

**STATEMENT  
OF  
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**BEFORE THE  
HOUSE SUBCOMMITTEE ON FISHERIES, WILDLIFE, OCEANS AND INSULAR AFFAIRS**

**REGARDING THE  
DEPARTMENT OF THE INTERIOR, OFFICE OF INSULAR AFFAIRS  
FISCAL YEAR 2013 BUDGET REQUEST**

**March 6, 2012**

Mr. Chairman and members of the Subcommittee, thank you for the opportunity to testify on the President's fiscal year 2013 budget request for Insular Affairs. The Office of Insular Affairs (OIA) is responsible for administering the Federal Government's relationship with the territories of Guam, American Samoa, the United States Virgin Islands (USVI), and the Commonwealth of the Northern Mariana Islands (CNMI). OIA also administers the financial assistance provided to the freely associated states (FAS) of the Federated States of Micronesia (FSM), the Republic of the Marshall Islands (RMI), and the Republic of Palau under the Compacts of Free Association.

**Overview of the FY 2013 Budget Request**

The proposed fiscal year 2013 Insular Affairs budget totals \$575.3 million, an increase of \$4.7 million from the 2012 enacted appropriation. The \$4.7 million increase is attributed to increases in permanent appropriations. Employee full-time equivalent (FTE) positions remain at 41. For 2013, growing mandatory commitments include an estimated \$248.0 million for

fiscal payments to Guam and the U.S. Virgin Islands and \$239.3 million for payments under compacts of free association to the RMI, FSM and Palau. The request for current appropriations for 2013 is \$88 million. This amount is a decrease of \$16.4 million from the 2012 enacted appropriation. Included in this current appropriation request are \$60.3 million in discretionary funding and \$27.7 million in mandatory funding.

The fiscal year 2013 OIA budget focuses on strategies that empower insular communities through programs that improve quality of life, create economic opportunity, and promote efficient and effective governance. Assistance to Territories programs include (1) American Samoa Operations (\$22.8 million), (2) Covenant capital improvement projects (\$27.7 million), (3) Office of Insular Affairs (\$9.3 million), (4) General Technical Assistance (\$12.5 million), (5) Maintenance Assistance (\$.74million), (6) Brown Treesnake Control (\$3.0 million), (7) Coral Reef Initiative (\$1.0 million), and (8) Empowering Insular Communities (\$3 million). The budget also proposes the appropriation of \$5 million in additional Compact Impact assistance for education in Guam, Hawaii, the Northern Mariana Islands, and American Samoa, supplementing the shared annual \$30 million permanent appropriation for these jurisdictions.

American Samoa Operations, with its budget request of \$22.8 million, is the second largest budget activity in Assistance to Territories. While it is considered a discretionary item, it is a directed appropriation that provides essential assistance to help the American Samoa Government provide the basic services of health care, education, and support for the judiciary.

General Technical Assistance, for which OIA requests \$12.5 million for 2013, allows OIA to provide funding for addressing needs that affect multiple insular areas or specific needs that may require quick action. The islands all benefit and are very supportive of the program.

The largest component of Assistance to Territories is the \$27.7 million for Covenant capital improvement project grants (CIP). These funds are divided among the United States territories of Guam, American Samoa, the U.S. Virgin Islands and the CNMI using a competitive allocation system designed to elicit good-government accountability in the territories. This process uses a set of 10 objective criteria that measure the demonstrated ability of the territorial governments to exercise prudent financial management practices and to meet Federal grant requirements. These criteria include compliance

with the Single Audit Act of 1984 and Federal grant project reporting requirements. The scoring process and all 10 criteria are explained on page 28 of the 2013 budget justification. Every year OIA provides each territorial government with the details of their scoring for the 10 criteria and notifies them of the resulting CIP award amount. For 2013, the \$27.7 million will be divided as follows:

CNMI	\$ 8.7 million
American Samoa	\$10 million
Guam	\$ 6.1 million
U.S. Virgin Islands	\$ 2.9 million

Building upon our efforts to increase accountability for Covenant CIP funds using the competitive criteria, in 2013 we are again proposing legislative language that would allow CIP funding that has remained unobligated in a territory's account, with an expenditure rate of less than 50 percent over five years, to be withheld or redistributed to other territories. When implemented, we believe this change in procedure will be a strong incentive for each territory to utilize CIP funding more quickly for its intended purpose. Expenditure rates are calculated annually and shared with the territorial governments as part of the competitive criteria.

