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Guam

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Note: The information contained in the present working paper has been derived from public sources, including those of the territorial Government, and from information transmitted to the Secretary-General by the administering Power under Article 73 *e* of the Charter of the United Nations. Information was transmitted by the administering Power on 9 December 2018. In paragraph 16 of its resolution 73/113, the General Assembly requested the Secretary-General to report on the environmental impact of the military activities of the administering Power in the Territory. In a letter dated 17 December 2018, the Secretariat brought the resolution to the attention of the administering Power and requested its input on the subject for inclusion in the present working paper. The information transmitted by the administering Power in that regard on 10 January 2019 is also reflected herein. Further details are contained in previous working papers, available from www.un.org/en/decolonization/workingpapers.shtml.



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The Territory at a glance

Territory: Guam is a Non-Self-Governing Territory administered by the United States of America. As an unincorporated organized territory of the United States, it is administered by the Office of Insular Affairs of the United States Department of the Interior.

Geography: Guam is the southernmost and largest of the Mariana Islands in the Pacific Ocean, situated about 2,200 km south of Tokyo and 6,000 km west-south-west of Hawaii. It consists of a single island comprising two distinct geologic areas of about equal size. The northern part of the island is a high coralline limestone plateau and the southern region is mountainous. Apra Harbor is one of the largest deep-water ports in the Pacific.

Land area: 540 km²

Exclusive economic zone: 214,059 km²

Population: 163,875 (2017 estimate)

Life expectancy at birth: 79.4 years (women: 82.6 years; men: 76.4 years (2018 estimates))

Languages: English and Chamorro

Ethnic composition (2010 census): 37.3 per cent Chamorro; 26.3 per cent Filipino; 12.0 per cent other Pacific islanders; 7.1 per cent white; 5.9 per cent Asian; 2.0 per cent other ethnic origin; and 9.4 per cent mixed

Capital: Hagåtña

Head of territorial Government: Lourdes Leon Guerrero (since January 2019)

Territory's delegate to the United States Congress: Michael F.Q. San Nicolas (January 2019)

Main political parties: Democratic Party; Republican Party

Elections: Most recent: 2018; next: September 2020

Legislature: Unicameral 15-member legislature

Gross domestic product per capita: \$32,105 (2009 chained dollars; 2017 estimate)

Economy: Principal sources of revenue: tourism and the United States military

Unemployment rate: 3.8 per cent (June 2018)

Monetary unit: United States dollar

Brief history: Guam was inhabited by the indigenous Chamorro people of Malayo-Polynesian descent when missionaries from Spain arrived in the late seventeenth century. The Chamorro now constitute just over one third of the population and play an active role in the political and social life of the island.

I. Constitutional, legal and political issues

1. Guam was administered by the Department of the Navy of the United States of America from 1899 to 1950, when the United States Congress enacted the Organic Act of Guam, which established institutions of local government. Since then, the relations of the territory with the federal Government, in all matters that are not the programme responsibility of another federal department or agency, have been under the general administrative supervision of the United States Secretary of the Interior. Guam is an unincorporated territory and not all provisions of the Constitution of the United States apply to the island. The Organic Act contains a bill of rights. Under the Constitution, only individual states, not territories, of the United States select electors for the President and Vice-President of the United States. In general, however, persons born in Guam are citizens of the United States and may, upon establishing residency in one of the 50 states of the United States, vote for those electors from their state of residence.

2. The people of Guam elect a governor, who serves a four-year term. A person who has been elected Governor for two successive full terms is not eligible to hold that office again until one full term has elapsed. The Governor, who is responsible for the general supervision and control of the executive branch, may issue executive orders and regulations, recommend bills to the legislature, make his or her views known to that body and veto legislation. According to the Guam Election Commission, there were 46,935 registered voters as at 31 October 2018. In the elections held in November 2018, Lourdes “Lou” Leon Guerrero (Democrat) was elected as Governor. The first woman elected to the post, she assumed her functions in January 2019.

3. The unicameral legislature of Guam comprises 15 senators, each elected for a two-year term. The legislature may override the Governor’s veto. Under the supremacy clause of the Constitution, the laws of the United States take precedence in the case of a conflict with a law of a state or territory. In the legislative elections held in November 2018, the Democrats won 10 seats and the Republicans 5 seats.

4. Since 1972, Guam has sent one delegate to the United States House of Representatives. The delegate, who serves a two-year term, may vote in committees and on floor amendments but not on the final approval of bills. In the elections held in November 2018, Michael F.Q. San Nicolas, a Democrat, was elected to a first term as the delegate.

