overlays, performs proximity calculations and answer important questions based on user needs.

A GIS has two important capabilities: Forward Data Mapping and Backward Data Mapping. Forward Data Mapping is simply displaying selected attribute data stored in the relational data base, in map form. An example of this would be "Show me all the lots that Joe Cruz owns". Backward Data Mapping occurs when the user selects certain areas of a displayed map and manipulates the attributes in the data base. An example of this would be to query the database for the total assessed value of the parcels in a buffered area.

Another important feature of a GIS is the ability to overlay various maps. The foundation of a GIS is a Base Map showing all parcels. Layers of information or overlays are placed "on top" of the Base Map. The user is allowed to perform data searched based on specific map location. The user can query the system to analyze intersections, unions or differences among the various layers of data. This spatial function is known as Topology. Topology ensures the ability to obtain spatial relations between linear segments and polygon areas.

BUREAU OF PLANNING- GIS EFFORT

The Bureau of Planning was the first GovGuam agency to be involved in the development of GIS. The first project was the development of a pilot project in the areas of Agat/Santa Rita. This project was a base map conversion project. Individual parcel maps were digitized and adjusted to create a base map for the area. The map covered areas outside the zoning maps and included private, GovGuam and Federal parcels. This project lead to a GIS project for the southern villages of: Agat/Santa Rita, Yona, Talofofo, Umatac, Merizo, Inarajan, Asan and Piti. This was a true GIS project. It included not only the conversion of the survey maps into a single base map but also included a data base that included lot number, area in both meters and feet, document number, and ownership (federal, private, or GovGuam). The project included several overlays including: Zoning, Flood Hazard, and Ownership. This project was completed in 1990 and was later updated in 1992.

We have also created a GIS product for the eastern coast of Guam. This project included the lotline as well as several overlays.

The Cartographic section of the Bureau is responsible for all GIS project. We have converted to digital format several maps including federal properties, maps for the Reuse of NAS, and Critical Habitat and Wildlife Refuge areas. We maintain an inventory of digital maps as well as hard copy maps. We are presently developing a GIS application for the original landowners for the federal properties.

OPERATIONS AND MAINTENANCE IMPROVEMENT PROGRAM

In April 1992, the Bureau of Planning received a grant from the Department of Interior. This grant was to assist in the management of the island's infrastructure by developing engineering base maps and an associated data base; to assist the utility agencies in maintaining and updating their engineering records with the computer technology that is available; and to address networking of computer systems among infrastructure and related agencies. This grant is a match grant, where the portion of federal funds will have to be match with local funding.

To meet the objectives of the gant, several projects were undertaken. A user group which included Public Utility Agency of Guam, Guam Telephone Authority, Department of Public Works, Guam Environmental Protection Agency, Department of Land Management, Department of Administration, Bureau of Planning and the Department of Revenue and Taxation was created. The Bureau of Planning heads the committee. The objectives of the group are to coordinate infrastructure data collection and computerization effort; to develop a plan to assure integration of data needs while respecting

the needs of individual agencies computerization effort; and to carry out the infrastructure information system objectives of the Operation and Maintenance Improvement Program. The group has been successful in developing data standards and keeping agencies abreast of the computerization projects of other agency and assist in coordinating that effort.

Two joint projects with the Department of Land Management comprised the local match requirement. The first project is the updating of the Orthophotography maps. This contract will end in March 1995. We have received 80% of the products of this contract including the hard copy and digital copy of the orthophoto maps as well as updated aerial photos. The other joint project is the "COGO Contract". This project is the completion of the base map for Guam. The parcel maps for the entire island were converted into digital format. Coordinate geometry was used as a method to convert the maps. This project is nearing completion.

With the funds from the grant we procured GIS hardware and software for PUAG and GPA. The hardware and software are compatible with the Department of Land Management's GIS system. In addition, PUAG received funds to convert their water and wastewater maps to GIS format. This project is completed.

In September 1993, we contracted a consultant to study the implementation of a Government of Guam network. The consultants developed a plan for assisting the Government in networking the various GIS systems. The Consultants used automated permitting process as an application to develop the study. The Network Study makes recommendation on system administration of the network as well as the technical recommendations of the actual design. We are presently developing this network. We have purchased some hardware and software to run the network. The Department of Revenue and Taxation is assisting us in putting together the network. We are in the process of testing various line speeds and various equipment. We have a workstation here in our office that is directly linked to GPA, Rev and Tax, PUAG, DOA, and DLM. Each agency will be responsible for the updating their data. The parcel base map, both the COGO and the adjusted layer, and the digital orthophotos will be available on the network.

The OMIP group completed its yearly review in September. We have submitted a second year application. We propose to expand the infrastructure network, using the recommendations of the Network study to include the Department of Public Works, the Bureau of Planning, The Guam Environmental Protection Agency, Guam Telephone Authority and the Department of Land Management. Expansion of the network will principally allow for regulating, land use and other infrastructure agencies to become an integral part of the network with the growth agencies.

We have developed training programs with the Department of Administration. Classes are held to train representative from the various agencies on the hardware, software and operating system of the Government's GIS.

TPC-I' Tano'ta Plan:

We are working with the staff at TPC in reviewing the GIS products for the I'Tano'Ta Plan. The consultants are providing all the maps used in the Plan as a GIS product. We are assisting in learning to use the GIS software and the GIS products derived from the plan.

Planning Information Program

**Briefing Book For
Transition Committee**

By Bureau of Planning
November 1994

BRIEFING
FISCAL IMPACT OF MICRONESIAN IMMIGRATION
P.L.99-239

Bureau of Planning

The Compact of Free Association Act of 1985 (P.L.99-239), implemented in 1986, establishes the relationship between the United States and the Federated States of Micronesia (FSM) and Republic of the Marshall Islands (RMI). Compact immigration provisions grant the right of unrestricted immigration into the United States, its territories and possessions, declaring that FSM and RMI citizens may enter into, lawfully engage in occupations, and establish residence as a nonimmigrant.

Attracted by Guam's proximity to Micronesia, and by Guam's more developed economic, education, social service, and health systems, more than 30,000 Compact citizens have arrived through Guam's airport stating their intention to reside on Guam, and another 65,000 have entered as visitors. Relatively inexpensive travel to and from the home islands permits frequent visits and possibly circular migration. Employment and school records suggest that the habitual resident population has increased by about 1,000 persons per year since 1986, reaching 7,000 newcomers and their children by the end of 1993.