The Pacific territories and Hawaii also receive mandatory Compact impact funding under the Compacts of Free Association. Section 104(e) of Title I of the amended Compacts of Free Association provides a \$30.0 million permanent annual appropriation through 2023 to aid in defraying costs incurred as a result of increased demands placed on health, education, social, or public sector services, or infrastructure related to such services, due to the residence of qualified non-immigrants from the RMI, the FSM, or the Republic of Palau. Also requested for fiscal year 2013 is an additional \$5 million to be dedicated solely to education. The distribution of this \$35 million is based on the size of the FAS populations in each affected jurisdiction as calculated by the U.S. Census Bureau once every five years. A new enumeration of FAS qualified non-immigrants will be completed in 2013.

Of the full \$575.2 million budget request for Insular Affairs, only \$57.2 million is discretionary.

## **Highlighted 2013 Budget Changes**

### **Empowering Insular Communities**

The President's 2013 budget request for Insular Affairs includes an initiative called "Empowering Insular Communities." The program is intended to strengthen the foundations for economic development and investment in the territories, including the critical services of power, water, sewer, solid waste, healthcare and public safety. The request for this program is \$2.9 million.

This funding will be dedicated in 2013 to the energy security critical to the insular areas' future economic development and sustainability. In 2010, OIA entered into an Inter-Agency Agreement with the U.S. Department of Energy, National Renewable Energy Laboratory (NREL) to help develop long-term strategic energy plans in American Samoa, Commonwealth of the Northern Mariana Islands, and Guam. The NREL plans provided initial energy efficiency and renewable energy assessments, strategic plan implementation, and deployment of technology. OIA will use 2013 funding to help the territories implement actions identified in these strategic energy plans, including exploration for geothermal resources in the CNMI, energy efficiency actions in American Samoa and solar power installations in Guam.

### **Palau Compact of Free Association**

In 2010, the United States and Palau completed their review of the financial provisions of the Compact of Free Association between the two countries. The two nations signed a fifteen-year agreement that includes payment by the United States of \$229.0 million in financial assistance to Palau for the period ending in 2024. \$39.4 million of that commitment has been appropriated in annual increments of \$13.1 million in fiscal years 2010, 2011 and 2012. For its part, Palau is committed to undertaking economic, legislative, financial, and management reforms. In the western Pacific, Palau is a strategic partner aiding United States defense interests, and has been a steadfast ally of the United States for many years. The President's 2013 budget includes no current appropriations for the Palau Compact. Once approved by the Congress as proposed in S. 343, the new agreement

will be funded with a permanent appropriation of \$209 million, including a payout to Palau of \$34 million in 2013.

### **Statistics Improvement**

Another major OIA initiative is the continuation of gross domestic product (GDP) statistics for the four United States territories. In 2008, OIA entered into an agreement with the Bureau of Economic Analysis of the Department of Commerce for the gathering of data to produce GDP statistics. The agreement allows for consistent tracking of economic performance with statistical methods comparable to those used for the fifty states. The data demonstrate the difficult economic situation in the islands. The most recent data show real GDP declined in American Samoa by 2.1 percent in 2008 and another 4.7 percent in 2009. In the CNMI, GDP decreased 12.1 percent in 2008 and 19.8 percent in 2009. Guam showed a decrease in GDP of 0.5 percent in 2008, and an increase of 1.7 percent in 2009. The USVI showed an increase in GDP of 1.3 percent in 2008, but a decline of 5.6 percent in the following year.

The annual cost of maintaining the statistics is \$600,000, which is included in the 2013 budget request for OIA. The Bureau of Economic Analysis will incorporate this data in its larger GDP mandate for the nation; but more importantly insular officials will be able to judge the impact of the military build-up on Guam as well as the closure of the oil refinery and the opening of the new rum distillery in the USVI.

### **Federal Responsiveness**

Mr. Chairman, while there is no direct budget implication, we are in our second year of implementing Executive Order 13537, which strengthened the Interagency Group on Insular Areas (IGIA) by establishing IGIA co-chairs: the Assistant to the President and Director of Intergovernmental Affairs, and the Secretary of the Interior. Last week more than twenty Federal agencies gathered at the annual IGIA meeting where numerous territorial issues were discussed with territorial leaders. Strengthening the IGIA has improved agency responsiveness and collaboration on Federal policy issues with respect to the territories. Members of the IGIA look forward to more direct participation of the White House as we attempt to resolve sometimes difficult and seemingly intractable territorial issues.

## **Conclusion**

I am confident the President's 2013 budget request for the Office of Insular Affairs will empower insular communities by improving the quality of life, creating economic opportunity and promoting efficient and effective governance.