5. The judicial system in Guam comprises local and federal components. The local judicial system consists of a superior court and a supreme court, which are led by judges appointed by the Governor and confirmed by the legislature of Guam. Local judges are subject to confirmation by voters every six years. In 2004, the judiciary of Guam was established as an independent branch of government. The law confirmed the appellate jurisdiction and administrative authority of the Supreme Court of Guam over all inferior courts in the Territory, thereby effectively establishing a unified local judiciary. Guam has an elected Attorney General. At the federal level, a district court judge, appointed by the President of the United States and confirmed by the United States Senate, is the head of the District Court of Guam.

6. Periodically, there have been efforts to change the island’s political status, as detailed in previous working papers. In 1997, Guam Public Law 23-147 established the Commission on Decolonization for the Implementation and Exercise of Chamorro Self-Determination in order to address an important but controversial issue involving the Chamorro population. The Commission, in parallel with a process of registering eligible voters organized by the Guam Election Commission, was to oversee the

conduct of a plebiscite regarding the status preferences of the Chamorro people (independence, integration or free association).

7. In 2000, the legislature of Guam provided the Guam Election Commission with the power to set the date for the political status plebiscite, in which it was expected that the Territory's indigenous people would be asked to choose between statehood, independence and free association with the United States. While the plebiscite would have been non-binding, it would have set the course for any future discussions of political status with the administering Power. The vote, which was originally scheduled for 2 November 2004, was postponed because eligible voters had not been identified and registered; according to Guam law, a plebiscite is to be held once 70 per cent of eligible native inhabitants have been registered. Universal suffrage with regard to general elections applies to United States citizens who are 18 years of age or older and are legal residents of Guam. All persons born in Guam and subject to the jurisdiction of the United States are citizens of the United States. However, the Guam legislature, in Public Law 25-106, has described eligible plebiscitary voters as those who became citizens of the United States by virtue of the authority and enactment of the Organic Act in 1950, and their descendants.

8. In 2011, the then Governor, Eddie Calvo, convened the Commission on Decolonization for the first time in about a decade. The Commission halted plans for a political status plebiscite in 2016 but continues to conduct comprehensive education campaigns. The Commission has three task forces dedicated to education and outreach on each of the political status options slated for a proposed ballot: statehood, independence and free association.

9. The constitutionality of laws relating to the eligible plebiscitary voters was challenged in the District Court of Guam in *Davis v. Guam*, a class action lawsuit filed by Arnold Davis in 2011. The case was originally dismissed on the grounds that the plaintiff lacked standing and his claims were unripe, but the United States Court of Appeals for the Ninth Circuit reversed that decision, allowing the case to go forward. Both parties filed motions for summary judgment on remand. On 8 March 2017, while recognizing the "long history of colonization" of the island and its people and the "desire of those colonized to have their right to self-determination", the District Court concluded that: the Constitution did not permit the governmental exclusion of otherwise qualified voters from participating in an election where public issues were decided simply because those otherwise qualified voters did not have the correct ancestry or bloodline; the plebiscite statute impermissibly imposed race-based restrictions on the voting rights of non-native inhabitants of Guam in violation of the Fifteenth Amendment to the Constitution; and the statute violated the equal protection clause of the Fourteenth Amendment. In addition, the District Court permanently enjoined Guam from enforcing the plebiscite and any laws and regulations designed to enforce the plebiscite law, insofar as such enforcement would prevent qualified voters who were not native inhabitants of Guam from registering for and voting in the plebiscite.

10. On 28 November 2017, the United States filed an amicus curiae brief arguing that the United States Court of Appeals for the Ninth Circuit should affirm the District Court's decision. In October 2018, the Court of Appeals heard an appeal filed by the Government of Guam. At the time of reporting, the case was still pending.

11. It is the position of the administering Power that: the right of self-determination of Guam must be exercised by all the people of Guam, not just one portion of the population; it cannot endorse a process under which the rights of some groups are held to take precedence over the rights of others based on their ethnicity or ancestry; the Government of the United States is committed to working with all the people of Guam towards a resolution of the current political status of Guam; and the ultimate

outcome of this process must be reached in accordance with the laws of the United States and the principle that self-determination must be exercised by the citizenry as a whole.

12. During the Pacific regional seminar on the implementation of the Third International Decade for the Eradication of Colonialism, held in Saint George's from 9 to 11 May 2018, the representative of the Government of Guam stated that the challenges that it had faced the previous year remained (see also [A/AC.109/2018/9](#), para. 11). The representative reported that the territorial Government was appealing against the federal court ruling on the plebiscite and stated that, while the case had put a strain not only on the native rights of the people of Guam but also on their ability to choose their political future, Guam could not remain stagnant in its pursuit of self-determination.