In recognition of the possible adverse impact to Guam's economy of providing health care, education, job training and public assistance to the peoples of a foreign nation, Congress promised to appropriate sums to cover costs incurred by Guam resulting from any increased demands placed on educational and social services by immigrants from the Marshall Islands and the Federated States of Micronesia. Annual reports are to be submitted by the Department of Interior, including Guam's views of impact.

Section 104(e)(1): "STATEMENT OF CONGRESSIONAL INTENT.- In approving the Compact, it is not the intent of the Congress to cause any adverse consequences for the United States territories and commonwealths or the State of Hawaii."

Section 104(e)(2): "ANNUAL REPORTS AND RECOMMENDATIONS.- One year after the date of enactment of this joint resolution and at one year intervals thereafter, the President¹ shall report to the Congress with respect to the impact of the Compact on the United States territories and commonwealths and on the State of Hawaii. Reports submitted pursuant to this paragraph (hereafter is this subsection referred to as "reports") shall identify any adverse consequences resulting from the Compact and shall make

¹ Executive Order No. 12569 October 16, 1986 delegates to the Secretary of the Interior the authority to report to the Congress with respect to the impact of the Compact of Free Association on the United States territories and commonwealths and on the State of Hawaii, pursuant to section 104(e)(2) of the Act.

recommendations for corrective action to eliminate those consequences. The reports shall pay particular attention to matters relating to trade, taxation, immigration, labor laws, minimum wages, social system and infrastructure, and environmental regulation. With regard to immigration, the reports shall include statistics concerning the number of persons availing themselves of the right to establish habitual residence on Guam as described in section 141(a) of the Compact during the year covered by each report."

Section 104(e)(3): "OTHER VIEWS"- In preparing the reports, the President shall request the views of the Government of the State of Hawaii, and the governments of each of the United States territories and commonwealths, the Federated States of Micronesia, the Marshall Islands, and Palau, and shall transmit the full text of any such views to the Congress as part of such reports."

Section 104(e)(4): "COMMITMENT OF CONGRESS TO REDRESS ADVERSE CONSEQUENCES.-The Congress hereby declares that, if any adverse consequences to United States territories and commonwealths or the State of Hawaii result from implementation of the Compact of Free Association, the Congress will act sympathetically and expeditiously to redress those adverse consequences."

Section 104(e)(5): "DEFINITION OF U.S. TERRITORIES AND COMMONWEALTHS.-As used in this subsection, the term "United States territories and commonwealths" means the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands."

Section 104(e)(6): "IMPACT COSTS.-There are hereby authorized to be appropriated for fiscal years beginning after September 30, 1985, such sums as may be necessary to cover the costs, if any, incurred by the State of Hawaii, the territories of Guam and American Samoa, and the commonwealth of the Northern Mariana Islands resulting from any increased demands placed on educational and social services by immigrants from the Marshall Islands and the Federated States of Micronesia."

I. HISTORY OF GUAM'S EFFORTS TO SECURE FEDERAL COOPERATION

The Department of Interior has been tasked with calculating and presenting to the Congress the cost of services used by Compact citizens, including studying and making recommendations for the alleviation of adverse impact. Little has been done to-date by the Department of Interior, other than offering technical assistance. The Immigration and Naturalization Service has done virtually nothing to supply Congress with data on the number of persons availing themselves of the right to immigrate under Compact provisions. Guam, on the other hand, continues to

provide extensive government services to a growing number of FSM and RMI citizens, with dwindling local resources. The Government of Guam can no longer absorb the brunt of immigration costs, and seeks redress from the federal government.

A. IMPACT REPORTING

The Compact of Free Association requires the executive branch to submit an annual report to the Congress on the impact of the Compact on Guam, with particular attention to matters relating to trade, taxation, immigration, labor laws, minimum wages, social system and infrastructure, and environmental regulation. The Government of Guam may also submit to the President a statement on any adverse consequences to Guam resulting from the implementation of the Compact. The Compact requires the President to transmit the full text of Guam's statement to the Congress.

A study team from the Office of Territorial and International Affairs, Department of the Interior, determined in 1987 that data and data gathering systems were inadequate to accurately measure 'increased demand' for services. OTIA agreed some time later to develop project plans for measuring Compact migration and for identifying possible adverse consequences. It should be noted that the language in the Compact itself is somewhat vague relating to the use of such terms as "habitual resident," the definition of "social services," and the legality of requiring FSM and RMI citizens to carry identification.

A 1989 report by OTIA on Compact impact acknowledged that there has been an impact on Guam, particularly in the areas of education, health services, and public safety ². OTIA has not elaborated on the costs of those impacts. OTIA, noting the lack of effective data collection methods by Guam, stated in its 1989 report to the Congress that OTIA has provided technical assistance funds for training Guam personnel in data collection for impact reporting purposes. In actual fact no such funds have been received, nor have any formal recommendations been made or guidance given to redress OTIA's perceived problem of data reporting.

It now appears that OTIA plans to review Guam's annual reports to the Congress and support those costs OTIA feels are justifiable.

B. INSPECTOR GENERAL AUDIT REPORT, JUNE 1993

The Inspector General, Department of Interior conducted an audit of Guam's annual views of impact published June 1993. The audit was highly critical of Guam's impact cost calculation methodology, stating that "Guam (1) did not restrict its calculation to only those costs related to increased demands for services, (2) included costs of programs already financed with Federal funds, and (3) included costs that were not supported. A factor contributing to this condition was that the Office of Territorial and International Affairs had not established and provided guidelines for determining the Compact's impact. As a result, we concluded that Guam's

² "A Report on the Impact of the Compact of Free Association on the United States Insular Areas Pursuant to Section 104(e) Public Law 99-239", Territorial and International Affairs, 1989.

claimed impact costs for fiscal years 1989 through 1991 were overstated by at least \$15.9 million.³ This report addresses the auditors concerns as follows:

(1) Increased demand for services: Nonimmigrant Trust Territory citizens were not eligible for most of the government services now offered to FSM and RMI habitual residents; and further, upon enactment of the Compact, Trust Territory citizens living on Guam became eligible to remain on Guam and to apply for government services for which they had previously not been eligible. For these reasons, Trust Territory temporary nonimmigrant aliens living on Guam at the time the Compact was implemented contribute to the increased demand for services, a demand caused by increased eligibility rather than by increased numbers of persons. The baseline of services rendered to temporary nonimmigrant aliens at the time the Compact was implemented varies by type of service, and ranges in cost from nil to negligible.

