



CIVILIAN MILITARY TASK FORCE

Planning for Military Growth: A Preliminary Needs Assessment Executive Summary

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INTRODUCTION

U.S. national interests and treaty commitments require strengthening of U.S. military capabilities in the Western Pacific. U.S. forces must be positioned to maintain regional stability, ensure flexibility to respond to regional threats, project power throughout the region, defend our assets as well as those of our allies, and provide forces to respond to global contingencies.

The relocation of III Marine Expeditionary Force (III MEF) personnel from Okinawa to Guam under U.S. Japan Alliance Transformation and Realignment is part of a broader realignment that, when implemented, will strengthen our regional posture, deter potential aggressors, and provide capabilities that can be flexibly deployed in contingencies, which are essential for the Defense of Japan and for peace and security in the region. For the Marines, this development will balance the Marine Air Ground Task Force (MAGTF) lay down across the region with improved flexibility. The 8,000 plus Marines and their 9,000 plus dependents leaving Japan will reduce the footprints of U.S. forces in Okinawa. This will facilitate consolidation of U.S. bases on Okinawa to allow additional land returns in Japan.

In line with the U.S. Japan Alliance Transformation and Realignment Agreement, the U.S. Pacific Command in May 2006 proposed a massive military buildup on Guam as a key component of its initiative known as the “Integrated Global Presence and Basing Strategy.” The principal elements of the U.S. Pacific Command’s initiative are:

- Relocating the U.S. Marine Corps Expeditionary Force components and headquarters in Okinawa to Guam
- Improving Guam’s Naval Base to serve as a forward operational and logistic hub or a mix of platforms and joint operations.
- Continuing the development of Andersen Air Force Base to serve new forward-based and rotational mission requirements.

The major component of the U.S. Pacific Command’s initiative is the relocation of the U.S. Marine Corps Expeditionary Force to Guam. Under the agreement reached with the Government of Japan, Japan will contribute funding to relocate the Marines. The Department of Defense plans being developed for the military growth on Guam do not take into consideration preparations that must be made by the people of Guam and the Government of Guam to accommodate the growth.

In 2006, Governor Felix P. Camacho signed Executive Order 2006-10 establishing the Civilian Military Task Force (CMTF) to maximize opportunities for the civilian and military community resulting from increases in military presence. Under Executive Order 2006-10 eleven (11) subcommittees were established. One of the CMTF’s responsibilities is to develop a comprehensive master plan that will accommodate military buildup and the relocation of the Marines to Guam.

The planned military buildup brings Guam new economic opportunities while at the same time bringing challenges. Guam has a long history of significant military growths and declines since its liberation from the Japanese 63 years ago in 1944. It is from those times when the military’s

mission elevated Guam's strategic importance that the island is able to draw upon its past experiences to help it identify potential challenges that this military buildup might bring and to begin the planning process to meet those challenges.

This is the first of what will be many efforts to identify the challenges Guam will face and to begin effectively planning for them. Over the next five years, the planning process will be refined as more data becomes available and analyzed. Those sectors that will be immediately impacted during the preconstruction and construction phases of the buildup have become actively engaged in identifying the challenges that must be met and the means by which to meet them.

This document is a synopsis of the first needs assessment conducted by each of the Civilian Military Task Force's Subcommittees. This document builds upon the Government of Guam's Infrastructure Improvement Forecast that was released during April 2006.

TABLE OF CONTENTS

INTRODUCTION	i
ANTICIPATED POPULATION GROWTH	1
Military Growth	1
Civilian Growth	4
PUBLIC SAFETY SUBCOMMITTEE	6
Unified Judiciary of Guam	6
Department of Law	8
Guam Police Department	9
Department of Youth Affairs	11
Guam Fire Department: Fire and Medical Emergency Response	13
ENVIRONMENT SUBCOMMITTEE	15
PORTS AND CUSTOMS SUBCOMMITTEE	20
Port Authority of Guam	20
Guam Customs and Quarantine Agency	21
Guam International Airport Authority	22
LABOR SUBCOMMITTEE	24
EDUCATION SUBCOMMITTEE	29
Guam Public School System (GPSS)	30
Private Schools	33
Guam Community College	34
University of Guam	35
SOCIAL AND CULTURAL SUBCOMMITTEE	38
HEALTH AND SOCIAL SERVICES SUBCOMMITTEE	40
Guam Memorial Hospital	40
Naval Hospital	40
Department of Integrated Services for Individuals with Disabilities	40
Guam Nurses Association and the University of Guam	40
Victims Advocates Reaching Out	41
Department of Mental Health and Substance Abuse	41
Department of Public Health and Social Services	41
Catholic Social Services	41
Veterans Affairs Office	41
Sanctuary, Inc.	41
HOUSING SUBCOMMITTEE	44
Guam Housing Corporation	44
Guam Housing and Urban Renewal Authority	46
Guam Ancestral Lands Commission	46
Bureau of Statistics and Plans	47
ECONOMIC DEVELOPMENT SUBCOMMITTEE	51
GOVERNMENT SERVICES SUBCOMMITTEE	54
Department of Revenue and Taxation	55
INFRASTRUCTURE SUBCOMMITTEE	59
Guam Waterworks Authority	60
Guam Power Authority	62
Fuestsan Famalao’an	64

ANTICIPATED POPULATION GROWTH

The planned relocation of the U.S. Third Marine Corps Expeditionary Force from Okinawa, Japan to Guam along with other planned increases in military activity will result in a dramatic increase in Guam's population. In addition, population growth within Guam's civilian population is anticipated to occur as a result of the military buildup creating new employment opportunities and attracting in migration to the island.

Military Growth

Based upon projections provided by the Department of Defense, Guam can anticipate a major population growth as a result of the relocation of the U.S. Third Marine Expeditionary Force (III MEF) headquarters and components from Okinawa, Japan to Guam, the berthing of transient nuclear aircraft carriers (CVN) and the placement of a U.S. Army Ballistic Missile Defense Task Force, which includes an Army brigade and battalion headquarters. The Department of Defense through the Joint Guam Planning Office (JGPO) estimates that 8,000 service members and 9,000 dependents will be relocated to Guam for a total population increase of 17,000 by 2015 according to its April 2007 Request for Environmental Impact Statement/Overseas Environmental Impact Statement (EIS/OEIS) Comments. These population estimates do not include other military buildups currently taking place within the Air Force and the Navy that are not directly related to the military activities identified in the EIS/OEIS. Nor do JGPO's estimates include transient service members assigned to Guam on a temporary or rotational basis. The population estimates provided by JGPO fall short of the estimates given in an earlier report released in 2006 by the U.S. Pacific Command in Honolulu, Hawaii.

The Guam Integrated Military Development Plan (GIMDP) that was released during July 2006 by the U.S. Pacific Command provides a clearer picture of the population growth and population dynamics that will likely occur as a result of the Department of Defense's accumulative military buildup on Guam. Based on the GIMDP information and data from other sources:

- Guam can anticipate by 2015, a total increase of 26,190 people as a direct result of military's expansion in its mission on Guam. This increase includes 14,560 active duty military personnel and 11,630 dependents.
- Guam can anticipate that of the additional 14,560 additional active duty personnel, 9,235 will be stationed on Guam while 5,325 will be transient active duty personnel. This transient number does not include the estimated 5,000 active duty members associated with Navy's transient carrier air wing (CVW) or transient nuclear aircraft carrier (CVN) activities.
- Based upon preliminary estimates provided in the GMIDP, Guam can anticipate that roughly 11 percent of the Marines relocated to Guam will be officers, while 89 percent will be enlisted personnel.
- Based upon preliminary estimates in the GIMDP, Guam can anticipate that roughly 61 percent of all relocated Marines will be unaccompanied.

- Based upon preliminary estimates in the GIMDP, Guam can anticipate that roughly 64 percent of the enlisted Marines relocated to Guam will be unaccompanied.
- In 1990, prior to the rapid decline in military activity that occurred in 1994, Guam's military population was 19,610 active duty personnel and their dependents. Guam's 1990 military population is less than the 20,865 GIMDA projected notional increase of active duty permanent personnel (9,235) and their dependents (11,630).

The following is the estimated number of active duty personnel and dependents that will be relocated to Guam as a result of the military buildup that will be occurring in all sectors that were identified in the GIMDP:

Guam DOD Existing and Notional Loading

Service	Baseline (FY 05)*			GIMDP Notional Increase**			Total Future Loading		
	Active Duty	Dependents	Total	Active Duty	Dependents	Total	Active Duty	Dependents	Total
USMC	3	2	5	9,700	8,500	18,250	9,700	8,550	18,250
Air Force	1,930	2,280	4,210	2,630	1,450	4,080	4,560	3,730	8,290
Navy	4,350	5,230	9,580	1,250	50	1,300	5,600	5,280	10,880
Army	30	50	80	600	900	1,500	630	950	1,580
USCG	140	180	320	30	50	80	170	230	400
SOF***	0	0	0	350	630	980	350	630	980
Total	6,450	7,740	14,190	14,560	11,630	26,190	21,010	19,320	40,380

*Active duty (including rotational Seabees) stationed on Guam as of 31 March 2005

**Final figures include Air Force personnel related to initiatives at Andersen NWF, SOF figures per draft review input;

Navy notional loading does not include transient CVN figures

(*** Special Operation Forces)

Source: Guam Integrated Military Development Plan (Releasable) July 2006

GIMDP Notional Increase Service Breakdown

Service Element	Active Duty	Permanent Personnel	Transient Personnel*
USMC	9,700	7,200	2,500
Air Force	2,630	1,030	1,600
Navy	1,250	25	1,225
Army	600	600	0
USCG	30	30	0
SOF**	350	350	0
Total:	14,560	9,235	5,325

*Figures do not include 5,000 personnel associated with the transient CVN/CVW. Includes UDP personnel for USMC; and Temporary Duty (TDY) personnel for Air Force and Navy

** Special Operation Forces

Source: Guam Integrated Military Development Plan (Releasable) July 2006

Civilian Growth

In addition to Guam's population increasing by 26,190 people due to military growth, Guam's civilian population is also expected to increase as a direct result of military growth. It is anticipated that Guam's service and construction industries will grow in direct response to increased needs created by DOD's Service Elements, its service members and their family members. As jobs are created, Guam can anticipate a high in migration of people seeking employment opportunities. In addition, Guam anticipates the increased activity in the construction industry prior to the Marines relocation will result in a significant civilian population growth prior to 2010 .

Prior to the announcement of the relocation of the Marines from Japan to Guam, population projections were made based upon the 11,624 active military personnel and their dependents that were living on Guam in 2000. The Guam Statistical Yearbook projected:

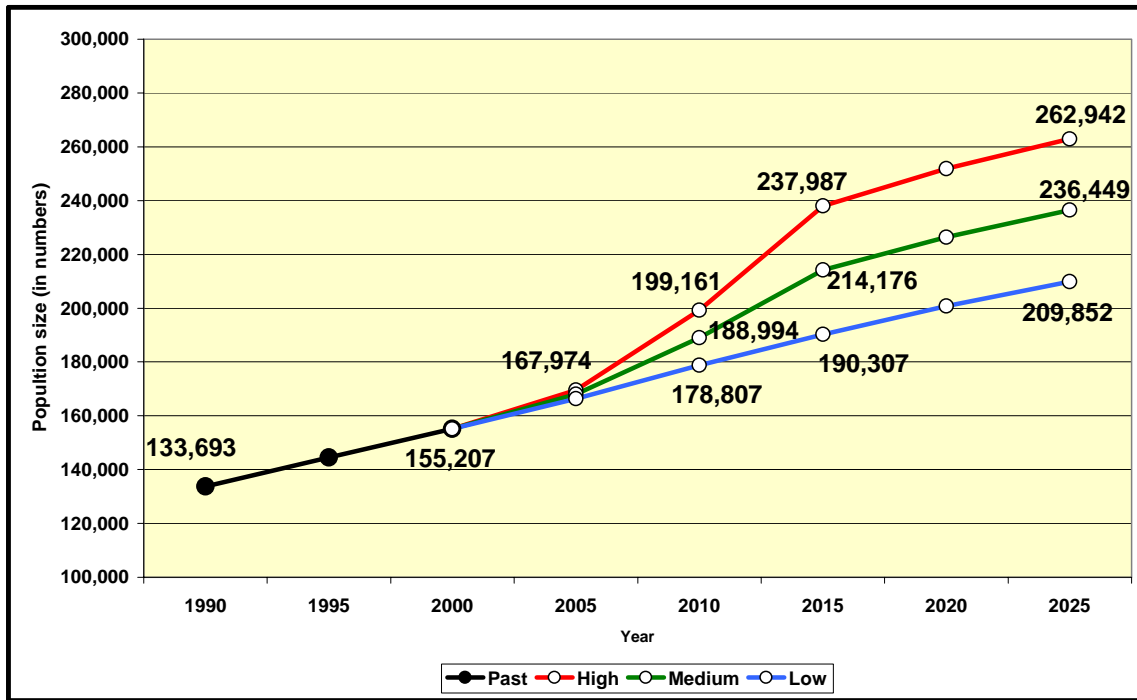
- By 2010, Guam's population will be 180,692
- By 2015, Guam's population will be 192,300

As a result of the announcement of the intended military buildup, new population models were prepared to estimate Guam's population growth that result from the buildup. While different population modes were prepared with different assumptions, it is not unrealistic to expect Guam's 2010 population to increase by 30,000 from its 2005 estimated population of 167,974. It is also not unrealistic to expect Guam's civilian population to increase by an additional 40,000 during the five year period between 2010 and 2015.

Guam's population size in 2015 can be expected to be between 190,000 and 238,000 people, depending on the migration assumption used (assuming the same medium fertility projection for the different migration assumptions). Once the anticipated military buildup occurs, the Guam population size is expected to be well above 200,000 in 2015. While the impact of increased migration is clearly visible during the period 2005-2010, it has an even more profound impact during the period 2010-2015.

The following population projection is based upon a medium level fertility assumption in combination with three (low, medium and high) migration assumptions. The population estimate at the year 2015 includes the projected 8,000 Marines and their dependents.

**Future population trend according to the three migration variants, Guam:
2000 - 2025**



Note: Estimates refer to mid-year (1 July)
Source: Bureau of Statistics and Plans

One of the key components to Guam being able to effectively plan for military growth is more data on the demographics characteristics of the military personnel and their dependents that will be relocated to Guam. Data on the number and nature of civilian jobs that will be created in response to DOD’s requirements are also required.

PUBLIC SAFETY SUBCOMMITTEE

Guam's criminal justice system and the Government of Guam's responsibility to ensure the public's safety form together one area that will be significantly impacted by military growth and its attendant civilian growth. It is anticipated that with the population growth, criminal activity will increase. Based upon historical trends involving military as victims and as perpetrators of criminal activity, it is anticipated that the military buildup will result in an increase in property crimes, sexual assaults, prostitution, robberies, bar fights, illegal gambling, drug trafficking, drunk driving, and clashes between different ethnic and cultural groups and clashes between civilian and military groups. Increased vehicular traffic will occur on all of Guam's already congested highways resulting in an increase in the number of accidents that emergency personnel will have to respond to. In addition to being one of the areas that will be most impacted, Guam's criminal justice and public safety systems will be one of the first to be impacted as Guam's population increases during the construction phase of the military growth process.

The services areas that will be impacted are:

- Judicial System: criminal and civil
- Law enforcement (adult and juvenile)
- Traffic Enforcement
- Fire Suppression
- Emergency Medical Response
- Corrections (adult and juvenile)
- Prosecution
- Civil Litigation

In each of these areas, new public facilities will be required whether through the construction of new facilities or the expansion of existing facilities to house additional staff, equipment, criminal offender and services. Expanded automation, new technology and increased availability of equipment will be needed to ensure the efficient delivery of services. Lastly additional personnel will be needed in all sectors to ensure the public's safety.

Unified Judiciary of Guam

Current Challenges

Presently, Guam's court system has seven Judges and one Administrative Hearing Administrator. In addition to additional Judges required to meet current demand, it is anticipated that three new Judges and one Magistrate Judge will be required to meet the demands that will be generated by military expansion. This determination is based upon a study recently conducted by the National Center for State Courts on Guam's present court system. It is anticipated that military growth will result in an increase in:

- Adult and juvenile criminal proceedings
- Small court filings
- Appellate court filings

- Traffic Court filings
- Divorce filings
- Child custody and adoption proceedings
- Child Support filings
- Services to Persons in Need of Services
- Adults and juveniles who must be Court supervised
- Victim Services

Projected Needs

To meet the anticipated military growth's new demands and challenges that will be placed upon and faced by Guam's Court System, it is estimated that a total of one hundred ten (110) additional personnel will need to be added in the Judiciary of Guam's Courts and Ministerial Division, Probation Services Division, Marshals Division, Client Services and Family Counseling Division, and Procurement and Facilities Management Division. A new satellite court facility will also need to be constructed as the structures presently housing Guam's court system lack space to accommodate growth. The lack of adequate land space precludes the expansion of its present structures. The Judiciary of Guam anticipates that the new facility will need to be constructed in the northern portion of the island near the area where military growth and attendant civilian population growth is anticipated to occur.

Anticipated Funding Need	Estimated Additional Cost	Notes
Satellite Court facility (40,406 sq ft)	8,251,707	Based upon CY 2007 cost for architectural and engineering design, construction management, and construction costs
Personnel (110), Equipment, Automation and Technology	7,500,000	

Other Need Requirements

To meet the increased demands that will be placed upon the Judiciary of Guam as a direct result of military growth along, the following will also need to be put in place:

- Memorandum of Understanding between the Judiciary and the Military Commands governing the adjudication process of its force and their dependents.

Department of Law

An in depth analysis on the impact military growth will have upon Guam's Department of Law has not been conducted. It is anticipated the growth will impact the Department's:

- Prosecution of felony and misdemeanor crimes committed by adults and juveniles
- Provision of victim services
- Provision of consumer protection services
- Provision of child support services

Prosecutorial Challenges:

The Department is responsible for prosecuting all criminal matters whether committed by:

- Adults and juveniles
- Civilian population
- Military personnel and their dependents when the crime is not committed on federal owned property

As Guam's crime rate is anticipated to sharply rise with a significant population growth, there will exist a need for more attorneys and technical staff to ensure crimes caused by or against military personnel and their dependents are appropriately prosecuted. More attorneys and support staff will be required to prosecute the increased number of crimes resulting from increased civilian population growth that will occur in direct relation to military growth.

Victim Services Challenges:

Victim services personnel will need to increase in proportion to the anticipated increased crime rate. One key area will be services to victims of sexual assault and family violence. With more women serving as active duty personnel in America's military, the potential for active duty personnel to also be victims of sexual assault significantly increases. Guam must have the capacity to provide services to all sexual assault victims in addition to prosecuting the perpetrators of the crime.

Child Support Enforcement Challenges:

Child Support Enforcement personnel will also need to be increased. Guam will be responsible for ensuring child support payments are made by absent parent military personnel or their dependents or on their behalf in addition to Guam's increased civilian population. Through its past experiences during times of military growth, Guam is fully aware that a large influx of unaccompanied military personnel causes an increase in Guam's birth rate. While no data exists on the number of pregnancies that occur between civilians and military personnel or their dependents, it is anticipated that they will occur and Guam must have adequate personnel and resources to ensure the children that result from these pregnancies have financial support from the absent parent.

Projected Needs:

In addition to increased personnel, Guam's Department of Law will require automation of its records and linkages to other information sources. Its records will need to be linked to Guam's Criminal Justice Information System and to Guam's Criminal History Repository. The increase in personnel will also necessitate the construction of a new structure to house them.

Guam Police Department**Challenges:**

With the exception of federal property, the Guam Police Department (GPD) is the primary law enforcement agency that has law enforcement jurisdiction island-wide. It is responsible for enforcing laws, preserving the peace and ensuring a safe environment for all of Guam's community. It also works closely with federal law enforcement agencies in multi-agency investigative activities. It is one of the departments that will be immediately impacted by the growth of the civilian labor force that is connected to the construction industry. This population growth within the construction industry is estimated to be in the range of 5,000 to 10,000 workers. While much of this population growth will dwindle as military construction related to the relocation of the Marines concludes, these construction workers will be replaced by other civilian workers who will directly or indirectly provide services to Guam's military. The Guam Police Department will also be impacted by the anticipated military population growth that will occur prior to the relocation of the Marines by the Navy, Air Force, Coast Guard and Special Operation Forces.

An analysis of Guam's crime rate during the period of 1990 through 1994 was conducted as this was a period of time when there was a significant military population stationed on Guam. The military population level during this time frame has the closest resemblance to the projected military population. In addition, the Guam Police Department analyzed past and current public safety trends involving military personnel or their dependents whether they be the victims or perpetrators. Based upon its analysis, it is anticipated that law enforcement officers will have to respond to a significant increase in the number of police calls related to:

- Property Crimes
- Sexual Assaults
- Robberies
- Bar Fights
- Gambling
- Drunk Driving
- Assaults
- Traffic Accidents
- Domestic Violence
- Gang Violence
- Drug Trafficking
- Incidents Involving Juveniles
- Motor Vehicular Deaths
- Homicides

In addition, the military growth will result in a greater need for law enforcement personnel to provide:

- Traffic enforcement
- Greater police presence within communities to deter crimes and to quickly respond to police calls.
- Crime scene analysis
- More police record security checks
- More Police Reports to victims
- More Police Reports for motor vehicle accidents
- Response to drownings and boating accidents

Projected Needs:

To meet the anticipated military growth's new demands and challenges that will be placed upon the Guam Police Department, it is estimated that 421 additional police officers, civilian employees, detention guards and police reservist will be required. New precinct structures will need to be constructed and current precinct structures will need to be expanded in those communities that will experience the greatest population growth due to their proximity to federal military installations. Additional police vehicles, communication and automation equipment (including upgrades) and protective equipment will be required in order for the Guam Police Department to meet the new challenges that it will face as a result of the growth of Guam's military population.

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
Personnel (421): Police Officers Civilian Personnel Detention Guards Police Reservists	\$21,000,000 annually	Based upon CY 2007 salary structure and Police Reserve Stipend Level A 2006 Needs Assessment identified \$35 million will be required annually to meet additional personnel requirements resulting from military growth
Vehicles (197) Patrol Motor Cycles Unmarked Sedans Utility Vehicles Mobile Command Posts DUI Vans	No cost estimate provided	

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
Facilities New Headquarters New Precincts Renovated Precincts New Support Facilities	\$44,600,000	Based on 2006 construction costs
Equipment Communications Automation Protective Equipment	No cost estimate provided	A 2006 Needs Assessment identified \$846,000 was required to meet additional protective equipment requirements resulting from military growth.

Other Need Requirements:

To meet the increased demands that will be placed upon the Guam Police Department as a direct result of military growth along, the following will also need to be put in place:

- Greater presence of Military Police (Navy, Air Force and Marines) and Military Shore Patrols in designated areas within Guam's civilian community where military service members congregate in greater numbers and where they are most likely to become drunk and disorderly. A close working relationship and mutual cooperation between civilian and military law enforcement personnel has been found to be very effective.

Department of Youth Affairs

The Government of Guam's Department of Youth Affairs' focus is upon Guam's youth. Both juvenile status and criminal offenders fall under its jurisdiction. It also provides a host of prevention programs to Guam's juveniles. Based upon past and current trends, the Department anticipates the military growth will result in an increase in the number of juvenile dependents who will fall under its jurisdiction. It anticipates the military growth will have a direct impact upon its staff having higher case loads to oversee and it having more juvenile clients confined at its juvenile detention facility. These impacts will be even greater as a result of the attendant civilian growth that will occur in direct relationship to military growth.

The extent to which Guam's Department of Youth Affairs (DYA) will be impacted by juvenile status offenders (those offenses if committed by an adult would not be considered a crime, for example: beyond control and school truancy) will be dependent upon the extent military families chose to live outside military installations and not involve the military's Family Services Office. While DYA may not be significantly impacted, Sanctuary Incorporated, a nonprofit organization, that provides services to juveniles in crisis will be significantly impacted as it provides services to all juveniles regardless of whether or not they are a military dependent or they reside on a military installation. It currently has a high caseload of juvenile military dependents and military growth is anticipated to cause its high caseload to further increase as it provides services to

juveniles and their families outside of the Military Command's knowledge. Most alarming however is the trend of abandoning juvenile military dependents on Guam when the service member is reassigned to a new duty station. An increase in military presence could also result in an increase in the number of abandoned juveniles that will fall under Sanctuary's custody.

The area that the Department of Youth Affairs will experience the greatest impact is the services it provides to military juvenile dependents who engage in criminal activity outside military installations. These youth often become engaged in criminal activity such as vandalism, theft, assault and underage drinking. In addition, they are likely to become involved in fights that are military dependent youths against civilian youths or that are gang related which can also involve one gang of juvenile military dependents against another gang of juvenile military dependents.

It is anticipated that there will be a significant growth in the number of juveniles within Guam's civilian population due to their parents migrating to Guam for employment opportunities that will be generated by military growth. It is this increased number of juveniles that the Department of Youth Affairs anticipates will have the greatest impact upon all of the services that it provides.

Additional Required Resources:

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
Personnel: Social Workers Therapists Youth Service Workers Culinary and Maintenance Workers Office Staff MIS Staff	No cost estimate provided	
Vehicles (4)	No cost estimate provided	
Facilities Expansion of Bed Space (8 beds) Facility expansion to include additional office space and counseling space Kitchen expansion and renovation New Support Facilities	No cost estimate provided	Additional space is required for 40 additional beds at the detention facility and 40 additional beds at the youth cottage.

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
Equipment Communications Automation Kitchen	No cost estimate provided	

Guam Fire Department: Fire and Medical Emergency Response

The Guam Fire Department (GFD) is responsible for fire suppression and for emergency medical response. The construction of new homes and business complexes that will be spurred by military growth will cause GFD to ensure it increases its fire suppression response. While most of the population growth is anticipated to occur in the northern and central portions of the island, population growth is also anticipated in Guam's southern villages. While the Department of Defense will be responsible for fire suppression on military installations, it is anticipated that there will be a significant number of active military personnel who will chose to reside outside military installations and within the civilian community. Wild land grass fires occur during times of no or low rain and are a perennial problem. No area on Guam is immune from them and both civilian and military housing developments can come under threat. In 2006, GFD responded to 835 calls and in 2007 it anticipates that it will respond to 2,800 fire calls. As both military and civilian populations increase, GFD will have to have the capacity to meet even greater fire suppression demands.

The area in which GFD will be impacted the greatest is the emergency medical response services that it provides. Guam's motor vehicle accident rate is extremely high due to its roadways' heavy congestion. Each time a military service member or the dependent leave a military installation, they must travel upon one of Guam's heavily congested roadways. The GIMDP acknowledged that during peak travel times, that Guam's roadways can become grid locked. In 2006, GFD made 16,737 emergency ambulance runs. The number of emergency ambulance runs GFD anticipates to make will increase to 18,000 in 2008. Most of these emergency ambulance runs are in response to motor vehicle accidents. The projected increase in active duty personnel will significantly tax GFD's ability to respond to medical emergencies.

Additional Required Resources:

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
Personnel: Advance Life Support Personnel Fire Suppression Personnel	\$16,308,992	
Apparatus & Equipment Fire Suppression	\$10,762,000	

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
Equipment Equipped Ambulances Equipped Advance Life Support Vehicles Personal Protective Equipment Communication		
Facilities Construction	\$6,800,000	
Training	\$1,556,000	

ENVIRONMENT SUBCOMMITTEE

As an island with limited land space, limited ground water resources, a fragile ecosystem with endangered flora, fauna and wildlife, as an island that is rich in ancient historical artifacts, and as an island that must preserve the image that makes it a major tourist destination, the preservation of Guam's environment is critical. Guam's efforts to protect and preserve its environment are already being impacted by the Defense Department's announcement that it intends to relocate the Marine Corps headquarters in Okinawa, Japan to Guam. With this announcement, a significant rise in development within Guam's civilian sector began. Guam's departments charged with protecting Guam's environment are already experiencing a sharp increase to their workload that is directly related to military growth plans. Just recently they had to provide responses to the JGPO's request for Scoping Comments without JGPO clearly identifying the precise nature of development being planned. JPCO aggressive timeline to complete the EIS/OEIS places additional demands on Guam's human resources. In addition, even though plans, sites and detailed information on the relatively huge and sudden establishment of new military facilities are not yet available, as well as information on other possible DOD projects and secondary impacts, still projections must be made to anticipate the increased demands on Government of Guam services.

Guam is not unfamiliar with the intense construction activity that is anticipated with the relocation of the Marines to Guam and other proposed DOD construction activities. Between 1984 and 1994, Guam experienced significant economic growth. During this time, all of the Government of Guam's departments tasked with protecting the island's environment found the task of reviewing all proposed construction activities daunting. As the amount of construction activity planned for the military's growth far surpasses the 1980s and as DOD's time line during which the construction must be completed is aggressive, capacity building within Guam's departments tasked with protecting the island's environment is critical. Unless the capacity is in place once the EIS/OEIS is completed, DOD will find its timeline to turn the first shovel of dirt to be pushed back considerably.

Wastewater:

Whether the Defense Department develops its own or uses Guam Waterworks Authority's (GWA) wastewater collection and disposal systems, they must comply with Guam Environmental Protection Agency (EPA) wastewater regulations. A comprehensive wastewater collection system for all new or expanded DOD activities will have to be developed and coordinated with GWA's Master Plan and be approved by Guam EPA. Guam EPA will have to assess and issue all sewer connection permits, treated wastewater discharge permits and plans and designs for collection and treatment systems.

Drinking Water:

Military growth will place additional demands upon Guam's limited ground water resource and its surface water resources. In particular it is anticipated the proposed military growth will impact the island's Northern Water Lens, the island's primary source for water. Additional manpower and studies will be needed to insure the water lens is not negatively impacted and to

insure the water treatment and distribution systems comply with Guam and U.S. Safe Drinking Water Standards.

Federal Consistency Approval:

The Defense Department's planned development will have to receive Federal Consistency approval. Each land resource partner agency will have to review the physical plans related to the proposed growth to insure Guam's environment is not negatively impacted and to insure compliance with federal and Guam laws and regulations. They will also have to be reviewed to ensure proposed developments are in compliance with "Best Practices."

Clearing, Grading and Excavation:

All of the proposed facilities will involve clearing and grading activities. Each construction activity will have to be assessed to insure that they do not impact Guam's water quality as well as insure best management practices are applied to stormwater disposal and insure erosion control measures are put in place.

Wildlife Protection:

A significant portion of the proposed military development will occur in areas where endangered and threatened species have their habitat. Guam will have to direct resources to insure their habitats are not negatively impacted and to insure continued protection of their habitats once construction has been completed.

Plant Inspection and Invasive Species Control:

Guam is not a stranger to extensive negative environmental impacts that are caused by the accidental importation of invasive species. These invasive species can come in the form of animals, amphibians, insects, reptiles and plants. The accidental introduction of the brown tree snake during the Navy's massive buildup following WWII is a prime example of the diligence Guam will have to undertake to insure this massive buildup will not result in the introduction of another invasive species. During the construction phase, all construction materials will have to be inspected to insure no invasive species are accidentally introduced. All landscaping materials will also have to be closely inspected.

Historic Preservation:

Lands owned by the federal governments that are possible sites for the proposed facilities to be constructed are also undisturbed areas that are likely to have rich deposits of historic artifacts. DOD's involvement of historic preservation staff from the beginning will insure artifacts are not damaged and DOD construction projects are able to be completed within its proposed time line.

Additional Required Resources:

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
Personnel		
Guam EPA Wastewater Engineers (2) Inspectors (2)	No cost estimate provided	
Guam EPA Drinking Water Engineers (2) Chemists (2)	No cost estimate provided	
Guam EPA Clearing, Grading and Excavation Engineers (2) Inspectors (2) Environmental Planner (1)	No cost estimate provided	
Guam EPA Water Quality Certification Environmental Planner (1)	No cost estimate provided	
Guam EPA Solid Waste Engineers (2) Inspectors/Enforcement Officers (4) Environmental Health Specialist (1)	No cost estimate provided	
Guam EPA Hazardous Waste and Clean-Up Sites Environmental Toxicologist (2) Environmental Health Specialist (1)	No cost estimate provided	
Guam EPA Air Quality Environmental Health Specialist (2) Inspectors (2)	No cost estimate provided	
Guam EPA: NEPA and Federal Consistency Review Environmental Planner (1)	No cost estimate provided	
DoAg: Plant Inspection Station Commodity I (1) Cashier (2)	\$100,351 \$ 16,038	
DoAg: Forestry Forester (2) Forestry Aid (5)	\$ 70,894 \$127,260	

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
DoAg: Aquatic and Wildlife Resources Wildlife Law Enforcement Officers (10) Wildlife Technicians (2) Fisheries Technicians (4) Biologist Wildlife (1) Biologist Fisheries (2) Biologist (1) Resource Education and Information Officer (1) Clerk (1) Natural Resource Attorney (1)	\$343,018 \$348,850 \$ 98,347	
DPR: Historic Preservation Historic Preservation Specialists (2) Archaeologist Technician (3) Archaeologist (2)	\$ 86,400 \$ 94,869 \$317,589	
BSP: GCMP Asst. Administrator (1) Planner (4) GIS Staff (2) Enforcement Officer (1) Administrative Staff (1)	\$ 50,000 \$210,000 \$130,000 \$ 80,000 \$ 50,000	
Equipment Requirements		
Guam EPA Computers Office Equipment and Furniture Vehicles Communication Equipment		
DoAg Computers Office Equipment and Furniture Vehicles Wild Fire Suppression Equipment Heavy Equipment Vehicles Marine Survey Equipment and boat		

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
BSP: GCMP Computers Vehicles	\$ 12,500 \$ 60,000	
Professional Services		
BSP: GCMP Biologist Engineer Attorney Baseline Data Collection Study Cumulative/Secondary Impacts Study Education Awareness	\$ 60,000 \$ 60,000 \$ 80,000 \$100,000 \$100,000 \$ 60,000	
Capital Improvements		
DoAg Plant Inspection Station Expansion Forestry Office and Storage Warehouse Fire Watch Tower Wildlife Conservation Office Building Evidence Storage and Armory Boathouse and Equipment Storage Facility	\$178,401 \$350,000 \$ 50,000 \$450,000 \$160,000 \$240,000	
Staff Development and Training		
Guam EPA		
DoAg		
DPR: Historic Preservation		
BSP: GCMP		

Guam EPA: Guam Environmental Protection Agency

DoAg: Department of Agriculture

DPR: Department of Parks and Recreation

BSP: Bureau of Statistics and Plans Guam Coastal Management Program

PORTS AND CUSTOMS SUBCOMMITTEE

Port Authority of Guam

Current Challenges:

The Government of Guam recently received the Department of the Navy's projected increase in throughput cargo associated with the military expansion on Guam. Presently, the Port handles about 12,500 Twenty Foot Equivalent Units (TEUs) of military cargo annually. During the construction phase beginning in 2010, this figure may spike to up to 72,000 TEUs annually, according to the Department of the Navy. This means that PAG will double its current throughput from military cargo alone.

With this influx slated to begin in three years, our needs become immediate. We must factor in the lead time (procurement process, construction period, shipping of equipment, etc.) to completion of these projects. The major challenge at this point for not just PAG, is obtaining funding resources for these projects, majority of which are infrastructure-related. As needs are discussed, potential funding sources are also identified; however none are guaranteed.

Other identified concerns include the readiness of the businesses and other operations, which also play a vital role in the delivery of goods to the island community. As PAG addresses its needs to push out the cargo, will the other players be ready to receive? Do the carriers have enough chassis to accommodate the increase? Do truckers have enough manpower and tractors to dray containers out of the port? Does the community have enough warehousing space to store cargo when delivered? Any delay on their part may cause a "bubble effect" and major congestion in the PAG container yard.

Concerns have also been raised with regard to delivery of cargo into military bases. At the present time, requirements at Naval Station and Andersen Air Force Base are not uniform. There is no separate line at Andersen Air Force Base for the delivery of cargo; truckers wait in line with all others entering the base.

A potential delay in the delivery of consumer goods and construction materials to the community may occur as a result of the implementation of the Transportation Worker Identification Credential (TWIC) program. Biometric-based credentialing the TWIC smart cards will be required for transportation workers to gain unescorted access to secure areas of maritime facilities and vessels. A key requirement to obtain a TWIC card will be the satisfactory completion of a security threat assessment by TSA for the individual seeking the credential. Permanently disqualifying criminal offenses and interim disqualifying criminal offenses that result in the denial of the TWIC card for an individual may result in an overall reduction of the work force available for transportation needs.

In preparation of the infrastructure buildup to precede the relocation, PAG has identified immediate needs in order to accommodate the increase in construction material cargo that will pass through our island's only civilian seaport.

The Port is considering changing its mode of operation from the current combination 80% wheeled operation/20% grounded operation to 80% grounded operation/20% wheeled operation. A grounded operation will result in an increase in container yard capacity, as containers are stacked on top of each other. This shift in operations will require the acquisition of additional specialized cargo handling equipment as they allow for optimal space utilization in providing the flexibility and capability of container handling for issue and for the stacking of full containers for temporary storage. Acquisition of equipment will dictate additional manpower needs.

This change in mode of operations also requires additional container yard space. The Port would like to expand the container yard capacity by 10-12 acres east of the existing container yard boundary. The project will include earth excavation, and clearing of the site to grade. Also included are all of the necessary utilities such as sewer, waterlines/ fire hydrants, electrical lines for yard lights, reefer outlets and an electrical substation for emergency generator sets. The entire Container Yard will be enclosed with security fencing using a combination of concrete masonry unit and chain link fencing. This proposed project will also address storm drainage and environmental requirements, and include a check point building with entrance and exit gates, equipment wash down facility, a container weighing station and tie down hardware for the Rubber Tire Gantry Crane that will be used in this area.

The Port is presently obtaining consultant services to update the Port Authority of Guam Master Plan. It is strongly recommended that any documentation determining the impact of the proposed military relocation, and other anticipated major DOD developments, on the Port's infrastructure be compiled in conjunction with the preparation of the PAG Master Plan update. Also, given that the Port will be the first major infrastructural component in the local community to experience the impacts of the growth, we request that this coordination receive priority scheduling in the review process.

Guam Customs and Quarantine Agency

Current Challenges

Guam Customs has also identified funding as its current challenge. Both locally and federally, the agency has made several attempts to obtain funding to assist in purchasing the necessary equipment for its needs, not just because of the recently announced military relocation. The agency has been requesting funding for additional officers, due primarily to the turnaround rate. Many officers have resigned and transferred to the federal government, namely Customs Border Protection.

Equipment wise, Guam Customs does not have the necessary equipment to conduct continuous inspections and boarding of vessels. Attempts have been made in seeking grant money to purchase a mobile X-Ray machine to scan a container as it sits on a chassis.

Guam Customs also requests for a larger office at PAG, in order to accommodate additional officers, as well as a public health holding and examination area.

One major challenge currently being experienced by officers is the delays with entering/having access into the military bases with their privately owned vehicles (POVs.) Often times, they would conduct inspections on base; however, because there is not a sufficient amount of agency official vehicles, officers have no other recourse but to take their POVs.

Additional manpower is needed to tackle cargo coming from any foreign country because they have the most serious items that we must look at such as wood packing material, labeling, counterfeit, un-manifested items etc.

With regard to the troop movement to Guam, be it pre-construction and/or construction phase, Guam Customs' major concern is the environmental impact of any unwanted animals or diseases that would harm our agricultural system. Like the Department of Agriculture, Customs does not have the facility to conduct a major "Wash Down" for all military equipment coming to Guam. It is therefore suggested that Guam Customs conduct pre-clearances of all military equipment, military household goods, privately owned vehicles etc. prior to arriving into Guam. This would allow for free passage to its final destination without delay. Guam Customs would conduct pre-staging of all equipment, POV's and Household goods, so not to allow for any tampering or contamination. The cost can be absorbed by military funding, which would be less costly for the government of Guam. Why try to fund over 7-8 million for equipment and office space when it can cost less than \$275,000.00 to have 24 officers rotate in and out of Japan to pre-clear all the goods. This cost will cover airfare, hotel, car rental, per-diem, and overtime if necessary.

Guam International Airport Authority

With regard to the movement of military personnel and their dependents, the Won Pat International Airport has the processing capacity to accommodate up to 5,000 international passengers per hour. GIAA's existing passenger activity is approximately 1,500 passengers per hour. Therefore, there are no identified infrastructural needs at this time.

While GIAA has the facilities to accommodate any increase in passenger activity through the year 2020, an analysis on GIAA's existing and planned airport infrastructure is recommended to ensure compatibility with current and future military aircraft operations.

Additionally, it is highly recommended that DOD provide forecasts of military cargo that will be air freighted. This will include but is not limited to household goods, military hold baggage, military equipment, produce and freight-all-kinds consistent with other overseas military facilities. GIAA's existing air cargo facility is heavily constrained. GIAA has embarked on Phase I of the construction of a new integrated air cargo facility that will include increased cargo servicing capabilities, enhanced security features, automated governmental inspections, a U.S. Bonded warehouse, federal inspection facilities and fumigation facilities, on-site cold storage, and overseas transit point for U.S. mail. DOD's input is critical in this project as projected plans were based current airline projections while taking into account the military's baseline population as of April 2005.

LABOR SUBCOMMITTEE

Current Challenges

The anticipated increase in the federal military posture on Guam poses many potential socio-economic changes to the Island; changes that are best addressed with proper planning. The complexity of socio-economic changes alone is inherently difficult to forecast even with relatively close horizons. Given a 10-year horizon, this effort becomes extremely difficult but necessary. The effectiveness of planning efforts is highly dependent upon the accuracy of the forecast and on the ability of the planning efforts to anticipate and adjust to changes in the forecast. Preliminary indications of the scope, magnitude, and duration of the increase in military activity strongly suggest an immediate need for a comprehensive workforce development plan with a specific focus on human resources, training, employment, and employment support (i.e. transportation, housing, family care) that are needed for this military growth.

One of the most critical challenges facing our island is the need for additional labor. Limitations of the labor pool and the cost to develop specialized skills to meet the needs of the impending growth, have prompted the workgroup to adopt several strategies to address the labor issues. Within that context the Labor Sub-committee continue to meet with civilian, military and federal officials to discuss options for developing an analysis and provide a draft report.

The requirement for a skilled labor force in construction-related occupations is estimated to be from 10,000 (Joint Guam Program Office) to 20,000 (Guam Contractors Association). Other in-house estimates reach as high as 25,000 workers, which looks closer at all H-2B job categories for both military and non-military. After a detailed description by the Director of the Guam Department of Labor (GDOL), Guam's current labor workforce, as well as Guam's projected labor workforce within the next decade, will not meet the demand for workers during the construction phase of the military buildup. At best, Guam can probably meet only 10%-15% of this demand. These factors are of paramount concern of local, federal and military officials.

Strategic Approach – Human Capital

In February 2007, the Labor Sub-Committee created a technical team consisting of private sector, education, and local government representatives. The technical team is tasked to prepare a Guam 2008-2014 socio-economic plan that quantifies the anticipated growth of Guam's economy over the next 10 years. The approach is to quantitatively measure where the island is now in terms of human capital, forecast what it will look like incrementally over the next 10 years, identify what resources are available and what resources are lacking, and provide practical alternatives on how best to address these shortfalls. The opportunity for smart growth (or right growth) requires that we establish or develop new initiatives capitalizing on community strengths. To do this we recommend establishing emphasis areas specific to Military/Community Impact.

Military/Community Impact:

The situational context of Guam's labor market and the results of on-going military growth discussions pose concerns for the group and leadership. Two important issues common in these discussions include but not limited to the following: Workforce Sustainability and impact of Alien Labor Force (H-2B) to the local and regional community. The recent U.S. Congress approval to remove the restriction of the H-2B on military related construction poses several challenges for an island economy and all workforce related issues and the ancillary social economic issues. The following identifies the sub-committee concerns and opportunities gained from military growth.

Impact of Service and Technical Capacity at Guam Department of Labor

- Compliance and Enforcement
 - Needs for Alien Labor Processing & Certification Division (ALPCD) enforcement and compliance – considering all budget categories (personnel, equipment, supplies, rental, capital outlay, etc.)
 - Funding associated with H-2B compliance and fraud/abuse prevention for ALPCD
 - Technology and Systems
 - Personnel and Administrative Services
 - Needs of GDOL to support an increased department workload as a result of the increased H-2B population to include:
 - Labor market testing within the Guam Employment Service (Wagner Peyser Act)
 - Support for Workman's Compensation & OSHA due to increase in construction activity and the injuries associated with this type of work
 - Support for Wage & Hour division to prevent wage abuses
- Socio-Economic spill over effect
 - Health
 - Emergency Care
 - Immunization Compliance
 - Family Well-Being
 - Housing/Barracks
 - Infrastructure
 - Power
 - Transportation
 - Water
- Labor Training
 - Post-Construction Workforce Sustainability
 - Secondary job demands
 - Operation/maintenance-workforce needs for post construction phase (Sustainability)
 - Training needs for workforce demand and sustaining occupations after construction buildup.
 - Determine training programs needed to sustain labor during and after construction
 - Secondary market occupations will be beyond the construction demand.
 - Funding for training Programs
 - Personnel
 - All items associated with increased demand of programs

- Data gathering and assessments
- Funding levels for training

Current Data and Future Data Needs

- Workforce Evaluation and Analysis
 - Level I: Workforce Planning
 1. Baseline Data and Programs
 - Workforce Database
 - Current Labor Capacity
 - Current listing of training requirements and providers.
 - List of all current and potential military projects over the next 15 years.
 - Econometrics Forecasting
 - Models (Population, Regional Economy, Social)
 - Current training resources need to be evaluated for its current effectiveness in meeting present and anticipated training needs as well as the capacity to provide specialized training to meet anticipated needs.
 2. Budget Cost associated with all aspects of impact related to all training and an evaluation of all potential funding sources.
 3. Forecasting
 - A forecast of the demand for skilled labors by skills sets, including the primary construction industry, the secondary service industry (support service) and the tertiary maintenance and repair industry over the next 10 years.
 - Forecast current workforce skill level to meet as many of the skill levels anticipated over the next 10 years.
 4. Workforce Planning: 6- Forces Diagram (Strategic Planning)
 - Project impact:
 - wages by skills sets;
 - job desirability factors;
 - potential for upward mobility;
 - measure potential labor supply by projecting age cohort local and regional;
 - measure potential labor supply coming from:
 - Underemployed
 - Non-employed
 - Entitlement programs
 - Level II: Workforce & Economic Assets and Leakages
 1. Survey Industry Needs for Hiring
 2. Determine Capacity Support Needs
 3. Survey Training Needs
 - Internal – Training, Staffing Development
 - External – Service Providers (apprentice providers and future providers)
 4. Assess and Evaluate impact of quality and standard of living.

- Level III: Systems and Structures
 1. Performance Audit (model after One-Stop Career Center performance audit)
 2. Impact of Governance Structures & Relationships (cross planning assurances)
Apply Collaboration Framework. r impact through several workforce strategies.

Projected Needs

The Guam Department of Labor/Agency for Human Resources Development (GDOL/AHRD) is responsible for promoting, developing and improving the welfare of wage earners on Guam. The department provides training and education, job placement assistance, outreach and consultation to increase the awareness of employment practices, senior employment programs and alien labor certification. The department also enforces the prevailing wage schedule, Fair Labor Standards Act, Employment Service Law, Occupational Safety and Health standards and administers workers compensation. Additionally it oversees labor market and occupational information systems as well as provides statistical information regarding Guam's manpower and labor situation. It houses and supervises the Agency for Human Resources Development and the AmeriCorps program.

In May 2007, the Guam Workforce Investment Board submitted its modified State plan and plans of work to US Department of Labor, Employment & Training Administration (USDOL ETA). The Five (5) modified goals and actionable strategies in the accompanying plans of work serves as a guiding piece for workforce funded collaborative programs and their respective planning units. The goals and objectives provide flexible investment incentives for Guam and businesses to improve both quality and standard of living, provide adequate infrastructure necessary and establish components for firms to invest and grow. The direct support provided by the Guam Department of Labor through numerous workforce federal grants, ensures planning and implementation of the goals outlined in the State plan. The department accomplishes the support of this mission through 12 divisions that administers the various local and federal statutes and mandates for which the department is responsible for.

The Guam Department of Labor's (GDOL) operational needs reflect a renewed emphasis for achieving the goals outlined in the plan. It also continues the effort to improve the integration of the Department's objectives with resource requirements. Over the last three year's the dedication and professionalism of all the department employees have moved the department forward in realizing successful implementation of the strategies and goals. The following division personnel, infrastructure and funding plan supports the numerous strategic goals and objectives outlined in this plan to successfully address military growth and sustainability.

Additional Required Resources

Anticipated Additional Funding Need	Estimated Additional Cost	Notes
Personnel	\$ 5,749,000	
Vehicles	\$ 28,000	
Facility Rental	\$ 600,000	
Automation	\$ 100,000	
Training & Development	\$109,289,000	

EDUCATION SUBCOMMITTEE

Overview and Background

DODEA provides education to eligible Department of Defense (DOD) military and civilian dependents from pre-school to grade 12 with two distinct programs, the DOD Domestic Dependent Elementary and Secondary Schools (DDESS) for dependents at locations within the continental United States where DOD operates schools, and the DOD Dependents Schools (DODDS) for dependents outside the continental United States. Their mission is to provide an exemplary education that inspires and prepares all DODEA students for success in a dynamic, global environment. Students served include Guam reserve component dependents whose military parent(s) or guardian are on active duty status.

In 1997, DOD established a K-12 education system for military families on Guam, citing that the public school system was not able to meet the expectations of accountability for improving schools, which translated into not demonstrating increased achievements in academics, improved school facilities, and consistent infrastructure support.

DODEA school enrollment on Guam is about 2,482 and operates four schools. DODEA currently has 428 employees of which 237 are teachers. The average actual Teacher to Student ratio is 1:12 for Elementary, 1:10 for Middle, and 1:10 for High school. This enables teachers to provide students with personal attention.

It is assumed that DODEA will continue to be responsible for managing the education system for DOD dependents during the military expansion.

Current Challenges and Projected Needs

Enrollment pressures.

Enrollment for DODEA has seen a significant increase over the last four years and can anticipate continued enrollment increases. Currently, DODEA is capable of handling normal increases in enrollment as the capacities of the current school facilities are below their maximum ceilings. This includes the dependents of Guam National Guard and Reserve military personnel who rotate on active duty status for deployments or achieve active guard/reserve status.

The projected numbers for K-12 military dependents resulting from the military expansion is about 4,070 (Elementary – 2,450, Middle – 810, High – 810). These projected enrollment pressures will break the current DODEA school system unless meticulous management of their arrival is synchronized with the completion of significant numbers of school systems and infrastructure support that is ready to receive them in appropriate locations.

The projected numbers above do not include DOD civilian dependents. Evaluation of these projected numbers will help us define more precisely the additional impacts on enrollment pressures and how needs might best be addressed.

Personnel Support Capacity.

Based on current military dependent planning factors of 4,070 military dependents for K-12 and actual teacher to student ratios, we project a minimum of 295 teachers to support the additional enrollment. The bulk of the teachers will most likely be hired through the priority placement process within the federal system.

However, based on previous hiring records for DODEA, we can anticipate between 10 to 20 percent (29-59 teachers) out of the estimated 295 teacher demand to be filled locally. This presents a significant impact to the local teacher capacity, which currently reflects a shortage, as we anticipate some teachers from both GPSS and Private Schools to apply. Critical areas of Special Education, English as a Second Language, and the Gift and Talented Education program are significant concerns.

There will also be additional requirements for staff, administrators, and other support personnel (i.e. custodial, maintenance, food service, librarians, etc). Current and future evaluation of facilities and their location will help us define more precisely the needs and how these needs might best be addressed.

Facilities Support Capacity

Based on current military dependent planning factors of 4,070 military dependents for K-12 and actual teacher to student ratios, we project a minimum of five schools being constructed: two elementary, two middle, and one high school. Availability of information concerning the location and size of each school facility will help us define more precisely additional needs and how these needs might best be addressed such as space for extra curricular and sports fields for appropriate outdoor activities, library support, and transportation support system needs.

Opportunities for Collaboration and Joint Planning. There are many opportunities for collaboration and joint planning to strengthen partnerships with DODEA. Further assessment and evaluation on how we can better integrate career and technical programs to meet military dependents' needs and supporting Chamorro language and culture instructions into DODEA curriculum are two examples.

Guam Public School System (GPSS)

Overview and Background

GPSS is a single unified school district consisting of grades K-12 and provides free public education for all of Guam's children through comprehensive instructional programs consistent with its policies. GPSS provides programs and activities for students in order to develop academic, social, physical, and occupational skills, as well as essential guidance to develop the attitudes, values, and skills for success in society. Guam Public Law 28-25 requires that all children between the ages of 6 and 16 are to attend school on a full-time basis.

GPSS has an enrollment of over 30,000 and operates 36 schools (25 Elementary, 7 Middle, and 4 High) and one alternative school located throughout the island. GPSS currently has 2,986 locally

funded employees of which 2,000 are teachers and 665 federally funded employees of which 196 are teachers. The average actual Teacher to Student ratio is 1:15 for Elementary, 1:16 for Middle, and 1:21 for High school. While these ratios are under the required Teacher to Student ratios, overcrowding within several schools does not allow all teachers to provide students with personal attention.

GPSS has been working towards establishing an education strategic plan and should continue to complete this effort in order to be able to effectively respond to the current and future demands and pressures on the public education system.

Current Challenges and Projected Needs.

Enrollment pressures

GPSS currently has enormous enrollment pressures resulting in significant overcrowding, especially in the middle and high schools. The U.S. Department of Education, National Center for Education Statistics, shows Guam as the only secondary school system (high school) out of 59 school systems reported that exceeds a 2,000 average enrollment; the next highest is Florida with an enrollment average of 1,517. For middle schools, there are only two other schools that break a 1,000 average enrollment (Florida and Northern Marianas).

GPSS elementary and middle schools show significantly larger enrollments in the northern part of the island compared to the southern. Elementary and middle schools in Finegayan and Dededo are overcrowded. This is the same area where a majority of the military expansion is projected to occur.

The short-term goal of GPSS is to reduce current overcrowding issues through double sessions, new facilities, and/or redistricting. When information on population growth related to the military expansion becomes available, our sub-committee will be able to further evaluate and define more precisely additional enrollment pressures and needs and how these needs might best be addressed.

Completion of a GPSS education strategic plan will significantly help in providing the guidelines and benchmarks needed to measure GPSS' capacity and ability to address all critical current and future needs.

Personnel Support Capacity

GPSS currently has a shortage of over 80 teachers, especially in the areas of Special Education, English as a Second Language, and the Gifted and Talented Education program. GPSS has been working closely with the university to fill the teacher shortages as well as sought off-island recruitment to fill the hard to recruit positions.

When additional information on population growth related to the military expansion and public school system becomes available, our sub-committee will be able to further evaluate and define more precisely additional personnel needs and how these needs might best be addressed.

The inevitable expansion of DODEA schools will most likely exacerbate the teacher shortages, to include potentially impacting staff, administration, and support personnel positions within GPSS. Receipt of additional information will help us in evaluating and defining more precisely the impacts and needs and how these needs might best be addressed.

The expansion of GPSS to include new school construction may also generate additional requirements for staff, administrators, and other support personnel (i.e. custodial, maintenance, food service, librarians, etc). Current and future evaluation of facilities and their location will help us define more precisely the needs and how these needs might best be addressed.

Facilities Support Capacity

GPSS currently has plans to construct new schools to relieve the pressures of overcrowding in several locations, especially in the northern portion of Guam. The new challenge for GPSS is to re-assess the current plans to include the potential increase in school enrollment pressures related to the military expansion. When information on population growth related to the military expansion becomes available, our sub-committee will be able to further evaluate and define more precisely additional facility needs and how these needs might best be addressed to balance current and future demands.

Opportunities for Collaboration and Joint Planning

GPSS has the opportunity to participate in re-assessing and aligning career and technical training demands in support of the military expansion. As information becomes available, this will help us in evaluating and defining more precisely the impacts and needs and how these needs might best be addressed.

At some point, there may be an opportunity for re-integrating the student populations of DODEA and GPSS after expectations of accountability for local school capacity is achieved. This includes demonstrating increased achievements in academics, improving school facilities, providing consistent infrastructure support, and other areas of concerns generated from future discussions.

Recommendations and Priorities

As GPSS addresses current pressures and demands on the public education system while trying to bridge the gap of the impact of the military expansion, there is still the need to complete the education strategic plan. Completion of this plan will significantly help in defining, benchmarking, and leveraging resources to effectively respond to the current and future demands and pressures on the public education system. A management audit of GPSS may also significantly assist in assessing efficiencies and streamlining processes to leverage limited resources. .

Private Schools

Overview and Background.

Private schools provide comprehensive instructional programs consistent with their policies covering at least grades K-12. They provide programs and activities for students in order to develop academic, social, and physical skills, as well as attitudes and values, within a religious framework. Private schools provide options for family members who are willing to pay for these services.

Private schools have a cumulative enrollment of over 6,500. There are 26 private schools of which 14 are Catholic, 11 are Christian, and one is non-denominational. Private schools vary in size, enrollment, and Teacher to Student ratios.

Current Challenges and Projected Needs

Enrollment pressures.

Private schools are in a position to be able to manage enrollment pressures by limiting it and/or diverting enrollment to a sister school based on available resources. Overall, private schools have been significantly increasing in enrollment for the past six years.

We anticipate each private school system to develop plans for potential increases in enrollment to help in the overall enrollment pressures placed on the public school system.

Personnel Support Capacity

Private schools have some shortages in available teachers and are capable of making appropriate adjustments to handle this situation. When additional information on population growth related to the military expansion become available, our sub-committee will be able to further evaluate and define more precisely additional personnel impacts and how these impacts might best be addressed by the private schools.

The inevitable expansion of DODEA schools, may have an impact on increasing teacher shortages, to include potentially impacting staff, administration, and support personnel positions within the private school system. Receipt of additional information will help us in evaluating and defining more precisely the impacts and how these impacts might best be addressed by the private schools.

Facilities Support Capacity

Private schools have the capability to adjust in accordance with their strategic plan and available resources. When additional information on population growth related to the military expansion become available, our sub-committee will be able to further evaluate and define more precisely how the private schools might best address their impacts.

Guam Community College (GCC)

Overview and Background

GCC is accredited by the Accrediting Commission for Community and Junior Colleges of the Western Association of Schools and Colleges. GCC is a multi-faceted public vocational educational institution, created by Public Law 14-77 in 1977 to strengthen and consolidate vocational education on Guam. The college operates secondary and postsecondary vocational programs, adult and continuing education, community education, and short-term, specialized training. These programs are delivered both on and off-campus, in satellite programs and on-site at businesses as needed. The college also serves as the State Board of Control for vocational education under the United States Vocational Education Act of 1946, 1963, and subsequent amendments.

GCC offers over 50 job-related courses of study and prepares students for transfer to four-year colleges and universities with advanced standing in professional and technical degree programs. The college offers a variety of community service and special programs to prepare students for college experiences including English as a Second Language, Adult Basic Education, General Education Development (GED) preparation and testing, an Adult High School Diploma program, External Diploma program, and Apprenticeship.

GCC's enrollment numbers over 3,400 and includes both secondary (1,650) and postsecondary (1,750) levels. An additional 10,000 students are served through Continuing Education. The Faculty to Student ratio average is 1:28 for secondary and 1:19 for postsecondary levels which enables faculty to provide students with personal attention. According to federal reporting codes, 93% of students are designated Asian-Pacific Islanders. Enrollment has steadily increased over the last three years, while government resources have decreased. GCC currently has 217 employees of which 101 are full-time faculty members. In any semester, GCC has over 52 adjuncts and 293 contracted personnel to augment academic instruction.

GCC processes approximately \$2.6 million of financial aid annually for 73% of their students. In its FY2006 financial audit, GCC obtained "low-risk grantee" status for federal grants and contracts for the sixth consecutive year. In FY 2006, the General Fund appropriations consisted of approximately 50% of overall revenues.

Current Challenges and Projected Needs

Enrollment pressures

Enrollment for GCC has seen a steady increase over the last three years and continued enrollment increases are projected. The Licensed Practical Nursing program currently has 31 students. As of March 2007, GCC has 162 apprentices employed by 31 industry partners.

When information is obtained on population growth related to the military expansion and occupations needed from the Department of Labor, we will be able to determine the enrollment pressures and needs for both secondary and postsecondary education, to include the need for apprenticeship training for the island.

Personnel Support Capacity

The college has also been working closely with the community, private sector, Department of Labor, and government agencies to validate their workforce needs based on the military expansion impact so that the college can assess, prioritize, and leverage the limited resources to meet those additional demands. Current and future evaluation of this information will help us define more precisely other needs and how these needs might best be addressed.

Facilities Support Capacity

The design plans for an Allied Health Building has been completed. This will increase the current capacity in support of Allied Health and Sciences. A newly renovated Trades and Industry Park upgrades the current facilities used in support of the Apprenticeship programs such as welding, electrical, refrigeration, and automotive.

Further information is needed to determine the community demands in support of the military expansion. Additional planning factors related to the military expansion will help us define more precisely other needs and how these needs might best be addressed concerning the college's facility support capacity.

Opportunities for Collaboration and Joint Planning

Discussions on career and technical support with DODEA will begin in order to determine the need for the college's support for career and technical training in the DODEA system, similar to the existing secondary support within GPSS. Current and future evaluation of this information will help us define more precisely other needs and how these needs might best be addressed.

GCC has proposed additional career and vocational opportunities, using existing GPSS facilities, in support of the military expansion. This will allow for the increased development of the future workforce.

University of Guam (UOG)

Overview and Background

Established in 1952, UOG is the only four-year United States Land Grant Institution in the Western Pacific. It is accredited by the Western Association of Schools and Colleges Senior Commission. UOG's enrollment numbers 3,200 and students can pursue degrees in 35 undergraduate areas and 13 graduate areas. The Faculty to Student ratio average is 1:17 which enables faculty to provide students with personal attention. Education, nursing, and business produce the most graduates. According to federal reporting codes, 90% of students are designated Asian-Pacific Islanders. Enrollment has steadily increased over the last three years, while government resources have decreased. UOG currently has 835 employees of which 177 are full-time faculty members. In any semester, UOG has over 70 adjuncts and contracted personnel to augment academic instruction.

The University manages a complex array of over 82 grants worth \$25 million. These grants include research on freshwater resources, marine environments, cancer and other health disparity

issues, and many others. Grants and contracts also support a wide range of outreach programs to Guam's disabled and aging populations, partnerships with GPSS to improve education, and tax preparation for low income earners. More than 12,000 graduates occupy management and leadership positions on Guam and throughout Micronesia. Continuing education courses are offered in traditional and on-line formats to meet a variety of short-term training needs.

UOG's tuition rates are approximately 40% less than the average at other U.S. public universities. UOG processes approximately \$16 million of financial aid annually, and 62% of students receive some form of aid. In its FY2006 audit, UOG was granted low-risk status for federal grants and contracts for the second consecutive year. The University depends upon General Fund appropriations for approximately 40% of overall revenues and over 70% of general operating revenues.

Current Challenges and Projected Needs

Enrollment pressures

Enrollment for UOG has seen a significant increase over the last three years and continued enrollment increases are projected despite annual tuition increases of 10%. The Nursing program has seen a surge in enrollment with over 400 students enrolled in the pre-nursing and nursing tracks. Only 45 students can be accepted into the nursing track each year in keeping with National League for Nursing Accrediting Commission standards.

Naval personnel are currently enrolled in the Nursing program with their command covering tuition costs. Additional active duty enrollment in this program is expected with the coming military expansion. The Nursing enrollment surge has put pressure on science courses such as organic chemistry, microbiology and related courses and UOG has difficulty hiring enough adjunct faculty members qualified to teach the courses.

Inability to offer enough courses to meet the demand can delay a student's progress through their academic program. UOG has begun to rely on part-time faculty members as full-time faculty members are teaching overloads during the regular semesters. Currently, UOG's enrollment demand in some disciplines exceeds capacity. Business Management and Public Administration are meeting demands because faculty are teaching overloads and the School is hiring more adjuncts and contracted personnel. While this has helped meet the demand, full-time faculty must be hired to sustain academic quality.

Personnel Support Capacity

There is a current need to rebuild core capacity in the faculty and support ranks. UOG critical faculty and support hires include approximately 86 personnel with a budget of \$4.4 million. This number includes faculty and support positions for Nursing, Education, Business and Public Administration, English skills development, Sciences, Land Grant Extension, Counseling, Engineers, custodians, Plumbers, Western Association of Schools and Colleges Senior Commission recommendations, and staff replacements due to retirements and resignations.

The university has also been working closely with the community, other civilian military task force sub-committees, GPSS, and government agencies to validate their workforce needs based

on the military expansion impact so that the university can assess, prioritize, and leverage the limited resources to meet those additional demands. Current and future evaluation of this information will help us define more precisely other needs and how these needs might best be addressed.

In addition to the education component of the university, UOG brings unique expertise and experience in the area of large-scale research and development support, project management, and master plan support functions (environmental impact analysis, historical archeological analysis and preservation studies, fresh water quality and hydrological analysis, marine studies, and the application of Geographic Information Systems (GIS) to regional planning) that can be leveraged in assessing the impact of the military expansion. As soon as clarity and timelines are provided through various forums for these demands, UOG will be able to develop plans and articulate additional personnel and resources needed.

Facilities Support Capacity

UOG currently requires significant renovation of several of its major facilities or a new facility to support unprecedented growth and higher student enrollment pressures, especially in the nursing and teacher degree programs. With the completion of the new Leon Guerrero Building, classrooms have expanded to sufficiently cover current overall enrollment needs of the School of Business and Public Administration. Classroom space for general education courses with the College of Liberal Arts and Social Sciences needs to be expanded. Laboratory space and distance learning classrooms must be expanded. A significant investment in technology must occur to keep pace with students' expectations and demands. Identifying and obtaining additional funding to support continued facilities renovation or new facilities now will be critical to sustaining our ability to meet the demands of the military expansion.

Pressures for facilities use in support of the community for classroom space (i.e. drivers' and realty license testing, forestry and police workshops, and various seminars and conferences) are rising. Community use of the facilities will require an assessment to cover the associated maintenance costs.

Additional planning factors related to the military expansion will help us define more precisely other needs and how these needs might best be addressed concerning the university's facility support capacity.

Opportunities for Collaboration and Joint Planning

There are many opportunities for collaboration and joint planning to strengthen partnerships with the military. Further assessment and evaluation on how we can better integrate or streamline the process to meet military and their dependents' needs through the Spouse Tuition Assistance Program (STAP), Air University Associate to Baccalaureate Cooperative (AU ABC) Program, Troops to Teacher Program, the university Fast Track Degree Programs, experiential life-learning programs, and distance education certificate and degree programs are a few examples.

Consideration of multifunctional facilities (either existing or new) closer to military bases is a strong consideration for convenience of the military population. Current and future evaluation will help us define more precisely the needs and how these needs might best be addressed.

SOCIAL AND CULTURAL SUBCOMMITTEE

Within segments of Guam's community, there exists concerns on "why the U.S. Marine are leaving Okinawa and why are they moving to Guam." Visits from Okinawa's government dignitaries have served to heighten concern. Some people are touting statistics on the ill-effects of the U.S. Marines in Okinawa. They point to statistics on crime, Sexually Transmitted Diseases (STDs), alcohol-related crashes, bar fights, and unwed pregnancies and express their concern that Guam will also suffer from the ill-effects. With a large segment of the active duty personnel from the III MEF who will be stationed on Guam unaccompanied, some of these concerns may be valid. It is critical that an assessment on the people of Guam's attitudes be conducted and based upon the assessment, recommendations be developed and implemented to mitigate and dispel the ill perception of "why" the U.S. Marines were forced to leave Okinawa (e.g. rape of a minor, cultural differences, etc).

Too often when active duty personnel are assigned to Guam their focus is upon the "night life" Guam has to offer. While Guam strives to identify and meet the needs of its tourist industry, it has fallen short of ensuring it offers to its military community more than just entertainment that surrounds itself around Guam's nightlife. While the vast majority of the active duty personnel who will be stationed on Guam as a result of DOD's growth plans will be unaccompanied, there will be significant portion of active duty personnel who will bringing their family members. Estimates of family members who will be relocated to Guam range between 8,0000 to 11,0000. Many of the perceived problems with the proposed military growth can be dispelled if the military community doesn't live behind the fence and instead becomes integrated with Guam's community at large. In order to incorporate them into Guam's community it is necessary to:

- Assess Guam's current infrastructure in terms of family entertainment, art, music, and cultural activities/alternatives and identify recommendations to overcome any identified shortcomings
- Assess Guam's current plans for the Guam Museum and identify cost efficiencies for integrating military history on Guam and the potential for shared funding, while Museum project is still in development (e.g. consider an integrated island-wide museum plan (e.g. National Park Service, Guam Museum, COMNAVMAR, Andersen AFB, and Micronesia Area Research Center).
- Assess the feasibility of a partnership between the military, GovGuam, Consulates and Tourism entities to develop a *cultural reception center* for all newcomers that promotes Guam's culture and resources that ensures quality of life during their stay on Guam and provides a better understanding of Guam's "way". Such a center could be located in areas like hotel lobbies through Concierge services; A. B. Won Pat Guam International Airport; Guam Visitors Bureau; MWR offices; and Department of Parks and Recreation postings.
- Assess the available resources to ease the transition of a military member/family moving into and living on the economy (living outside the fence), and identify what village Mayors can do to support their transition (e.g. linking to other families as a local support group).

- Assess the feasibility of the COMNAVMAR and Andersen AFB historians to educate the public to gain better understanding about the military in Guam to include the development of orientation and cultural sensitivity programs; training programs as appropriate for distinct populations; and materials that are culturally and linguistically correct
- Assess the current cooperation between the military and local communities and identify recommendations to better integrate the military and local communities to include bringing arts and culture groups to the table to think, act, and invest in what makes Guam unique; increasing awareness, education, and outreach arts and cultural programs; continuing to align villages to various military groups; and creating a steering committee of civilian and military members to coordinate programs for the benefit of the public
- Assess the feasibility of utilizing local visual and performing artists during military related functions to foster and promote Guam's culture.
- Identify if sufficient programs are available to ease the transition and, if not, identify programs that have worked in other communities.

Guam differs from Okinawa because it is a part of the United States. It is important that the children of active duty personnel be integrated into Guam's community. Like all children who live on Guam, it is important that they also understand Guam's rich cultural heritage. Cultural diversity is important. Providing the children greater opportunity for integration will not only foster a greater understanding of the community they are living in and it will help to prevent potential conflict. In order to ensure they are included in Guam's community, it is necessary to:

- Assess the current interaction between DODEA and GPSS and identify recommendations to integrate or identify collaborative school activities to promote anti-racism and gain a better understanding of cultural differences (e.g. invite DODEA schools to GPSS schools during Chamorro Week, invite GPSS to DODEA during Black History Month, other special events, etc.) and to also include increase effective marketing to expand audiences and encourage greater participation and support of the arts by our residents; Build on Guam's unique heritage, develop cultural tourism, and bring the arts & culture to the military through cultural and recreational activities and events.
- Assess the DODEA curriculum to determine if it is sufficient to educate youth on Guam's history and culture to include bringing in knowledgeable experts to teach Chamorro language and culture; building a resource pool of Chamorro language and culture teachers and utilizing that resource; bringing Pa'a, CAHA, and other cultural groups to provide programs to the military; and Reviewing and implementing a comprehensive Chamorro Guam-based curriculum in DODEA schools.
- Assess the requirement for additional Chamorro language and culture teachers to include necessary training, resources to teach the teachers, and venues for practical experiences.

HEALTH AND SOCIAL SERVICES SUBCOMMITTEE

Current Challenges

Meetings held with DOD's Office of Economic Assistance resulted in a listing of challenges being faced by the health and social services providers on Guam.

Guam Memorial Hospital

Guam's only civilian hospital needs to build capacity to sustain services. A recent study said for a community our size, 500 beds were needed; GMHA currently has 208, including long-term care beds and bassinets. More will be needed for the projected natural growth of our population and the expected influx of workers before the military build up. There is a need to raise the Medicaid cap; many grants are formula-based (i.e., they are based on population size), which leaves territories with smaller amounts; immigration caps for H1 visas leave Guam out in the cold; and there is a need to work with our Public School System to get into the schools at earlier ages to groom students for careers in the medical arts.

Naval Hospital

The Navy is trying to build a new facility, which would concentrate on specialties; family practice would be concentrated at Big Navy and NICTAMS, as well as the Air Force's clinic. They are concerned with the aging medical community on Guam – where are the younger physicians? Where is the capability of [military and retired] persons to get specialty care? Will the Navy be forced to fly them off-island instead of having them seek care in the civilian community? The civilian community also likes to look at the military to augment their staffing.

Department of Integrated Services for Individuals with Disabilities (DISID)

DISID is concerned with the alcohol consumption of foreign and Micronesian laborers and wondered if there were any studies of this. There is no detoxification capacity on-island; DISID is supporting one person off-island whose monthly costs run at \$35,000. DISID is also concerned about transportation for persons with disabilities and that these persons would be overlooked in the job market.

Guam Nurses Association and the University of Guam

Guam is chronically short of nurses, including nursing faculty at the University, which currently has 400 nursing students. Clinics on-island have gone to the Philippines and Europe to recruit nurses, with limited success. UOG has utilized the Navy for instructors and clinical sites. Public Health has had to cut services due to the lack of nurses.

Victims Advocates Reaching Out (VARO)

VARO has noticed an increase in cases in the past month over prior months. There is fear that the cases will continue to rise with the population increase.

Department of Mental Health and Substance Abuse (DMHSA)

DMHSA has needs for capacity expansion in their trained professional staff; and for services to children. DMHSA needs to provide a continuum of care to the island population.

Department of Public Health and Social Services (DPHSS)

DPHSS' Division of Public Welfare's (DPW) greatest issues are with Public Aid and Child Welfare, and the need for the lifting of the Medicaid cap. DPW also needs to know what kinds of jobs will be needed to address the expansion, so that clients who participate in job training will be referred appropriately. DPW also needed to be able to plan for staff retention.

Because of the lack of specialist and appropriate treatment facilities on Guam, the MIP and Medicaid Programs must refer patients off-island, which increases costs to these programs. There is a need to increase child-care assistance; the reporting of abuse has also increased.

Catholic Social Services

There is a need to address Medicare issues in addition to Medicaid ones. Guam is not eligible for additional funds to GMHA which provides in-hospital care for the majority of Medicare clients on Guam, nor are Guam residents eligible for SSI. Catholic Social Service is adversely affected because of the Medicaid caps; they have not been able to expand services at the homeless shelter nor increase staff because of the caps.

Veterans Affairs Office

The Veterans Affairs Office is in pursuit of some of the millions of dollars available to build a VA facility.

Sanctuary, Inc.

Sanctuary Inc. would like to focus some initiatives on military families on Guam; ten percent of the clients they serve are military dependents. They would like to do more work with drug and alcohol treatment; they have three sites, none of which are accredited, and they currently have no relationships with insurers. In the area of family violence, they have a long-term shelter which serves kids aging out of programs and they see the need for expansion there. Clinical and crisis intervention services are limited, as are services to children with severe emotional disabilities. (also see Public Safety Subcommittee)

Projected Needs

The needs expressed by the agencies and organizations completing the HSS Needs Assessment Survey fall into several broad categories, all of which will need to be met during the pre-construction and construction phases of the military buildup. The need/barrier most often mentioned was funding. Following funding was “inadequate facilities,” “bureaucracy,” and, in equal numbers, staffing, trained staffing, and training courses needed.

The types of training needed for positions in these organizations included specialized nursing instruction, nutrition education to achieve licensed status, nursing Bachelors, Masters, and PhD degrees, Social Work/Psychology Bachelors, Masters, and PhD degrees, and Finance/Accounting education. Most of the training and education courses mentioned were indicated as not being available on Guam.

Survey respondents were asked to give a top recommendation that would help their organization be ready to meet service needs due to the military expansion. The number one response was to expand their facility, followed by “increase funding,” “increase staffing,” “Improve infrastructure” of Guam, and to expand services and make them more accessible to the population.

The respondents were also asked to give an estimated cost for their organization to make the changes necessary over the next five years. With only one-fourth of surveys keyed in, these costs are already over \$36 million: \$36,819,184. On average, an organization would need \$700,000 per year for the next five years to expand staff, acquire training, and expand facilities to meet projected service needs.

Recommendations and Priorities

It is necessary for the community to understand what the DOD policy is with respect to medical treatment, mental health, substance abuse treatment, etc. (e.g. off-base treatment, off-island treatment, etc) *prior* to determining the potential impact to Guam's health system

Focus on assisting the local hospitals and clinics (GMH, DMHSA, Public Health,) to become JCAHO accredited, so that the military can justify, utilize and pay for off-base treatment. Most clinics are JCAHO accredited; therefore, local clinics should be utilized to the maximum extent.

Information Needed to Assess Impact of Military Growth:

Currently, there are 296 licensed physicians on Guam. This number may change in the near future as June is the license renewal period for physicians. Of these physicians, 156 are in primary care fields (pediatrics, family practice, internal medicine, etc.), 17 are surgeons, 14 psychiatrists, and 109 practice various other specialties (radiology, anesthesiology, ophthalmology, etc.).

On island there are 121 Licensed Practical Nurses, 554 Registered Nurses, 22 Nurse Practitioners, and 155 Nurse Assistants. As with the physicians, this is the renewal period for nursing licenses, and these numbers may change by the beginning of July. The data immediately

available to us do not indicate whether the nurses are currently employed, and how many may hold more than one job.

The database used by the Health Professional Licensing Office is being expanded to add fields to capture whether the practitioner is on or off island, and currently practicing. A further detailed profile of licensed practitioners should be prepared to address questions of the age of the practitioner; hours worked per week in clinic and at the hospital to determine FTEs; what our practitioner-to-population ratio is; whether that ratio meets national standards of practice; and what efforts are being made and need to be made to recruit practitioners to meet the needs of our population

Obtain answers to the following questions for the military:

- What is the capacity at Naval Hospital and the AAFB clinic?
- What medical assets will accompany the USMC move?
- What social service assets will accompany the USMC move?
- What family support service assets will accompany the USMC move?
- What are the anticipated personnel/family demographics of the specific USMC units that are slated to move?
- What are the current utilization rates for social services and for /family services of the specific USMC units slated to move?
- Will current COMNAVMAR social service/family service functions be expanding?
- Are there plans to expand the current US Naval Hospital Guam?
- Do these plans include an expansion of services not currently provided by US Naval Hospital Guam?
- What type of care is currently being referred from US Naval Hospital Guam to the local community?
- Are there plans to recapture this work load?
- What will be the use of military and their dependants in using welfare benefits (i.e.) WIC program
- Are there plans to increase civilian hires of medical personnel from the local community?
- Will the USMC move have an impact on the DOD/VA sharing agreement, with regard to care provided to VA patients?
- What is the current level of capacity to provide services for the organization in the organization
- Can the current level of capacity meet the anticipated growth capacity during military expansion and if not, what will be the solution
- What are the anticipated nursing education needs of military personnel/family
- What are the educational levels of the military nurses/family members (particularly BSNs and MSNs)
- Will the military contribute to expansion/renovation of the nursing school to accommodate personnel/family needing nursing education

HOUSING SUBCOMMITTEE

Introduction

According to GIMDP, a total of 4,100 family housing units and 9,850 bachelor quarters will need to be constructed to meet the projected military growth to occur on Guam. Part of DOD's plan is to construct on base housing to meet this need. Based upon current preferences among active duty personnel presently stationed on Guam, there exists growing concern that many of the active duty personnel will seek housing in the civilian community rather than live on base. The current base allowance for housing given to a single person is \$1,700. While this housing allowance is beneficial for Guam's rental market, for Guam's residents it only serves to drive home rental costs beyond their means. There is also concern that there will also be a portion of active duty members who will purchase homes on Guam and who will use their housing allowance toward their house payment. While this will be beneficial for Guam's housing, it may also serve to drive home prices out of the reach of Guam's residents due to the economics of supply and demand. Since the announcement of the impending military buildup, Guam's realtors are noting an increase in housing costs.

During Guam's economic boom that occurred in the mid-1980s, large tracts of land were developed into housing subdivisions. Much of this development occurred in the northern portion of the island where large tracts of flat undeveloped land exist. It is anticipated that this area will once again go development pressure due to its close proximity to vast tracts of vacant federal property that will likely be used by DOD. Due to the northern portion of the island's high population density, it is also anticipated that there will be active military personnel that will seek housing opportunities in the central part of the island.

Current Challenges

Guam Housing Corporation

The real estate market on Guam has spiked since the speculation of the military buildup. We have seen the increase in prices of land, homes and rental units. The long-term effects will be mainly on the low-income and working class families.

Short Term Impacts

Support personnel and contract workers will be arriving to augment the military expansion. Some may be temporary. We must be careful that expansion is controlled to prevent an excess of housing when these support personnel leave.

With a larger population there may be a greater percentage of families displaced from a disaster, homeless people, and those needing transitional type assistance. We need to plan and prepare for the coming years. The island's current population strains our inventory of emergency and transitional housing; this must be addressed prior to an event of large magnitude,

Long Term Impacts

Rental prices near economic centers will increase driving those who cannot afford these rents further away from their place of work. Families may find themselves priced out of the market and have difficulty finding places to live close to our island's employment centers. Although Guam is a small island, affordable and reliable transportation would be a problem for those with rental affordability issues.

Developments tend to be near economic centers. It must be determined if the working class citizen will be able to afford living these economic centers and if there will be inventory available should they need to relocate to a cheaper area of the island. Statistical data will be needed to determine the population's actual median income versus the island's Fair Market Rent.

Most of Guam's housing developments are being geared toward the upper-middle income range. The need for more affordable housing developments must be assessed for both home buyers and renters. The Housing Study to be conducted by GHURA will be instrumental in this.

As a note, the State of Hawaii requires that developers of large communities to build a percentage of affordable units within their projects, to build affordable units off-site at another location, or pay an in-lieu fee instead of building affordable units. This type of requirement would help to increase affordable housing or an in-lieu fee could help Guam provide affordable housing programs in the same area.

Zoning / Land Issues and Community Planning

Land is probably the most limited resource on our small island. Our future communities need to be planned and zoned so that business, industrial, and military exercise areas are not in close proximity of housing developments. This would address both safety and quality of life issues. Considering that so much will happen soon, we must address how the new activities will affect the natural landscape of the island and resources that will be affected nearby developments. (i.e. water lens, wetland).

Time Frame / Working with the Military and Government of on Long-Term Planning

Guam will need to grow at the same rate as the military. As more people migrate to Guam, the island must be prepared to handle the expansion. Working together, the Government of Guam, the federal government and the military can make the transition less painful. Sharing of information, plans, and timelines will allow all parties involved to work towards a mutually beneficial and holistic result. The key is open communication and planning process participation. Now and in the future, the lines of communication need to stay open in a perpetual working relationship. We need to be cooperative neighbors at all times to avoid the problems of the past.

Guam Housing and Urban Renewal Authority

The Guam Housing and Urban Renewal Authority is in the process of developing a report on the impact the relocation of the U.S. Marines to Guam will have on low to moderate income families. The report will look at the various impacts as it relates to families and individuals most affected by a heightened real estate market. It is anticipated that housing supply and affordability are a strategic and regional issue that will require both a military and a civilian solutions. The report is to be undertaken is not a final housing report. Instead, it is a first step in accessing future housing needs for Guam.

What is presently known:

- Current housing production is not expected to match future demand and due to this lag, Guam will have a deficit in the total housing and most especially affordable units.
- Guam can begin to mitigate anticipated shortages with long-term partnerships with the military and by aligning federal dollars from DOD and the U.S. Housing and Urban Development (HUD) with the area median income levels on Guam and apply dollar growth to match the future housing market.
- Even by taking into consideration a population growth that is planned in phases, one gray area continues to exist. This gray area is the unknown external demands that usually accompany any military buildup and effects it will cause. What the housing income mix will be is an unknown factor that must address head on.
- Another foreseen problematic area is pressure being placed on current affordable rental units. While these units have been a staple for Section 8 clients within HUD's Section 8 vouchers program, military BAQ subsidies will adversely affect market conditions since they offer higher dollar scale for members opting to live off base. Shifting conditions such as this will inadvertently lead landlords to gravitate more towards military members and thus leaving Section 8 clients with little to no rental opportunities.
- Evidence of this type of trend is currently occurring in Hawaii's rental market, with a utilization rate in the 70 percent to 80 percent lease up rate for its Section 8 program. As a result, the low-end renters have been severely affected by this difference in scale. The extent to which they have been impacted is unknown.
- Developing affordable housing stock inventory and corresponding community support services need to be explored proactively.

Guam Ancestral Lands Commission

The Guam Ancestral Lands Commission is currently being affected by the proposed posturing of the military. Eighty percent of its inventory is located contiguous to military properties. Original landowners throughout all of its parcels have experienced denial of access, denial of the use of infrastructure and intimidation by constructing sentry guardhouses, such as in Radio

Barrigada denying families access to their private properties. DOD's actions have compelled the Commission that has a very limited number of staff to be further encumbered with additional activities and tasks to address these issues. The Commission is now tasked to provide public access and roadways to these properties.

The Commission currently needs to employ additional staff and contract professions such as surveyors and engineers to contrive a master plan for alternative access and this need has become imperative.

Because of the military's denial of application for the original landowners request to utilize existing military infrastructure for basic needs, such as water, power and sewer, the Commission is now forced to request the Government of Guam's assistance to bring these basic infrastructure that are miles away and would cost the government millions of dollars.

Bureau of Statistics and Plans

Update of a Comprehensive Land Use Plan and Seashore Reserve Plan:

Two of the current challenges for the Bureau are with regards to the Update of a Comprehensive Land Use Plan (CLUP) and Seashore Reserve Plan (SRP). Both of these plans have an effect on orderly land development, and housing. The Seashore Reserve Plan is actually a component of the CLUP. The I Tanota Plan was the last land use plan drafted and proposed in about the year 2000. However, it was not adopted. The Seashore Reserve Plan is now in draft form and under review by the Guam Land Use Commission.

Projected needs for this challenge include increased personnel needs that could be in investing in staff development and/or hiring more personnel with specific Land Use Planning and/or other specialized expertise that may be necessary to manage the increased load for review personnel. Infrastructure needs include additional office space, computer and other types of equipment for those personnel. More funding is needed to increase personnel and to equip and supply them with the necessary tools and supplies.

Opportunities for collaboration and joint planning includes working together with local and Federal partners, non-profit organizations, private property land owners, etc to finalize a Comprehensive Land Use Plan and Seashore Reserve Plan in this critical period planning period for the proposed military expansion. The joint planning opportunities would be better if there was a more open and unrestricted flow of information coming from the Department of Defense. That is something that could be improved upon.

Adequate resources be allocated to complete the processes required for these two plans as they will have an impact on orderly land development and use.

Protection of the Northern Guam Groundwater Lens Through Land Use Planning and Zoning Controls:

Another current challenge to the Bureau that has an effect on housing are the efforts to protect the Northern Guam Groundwater Lens. The Northern Guam Groundwater Lens has been

designated under federal law as Guam's principal source aquifer by the United States Environmental Protection Agency. Recent events occurring in certain subdivisions have highlighted gaps in the existing subdivision laws and potential health hazards that can arise. These recent events, related to inadequate sewer infrastructure for the density of housing, resulted in more restrictions and requirements for housing subdivision developments.

Due to the impending increased development of land associated with the Military expansion activities, there is growing concern that the Northern Groundwater Lens could become contaminated. This area should be specially regulated and designated as an area of particular concern in order to monitor the types of activity allowed as there are land use activities that may adversely impact our precious source of drinking water.

Once again, an increased focus on such issues requires a concerted effort by dedicated staff. The current planning staff may be overwhelmed by the increased workload brought on by all planning activities related to the military expansion. Increase in staff are recommended, even if only temporarily through part time personnel, contractors, or other types of employment mechanisms. As in earlier sections computers, software, and other tools are needed. Funding will be required to fill these needs.

An executive order has been drafted that creates a working group for the protection of the Northern Guam Groundwater Lens. Its goals are to: a. Examine existing laws, rules and regulations that exist to identify flaws in order to prevent land use activities that may adversely affect the quality of our precious drinking water; b. Review proposed projects and activities throughout the island that may have a negative effect on our Northern Groundwater Lens and surface waters; and c. Develop a Special Area Management Plan for northern Guam. The executive order is awaiting the signature of the Governor.

Need for Detailed Demographic Data

It is apparent that more detailed information is needed to project the future needs of the local and military communities. The lack of detailed demographic data, for example, can produce inaccurate population projection counts which may result in poor planning calculations and outcomes. The numbers that have been officially released are too general and do not provide a clear picture as to the extent and make-up of the military buildup. Without specific age and sex breakdown of active duty members and their dependents, planners are left to do much guess work on the make-up of the school age population, the elderly, persons with disabilities, and the labor force. Social and demographic details are necessary to effectuate appropriate policy measures and action plans to meet the needs of the various population sectors.

Other additional information such as housing reports, crime statistics, use of public transit, number of privately-owned vehicles, access to social welfare programs and medical services will provide helpful information on how Guam can best serve the needs of the military community while sustaining the quality of life enjoyed by the local residents.

Improved collaboration and information sharing between government and military officials is a must to ensure proper planning measures are in place. The better the data, the better the outcome

in money and resources well spent to successfully relocate military operations and activities to Guam.

Need to Recruit Personnel to Conduct Reviews of Military Projects and Conduct Housing and Economic Housing and Economic Studies

In the face of Guam's continuing economic challenges and the government's financial crisis, government officials are assessing the existing government structure and have launched response measures to streamline departments and agencies in order to reduce the cost of government cost operations.

With the mass exodus of government employees in the late 1990s due of retirement and voluntary separation, GovGuam's remaining employees are required to fulfill the tasks left by exiting staff and management officials. Many agencies are understaffed and unable to take on additional workload. Additional personnel are needed to review proposed military projects, collect and compile statistics, conduct studies, perform needs assessment, and engage in other matters as required.

It is important to note that over the years, Guam's leaders have been faced with making revenue estimates and projections to address Guam's financial situation and market activity without the benefit of an economist to oversee the process. Guam has been without a Chief Economist since 2000 when the Chief Economist of the former Guam Department of Commerce resigned the post. Only until recently, in February 2007 when the Bureau of Statistics and Plans recruited a Chief Economist. The Chief Economist supervises the Economic Research Center which is made up primarily of entry level staff to collect and compile data to produce the Consumer Price Index and the Import and Export Trade Reports. Recruitment of mid-level personnel (such as senior and associate economists and planners) to produce an updated Housing Needs Study and the Overall Economic Development Plan for Guam will help government leaders set policy direction and identify programs and projects that will assure the greatest benefit to the island. Funding to recruit personnel to conduct such studies and assessment should be discussed and addressed.

Protection and Enhancement of Public Shoreline Access to the Ocean's Resources

Though this challenge may be more appropriately under the umbrella of the Social-Cultural or Environmental Sub-committee this is an issue of the Bureau. An unfortunate by-product of military reservations and security restrictions related to the military security zones such as for the explosive anchorages. The Guam Coastal Management Program has as a primary policy focus of the Coastal Management Act of 1972, the protection and enhancement of public access to the ocean's resources for recreation purposes.

There are opportunities for collaboration and joint planning to Protection and Enhancement of Public Shoreline Access to the Ocean's Resources with the military during this period to identify and for mitigate the effects of the expansion.

Projected Needs

Dedicated staffing and input from all government entities, nongovernment organizations, Guam homeless coalition, business community partners, and industry leaders.

Funding to support the Housing Sub-committee's initiatives:

- Comprehensive Housing Analysis and Needs Assessment Study
- Update of a Comprehensive Land Use Plan and Seashore Reserve Plan

ECONOMIC DEVELOPMENT SUBCOMMITTEE

Current Challenges

As identified in the Economic Development Subcommittee's public scoping comments on the development of the Environmental Impact Statement, the subcommittee has identified the following major challenges affecting the Guam economy:

1. The financial impact of the proposed actions on the Guam economy and in particular, their effect on the cost of living during the period of construction and post-construction must be projected including the number and types of jobs to be created during each phase; and the revenues projected to be payable to the Government of Guam in each phase.
 - a. Projections on how much spending will occur off-base as well as on-base by the various industrial categories during each phase must be developed to allow businesses to have market information required for business expansion and new business introduction.
 - b. As many active duty personnel have been only temporarily assigned to Guam, Section 30 taxes are not paid into the Guam treasury, even though temporarily assigned active duty personnel utilize services on Guam.
2. Greater opportunity for local businesses to obtain a larger share of the contract amounts awarded must be provided.
 - a. U. S. small business programs are not required to be followed by US contractors in Okinawa, nor can we expect Japanese companies who will use Japanese government funding to comply with small business programs.
 - b. Small business targets are nation-wide goals i.e., if these goals have already been reached in other US locations, use of funding in Guam need not have small business goals.
 - c. Local businesses may have franchises to supply certain goods and services to Guam consumers but the military or its contractors can ignore franchises and deal directly with off-island business with the same franchise because Guam is an "overseas" area.
 - d. Local wholesalers are at a disadvantage in competing with off-island wholesalers since shipping of goods is subsidized by the military.
 - e. Local business/residents must be able to participate and benefit from public/private partnerships.
 - f. Use of "Special Purpose Entities" by the Japanese Government must allow local businesses and financial institutions to directly benefit.
 - g. If military support services that are not intrinsically governmental may be contracted to the private sector, similar to the Base Operating Support contract for Naval Base Guam, then scopes of work should be tailored to the capabilities of local companies and a local business preference system should be instituted similar to that afforded US companies that compete against foreign companies for U.S. work.

Additional Required Resources

All funding is needed during the pre-military construction phase, to include the preparation of the draft and final EIS (costs are estimates):

- To hire a chief economist - \$150,000 including benefits;
- To hire a consultant to evaluate economic and financial proposals put forth by the military - \$500,000.
- Travel expenses in the amount of \$100,000 to cover the cost of travel by key Guam stakeholders to Washington DC to discuss strategy development with KPMG;
- \$5 Million in seed money to provide business development and expansion loans to local businesses to include hiring of on-board staff to develop business plans as part of the assistance provided to potential loan clients.
- Develop model to project revenues including income tax, real property tax, corporate taxes, and other sources of revenue to obtain projections of GovGuam revenues potentially available to accommodate military growth initiatives - \$2 Million
- \$2 Million to pay costs associated with a financial advisor to help Guam regain and maintain its bond ratings to allow access to private markets for infrastructure financing
- \$2 Million to install water and sewer infrastructure at Polaris Point to allow development of the area in support of military growth
- \$3 Million to improve infrastructure at the Old FAA property to accommodate projects associated with military growth
- \$1 Million to hire lobbyists to initiate and follow-up with Congressional proposals that support Guam's participation in the opportunities afforded by military growth.

Opportunities for Joint Collaboration and Planning

- Joint meetings with the US delegation responsible for negotiating with Japanese counterparts to ensure Guam receives a significant share of the benefits afforded by military growth, including how Special Purpose Entities will be used to finance and manage military projects.
- Joint discussions/planning must be conducted to determine acquisition methods for contracts that will be employed by the military.
- Joint discussions/planning regarding the evaluation of franchise requirements
- Joint development of small business contracting targets and local business preference in federal contracting.
- Partner with the Commonwealth of the Northern Marianas to identify methods of sharing benefits, taking advantage of each entities strengths.
- Collaborate with the Department of State and the East-West Center in their efforts to evaluate contract labor availability.
- Joint development of methods with the Internal Revenue Service to capture Section 30 monies from active duty personnel temporarily stationed on Guam.

- Joint evaluation of federal subsidies provided in the transport of goods to military commissaries to allow local businesses to provide such goods.

Statistics Needed or Questions

The following questions need to be answered to help the subcommittee carry out its mission:

- Can a copy of the scope of work for the JGPO's EIS consultant be obtained? This will provide us with information on what specific studies the consultant is required to perform so that the potential for duplication of work by GovGuam consultants is diminished.
- Will the JGPO be preparing a projection of the Guam economy as a result of military increases to include a projection of cost and standard of living, government revenues, and employment projections? How soon will this be completed?
- Since Marine relocation to Guam is dependent to a large extent on relocation within Okinawa, can the JGPO provide regular updates on the status of discussions between the US and Japan to include specifics on issues discussed and issue resolution?
- Why is Guam considered "overseas" with regard to wholesale and franchise operations which apparently allows the military to utilize U. S.-based wholesalers and franchise companies when doing business on Guam?
- Why will the military not release baseline data as requested in various Freedom of Information Act requests?

Federal and/or local legislation needed

- Federal legislation is required to require remittance of Section 30 money from temporarily stationed military personnel
- Local legislation is needed to establish a single point of contact within GovGuam that is responsible for dealing with the JGPO.

GOVERNMENT SERVICES SUBCOMMITTEE

Overview

Guam's Department of Revenue and Taxation is a department that provides government services that will be impacted by an increase in military personnel. In addition to providing motor vehicle registration and driver's license services to military personnel and their dependents, it is responsible for collecting taxes.

Taxes are the Government of Guam's primary source of revenue for the public services it provides. The military buildup will place greater demands on the public services. Thus it is important to first understand the relationship of the taxes Guam will collect to its ability to offset the increased demands the military buildup will place on public services.

Payment in Lieu of Taxes

Based upon the acreage provided in the GIMDP, DOD owns 40,000 acres of land on Guam. Unlike those federal lands that fall under the jurisdiction of other federal departments, federal statute exempts DOD held lands on Guam from being subject to the federal Payments In Lieu of Taxes program. Federal statutes do not exempt DOD held lands that are located within a state from the program. In light of the fact that close to one third of Guam's lands fall under DOD's jurisdiction, this is a significant loss of income to the island. This income could be used to help defray a portion of the costs Guam will incur in its effort to respond to the military buildup.

Section 30 Monies

Federal statute stipulates that federal income taxes paid by federal employees located on Guam are to be remitted back to the Government of Guam in the form of Section 30 monies. It is incumbent upon the Government of Guam's DRT to ensure all taxes are remitted. In July 2007 for example, an additional \$21 million was remitted only after the Government of Guam found that the federal government had failed to remit all owed taxes. As military personnel and military contractors will leave the confines of their military installations, they will use the roadways and services provided by the Government of Guam. It is therefore critical that all Section 30 monies be promptly remitted back to the Government of Guam.

It is also critical that federal statutes be amended to provide for the remittance of Section 30 monies for military personnel assigned to Guam on a transient basis as these active duty personnel will also use government services during their stay on Guam. Based upon the notation loading identified in GIMDP, approximately 5,352 active duty personnel will be on Guam on a transient basis. This number does not include 5,000 CVN/CVW active duty personnel. This number does include 1,600 Air Force and 1,225 Navy temporary duty personnel and 2,500 unit deployment Marines. The Section 30 statute needs to be amended to ensure that a portion of transient active duty member's federal income tax that is commensurate to the amount of time they spend on Guam is remitted back to the Government of Guam.

Department of Revenue and Taxation

Current Challenges

The Department of Revenue & Taxation (DRT) is responsible for the administration of various programs and several divisions under its umbrella. The divisions include the Director's Office, Taxpayer Services Division, Tax Enforcement Division, Regulatory Division, Real Property Tax Division, and Motor Vehicle Division. To follow are the challenges DRT anticipates to face with the military expansion:

Buildings: One of the most critical challenges that DRT is facing and will definitely be impacted by the increase in military personnel and their families is related to its facility. DRT is in dire need of a permanent building to house all its divisions so as to effectively service the needs of our island community. Currently, DRT is leasing the former PriceSmart building in Barrigada. Because of the anticipated expansion, DRT needs to secure centralized government property and build a permanent home for the Department that would provide for all its needs, including a sound, safe and fully concrete structure.

Personnel: DRT has continued its efforts to hire the much needed staff to provide efficient service to our island, however, budgetary constraints do not allow for new hires. This topic will be addressed below.

Section 30 Cover Over Monies: DRT needs to ensure that Section 30 funds are accurately reported and covered over to the Government of Guam.

Payments in Lieu of Taxes (PILT): DRT currently receives a minimal amount of monies from the Federal Government who occupies approximately 30% of our island's real estate properties.

Computer Equipment: An additional AS400 and personal computers are needed to provide quality service, ensure data integrity and security. Budgetary constraints have not allowed for the acquisition of these and will be discussed later.

Compliance with Tax Laws: One of DRT's missions is to encourage voluntary compliance with the tax laws. Individuals, businesses, and contractors who are not familiar with Guam's filing and reporting requirements may have escaped paying the necessary taxes owed to the Government of Guam.

Funding for Supplies: DRT, because of budgetary constraints, has had problems in the Motor Vehicle Division maintaining and adequate inventory of license plates. Increased funding is necessary to ensure that license plate supplies are adequately stocked to meet the anticipated increased demand for license plates generated by the GIMDP Notional increase of 14,560 active duty personnel.

Various Equipment and Automobiles: New equipment such as Driver's License cameras, Alcohol Beverage Control card cameras and automobiles for field work are needed by various DRT staff. While active duty personnel are not required to possess a Guam driver's license, their dependents are required to possess one in order to drive on Guam's roads. The Driver's License Division will require additional financial support to meet the increased demand generated by active duty personnel's dependents. It is anticipated that roughly 40 percent of the Notational increase in active duty personnel will have dependents that will be required to possess a Guam driver's license.

Research Material and Subscriptions: DRT currently does not have funding to obtain updated Internal Revenue Codes, Manuals, Regulations, and online subscriptions to various research institutions.

Fees: DRT has proposed fee increases in various divisions as a form of cost recovery and revenue source. These are currently being addressed by our legislature and would impact delivery of all DRT services.

Additional Required Resources

Anticipated Funding Need	Estimated Additional Cost	Notes
Personnel (59)	\$1,639,511	
Structure to house all DRT Divisions (80,000 sq ft.)	\$6,000,000	
Automation	\$ 800,000	
Drivers License Equipment	\$ 400,000	
Government Vehicles and Equipment	\$ 60,000	
Research Materials and Subscriptions	\$ 10,000	

Opportunities for Collaboration and Joint Planning

DRT requires as much data available regarding the number of military personnel, civilians, and potential investors (new businesses) so as to provide the necessary services and to educate the community regarding compliance with but not limited to the tax laws. Also, information from military/civilian contractors and contract amounts are necessary to ensure compliance with tax laws and payments of required taxes to our Government. Meetings with the local military contracting offices, Internal Revenue Service, Department of Navy, Department of Interior, and the Office of Congresswoman Bordallo should also be made. Any other

statistical data including potential number of individuals seeking off base housing and vehicles to be shipped on island would also be useful.

Recommendations and Priorities

Buildings: DRT, along with the Department of Land Management and/or Chamorro Land Trust Commission, should meet to identify centralized property of approximately 10 acres. Once this is done, plans for a new building approximately 80,000 square feet should commence to include parking, drivers' testing facilities, storage facilities, back up water storage, generator and other necessary amenities. Funding could be requested via the Department of Interior's infrastructure development funds or via appropriation through local legislative actions.

Personnel: DRT must immediately announce these entry level positions so as to ensure that the necessary personnel are hired before the relocation. This would also anticipate normal attrition and provide time for training new hires.

Section 30 Cover Over Monies: DRT needs to ensure that Section 30 funds are accurately reported and covered over to the Government of Guam. DRT must continue to meet with the Internal Revenue Service, Department of Interior, DFAS pay centers, to ensure that a reconciliation process is in place since the increase in military personnel would definitely result in increased Section 30 monies.

Payments in Lieu of Taxes (PILT): DRT currently receives a minimal amount of monies from the Federal Government who occupies approximately 30% of our island's real estate properties. DRT should dialogue with Congresswoman Bordallo's Office to try to explore the possibilities of the Federal Government making reasonable PILT to the Government of Guam as it is believed to occur in some states.

Computer Equipment: DRT must secure an additional AS400 computer and additional personal computers and other hardware devices to ensure efficient service is provided and that data integrity and security are met.

Compliance with Tax Laws: DRT's Tax Service and Enforcement Divisions must launch an awareness program to off-island businesses or contractors to ensure that all filing and paying requirements are met. DRT's Collection and Examination personnel must be provided with listings of all military contracts to ensure that they understand all tax law requirements. Efforts to obtain this data should be made with the local military contracting liaison, Guam contractors' licensing board, Department of Navy, etc.

Funding for Supplies, Etc.: DRT must be exempted from future budgetary cuts since many complaints from our island community stems from the lack of supplies such as license plates, drivers' license cards, etc. This is necessary to ensure that supplies are adequately stocked to meet the anticipated demands.

Various Equipment and Automobiles: New equipment such as Driver's License cameras, Alcohol Beverage Control card cameras and automobiles for field work are needed by various DRT staff. DRT must obtain quotations and lobby for funding to ensure that these much needed equipment are procured to provide efficient services.

Research Material and Subscriptions: DRT must secure funding to order or renew updated Internal Revenue Codes, Manuals, Regulations, and online subscriptions to various research institutions. Lack of updated materials will impact effective service demanded by our island community.

Fees: DRT has proposed fee increases in various divisions as a form of cost recovery and revenue source. Should the demand increase and with the existing fee structure, DRT will continue to incur losses on the delivery of these services.

Needed Statistics

Listing of Military Contractors And Subcontractors: To ensure that DRT collects the required tax revenue from off-island military contractors and subcontractors, an updated quarterly listing of all military contracts must be provided via e-mail or hard copies. DRT initially had to invoke the FOIA to request such information and had to pay all corresponding fees.

Anticipated Numbers of Civilian & Military Personnel: With a more concrete estimate, DRT could plan for necessary supplies to meet their demands.

Anticipated Numbers of New Investors: This would allow for DRT to gauge the impact of new business licenses and taxpayer base and to further insure voluntary compliance with the tax laws.

Federal or Local Legislation Needed

*Proposed local legislation to exempt DRT from budgetary cuts so that all operational areas including supplies are not impacted to insure quality service to our island community.

*Proposed local legislation to authorize the transfer of +- 10 acres of Government land to DRT and to authorize the construction of a permanent facility.

*Proposed local legislation to increase fees at DRT to recover cost for the delivery of these expanded services.

*Proposed Federal legislation to authorize the Government of Guam to collect PILT from the Federal Government's share of about 30% of real property owned by them on Guam.

INFRASTRUCTURE SUBCOMMITTEE

Overview

During April 2006, the Government of Guam released a document titled, “Infrastructure Improvement Forecast: A Partnership Between the People of Guam and the U.S. Military.” This document’s objectives were to:

- Describe a preliminary program of local infrastructure improvements intended to support proposed military expansion.
- Develop a partnership in project identification, development, and financing.
- Craft an administrative structure to oversee and coordinate the scheduling and implementations.

The document took a comprehensive approach and identified all capital improvements projects that were anticipated to be needed to support the military’s buildup in the following areas:

- Power Improvements by the Guam Power Authority
- Water Improvements by the Guam Waterworks Authority
- Wastewater Improvements by the Guam Waterworks Authority
- Highway Improvements by the Department of Public Works
- Sea Port Improvements by the Port Authority of Guam
- Airport Improvements by the Guam Airport Authority

The purpose of this document’s section on Infrastructure Improvements is to expand upon the information contained in the April 2006 Infrastructure Improvement Forecast by addressing additional capital improvement projects and information that were not included in the April 2006 infrastructure forecast.

Guam Waterworks Authority

Introduction and Basis of Requirements

Due to the need for immediate and detailed planning estimates for the impending military buildup on Guam, the Guam Waterworks Authority has developed estimates for quantity and placement of military, civilian support and construction personnel. These figures have been used to estimate impacts to and requirements for additional water sources and wastewater treatment capacity, along with associated water storage, transmission and distribution lines and wastewater collection lines.

Although GWA's assumptions include housing 90% of new military personnel on base, the required construction and civilian support would not be housed on base, and therefore 68% of the population surge generated by the buildup will be housed off-base. The majority of this increase will also take place in the northern half of Guam, where as many as 16 new wells and 20 million gallons per day of additional wastewater treatment capacity will be required.

GWA's assumptions also include the anticipation that construction personnel will begin to arrive as early as 2008, and therefore many of these projects will need to be completed on an expedited schedule for which planning and design should begin as soon as possible. GWA has already seen a significant increase in workload over the past year as local and off-island developers gear up their operations in anticipation of the military buildup. To date this has resulted in a lack of professionals such as engineers, permit review staff and field inspectors, but as these projects are completed GWA will also see an increased need for operations and maintenance personnel for the expanded systems. The need to subcontract such services in a tight labor market will significantly drive up these costs as well.

If the expansion projects are not developed quickly enough, the result will be low or no water pressure in some areas, accompanied by sewer backups and overflows ultimately leading to bypassed treatment processes. This is clearly unacceptable for GWA, federal and local authorities, the military and for all of Guam residents.

Assumptions

- Active Duty Personnel and Dependent data shown as provided by JGPO.
- Military population arrival dates are estimates based on information provided to date.
- Military driven growth is in addition to normal annual growth
- Estimates for general population growth based on GWA master plan projections.
- Support Personnel (7.5% of Active Duty Personnel) are accounted for in general growth.
- Ten percent of military personnel and dependents will reside on the local economy
 - Navy personnel in the south
 - Air Force, Army, and Marines in north
- All support and construction related personnel will reside on the local economy:
 - North 75%; Central 15%; South 10%
- Construction personnel estimates are an adjusted linear projection based on annual construction value as follows:

- Current annual construction value of \$300M
- Projected annual value of \$3,000M
- Current population of construction related personnel 5000.
- Economies of scale factor of 60%.
- Population Growth and arrival assumptions are summarized in Table 1 - 3 below.

TABLE 1: VARIOUS POPULATIONS AND ARRIVAL DATES

DESCRIPTION	Projected Arrival Dates								Total
	2008	2009	2010	2011	2012	2013	2014	2015	
Navy			260	260	260	260	260		1,300
Air Force			816	816	816	816	816		4,080
Marines							17,000		17,000
Army							1,580		1,580
Construction Surge	3,000	3,000	15,000	4,000					25,000
General Growth	2,580	2,580	2,580	2,200	2,200	2,200	2,200	2,200	18,740
Annual Total	5,580	5,580	18,656	7,276	3,276	3,276	21,856	2,200	67,700

TABLE 2: POPULATION LOCATION (NORTH, CENTRAL, OR SOUTH)

LOCATION	PROJECTED ARRIVAL DATES								Total
	2008	2009	2010	2011	2012	2013	2014	2015	
North	4,185	4,185	14,001	5,466	2,466	2,466	21,046	1,650	55,465
Central	837	837	2,637	930	330	330	330	330	6,561
South	558	558	2,018	880	480	480	480	220	5,674
Annual Total	5,580	5,580	18,656	7,276	3,276	3,276	21,856	2,200	67,700

TABLE 3: POPULATION LOCATION (ON-BASE VS. OFF-BASE)

DESCRIPTION	Projected Arrival Dates								Total
	2008	2009	2010	2011	2012	2013	2014	2015	
On-base North	-	-	734	734	734	734	17,456	-	20,394
Off-base North	4,185	4,185	13,267	4,732	1,732	1,732	3,590	1,650	35,071
On-base Central	-	-	-	-	-	-	-	-	-
Off-base Central	837	837	2,637	930	330	330	330	330	6,561
On-base South	-	-	234	234	234	234	234	-	1,170
Off-base South	558	558	1,784	646	246	246	246	220	4,504
Total On-base	-	-	968	968	968	968	17,690	-	21,564
Total Off-base	5,580	5,580	17,688	6,308	2,308	2,308	4,166	2,200	46,136
Totals	5,580	5,580	18,656	7,276	3,276	3,276	21,856	2,200	67,700

Water and Wastewater Capital Improvement Projects Required to Meet Projected Growth

PROJECT TYPE	PROJECT DESCRIPTION	BUDGET COST
Water Source	16 New Water Wells	\$ 12,000,000
Water Source/Security	Radial Collector Well	\$ 10,000,000
Water Distribution	Distribution Line Replacement	\$ 40,000,000
Water Source	Ugum Raw Water Intake Modifications	\$ 550,000
Water Distribution	Southern Booster Station Modifications	\$ 1,500,000
Water Storage	Steel Reservoir Corrosion Repairs	\$ 2,000,000
Water Distribution	Northern Distribution Improvements	\$ 7,280,000
Water Distribution	Central Distribution Improvements	\$ 1,860,000
Water Distribution	Southern Distribution Improvements	\$ 11,000,000
Water Transmission	Northern Raw Water Transmission Line	\$ 34,720,000
	Water Sub-total	\$120,910,000
Wastewater Treatment	Agat Treatment Plant	\$ 30,000,000
Wastewater Treatment	Northern Plant Expansion	\$ 30,000,000
Wastewater Collection	Northern Collection System Upgrades	\$ 3,900,000
Wastewater Collection	Central Collection System Upgrades	\$ 2,000,000
	Wastewater Sub-total	\$ 65,900,000
	TOTAL	\$186,810,000

Guam Power Authority**Project Needs Assessment**

Project Name	Project Estimate	Timeline	Project Description
Integrated Resource Plan (Study)	\$450,000	2008	This project will analyze GPA's existing infrastructure with demand and economy forecasts and provide a guideline to accommodate future growth considering fuel diversification and energy production alternatives. Includes forecast work.
Long Range Transmission Planning	\$135,000	2008 - 2009	This study will determine the transmission infrastructure requirements to support future load growth, improve power system robustness and reduce system losses

Project Name	Project Estimate	Timeline	Project Description
Distribution System Medium Range Planning and Performance Analysis	\$600,000	2008-2010	The project will model the existing disruption system and determine where system improvements need to be made. The project will also model future loads and provide direction on where system expansion is necessary
Substation and Distribution Capacitor Program	\$450,000	2008-2010	The project will help boost system voltage, reduce system losses and decrease the reliance of reactive power generation from the power plants saving system assets.
T & D Asset Assessment and Mapping	\$100,000	2008-2009	The project will develop a methodology to properly manage GPA's assets by identifying the resources including equipment and personnel, and the procedures necessary to implement a system that will effectively account for all of GPA's assets on an accurate mapping system
Guam Sea Water Air Conditioning (Design and Construction)	\$100 Million	2008-2012	This project will design a deep sea water cooling system that will pipe cold sea water to major customers in Tumon for air conditioning cooling. This project will offset high power demand for air conditioning systems.
Load Research and Cost of Service Studies	\$550,000	2008-2009	The Load Research Project will identify the contributions to peak and energy of each rate class in order to provide information for rate design. This project will look at implementing new rate designs.
60MW Baseload Design & Construction	\$300 Million	2009-2014	This project will build and commission a new power plant. The construction of a new baseload power plant is dependent on the finalization of the GPA IRP and DOD Military Buildup Input.
Human Resources Augmentation	\$300,000	2008-xxxx	Additional certified professional personnel to augment staffing levels within the Engineering Division and Strategic Planning and Operations Division for conducting and coordinating studies and for designing and constructing capital improvements.

Fuestsan Famalao'an

The Fuestsan Famalao'an is a woman's group that was formed by women to examine the impacts an aggressive military growth will have upon Guam's civilian and military community. These women include professionals who work in Guam's private sector, for the Government of Guam and for the federal government. They include students, mothers and mothers of active duty military personnel. They also include women who have served as a member of America's Armed Forces or who are the wives of current and former active duty personnel. The Fuestsan Famalao'an is not a part of any organized government structure in order to promote a free dialog and identification of concerns and potential solutions. Their concerns have no boundaries and are worthy of inclusion to insure they are addressed in all plans developed by the Government of Guam and the Department of Defense. Some of their basic concerns and potential solutions are as follows:

Education:

- There should no longer be two school systems: one for military children and one for civilian children. Our children need exposure to a diverse community and our military children need community integration.

Social Services Provided by Non-Profit Organizations

- Nonprofit organizations can financially barely make ends meet and they cannot meet current demands for their services.
- There will be increased social service needs, but not all will be met by the military.
- Most nonprofit organizations will not be able to provide services if increased demands are placed upon them by military growth.

Spouses with deployed husbands – How will we as a community support them?

- Support groups will be needed outside the military system to help them integrate into the community.
- Often spouses find themselves in compromised situations. What services can we put in place to help prevent them from finding themselves in these types of situations?
- Spouses need information on resources within the community that are available to them.

Positive recreational and other alternatives must be created for active duty service members as Guam will have a large population of single, unattached and relatively young people.

- Guam's community needs to create positive activities to promote the integration of young Marines into Guam's civilian community. Programs such as "Adopt a Marine" need to be created.
- We need sensitivity training among our own residents so that our children do not go driving around looking for Marines and other Service members to beat up.
- Guam's community needs to provide alternatives beyond those centered on the use of alcohol.

We need to become less frightened about the prospect of the Marines being stationed on Guam.

- Guam's civilian and military communities need to learn more about one another.

- Sensitivity training should be provided to the Marines from “our” perspective and not from the military’s perspective.
- We need to foster the concept, “One Island, One Community.”
- Our views toward the Marines are already tainted due to some very high profile negative news stories. But what is the true crime rate in Okinawa that can be attributed to the Marines and their dependents.

How will Guam benefit by the additional Marines?

- No studies have been conducted on the economic benefits Guam will receive as the host.
- No studies have been conducted on the negative impacts.
- An objective study is needed, NOW!
- Exactly how will Guam benefit? There is great concern that Guam will not benefit economically.
- How will our utilities be improved?

Strengthening of Guam’s Families to Mitigate Negative Social Impacts

- An increase in military buildup will result in increased unplanned pregnancies and neglected children.
- How do we help our community restore family values, particularly among our teenagers?
- How do we strengthen our own values?

Environmental Concerns

- Land clearing for houses
- N.W. Field
- Apra Harbor
- Toxic materials contaminating the Northern Water Lens
- Who will be held accountable for any toxic waste introduced into Guam’s environment?