II. Military and related issues

13. According to the official data of the territorial Government, in 2017, there were 11,559 military personnel and their dependants in Guam.

14. As detailed in previous working papers, since 2009 the United States has planned to realign the presence of the United States Department of Defense in the Asia-Pacific region, and the United States Marine Corps has planned to consolidate bases in Okinawa, Japan, by relocating marines to other locations, including 4,100 marines to Guam. According to the April 2017 report by the United States Government Accountability Office to a congressional committee on the realignment, the Department expects relocation to Guam to occur between the fiscal years 2022 and 2026, and the total cost for that relocation and other associated facilities is estimated to be \$8.7 billion in fiscal year 2012 dollars, with approximately \$3.1 billion being provided by Japan.

15. On 29 August 2015, the United States Department of the Navy released the record of decision for relocating forces to Guam, following the issuance on 18 July 2015 of the final supplemental environmental impact statement for Guam in which the Department called for a smaller realignment than in the original, 2010, plan and outlined the decisions necessary for the implementation of the realignment actions proposed and the mitigation measures specified. The record of decision is specific to the relocation of marines and their dependants and comprises the decision to construct and operate a main base (cantonment area), a family housing area, a live-fire training range complex and associated infrastructure to support the relocation of a substantially reduced number of marines and their dependants. In addition to the record of decision, the United States Fish and Wildlife Service also issued a biological opinion in 2015, which, according to the administering Power, was amended in 2017 and 2018, on the relocation by the Department of the Marine Corps from Okinawa to Guam and associated activities on Guam. The 2015 biological opinion addressed the effect of the relocation on threatened or endangered species and adverse effects on critical habitat for certain species and outlined the conservation measures required to minimize those negative effects. Although an earlier biological opinion on the relocation of the marines was issued in 2010, following the request of the Department in October 2014 to reinstate the 2010 biological opinion owing to significant changes having been made to the proposed action, the 2015 biological opinion, which superseded and replaced the 2010 biological opinion (see also para. 40), was issued.

16. On 1 February 2018, the Office of the Inspector General of the United States Department of Defense published the annual report of the Interagency Coordination Group of Inspectors General for Guam Realignment on the activities of the Group and the programmes and operations funded for military construction in Guam,

providing updates on the progress and efforts made in the realignment from 1 October 2016 to 30 September 2017.

III. Land issues

17. The question of land use and ownership encompasses two major issues: the return of unused or underutilized land held by the United States Department of Defense and the return of that land to the original Chamorro landowners. Of the 147,000 acres of land available on Guam, the Department currently possesses 40,644 acres, or 27.65 per cent of the island's land mass. Under Guam law, private landowners in the Territory have the right to refuse to sell any of their land for military purposes. With regard to public land, such requests would be subject to the approval of the legislature of Guam.

18. In March 2011, a programmatic agreement was signed between the United States Department of Defense, the Advisory Council on Historic Preservation and the State Historic Preservation Officer of Guam to preserve cultural and historical properties on the island during the build-up in preparation for the transfer of marines, their dependants and support staff as early as 2016. In the programmatic agreement, projects included the construction of a cultural repository, a public health laboratory and further upgrades to the island's water and wastewater systems. In November 2017, the Department's Office of Economic Adjustment awarded the Government of Guam two grants totalling \$129.9 million for civilian infrastructure projects relating to the relocation of the marines. The Office of the Governor was awarded \$12 million for the final planning and design, programme and construction management services and the construction of a cultural repository. The other grant, in the amount of \$117.9 million, was awarded for upgrades to wastewater treatment facilities (see para. 34).

19. According to the administering Power, the Department of the Navy is committed under its "net negative" policy to having a smaller footprint on the islands after the relocation of the marines than it had thereto. In the congressional report delivered on 28 September 2017 regarding the implementation of that policy, the Department noted that, upon the completion of all transfers identified in the report, land holding by the Department was expected to decrease by 654 acres compared with January 2011.

20. In 1975, Guam passed the Chamorro Land Trust Act to give Chamorro descendants of original inhabitants the opportunity to lease property for a nominal sum. In September 2017, the United States Department of Justice filed a complaint against the Government of Guam, the Chamorro Land Trust Commission and the Administrative Director of the Commission in which the United States argued that the enforcement of the Act and its implementing regulations discriminated against non-Chamorros based on race or national origin, in violation of the Fair Housing Act. In the view of the Government of the United States, the land trust programme provides land to persons who are "native Chamorro" on the basis of race or national origin, not their status as former landowners or successors in interest to former landowners. According to a press release of the Department dated 28 September 2017, based on 2010 census data, the Chamorro make up approximately 37.3 per cent of the population of Guam; under the Chamorro Land Trust Act, the Commission holds and administers approximately 20,000 acres, or 15 per cent of total land area of Guam; as part of its mission, the Commission grants 99-year residential leases for one-acre tracts at a cost of \$1 per year; only "native Chamorros" are eligible for those leases; and the Commission makes below-market-rate loans and numerous housing-related benefits available to Chamorro lease holders that are not available to non-Chamorros.