Immigrant aliens, on the other hand, are eligible for most government services. The 1980 United States Census of Guam counted 149 temporary nonimmigrant Trust Territory citizens, 237 permanent resident aliens, 71 naturalized U.S. citizens, and 18 'other U.S. citizens' (usually persons born abroad of American parents)⁴. These data were self reported by the respondent, and were not verified with the INS. The INS has provided data on Trust Territory immigrants admitted into the United States: there has been an average of 4 Marshallese and 8 FSM citizens per year applying for immigrant status into the United States since the Compact was enacted⁵. With an average yearly increase of immigrant aliens of 12 persons (including those entering areas other than Guam), Guam's 1986 immigrant FSM/RMI population is estimated to be no more than 309 persons (237 persons in 1980, plus 12 per year since that time).

The 309 FSM and RMI permanent immigrant aliens estimated to be living on Guam in 1986 are immigrants who would have been living on Guam anyway, had the Compact not been implemented. The cost for services potentially rendered to permanent resident immigrant FSM/RMI citizens is believed to be insignificant in relation to the amount of services actually being provided to nearly 7,000 nonimmigrant aliens on Guam as a result of the Compact. However, a baseline cost has been estimated for relevant government agencies where appropriate and possible to do so.

(2) Federal funds: Costs already covered by federal funds are excluded; however, the locally funded portion of federal programs are included where appropriate. In this report, the reimbursement request for the Guam Housing and Urban Renewal Authority

³ "Audit Report, Impact of the Compact of Free Association on the Government of Guam, Report No. 93-I-1195", U.S. Department of the Interior, Office of Inspector General, June 1993.

⁴ U.S. Bureau of the Census, "Detailed Social and Economic Characteristics, Part 54 Guam PC80-1-C/D54" Table 27, 1980.

⁵ U.S. Immigration and Naturalization Service, Robert Warren, Director of the Statistical Analysis Branch, "Immigrants Admitted into the United States: 1943 through 1992."

is omitted and the cost request for prior years is deleted.

(3) Unsupported costs: Costs are documented by client/service listings where it has been possible to develop such a list based on ethnicity, place of birth, and/or country of citizenship by name of client. In cases where government agencies provide a broad based community-wide service, expenditures are not based on provision of services to individuals by name; these include protective services such as police, fire, and civil defense. While such costs are 'not supported' by client lists, the services are in fact being delivered to all residents of Guam without regard to nationality. In cases where an agency's clientele is considered confidential, particularly the Superior Court and Public Defender Corporation, no cost calculations have been made, even though a substantial increase in FSM and RMI citizen caseload has been reported.

Local government services are paid for through direct and indirect taxes collected from the residents of Guam. A preliminary income tax study conducted by the Guam Department of Revenue and Taxation suggests that FSM and RMI citizens often pay little or no taxes because of low income status, and instead, often qualify for Earned Income Credits. The Inspector General audit report found the income tax information to be unsupported. Pending further study, reference to taxes paid by and Earned Income Credits received by FSM and RMI citizens have been deleted from this report.

The audit report additionally found that OTIA had never worked with Guam to develop guidelines for a correct methodology to determine impact costs, and recommends that the Assistant Secretary, Territorial and International Affairs: 1. Develop and disseminate guidelines and procedures for use in determining Guam's Compact impact costs, and 2. Develop and implement policies and procedures to ensure that the annual reports required by Compact Section 104(e) are submitted to the U.S. Congress in a timely manner.

OTIA is currently compiling a separate data set from that provided annually by Government of Guam agencies. OTIA decided to complete a 'pilot project,' scheduled to be transmitted to Congress by January 14, 1994⁶. The pilot project was begun more than 6 years after implementation of the Compact (which requires an annual impact report to the Congress). Although OTIA allowed itself six months to complete the 'pilot' (July 1993 through January 1994), as of April 13, 1994, OTIA had not completed the report and will possibly resume work on the project in June 1994, nearly one-year after OTIA's start date⁷. No completion date for OTIA's first full impact report to Congress has been established.

C. CENSUS OF FSM/RMI CITIZENS AND THEIR DEPENDENTS

The University of Guam received financial assistance from OTIA to conduct a count of the 5,652

⁶ Letter from Leslie M. Turner, Assistant Secretary, Territorial and International Affairs to Governor Joseph F. Ada, July 26, 1993.

⁷ Fax memorandum from Richard Miller, Office of Territorial and International Affairs, to Susan Ham, Guam Bureau of Planning, April 13, 1994.

FSM and RMI citizens and their dependents residing on Guam in August 1992. The project ran into considerable difficulties because of a super-typhoon that hit the island soon after the start of the project, and four additional typhoons that passed before the project was completed. The storms are thought to have resulted in considerable relocation of persons to other households on-island and off-island, and probably caused hardships such as lost homes, lost jobs, decreased income, and decreased school enrollment (Typhoon Omar struck during the first week of the fall 1992 semester). These difficulties affected the survey enumerators, as well as the survey respondents, slowing enumeration even further. Data collected by the survey may not represent the same 'snapshot' of the FSM and RMI population on Guam as would have resulted without the disasters.

D. CHUUK STATE CONFERENCE

The Governor of Guam hosted a group of legislators from Chuuk State in the FSM to discuss Compact impact and other matters of mutual interest. Specifically, the Chuuk legislators had heard that there were problems involving their citizens residing in Guam and desired to learn first-hand about these potential difficulties.

The thrust of the discussions was to study and make recommendations regarding Compact impact both in Guam and in Chuuk. As a result of these discussions, the Government of Guam instituted an education/orientation program for FSM and RMI citizens immigrating to Guam.

E. COMPACT IMPACT INFORMATION AND EDUCATION PROGRAM

A Technical Assistance Grant in the amount of \$630,000 in three separate increments was approved by OTIA covering the period from August 1991 to April 1995 to develop an education and orientation program for FSM and RMI citizens: \$150,000 was received for the first year, \$301,000 for the second year, and \$179,000 was approved in April 1994.

This program, known as the Compact Impact Information and Education Program (CIIEP), was established by the Government of Guam to develop and implement information, educational and organizational activities to assist FSM and RMI citizens in receiving the support and assistance they require to achieve their maximum potential for maintaining cultural integrity, integration, equity, and productivity.