21. On 21 December 2018, the United States District Court of Guam issued a decision in which the Court denied the motion by the United States for partial

judgment on the pleading in which the United States sought to stop Guam from continuing racial discrimination through its implementation of the Chamorro Land Trust Act. The Court also denied the motion by Guam for judgment on the pleadings, except with respect to the issue of monetary damages. In that motion, Guam had argued that the relief sought by the United States was unavailable. The Court ruled that monetary damages against Guam were not available, while leaving for further discussion the question of whether civil penalties might be assessed.

IV. Budget

22. The budget comprises revenues received by the Government of Guam and federal grants, with the latter generally allocated, on an ad hoc basis, to particular sectors through the United States Department of the Interior. The territorial Government's operating revenues fall under four classifications: (a) General Fund, (b) Special Funds, (c) Federal Grant-in-Aid and (d) Semi-Autonomous and Autonomous Agencies Operating Funds. According to federal law, all island residents, including military personnel, must pay income tax to the Guam General Fund and not to the federal Government. The Governor has the power to veto a budget bill; the legislature can then either override the veto by a special majority or reconsider the bill.

23. On 24 August 2018, the budget act for the fiscal year ending 30 September 2019 was passed into law after being vetoed by the Governor. The projected gross revenue for the General Fund was \$797.4 million, and the total amount of General Fund revenue available for appropriation came to \$650.3 million.

24. In its report of October 2017, entitled "Public debt outlook", the United States Government Accountability Office found that, between the fiscal years 2005 and 2015, the Guam public debt had more than doubled, rising from almost \$1 billion to \$2.5 billion, with the ratio of debt to gross domestic product (GDP) coming to 44 per cent for the fiscal year 2015. Most of the Territory's debt was used to comply with federal requirements and court orders. Revenue grew during this period, and the net position fluctuated significantly, with a negative balance in the fiscal year 2015.

V. Economy

A. General

25. The economy of Guam continues to be based on two main pillars: tourism and the military. The Territory has been endeavouring to create an environment conducive to the development of other industries, such as financial services, telecommunications and transportation. Manufactured products include textiles, garments, cement and plastics. Re-exports constitute a high proportion of the Territory's exports, which include petroleum products, iron and steel scrap, automobiles and tobacco and cigars.

26. In November 2018, the United States Bureau of Economic Analysis released estimates of GDP of Guam for 2017, together with the estimates of GDP and compensation by industry for 2016. Those estimates indicate that real GDP increased by 0.2 per cent in 2017, after increasing by 0.3 per cent in 2016. According to the Bureau, the growth in the Territory's economy reflected an increase in consumer spending, largely in retail trade activity. Investment spending contributed negatively to the economy, as spending on construction and equipment increased but was offset by a decline in construction activity. Exports of services, which consist primarily of spending by tourists, decreased after increasing for three years, despite a slight increase in total arrivals, which reflected a decline in average spending by visitors.

B. Tourism

27. According to preliminary visitor arrival statistics issued by the Guam Visitors Bureau, the total number of visitor arrivals in the calendar year 2018 was 1,552,177, an increase of 0.4 per cent over the 1,545,392 visitor arrivals recorded for 2017. The top two countries of origin of visitors in 2018 were the Republic of Korea (48 per cent) and Japan (36 per cent).

C. Transport and communications

28. The Territory's road network is just under 1,000 miles long, with 420 miles classified as "non-public". Of the 550 miles of public roads, there are some 144 miles of primary and some secondary roads. To maintain the territorial highway system, the Government of Guam receives funding from the United States Department of Transportation and the Federal Highway Administration.

29. The Port Authority of Guam, which is a public corporation and an autonomous agency of the territorial Government, administers the commercial port facilities at Apra Harbor, which is the entry point for 95 per cent of all goods entering Guam and serves as a trans-shipment centre for the Federated States of Micronesia.

30. The 2030 Guam transportation plan has become an official component of the island's comprehensive development plan. The transportation plan, which is a long-term strategy designed to improve the Territory's transportation system, incorporates improvements to roadways and mass transportation, while accommodating pedestrians and cyclists. It also addresses other issues, such as the proposed military build-up.

31. In February 2016, the Department of Public Works of Guam developed a transportation improvement plan for the fiscal years 2016 to 2019, including a list of transportation projects to address safety issues and pavement and bridge conditions and to improve traffic operations, in consultation with the Federal Highway Administration and with input from the public.

D. Water system, sanitation and utilities

32. According to the 2013 report of the United States Government Accountability Office entitled "Further analysis needed to identify Guam's public infrastructure requirements and costs for the Department of Defense's realignment plan", the water and wastewater treatment systems of Guam have a number of deficiencies as a result of natural disasters, poor maintenance and vandalism.

33. According to the 2017 annual water quality report by the Guam Waterworks Authority, following the civil suit filed in December 2002 against the Authority and the Government of Guam by the United States Department of Justice related to public health compliance issues in wastewater and drinking water systems administered by the Authority and the June 2003 negotiations with relevant federal agencies, the Authority, under the oversight of the United States Environmental Protection Agency, undertook a broad initiative to restore its facilities and to provide safe, reliable service to the island, while meeting all regulations. The United States Environmental Protection Agency and the Guam Environmental Protection Agency concur that the drinking water now meets or exceeds the requirements of the Safe Drinking Water Act and the Guam Primary Safe Drinking Water Regulations.

34. In November 2017, the United States Department of Defense awarded the Guam Waterworks Authority approximately \$117.9 million in funding for the construction

of upgrades to the Northern District wastewater treatment plant, as authorized by the United States Congress in section 2821 of the National Defense Authorization Act for the fiscal year 2016.

35. According to its news release dated 10 December 2018, the United States Environmental Protection Agency awarded more than \$11.8 million to the Guam Waterworks Authority for water infrastructure projects, which are expected to focus on reducing sanitary sewer overflows that pose risks to drinking water sources, including the rehabilitation of failing sewer lines, and to support upgrades of five drinking water wells in central Guam in order to enhance drinking water supplies and reduce the frequency of low-pressure events and water outages.

36. The Guam Power Authority provides all the electricity on the island for both the public and the United States Department of Defense. The Department of the Navy is the Authority's largest customer, accounting for 15.57 per cent of revenue in 2016. In 2018, the Authority proposed a new 180 MW power plant with investment in the amount of \$400 million, which would replace two power plants left inoperative by the explosion and fire of August 2015 and would comply with federal environmental standards, while allowing the integration of existing solar photovoltaic sources of renewable energy and an additional 130 MW from planned solar photovoltaic farms (see also sect. E below).

E. Renewable energy

37. In 2013, the United States Department of the Interior, in conjunction with the National Renewable Energy Laboratory, published the Guam Strategic Energy Plan, which established metrics for measuring progress towards the goal of a 20 per cent reduction in fossil fuel usage by the year 2020 and identified specific clean energy policies that could be implemented in Guam, along with education and outreach strategies. The Department, in conjunction with the Laboratory, also published the Guam Energy Action Plan, which provided detailed implementation plans for specific strategies to help to achieve the reduction target by 2020.

38. In October 2015, the first solar power facility in Guam was completed and integrated into the existing grid, providing around 10 per cent of the grid with renewable energy. In March 2016, the Guam Power Authority's first wind turbine generator, funded by the United States Department of the Interior, was officially unveiled. In 2018, the Authority reportedly signed contracts for a total of 120 MW of utility-scale solar photovoltaics, with the aim of meeting the legal requirement that the Authority have 25 per cent of its energy supplied by renewable technologies by 2035.

F. Agriculture and fisheries

39. The farming and fishing sectors are considered relatively well developed. The main types of produce are vegetables, citrus, tropical fruits and coconuts. The various divisions of the Guam Department of Agriculture deal with the animal and plant industry, agricultural development, forestry and soil resources and aquatic and wildlife resources. The Agricultural Board of Commissioners reviews and makes recommendations regarding zoning, pest control, the preparation of an agricultural development plan, agricultural loans and related matters.

40. According to the administering Power, in 2009, the Western Pacific Regional Fishery Management Council recommended that the United States Department of Defense and the National Marine Fisheries Service investigate and address the impact

of the continuing military build-up on local fishing communities and that a mitigation and compensation plan be developed to assist those affected, including in Guam. As part of the process of preparing the supplemental environmental impact statement for the military build-up, the United States Department of the Navy consulted the United States Fish and Wildlife Service and the National Marine Fisheries Service to analyse the potential impact of the proposed actions on essential and critical habitats. Information on the 2015 biological opinion by the Fish and Wildlife Service and the subsequent amendments in 2017 and 2018 is available in paragraph 15 above.