Under this program, the Sagan Fanasodda'an ("Meeting Place" in the Chamoru language) was established at the University of Guam with the purpose of serving as an information and referral center and as a site for educational training and outreach activities. It is also serving as headquarters and meeting place for the various Mutual Assistance Associations which have been formed. Program activities include:

- Development of collaborative referral arrangements negotiated with government, not-for-profit, and private sector service providers;

- Development of a Cultural Orientation (CO) curriculum for use by both the FSM and RMI local communities, including local history and geography; housing; employment in

Guam; health, medical, social and other community services; education; social roles and behavior; consumerism and finance; and local law and the legal system.

Development of a multi-media public information campaign for initial implementation in the Federated States of Micronesia. Through the use of television and radio announcements and informational literature, the campaign will have the following goals:

1. to increase awareness of specific problems and possible solutions involved in a potential move to Guam,
2. to affect attitudes among FSM and RMI citizens to create support for individual and collective actions to resolve problems that a move to Guam presents, and
3. to reinforce positive knowledge, attitudes, and beliefs among FSM and RMI citizens migrating to Guam that will help in the transition.

F. EXECUTIVE ORDER 92-4

Executive Order 92-4, signed on January 17, 1992, established the Compact Impact Information and Education Program (CIIEP) Steering Committee. The first meeting of the committee was held on January 28, 1992. The committee provides oversight to the CIIEP and is comprised of ten (10) board members. In addition, five subcommittees are appointed involving some 65 persons from both the public and private sectors.

G. FIRST REGIONAL COMPACT IMPACT DISCUSSION (June 26-30, 1992)

The Governor of Guam, Joseph F. Ada, invited representatives from the FSM, RMI and the Department of Interior to attend a two-day conference in Guam to develop long-term regional strategies to resolve mutually perceived problems. While the Department of Interior did not attend, the conference was attended by eight participants from the FSM national government and thirteen from state governments within the FSM, four participants from the CNMI, and more than 40 from Guam. This conference covered a variety of areas and culminated in the signing of eight joint resolutions: Public Information and Education Program, Micronesian Meeting Place, Compact Impact Steering Committee, Joint Guam/FSM/CNMI Actions, Identification and Data Collection, Federal Assistance for Compact Impact, FSM Action on Health and Community Organizations, and Cultural Exchange.

H. ARRIVAL DATA

P.L. 99-239 Sec. 104(e)(2), annual reports and recommendations, mandates the executive branch to provide the Congress with information on the number of persons availing themselves of the right to immigrate. Because INS has been unable to supply this information, the Government of Guam developed a project to collect data from the Guam Customs and Quarantine Division of the Department of Commerce, with technical assistance from OTIA. The Government of Guam project involves a computerized database of the names and country of citizenship of Compact citizens who have entered Guam through the Guam International Airport after 1986. The arrival database currently contains 101,436 entries, including 31,875 intended and returning residents; the number of intended and returning residents for FY 1993 was 9,059 persons.

I. TECHNICAL ASSISTANCE GRANTS

1. FY 1992

The Department of Interior sought and received \$1,000,000 in technical assistance for Compact Impact aid to Guam and the CNMI. Guam used its grant of \$592,440 to supplement a \$10 million comprehensive three-year plan developed by the Guam Department of Education to assist non-English speaking children and their families. The plan covers such areas as Head Start/Early Childhood Services, Instructional Support, and Staff Development. There is no question that comprehensive early childhood education programs mitigate many of the potential problems that children of low income families face. Guam's Head Start Program was thus being expanded as part of the three-year plan to provide this essential service to a greater number of children. As part of this expansion, a concerted outreach effort was made to recruit eligible FSM and RMI citizens' children for participation in Head Start. Their participation includes the parents, who receive instruction in the English language in order to bring them into the learning process with their children.

2. FY 1993

The Department of Interior sought and received \$1,000,000 in technical assistance for Compact Impact aid to Guam and the CNMI. Guam used its grant of \$594,000 to continue to supplement the Department of Education's three-year plan.

3. FY 1994

The Department of Interior sought and received \$1,000,000 in technical assistance for Compact Impact aid to Guam and the CNMI. The Department of Interior granted Guam \$600,000 in technical assistance for the period January 1994 - March 1995. Guam received approval to use the \$600,000 to partially reimburse expenditures made by the Department of Public Health for the Medicaid Program, the Medically Indigent Program, and Public Assistance Programs on behalf of FSM and RMI citizens, totalling \$1,688,925 in FY 1993.

4. FY 1995

The FY 1995 budget request from the Department of Interior again sought \$600,000 for Guam in Technical Assistance for Compact impact mitigation.

J. FISCAL IMPACT REIMBURSEMENT

The House approved a \$4 million appropriation for Guam, although OTIA basically argued against Guam's case during the May 1994 oversight hearing. Eventually, Congress approved \$2,495,000 as partial Compact reimbursement, to be distributed through the Department of Interior. Transfer of the funds will be accomplished through Memorandum of Agreement with the Government of Guam, transmitted to Guam October 21, 1994. With these funds, the Federal government finally acknowledges fiscal responsibility.

K. COMPACT IMPACT LAWSUIT

On June 23, 1994, Governor Ada sent OTIA a bill for \$49.7 million. OTIA was told to respond within 60 days or Guam would litigate. OTIA responded August 12, 1994, "Our report to Congress will provide support for much of the cost identified in Guam's analysis of the impact of the Compact." The Department of Law is handling this matter.

II. BUREAU OF PLANNING'S INVOLVEMENT

The Bureau of Planning was requested by Governor Ada in 1987 to be the coordinating agency to compile data related to fiscal impact and to collect information on immigration.

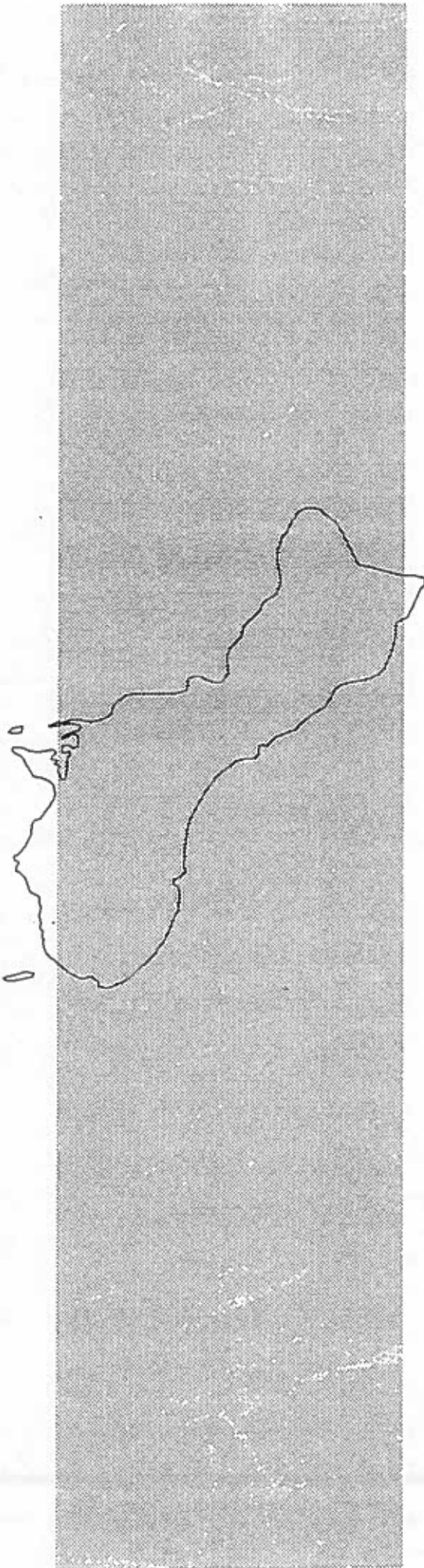
ii. COMPACT IMPACT REIMBURSEMENT REQUESTS TIMELINE

The Department of Interior begins to formalize its budget request more than one-year in advance. On May 25, 1994, OTIA sent a letter to the Governor asking for Guam's input into the FY 1996 budget, to be submitted by Guam by June 17, 1994. The Governor responded on June 14, 1994. The Subcommittee on the Interior and Related Agencies of the House Appropriations Committee will hold an FY 1996 oversight hearing on the DOI budget around May 1995. Guam will be invited to attend.

Because the OTIA budget is prepared so early, Government of Guam fiscal impact reporting is several years behind. FY 1994 fiscal impact report will be completed in February 1995 and will be submitted as Guam's impact report to OTIA for FY 1997. However, the FY 1994 report can also be submitted directly to the Congress for the FY 1996 budget oversight hearing to be used in support of FY 1996 funding.

REPORTING TIMELINE

May 25, 1994	FY 1996 budget request from OTIA
June 14, 1994	Governor's response to OTIA on FY 1996 budget
February 1995 (estimated)	Completion of Guam's FY 1994 fiscal impact report and submission to OTIA
May 1995 (estimated)	Congressional Oversight Hearing
May 1995 (estimated)	FY 1997 budget request from OTIA



*Compact Impact Information
and Education Program*

**Briefing Report For
Transition Committee**

By Bureau of Planning

November 1994

*Compact Impact Information
and
Education Program*

TRANSITION COMMITTEE

Briefing Paper

*Government of Guam
Bureau of Planning*

Compact Impact Information/Education Program

Briefing Paper

Introduction

The Bureau of Planning's Compact Impact Information/Education Program (CIIEP), funded by a Federal Technical Assistance Grant, G-61, from the Department of Interior (DOI), Office of Territorial and International Affairs (OTIA), proposes to facilitate the removal of barriers impeding a successful adaptation and integration of Federated States of Micronesia (FSM) and Republic of the Marshall Island (RMI) immigrants. Priority areas have been identified and appropriate objectives and activities developed and implemented. The Program is a demonstration project slated for termination on June 30, 1995.

Program Goals & Objectives

Goal: The Goal of the Compact Impact Information and Education Program (CIIEP) is to develop and implement community informational, educational, and organizational activities that assist citizens of the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI) immigrating to the Territory of Guam to receive the supports and other assistance they require to achieve their maximum potential for maintaining cultural integrity, integration, equity, and productivity.

The Resolutions resulting from the Compact Impact Summit of June of 1992 have provided support and have given definition to the nature of activities to be undertaken by the Program. Program activities directed toward implementing the mutually agreed upon Resolutions are necessary so that FSM/RMI immigrants and their families can function and grow to the ultimate benefit of the Guam community as a whole.

PRIORITY AREA: Immigration Information

Problem: Evidence indicates that the majority of FSM citizens wishing to immigrate to Guam have a limited comprehension of the complexity and the difficulties such a move presents. FSM migrants often come unprepared upon arrival on Guam as to the documentation they need to access public health, education, and social services. Difficulties also arise in securing employment because a lack of correct identification documents. FSM migrants most often do not realize the difficulties in finding affordable housing and transportation. Difficulties also arise out of the FSM migrant's unfamiliarity with local customs and culture, laws (e.g., driving

Transition Committee Briefing Paper

privilege requirements), and the general high cost of living on Guam as most arrive financially resource poor.

Objective: By June 30, 1995, seventy-five (75%) of all FSM citizens migrating to Guam will have been provided the opportunity to obtain information on the personal adjustments in one's life style one need give consideration, housing and transportation costs, and related requirements for residing on Guam to include but not limited to necessary health, legal, employment and educational documents that should be in their personal possession prior to their immigration to the Territory.

Primary Activity: A Public Information Campaign has been developed and implementation initiated in the Federated States of Micronesia. (??)

PRIORITY AREA: Community Organization

Problem: Social science research on migration and assimilation stresses the importance of systems of social support. The process of migrant assimilation involves the breaking of old social bonds and relationships and the creation of new social bonds and relationships in the receiving area. In both bases it has been empirically demonstrated that systems of social support are prime determinants of successful adaptation and assimilation and of satisfaction in a community. Current research on Guam indicates that the FSM community will continually be, in some part, in a state of transition where important social bonds and relationships will becoming "unglued" then reforming. Mutual Assistance Associations (MAA's) could function as a social resource to ameliorate the potential harmful effects of change and/or confusing social environment that migration and resettlement on Guam presents.

Objective: By June 30, 1995, FSM/RMI Mutual Assistance Associations will have assumed the task of providing resettlement assistance to fifty per cent 50% of new FSM/RMI migrants to Guam.

What's this?

Primary Activity: Five (5) MAA's, one for each of the respective FSM States: Chuuk, Pohnpei, Yap, and Kosrae, and one for the RMI have been organized and an initial membership recruited, collaborative arrangements established with the Program, and training initiated.

PRIORITY AREA: Cultural Orientation

Problem: Evidence suggests that many of the problems FSM/RMI migrants initially encounter upon migration to Guam involve differences in culture or what has commonly become known as "culture shock". If educational efforts could be directed toward ameliorating the adverse

effects of culture shock so that the FSM/RMI migrant's ability to achieve a balance between where he/she came from and Guam potential for successful community integration would be increased. Evidence also suggests that thoughtful CO programs directed towards the Guam community as a whole and public service providers in specific would help reduce the misunderstanding, anxiety, and frustrations that local peoples some times face when dealing with persons from an unfamiliar culture.