41. According to the administering Power, the Department of the Navy, in compliance with the Endangered Species Act, received favourable biological opinions from the United States Fish and Wildlife Service in July 2015, July 2017 and October 2018, as well as a letter of concurrence from the National Marine Fisheries Service in May 2015. Each of those documents included conservation and/or mitigation measures that the Department has made a commitment to implement. The Department, in compliance with the Magnuson-Stevens Fisheries Conservation Management Act, completed its consultation with the Fisheries Service in May 2015. The Service provided, for the Department's consideration, seven conservation recommendations on supporting essential fish habitats. In May 2015, the Department committed itself to implementing six of those recommendations as part of the military relocation to Guam.

VI. Social conditions

A. Labour

42. According to the Guam Bureau of Labour, the unemployment rate for June 2018 was 3.8 per cent, a decrease of 0.6 per cent from March 2018, and a decrease of 0.7 per cent from 4.5 per cent in June 2017. As at March 2018, the total number of employed persons was 64,790, down from 65,100 in December 2017. In March 2018, the number of persons employed in the private sector decreased to 49,200 from 49,740 in December 2017, and the number of persons employed in the federal Government decreased to 3,770 from 3,790 during the same period. The number of persons employed in the territorial Government increased slightly over the same period, from 11,570 to 11,820.

43. As at March 2018, approximately 24 per cent of employment was in the public sector, with the Government of Guam employing 11,820 persons and the federal Government employing 3,770 persons. In the private sector, a total of 49,200 jobs are distributed across the following sectors: agriculture; construction; manufacturing; transportation and public utilities; wholesale trade; retail trade; finance, insurance and real estate; and services. The largest private industries are services (19,440 employees), retail trade (12,770 employees) and construction (5,800 employees).

B. Education

44. Guam has an extensive public and private education system. The public education system includes the University of Guam and Guam Community College. The Guam Department of Education is responsible for students from kindergarten to the twelfth grade in 26 elementary schools, eight middle schools and six high schools and alternative schools. The Territory receives federal funding each year to support such programmes as special education, summer school, the school lunch programme and the Department's extended day after-school programme. According to the official

data of the territorial Government for 2017/18, of the 35,386 students from kindergarten to the twelfth grade, 29,510 were enrolled in public schools.

C. Health care

45. There are two civilian inpatient medical facilities. The Guam Memorial Hospital Authority is a public hospital with a capacity of 158 acute-care beds and 40 long-term care beds. Guam Regional Medical City has 136 acute-care beds. The United States Naval Hospital, whose current facility officially opened on 21 April 2014, primarily serves the military sector. There are three community/public health centres, one located in the north, one in the south and one in the centre. According to official data of the territorial Government, the Territory had 115 licensed physicians in 2017, compared with 165 in 2016. Although military personnel and their dependants generally do not use local health facilities, the Government of Guam anticipates that any Department of Defense civilian, any migrant and any construction worker associated with the realignment will be able to use the facilities.

VII. Environment

46. As detailed in its 2011 comprehensive economic development strategy, the Guam Environmental Protection Agency implements various programmes to regularly monitor the status of the environment. The regulations of the United States Environmental Protection Agency apply to Guam, but in some cases the Territory's own laws are more stringent than those of the United States. Guam is a relatively small and high-density island; its marine environment therefore constitutes a key litmus test with regard to the overall environmental impact of human activity. The quality of the marine waters has generally been found to be excellent across all indicators. Soil erosion, which is associated with construction activity or natural erosion, is another area of special concern in southern Guam, given that sedimentation has resulted in the destruction of coral reefs in areas adjacent to the mouths of rivers.

47. Solid-waste landfills are another area of concern in Guam, given the limited land area. Problems are being magnified as the standard of living changes and increases in population and industrial activity bring more goods and commodities to the island. In its 2013 report (see para. 32), the United States Government Accountability Office noted that the existing landfill on Guam was environmentally compliant, had adequate capacity to meet current solid waste disposal needs and had sufficient expansion capacity to meet future needs related to the realignment.

48. One third of the world's cyclones develop in the immediate area around Guam. In addition, according to the Global Assessment of Human-Induced Soil Degradation, the area of degraded soil in the Pacific is extensive. In Guam, major road construction on steep slopes has caused erosion, with the resulting sedimentation killing coral colonies on fringing reefs.

49. According to its news release dated 10 December 2018, the United States Environmental Protection Agency has awarded \$2.9 million to the Guam Environmental Protection Agency to strengthen its capacity to protect human health and the environment. The Guam Environmental Protection Agency is expected to use the funding to support air, water and land inspection, monitor the safety of beaches and drinking water, clean up contaminated sites, inspect fuel storage tanks, protect coral reefs and respond to emergencies, and the award includes contract support to strengthen oversight by the Guam Environmental Protection Agency of safe drinking water and to improve its online information management and air permit system.

50. According to the administering Power, pursuant to the National Environmental Policy Act of 1969, the Department of Defense examined the environmental effects of its proposed actions and subsequently, on 29 August 2015, the Department of the Navy released its record of decision (see para. 15 above for more details).

VIII. Relations with international organizations and partners

51. Guam has been an associate member of the Economic and Social Commission for Asia and the Pacific since 24 July 1981. The Territory is a member of the Pacific Community, the Micronesian Chief Executives Summit, the Pacific Basin Development Council, the Pacific Islands Development Programme, the Pacific Asia Travel Association and the South Pacific Regional Environment Programme. It also participates in the Pacific Community Coastal Fisheries Programme. Guam has observer status in the Alliance of Small Island States. In 2011, Guam was granted observer status in the Pacific Islands Forum.

IX. Future status of the Territory

A. Position of the territorial Government

52. Developments regarding discussions on the future status of Guam are considered in section I above.

B. Position of the administering Power

53. In a letter dated 2 November 2006 addressed to the delegate of American Samoa to the United States House of Representatives, the Assistant Secretary of State for Legislative Affairs elaborated on the position of the Government of the United States. He indicated that the status of the insular areas regarding their political relations with the federal Government was an internal United States issue, and not one that came within the purview of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. He also noted that the Special Committee had no authority to alter in any way the relationship between the United States and those territories and had no mandate to engage the United States in negotiations on their status. He further noted that, at the same time, in accordance with its obligations under the Charter of the United Nations to provide regularly to the United Nations statistical and other information of a technical nature relating to the economic, social and educational conditions in Non-Self-Governing Territories, the federal Government submitted annual updates on United States Territories to the Special Committee as a demonstration of United States cooperation as an administering Power and as a corrective to any errors in information that the Special Committee might have received from other sources.

54. According to the administering Power, on 23 February 2016, the Assistant Secretary for Insular Areas of the United States Department of the Interior hosted a panel discussion in Washington, D.C., on self-determination in American Samoa, Guam and the United States Virgin Islands. The panel included territorial experts and officials from the United States Department of the Interior and Department of State, and the discussion provided an updated context for federal policymakers and for a new generation to learn about the status of self-determination in the respective territories and to understand their rights with regard to self-determination under federal and international law. The panel experts reaffirmed the position of the

administering Power that, under the United States Constitution, only the United States Congress had the plenary power to dispose of and make needful rules and regulations in respect of the Territories. It was also reiterated that the administering Power supported the right of self-determination of the respective peoples of American Samoa, Guam and the United States Virgin Islands, and, according to the policy of the administering Power, those Territories had at least three distinct options for exercising self-determination: continued territorial status, statehood or independence. In addition, in conjunction with the meeting of the National Governors Association held in Washington, D.C., each February, the Deputy Assistant to the President for Intergovernmental Affairs and the Assistant Secretary of the Interior for Insular Areas host the plenary session of the Interagency Group on Insular Areas, which brings together the Governor of Guam and his counterparts from American Samoa and the United States Virgin Islands, with leading officials of the federal executive branch, to discuss matters of mutual importance to the Territories.

55. At the 9th meeting of the Fourth Committee, on 17 October 2018, the representative of the United States, while reiterating his delegation's concern that certain draft resolutions adopted at the meeting placed too much weight on independence as a one-size-fits-all status option for Territories in pursuit of self-determination, noted that, as stated in the 1970 Declaration on Principles of International Law concerning Friendly Relations and Cooperation among States in accordance with the Charter of the United Nations, the people of a Non-Self-Governing Territory could validly opt for free association as an alternative to independence or any other political status, including integration with the administering State, provided that that status was freely determined by the people (see [A/C.4/73/SR.9](#)).

X. Consideration by the United Nations

A. Special Political and Decolonization Committee (Fourth Committee)

56. At its 4th meeting, on 10 October 2018, the Fourth Committee heard petitioners on the question of Guam (see [A/C.4/73/SR.4](#)).

57. At the 28th meeting, on 16 November 2018, the Fourth Committee adopted the amendment ([A/C.4/73/L.11](#)) submitted by the United States to draft resolution X, entitled "Question of Guam", contained in chapter XIII of the report of the Special Committee ([A/73/23](#)), by a recorded vote of 51 to 30, with 71 abstentions. At the same meeting, the Committee adopted draft resolution X, as amended.

B. Action taken by the General Assembly

58. On 7 December 2018, the General Assembly adopted without a vote resolution [73/113](#) on the basis of the report of the Special Committee transmitted to the Assembly ([A/73/23](#)) and its subsequent consideration by the Fourth Committee. In the resolution, the Assembly:

(a) Reaffirmed the inalienable right of the people of Guam to self-determination, in conformity with the Charter of the United Nations and with General Assembly resolution 1514 (XV), containing the Declaration on the Granting of Independence to Colonial Countries and Peoples;

(b) Also reaffirmed that, in the process of the decolonization of Guam, there was no alternative to the principle of self-determination, which was also a fundamental human right, as recognized under the relevant human rights conventions;

(c) Further reaffirmed that it was ultimately for the people of Guam to determine freely their future political status in accordance with the relevant provisions of the Charter, the Declaration and the relevant resolutions of the General Assembly, and in that connection called upon the administering Power, in cooperation with the territorial Government and appropriate bodies of the United Nations system, to develop political education programmes for the Territory in order to foster an awareness among the people of their right to self-determination in conformity with the legitimate political status options, based on the principles clearly defined in Assembly resolution 1541 (XV) and other relevant resolutions and decisions;

(d) Welcomed the ongoing work of the Guam Commission on Decolonization for the Implementation and Exercise of Chamorro Self-Determination on a self-determination vote, as well as its public education efforts;

(e) Stressed that the decolonization process in Guam should be compatible with the Charter, the Declaration on the Granting of Independence to Colonial Countries and Peoples and the Universal Declaration of Human Rights;

(f) Called once again upon the administering Power to take into consideration the expressed will of the Chamorro people as supported by Guam voters in the referendum of 1987 and as subsequently provided for in Guam law regarding Chamorro self-determination efforts, encouraged the administering Power and the territorial Government to enter into negotiations on the matter, and stressed the need for continued close monitoring of the overall situation in the Territory;

(g) Requested the administering Power, in cooperation with the territorial Government, to continue to transfer land to the original landowners of the Territory, to continue to recognize and to respect the political rights and the cultural and ethnic identity of the Chamorro people of Guam and to take all measures necessary to address the concerns of the territorial Government with regard to the question of immigration;

(h) Also requested the administering Power to assist the Territory by facilitating public outreach efforts, consistent with Article 73 *b* of the Charter, called upon the relevant United Nations organizations to provide assistance to the Territory, if requested, and welcomed the recent outreach work by the territorial Government;

(i) Further requested the administering Power to cooperate in establishing programmes for the sustainable development of the economic activities and enterprises of the Territory, noting the special role of the Chamorro people in the development of Guam;

(j) Stressed the importance of the Special Committee being apprised of the views and wishes of the people of Guam and enhancing its understanding of their conditions, including the nature and scope of the existing political and constitutional arrangements between Guam and the administering Power;

(k) Called upon the administering Power to participate in and cooperate fully with the work of the Special Committee in order to implement the provisions of Article 73 *e* of the Charter and the Declaration and in order to advise the Committee on the implementation of the provisions under Article 73 *b* of the Charter on efforts to promote self-government in Guam, and encouraged the administering Power to facilitate visiting and special missions to the Territory;

(l) Also called upon the administering Power to facilitate a visiting mission to the Territory, and requested the Chair of the Special Committee to take all the steps necessary to that end;

(m) Reaffirmed the responsibility of the administering Power under the Charter to promote the economic and social development and to preserve the cultural identity of the Territory, and requested the administering Power to take steps to enlist and make effective use of all possible assistance, on both a bilateral and a multilateral basis, in the strengthening of the economy of the Territory;

(n) Took into account the 2030 Agenda for Sustainable Development, including the Sustainable Development Goals, stressed the importance of fostering the economic and social sustainable development of the Territory by promoting sustained, inclusive and equitable economic growth, creating greater opportunities for all, reducing inequalities, raising basic standards of living, fostering equitable social development and inclusion and promoting the integrated and sustainable management of natural resources and ecosystems that supported, inter alia, economic, social and human development, while facilitating ecosystem conservation, regeneration, restoration and resilience in the face of new and emerging challenges, and strongly urged the administering Power to refrain from undertaking any kind of illicit, harmful and unproductive activities, including the use of the Territory as an international financial centre, that were not aligned with the interests of the people of the Territory;

(o) Requested the Territory and the administering Power to take all measures necessary to protect and conserve the environment of the Territory against any degradation and the impact of militarization on the environment, and once again requested the specialized agencies concerned to monitor environmental conditions in the Territory and to provide assistance to the Territory, consistent with their prevailing rules of procedure;

(p) Requested the Secretary-General to continue to report on the environmental impact of the military activities of the administering Power in the Territory, as relevant information became available;

(q) Requested the Special Committee to continue to examine the question of Guam and to report thereon to the General Assembly at its seventy-fourth session and on the implementation of the resolution.

Annex

Map of Guam