Definition: Cultural Orientation is a continuous learning process involving a two-way exchange of information and skills. It is designed to assist in the development of the following:

- *Awareness - of differences and similarities of behavior, attitudes, and values.
- *Knowledge - of the reasons that underlay these similarities and differences.
- *Skills - to effectively interact with peoples of a culture different from one's own culture.

Objective A: By June 30, 1995, Cultural Orientation outreach training sessions will have been provided to the FSM/RMI community at large by the Program.

Objective B: By June 30, 1995, Cultural Orientation training will have been conducted in selected Government of Guam agencies, departments, programs, and collaborating non-profit community service provider agencies.

Objective C: By June 30, 1995, Cultural Orientation training will have been conducted at selected community sites for the Local Guam community.

Primary Activity: A Cultural Orientation curriculum is in the process of being developed, educational outreach, strategies have been formulated, and bi-lingual Adult Education Instructors have been and are in the process of being hired.

PRIORITY AREA: Information & Referral

Problem: There exists no agency/organization on Guam that comprehensively addresses the informational needs of FSM/RMI migrants as such needs relate directly to resettlement in the Territory outside of the limited services of the offices of the Consul General of the Federated States of Micronesia. The FSM/RMI migrant's resettlement transition would be eased if a mechanism were developed to coordinate information and referral so that diverse services could be easily located and accessed.

Objective: By June 30, 1995, the needs assessment provided through the Information and

Transition Committee Briefing Paper

Referral system will provide the data needed for future Program planning purposes.

Status?

Primary Activity: A comprehensive Information & Referral system has been set up at the CIIEP Sagan Fansodda'an facility, Building #2, Dean's Circle to assist immigrants.

PRIORITY AREA: Migrant Needs Assessment

Problem: The effects of the Compact of Free Association, the high rate and rapidity of FSM migration in specific, has created a need for new data to determine exactly the needs of this new population of FSM migrants. While the few Government agency reports available suggest general directions for the Program, up to date and accurate information is needed to plan appropriate activities. This data is also needed to determine how such needs will effect existing community resources vis-a-vis the needs of the local population.

Objective: By September 30, 1994, data on FSM/RMI immigrant needs will be available for the Program for project planning, development, and evaluation purposes.

Primary Activity: On June 30, 1994, a comprehensive Needs Assessment was completed by UOG.

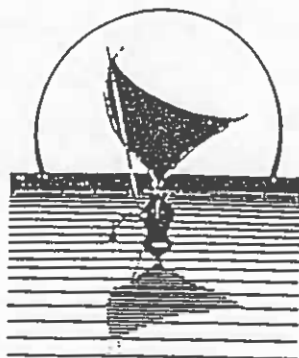
PREPARED BY:



Robert Standing Soldier, MPH
Director, CIIEP

November 28, 1994
Date

Attachment
1992 Summit Resolutions



Resolution No. 1

PUBLIC INFORMATION AND EDUCATION PROGRAM

Relative to supporting the implementation of a comprehensive public awareness program on the requirements for living on Guam for the benefit of citizens from the Federated States of Micronesia who migrate to Guam; this program to contain information on education, housing, labor, health and public safety requirements.

WHEREAS, the Compact of Free Association between the United States and the Federated States of Micronesia allows for free movement of FSM citizens into US areas; and

WHEREAS, the proximity of Guam and the Commonwealth of the Northern Marianas and their flourishing economic conditions have attracted FSM citizens to seek employment and educational opportunities in these areas; and

WHEREAS, since 1986 when the Compact of Free Association was implemented, there has been a marked rise in movement of FSM citizens to Guam and the CNMI; and

WHEREAS, Guam and the CNMI recognize the mutual benefits derived from the migration of FSM citizens into these areas and welcome their brothers and sisters here; and

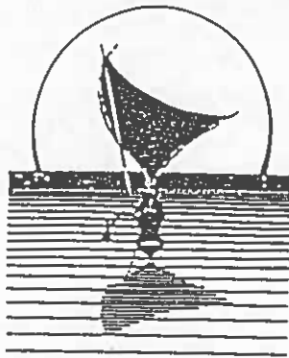
WHEREAS, the governments of Guam and the CNMI also recognize the difficulties being experienced by FSM citizens in adjusting to lifestyle and culture in these areas, and wish to help ease these difficulties by offering needed programs; and

WHEREAS, the government of Guam has embarked on an education and public awareness campaign that would provide necessary information to FSM citizens prior to migration to Guam on what to expect on Guam, to include information on requirements and necessities of living on Guam;

NOW, THEREFORE, BE IT RESOLVED that the governments of the Federated States of Micronesia, CNMI and Guam work closely together in ensuring that the information and education program is produced within 6 months, and be it further

RESOLVED that the education program consist of audio, video and written materials, translated into the major languages of the Compact states, to be distributed on Guam and in the home states of FSM citizens, and be it further

RESOLVED that the program inform FSM citizens that school attendance on Guam is mandatory for all children under the age of 16 and that it describe documentation and certification requirements such as immunization records, birth certificates, prior school records and guardianship papers, if applicable, which are needed by children to enroll in schools on Guam and the CNMI, and be it further



Resolution No. 2

MICRONESIAN MEETING PLACE

Relative to supporting the establishment of the Micronesian Meeting Place which is a center that would coordinate programs to enhance existing government of Guam, private sector or FSM government programs to assist FSM citizens in their transition to living on Guam, to establish the center in July, 1992 and to call for widespread support and involvement by Guam citizens and the FSM governments and citizens in the Meeting Place.

WHEREAS, the government of Guam will open the doors to the Meeting Place in July 1992, which is a center to be established on the grounds of the University of Guam in Mangilao to assist FSM citizens on Guam in their transition to living on Guam; and

WHEREAS, the Meeting Place will be set up to enhance the existing work of the Federated States of Micronesia Consulate on Guam and not to duplicate their functions, and

WHEREAS, the Meeting Place is a government of Guam project which is federally funded through a technical assistance grant for a two-year period; and

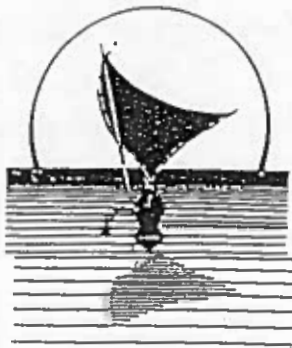
WHEREAS, the Meeting Place will have a staff of three (3) to manage a coordination program that will work on enhancing existing government of Guam and private sector programs designed to help FSM citizens on Guam;

NOW, THEREFORE, BE IT RESOLVED that the governments of the Federated States of Micronesia and Guam work jointly to ensure the success of the Meeting Place in its public awareness campaign, its community networking and its service brokering, and be it further

RESOLVED that the governments of the Federated States of Micronesia and Guam encourage the director of the Meeting Place to look at successful patterns of networking by other ethnic groups, particularly in the area of housing, and use those models to assist FSM newcomers in transitioning to Guam, and be it further

RESOLVED that the governments of the Federated States of Micronesia and Guam ask staff of the Meeting Place to help heighten the awareness of FSM citizens on Guam as to the benefits of carrying identification with them at all times, and be it further

RESOLVED that the governments of the Federated States of Micronesia and Guam encourage staff of the Meeting Place to widely disseminate accurate employment information such as the fact that FSM citizens are eligible to work in government positions, that an INS employee identification card is not mandatory for employment on Guam by FSM citizens, but that a social security number along with positive identification is required for employment on Guam, and be it further



Resolution No. 3

COMPACT IMPACT STEERING COMMITTEE

Relative to calling for more widespread and active participation on the part of Guam's community leaders, mayors, educators and representatives from the private and public sectors and by the FSM Consulate on Guam in the existing Compact Impact Steering Committee and its five subcommittees.

WHEREAS, on January 17, 1992, Executive Order 92-4, promulgated by Governor Joseph F. Ada and Lieutenant Governor Frank F. Blas, came into effect setting up a Compact Impact Steering Committee along with five (5) issue area subcommittees; and

WHEREAS, a total of over 65 people from all cross-sections of the Guam society, including government officials, interested citizens and the business community, are involved in this Compact Impact Steering Committee and its related subcommittees; and

WHEREAS, the Compact Impact Steering Committee was initially formed to address the specific requirements dealing with the establishment of the Compact Impact Public Information and Education Program and the Meeting Place; and

WHEREAS, the Compact Impact Steering Committee will continue to conduct its work which deals primarily with the examination of compact impact issues and calling for the creation and implementation of necessary programs or actions that would lead to assisting those newcomers from the Federated States of Micronesia with an often confusing and complex transition period into a vastly different culture, custom and set of laws;

NOW, THEREFORE, BE IT RESOLVED that the governments of the Federated States of Micronesia and Guam agree to lend its support for a more widespread/active involvement in the Compact Impact Steering Committee and its subcommittees by Guam's community leaders, mayors, educators and representatives from both the public and private sectors, and be it further

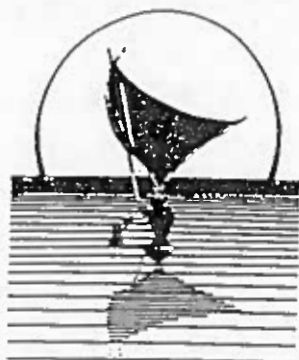
RESOLVED, that the governments of the Federated States of Micronesia, CNMI and Guam agree to more widespread/active participation by members of the Consulate of the Federated States of Micronesia on Guam and CNMI Liaison Office and in the Compact Impact Steering Committee and its subcommittees.

Dated this 30th day of June, 1992 in Adelup, Guam.

JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM

RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA

LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 4

JOINT GUAM/FSM/CNMI ACTIONS

Relative to the establishment of a mechanism whereby the governments of the Federated States of Micronesia, Guam and the CNMI can work closely together to address issues of mutual concern as they relate to FSM citizens migrating to Guam; and to call for the governments to begin their joint efforts immediately.

WHEREAS, the governments of the Federated States of Micronesia, Guam, and the CNMI recognize the mutual benefits derived from the migration of FSM citizens to U.S. areas such as Guam; and

WHEREAS, both governments agree that they must work cooperatively in order to help ease the difficulties being experienced by FSM citizens who have migrated to Guam and the CNMI; and

WHEREAS, immediate action for the exchange of information and joint cooperative efforts on the part of both governments will go a long way in addressing and perhaps resolving some of the problems identified by FSM citizens on Guam and Guam and CNMI's service providers as a result of the FSM migration to the Marianas;

NOW, THEREFORE, BE IT RESOLVED that the governments of the Federated States of Micronesia, Guam and the CNMI agree to the following immediate courses of action that require cooperation and working together in order to ensure their effectiveness in addressing the actual needs of FSM citizens on Guam and the CNMI and the needs of those on Guam who provide services to FSM citizens:

1. To share population data, especially as they relate to the migration of FSM citizens to the Marianas;
2. To call on all leaders on Guam, the CNMI and the FSM to influence FSM citizens in the Marianas to cooperate fully with the upcoming census of the FSM population on Guam to be conducted starting July 1992;
3. To share education-related documents and statistics and criminal justice information on FSM citizens who have migrated to the Marianas;
4. To allow for the exchange of education personnel between Guam Department of Education, the public school system of the CNMI and the public school system in the Federated States of Micronesia for needed on-site school visits;
5. To reinstitute the sponsorship program that would facilitate FSM students in attending school on Guam;



Resolution No. 5

IDENTIFICATION AND DATA COLLECTION

Relative to the formulation of a Plan of Action for implementation of a voluntary identification system for service delivery and data collection purposes, calling for the completion of the plan of action in six months, and to encourage the Guam, CNMI and the FSM Governments to share and exchange information on all data collected.

WHEREAS, the governments of Guam and CNMI recognize the difficulties experienced by migrating FSM citizens in adjusting to lifestyle and culture in these areas, and wish to help ease these difficulties by offering needed programs; and

WHEREAS, the responsiveness of these programs can be enhanced through collection of data on both the migration patterns of FSM citizens, as well as on the programs and services in which they participate; and

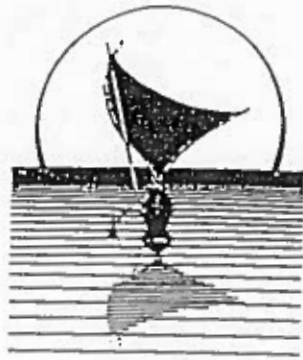
WHEREAS, some form of identification is required in order to enroll in the school system, obtain driver's licenses, receive bank services and participate in various government-sponsored programs; and

WHEREAS, the effective implementation of data collection systems that have thus far been instituted currently maintained are hampered by the lack of an identification system for FSM citizens migrating to Guam and CNMI; and

WHEREAS, the Governments of Guam, the CNMI, and the FSM recognize the usefulness of establishing a form of tracking system that would enable the Guam, CNMI and FSM Governments to also identify FSM citizens leaving to these areas and the opportunities, programs and/or services they seek.

NOW, THEREFORE, BE IT RESOLVED that the FSM National Government and the governments of Guam and CNMI will work jointly and cooperatively to identify and institute an acceptable identification system for service delivery and data collection purposes; and be it further

RESOLVED that the FSM Governments and the governments of Guam and CNMI will work jointly and cooperatively to formulate a Plan of Action for implementation of the identification system within six (6) months; and be it further



Resolution No. 6

FEDERAL ASSISTANCE FOR COMPACT IMPACT

Relative to calling on the U.S. government to fulfill its commitment to provide financial and other assistance to affected U.S. areas, particularly Guam and the CNMI, resulting from the migration of FSM citizens to those areas, and for supporting Guam and the CNMI's efforts in securing necessary federal assistance for Compact Impact.

WHEREAS, provisions of the Compact of Free Association articulate the potential impact that could result from the free movement of FSM citizens into US areas; and

WHEREAS, Section 104 of the Compact of Free Association (US Public Law 99-239) stipulates the intent of the US Congress to redress adverse consequences and to authorize appropriations for such sums incurred by US areas resulting from any increased demands placed on educational and social services by immigrants from the FSM; and

WHEREAS, Guam has submitted a funding request of approximately \$27 million to the US Congress to assist in the delivery of services to FSM citizens who have migrated to Guam.

WHEREAS, Guam and the CNMI have become the primary destinations of the migration of FSM citizens; and

WHEREAS, the FSM National Government is cognizant of the migration of its people into these areas, the difficulties these citizens experience in adjusting to a different lifestyle and culture, and the need for additional assistance by these areas in offering programs and services to ease those adjustments; and

WHEREAS, the principals of this meeting recognize the need for joint cooperation and support with one another especially in calling upon the US federal government to assist in the implementation of programs that benefit the FSM citizens in these areas;

NOW, THEREFORE, BE IT RESOLVED that the FSM Governments support the efforts of the governments of Guam and the CNMI to seek US federal funding assistance, particularly the funding request already submitted to Congress, and to include, but not limited to, the following:

1. The Comprehensive Educational Impact Plan prepared by the Guam Department of Education;
2. The Education and Social Services Impact Plan prepared by the CNMI;
3. meeting increased needs of housing on Guam and the CNMI; and
4. developing and distributing a conversational training program in the FSM primary languages for Guam and CNMI's health care professionals, and that a career incentive for professionals pursuing this training be established; and be it further



Resolution No. 7

FSM ACTION ON HEALTH AND COMMUNITY ORGANIZATIONS

Relative to calling on the FSM government to expand life and medical insurance coverage of FSM citizens coming to Guam and the CNMI and to the establishment of FSM community advocacy organizations to address common concerns in cultural advancement on Guam and the CNMI.

WHEREAS, the Compact of Free Association allows for increased migration of FSM citizens to Guam, which has placed an increasing demand on Guam's already overburdened medical and mental health care services, and has compromised principles of access and equity to health care for the people of Guam without providing the commitment in resources to address such increased demand; and

WHEREAS, all health care services and programs provided by the Government of Guam must be accessible to all residents of Guam, and must be linguistically accessible and culturally appropriate; and

WHEREAS, immigration to the United States removes FSM citizens from their traditional support networks at the same time that they undergo a period of cultural readjustment, contributing to substance abuse, domestic violence, and other health concerns;

NOW, THEREFORE, BE IT RESOLVED, that the FSM National and State Governments be responsible for a feasibility study to explore the possibility of expanding life and medical insurance coverage of FSM citizens coming to Guam and the CNMI; and be it further

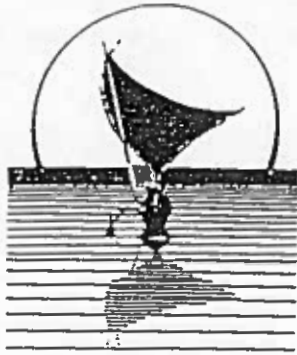
RESOLVED that the FSM National and State Governments assist in establishing community organizations of FSM citizens to advocate on behalf of themselves ways for addressing common concerns in cultural advancement on Guam and the CNMI.

Dated this 10th day of June, 1992 in Adelup, Guam.

JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM

RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA

LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 8

CULTURAL EXCHANGE

Relative to encouraging cultural exchanges among the various island groups as a means of attaining understanding and sensitivity; to endorse the annual Guam Micronesia Fair to capture the essence of cultural exchange and understanding; and to explore means to enhance and broaden this event.

WHEREAS, the peoples of the Federated States of Micronesia, the Northern Mariana Islands and Guam share an affinity by virtue of their pre-histories, heritage and proximity; and

WHEREAS, at no time in recent history has this affinity become more evident than after the enactment of the Compact of Free Association between the US federal government and the Federated States of Micronesia; and

WHEREAS, the increased population of FSM citizens in Guam and the CNMI has added to the multi-cultural community of people and the diversity of language, culture and social interaction in these areas; and

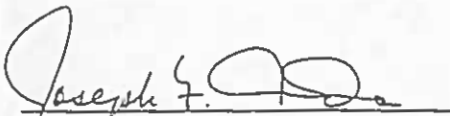
WHEREAS, the principals of this meeting recognize and advocate the need for greater understanding and sensitivity among all people of their cultural heritage and tradition;

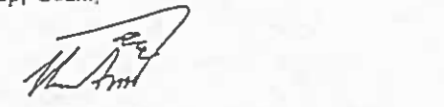
NOW, THEREFORE, BE IT RESOLVED that the governments of Guam and CNMI and the FSM National and State Governments encourage cultural exchanges among the various island groups as a means of attaining this understanding and sensitivity; and be it further

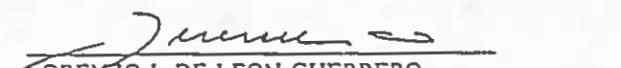
RESOLVED that the principals of this meeting endorse the annual Micronesia Fair held on Guam as a fitting event to capture the essence of cultural exchange and understanding; and be it further

RESOLVED that efforts be explored by the respective cultural arts and humanities agencies of the governments of Guam, CNMI and FSM to enhance and broaden this event.

Dated this 30th day of June, 1992 in Adelup, Guam.


JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM


RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA


LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS