

**IMPACTS OF MIGRATION
FROM
THE COMPACT OF FREE ASSOCIATION STATES
ON
PUBLIC AND SELECTED PRIVATE AGENCIES OF GUAM**

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EXECUTIVE SUMMARY

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In 1986, the United States signed Compacts of Free Association with the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RM FSM and RMI citizens to freely enter, live, and work in the United States and its insular areas. This study is part of the *Compact Impact Needs Assessment Study (CINAS)* undertaken by the Micronesian Language Institute (MLI) of the University of Guam (UOG) for the U.S. Department of Interior and the Guam Bureau of Planning. The purposes of the study are twofold:

1. To document and describe the impact that immigration from the Compact of Free Association (CFA) states has on the missions of agencies of the Government of Guam and selected private agencies, and on their abilities to provide service to the people of Guam.
2. To identify areas of impact requiring federal or local assistance, gathering information to support requests for assistance.

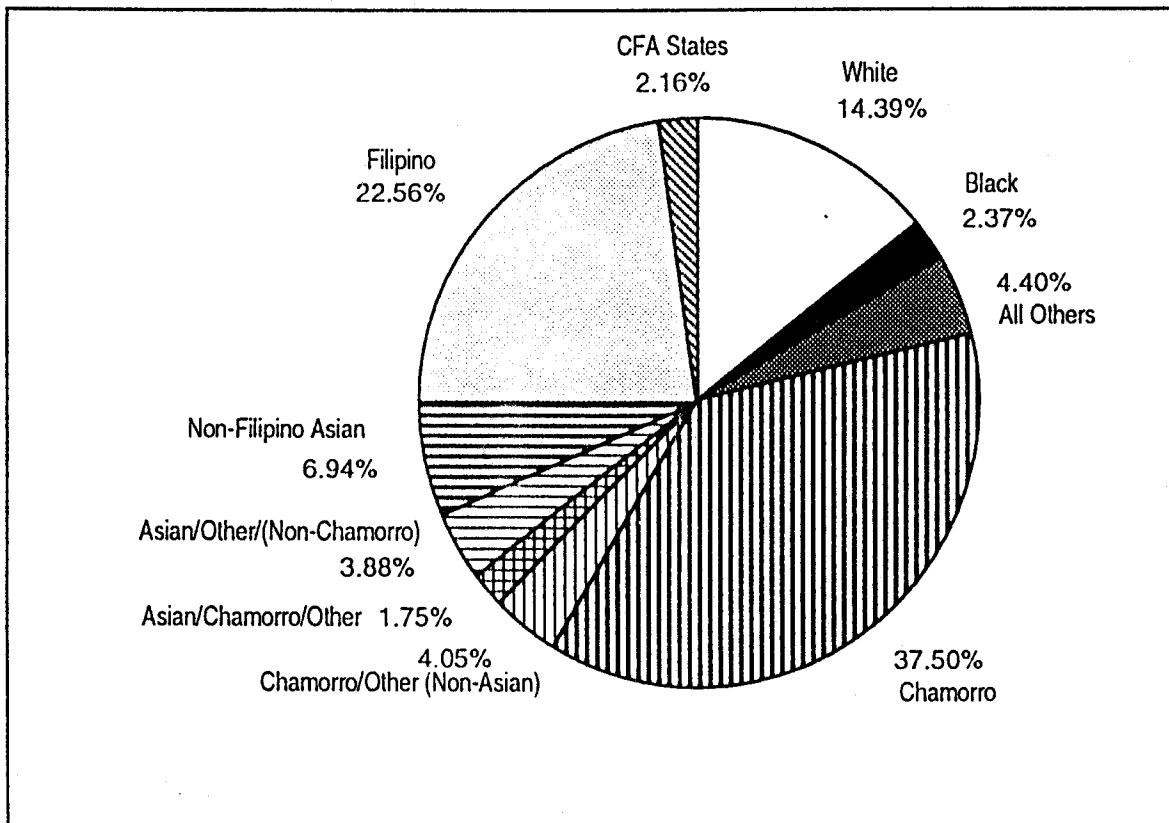
The study was conducted in two stages: A brief survey of the Guam Mayors' Council, and a longer survey of Guam agencies, mayors of impacted villages, and selected private agencies.

Characteristics of Guam's Population

Guam's population characteristics as reported in the 1990 Census (U. S. Department of Commerce, 1992), and some CFA population data obtained from the 1992 census of Micronesians on Guam (Rubinstein and Levin, in preparation), were used as reference points. Figure 1 illustrates the ethnic complexity of Guam. In the 1990 Census, CFA ethnicity is claimed by 2,879 persons, or 2.16% of the population of Guam. On the basis of place of birth, 3,052 claimed CFA status. Chamorro ethnicity (full = 37.5%; partial = 5.79%) is claimed by 43.29% of the population; 22.56% claim Filipino ethnicity; 6.94% claim other single Asian ethnicities; and 5.62%

claim Asian and other ethnicities. The overlap of the *Chamorro and Other* and *Asian and Other* categories of multiple ethnicity is about 1.75%.

Throughout this report, the figure 2.16% will be used as the population estimate of CFA immigrants on Guam. The 1990 Census total for Guam, 133,152, will be used in discussing the total population. Population projections are only used if specifically provided by agencies in their own data.



Data Source: U.S. Department of Commerce, 1992, 1990 Census of Population and Housing, Social, Economic, and Housing Characteristics, Guam, Table 11 (Ethnic Origin).

Figure 1. Ethnic Composition of Guam's Population, 1990.

Guam's population is not evenly distributed; nor is the impact of migration from the CFA states experienced equally throughout the island, as Figures 2, 3, and 4 illustrate. Two villages with the largest population--Dededo and Tamuning-Tumon-Harmon--also have large numbers of immigrants. The concentration of immigrants in these areas is less than 2.5%. In the villages of Yigo, Mangilao, and Mongmong-Toto-Maite, however, the concentration of immigrants ranges

between 4% and 6%. Figures 3 and 4 show a shift in which the proportion of CFA immigrants in the central villages declined, and the proportion in the northern and southern villages increased.

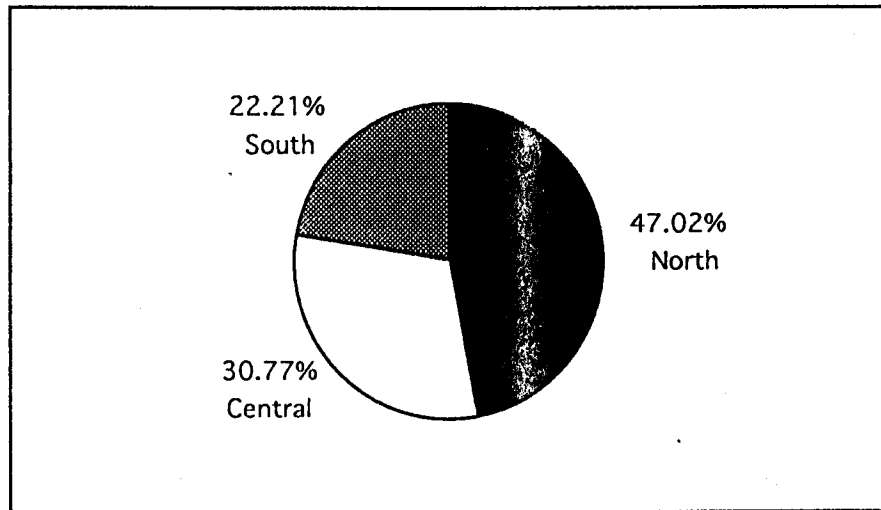


Figure 2. Population Distribution on Guam by Region, 1990 Census¹

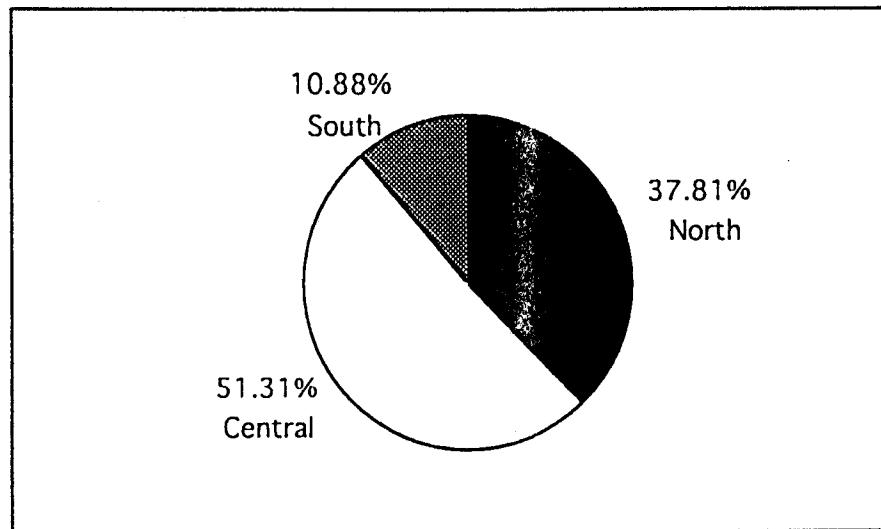


Figure 3. CFA Population Distribution on Guam by Region, 1990 U.S. Census of Guam¹

¹North: Dededo, Tamuning, Yigo; Central: Agana, Agana Heights, Asan, Barrigada, Chalan Pago-Ordot, Mangilao, Mongmong-Toto-Maite, Piti, Sinajana; South: Agat, Inarajan, Merizo, Santa Rita, Talofofo, Umatac, Yona (Ada, Blas, Barcinas, and Hutcherson, 1991, p. 15).

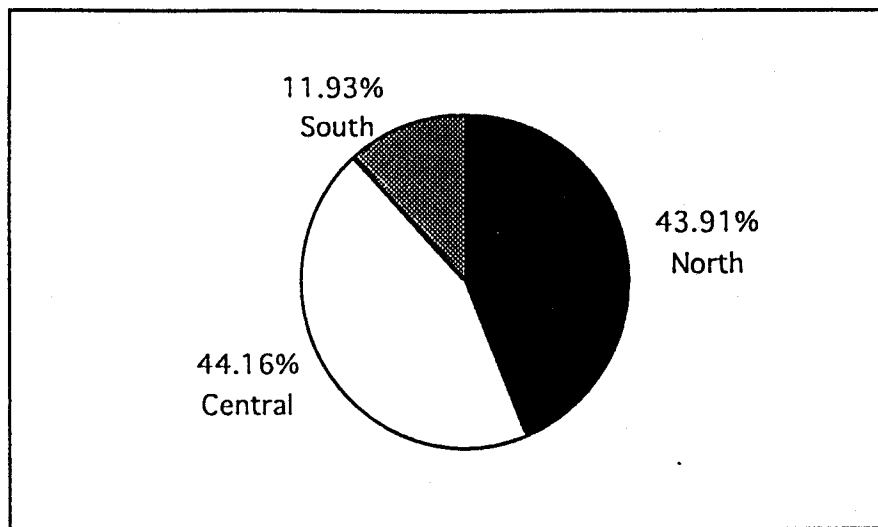


Figure 4. CFA Population Distribution on Guam by Region, 1992 Census of Micronesians on Guam¹

Study 1: Survey of the Mayors' Council

The purpose of the Mayors' Council survey was to obtain: 1) an estimate of the numbers of FSM and RMI immigrants living in each village; 2) the Mayors' views on the nature and amount of Compact Impact compensation needed; and 3) their views on the three greatest impacts of Compact induced migration on their villages.

Key Findings

1. Mayoral estimates of the number of CFA immigrants in the villages exceeded the 1990 Census figures by 2,000 to 2,500. They also exceeded the 1992 Micronesian census figures (Rubinstein and Levin, in preparation) by about 1,300.
2. Seven of the 12 mayoral respondents recommended that money be directed toward housing assistance. Their next choice was community improvement through educational and recreational centers and services. Their estimates of the amount of money needed for these projects ranged from several thousand to hundreds of thousands of dollars.
3. Mayors listed the following as the three greatest village impacts of the Compacts:
 - Housing (mentioned 11 times)
 - Education (6)
 - Lifestyle or culture (4)
 - Employment (4)
 - Public assistance (3)
 - Sanitation and Health (3)

Study 2: Survey of Public and Selected Private Agencies of Guam

A document review and interview survey of 54 top level Government of Guam agencies, village mayors, and selected private agencies and employers was conducted. Respondents were asked to report on the nature and extent of the impact of Compact immigration; the period of impact; the needs of their CFA clients; the numbers of CFA clients and employees; other employment data; and their perceptions of the CFA immigrant population as clients, citizens, and/or employees.

Key Findings

1. Rank Order and Duration of Compact Impacts (Table 1)

- Thirty-six public agencies or their departments identified the impact of the Compacts of Free Association on their agencies' missions as *Moderate*, *Moderate to Great*, or *Great*.
- Most agencies have experienced impacts since 1988 or later. Department of Education (DOE), UOG and Department of Administration (DOA) date impacts to 1986. Village impacts dating to 1977 are not Compact impacts.

2. Nature of Impacts on Villages

- Shortage of adequate housing;
- Shortages of funding; of facilities such as community centers; and of educational and recreational programs and equipment for children, youth, and adults;
- The daily experience of cultural difference.

3. Nature of Impacts on Housing

- Guam Housing and Urban Renewal Authority (GHURA); Guma San Jose and Guma San Francisco (centers for the homeless) reported:
 - increased numbers of clients;
 - limited quantity of affordable housing.
- DOA Housing Management reported increased maintenance on existing units.
- In September 1992, CFA families were 28.5% of the 1,795 families on the waiting list for GHURA housing assistance and 9.7% of the 1,750 families who were receiving housing assistance.
- In December 1992, FSM families were 24.3% of the 107 families on the waiting list at GRC but less than 1% of those receiving assistance.
- In fiscal year 1992, CFA clients made up 76% of the 544 clients at Guma San Francisco, 52% of the 1,110 clients at Guma San Jose I and 64% of the 383 clients at Guma San Jose II.

Table 1
Agency Estimates of Impact (Slight, Moderate, or Great)

| Village/Agency | Strength of Impact | Impact Since |
|--|--------------------|--------------|
| <u>Villages</u> | | |
| Tamuning | Critical | 1977 |
| Yona | Great | 1977 |
| Mangilao | Great | 1989 |
| Dededo | Great | 1989 |
| Barrigada | Moderate/Great | 1990 |
| MTM | Moderate/Great | 1988-9 |
| Agat | Moderate | 1991 |
| Sinajana | Moderate | 1990 |
| <u>Housing Agencies</u> | | |
| Guma San Francisco | Great | 1988-90 |
| Guma San Jose (CSS) | Moderate/ Great | NR |
| GHURA | Moderate /Great | 1991 |
| DOA Housing Management | Moderate | 1991 |
| <u>Education Agencies</u> | | |
| Guam Department of Education | Great | 1986 |
| DOE Chamorro Studies | Great | NR |
| DOE LOTE | Great | 1986 |
| University of Guam | Great | 1986-87 |
| Guam Community College | Moderate/Great | 1989-90 |
| GCC Apprenticeship Training Program | Great | 1990-91 |
| GCC Financial Aid | Great | 1991 |
| GCC Cooperative Education | Moderate | 1991 |
| <u>Health Agencies</u> | | |
| DPHSS | | |
| Division of Public Health | Great | May 1990 |
| WIC | Great | pre-1992 |
| Division of Public Welfare | Mod/Great, Great | May 1990 |
| Contracted Services, Alee Shelter | Moderate, Great | 1988 |
| Child Protective Services | Moderate | 1988-89 |
| Guam Memorial Hospital | Moderate/Great | 1990-91 |
| GMH Non-Emergency Services | Moderate, Great | |
| GMH Emergency Room | Great | |
| Catholic Social Services | Moderate, Great | NR |
| <u>Public Safety Agencies</u> | | |
| Red Cross Emergency Food & Shelter Program | Great | NR |
| Guam Police Department | Substantial | 1989 |
| Superior Court of Guam | Moderate, Great | 1987-88 |
| <u>Transportation and Employment</u> | | |
| DOL Guam Employment Service | Great | 1986 |
| GMTA, M's Marketing | Moderate | 1987 |
| Agency Human Resource Development | Moderate | 1989 |
| Department of Administration | Moderate | 1986 |

4. Nature of Impacts on Health and Medicine

- The Public Health and Public Welfare Divisions of the Department of Health and Social Services (DPHSS), and the Guam Memorial Hospital (GMH) reported:
 - increased numbers of clients;
 - shifts in demands for specific types of service;
 - shortages in the number of qualified and appropriately trained personnel.
- Impacts due to increases in the number of women and children seeking care at the Division of Public Health, and to increases in the number seeking care at the GMH Emergency Room are exacerbated by the general shortage on Guam of nurses and doctors in the the fields of obstetrics, pediatrics, and emergency medicine.
- There is an over-representation of the CFA immigrant population at the Southern Region Health Center (about a third of the clients/visits there). This is the only public health treatment center on Guam that provides medical care for children and adults. The location of this vital center in the south, in contrast to the CFA residential concentrations in the northern villages, contributes to problems of immigrant transportation.

5. Education

- Department of Education
 - In elementary and secondary education, 1,242 CFA immigrant children (4.23% of the total 1992 school population) are enrolled in Guam's public schools.
 - This increase is sufficient to justify the building of two new schools. It is over and above the natural increase in Guam's population, and greater than the numbers of military dependents arriving after the closing of bases in the Philippines.
 - The increase came rapidly, without preplanning, and at a time when the capacity of local schools was already strained.
 - The enrollment of large numbers of students from the many cultures and languages of the FSM and RMI created the need for new, legally required, programs guaranteeing equal educational opportunities to CFA students. These create new needs for programs of language and academic testing, specially designed bilingual or English instruction programs for students at different age levels, new types of school materials and equipment, culturally appropriate counseling, family liaison programs, and significantly - the training, recruitment, and hiring of highly specialized professional personnel.
- Enrollment of CFA students at the University of Guam and Guam Community College has declined 10% and 2.5%, respectively.

6. Public Safety/Legal

- Police statistics indicate that the number of calls for police service (offenses) and the number of arrests from 1989 to 1992 has increased in both the FSM and the general population of Guam. By 1992, the FSM rate of offenses had more than doubled and were proportionately greater than the FSM presence on Guam (13.45% of offenses; 2.16% representation in the 1990 Guam population). The number of 1992 arrests was six times greater than in 1985 [444 (14.75%) in 1992 vice 74 (3.53%) in 1985]. Alcohol plays a major role in the crimes committed by members of the CFA population on Guam;
- The Public Defender's office estimates that 10% of their clients are CFA immigrants;
- Guam's Superior Court has experienced an increased caseload, a condition made more serious because of lack of trained interpreters and culturally trained staff;
- Of the 1,341 persons given emergency housing at Camp Omar by Civil Defense and Guam Emergency Services Office in the wake of Typhoon Omar, 1,112 (83%) were CFA immigrants;
- Red Cross Emergency Food and Shelter Program has experienced an increased number of clients.

7. Transportation and Employment

- In 1992, 3.97% of the employees on Guam were CFA immigrants. This is approximately equal to their representation in the entire population at the time.
- In 1992, 5.47% of private sector employees were CFA immigrants, compared to 0.17% of Government of Guam employees. Some private employers report CFA employment rates as high as 61.1% at various times over the past few years.
- Guam Employment Service and the Agency for Human Resources Development report a disparity in the needs of employers on Guam and the skill levels, work practices, and job expectations of CFA employees.

Overview of Problems and Needs; Potential Solutions; and Recommendations Occasioned by Migration to Guam from the CFA States

Problems and Needs

Table 2 provides an interpretive overview of respondent perceptions of the prominence of different types of impacts on six of Guam's public sectors.

Table 2
Areas of Impact Perceived by Selected Agencies¹

| Guam Public Sector | Type of Impact | | | | | |
|----------------------------------|----------------|---------|----------|-----------|---------|-------|
| | Language | Culture | Employmt | Education | Housing | Legal |
| Village Experience (n=12) | ● | ● | ★ | ★ | ● | ★ |
| Housing (n=2) | ● | ● | ★ | ● | ● | ● |
| Health and Medicine (n=12) | ● | ● | ● | ○ | ★ | ○ |
| Education (n=10) | ● | ● | ● | ● | ○ | ○ |
| Public Safety/Legal (n=8) | ● | ★ | ○ | ★ | ○ | ★ |
| Transportation/Employment (n=10) | ● | ● | ★ | ○ | ○ | ★ |

¹ Each type of impact shown represents more than 20 total mentions from all sectors. The symbol used to indicate the prominence of a specific type of impact in a sector is based on the proportion of respondents in that sector who mentioned the impact. Topics identified but mentioned fewer than 20 times were, in order of magnitude: alcohol and alcohol related behaviors; health and social services issues; documentation; community organizations; immigrant preparation before coming to Guam; a general program of orientation to life on Guam, and transportation.

² ● = Very Prominant Impact; ★ = Moderate Impact; ○ = Light Impact.

Potential Solutions and Uses of Compact Impact Aid

Table 3 lists potential solutions to CFA immigration problems and suggestions for the use of Compact impact aid. These suggestions further define topics perceived as problems.

Education is the most frequently proposed solution. Other solutions include: housing; health care (especially via outreach programs); welfare assistance; improved sanitation; community organization; activities to achieve orientation to Guam; preparation before coming to Guam; regional and interagency planning for immigration; and specific financial reimbursements from the U.S. Government.

Recommendations

1. Establish a Compact Impact Information System and Longitudinal Data Base

- Specify with precision the nature of data needed in the public and private sectors of interest to the Federal and Territorial governments to officially document and calibrate Compact impact in a manner acceptable to the U.S. Congress. Priorities should be set for the types of data needed;
- Perform a detailed and precise review of the data bases currently established in each public and private agency of interest to determine how existing data capture systems can provide the data needed by the U.S. Congress with a minimum of additional expense;
- Establish standardized operational definitions of variables (e.g., using names of political

entities rather than overly broad ethnic or geographical labels - Chuukese vice Micronesian), aiming where possible to contribute to longitudinal data bases that are already in existence;

- Establish and utilize a comprehensive set of ethnic categories for critical comparisons (e.g., for reporting the distribution of drunk driving accidents by ethnicity) so all ethnicities in the Territory are represented instead of stigmatizing a few through selective reporting;
- Provide funding for the information system from Federal sources, and supply technical assistance to the Territory of Guam to establish the system.

2. Realign Guam Agency Service Patterns to Meet Community Needs

- Conduct internal agency and interagency reviews of how well services are aligned to the residential, age, sex, culture, and linguistic characteristics of the service populations, with particular reference to the CFA population on Guam;
- Establish a cost estimating system to capture information on cost-added dynamics of making changes that lead to achieving service objectives for the CFA population on Guam.

3. Recruit, Train, and Retain CFA Employees for Public Agency Service

- Few Guam public agency employees speak or understand the languages of their CFA clientele; nor are more than a few agency employees familiar with the CFA cultures and home island conditions. There are no CFA employees in most major Government of Guam agencies. Representation of the immigrant community is critical to the human rights of CFA immigrants in at least three agencies:
 - Public Safety, especially law enforcement and criminal justice agencies;
 - Education, to assure equal educational opportunities;
 - Public Health settings, to assure patient understanding and informed consent, as well as safe and timely health and medical procedures.

4. Provide Cross-Cultural Training to Current Agency Employees

- Public agency directors and staff of all types are in daily face-to-face contact with the CFA immigrant community. The incidents involving cross-cultural misunderstanding that emerged in the course of this study, and which appear daily in the mass media on Guam, indicate that training programs need to be designed and implemented immediately. Many sources of cross-cultural training are available on Guam:
 - CFA community organizations provide cross-cultural training;
 - Seminars or courses in cross-cultural understanding and interaction are available from the University of Guam or Guam Community College;

- The University of Guam provides regular credit-bearing courses in several CFA languages, as well as in Chamorro language and culture;
 - The University of Guam offers a Master of Arts Degree in Micronesian Studies.
 - The University of Guam offers a Master of Education Degree in Teaching English to Students with Other Languages (TESOL);
 - The University of Guam offers an undergraduate specialization in bilingual education;
 - The Guam Community College offers cross-cultural, bilingual education coursework for preschool teachers.
 - There is currently no funding for language and culture training designed especially for medical and legal contexts although the University of Guam and Guam Community College could do so if resources permitted.
5. Areas for Additional Funding, Technical Assistance, or Research
- Access to Existing Federal Funds
 - The financial burdens created by some types of Compact impact could be lessened if the public agencies of Guam would identify existing Federal funding programs which address specific needs, and apply to these programs for funds (e.g., language assessment and identification, bilingual and ESL curriculum and instruction design and development, and teacher training are all funded by the Office of Bilingual Education and Minority Language Affairs of the U.S. Department of Education).
 - Technical assistance to Guam is needed to aid in the identification of existing Federal funding programs that are designed to address Guam's Compact impacts. Federal assistance to make these relevant agencies aware of Guam's needs, and to make Guam's needs a priority in their funding plans is also needed.
 - Housing Assistance
 - High priorities include: Affordable housing; renovation and restoration programs for existing housing; design of new public housing that is culturally and climatically appropriate; and training of CFA public housing residents in maintenance practices.
 - Access to Health and Medical Care
 - High priorities include: Health and medical care for the homeless; public education on preventative medicine and medical management; adaptation of health, alcohol, drug treatment, mental health, and shelter programs for Pacific Island cultures; and staff training in the languages and cultures of the CFA immigrants.
 - Equal Education Opportunities
 - High priorities include: Teacher training in CFA languages and cultures; teacher specialization in bilingual and ESL instructional methods; school restructuring to

better meet the needs of multilingual/multicultural educational programs; facilities expansion; development of school materials in the languages of CFA immigrants; ESL classes in village communities; and broadly based public education in effective multicultural interaction.

- Education in, and Access to, Fair Public Safety, Legal, and Financial Services
 - High priority needs include: Public education programs on: the laws of Guam and common legal procedures; legally binding documents; drivers' licensing; car insurance; traffic laws and requirements; dealing with financial obligations; budgeting money; and consumer rights.
- Expanded Access to Public Transportation
 - Survey of current public transit ridership and ridership needs.

Table 3
Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

| Agency | Solutions | Uses for CI Money |
|--|---|---|
| <u>Mayors</u> Agana Hts | Period of adjustment Education Community organizations Mayoral liaison | Youth/adult programs Community organization |
| Agat | | Assistance to individuals, family Basketball court |
| Dededo | Training to get off subsidy Assimilation | Housing Sanitation Education |
| Mangilao | Education, job training Social work, community service Subsidized ESL training in village | Housing Education |
| Mongmong-Toto-Maite | Community organization | Non-profit community organizations Equipment: chairs/canopies Planning |
| Sinajana | Immigration control | Housing |
| Talofofo | Housing | Education, orientation to village Education |
| Tamuning | Immigration control | Housing |
| Yona | Immigration control Limit length of stay Local (Guam) economic development | Entry control Housing, public housing on federal land |
| Umatac | | Student exchange program |
| <u>Housing</u> GHURA | Education | Housing maintenance |
| GHURA Residents' Initiative Program | | Chuukese handbook Equipment: sports, playground Financial training, especially budgeting Networking of services |
| GSF | Training in home islands Federal responsibility | Tickets to return home Food and rent vouchers |

Table 3, page 2
Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

| Agency | Solutions | Uses for CI Money |
|---|---|--|
| <u>Health and Medicine</u> | | |
| Public Health | Less government, more expenditure Regional effort, collaboration Education | Prenatal care |
| Communicable Disease Control | Funding for outreach programs Immunization | Outreach programs Workshops on culture |
| WIC | Improve service Education Interagency dialogue Community organization | |
| Public Welfare | | Equity of assistance to need Home visits Representative/Liaison from |
| FSM | | Federal followthrough on promises |
| Environmental Health | Computerize data, include place of origin Assistance in testing | Improve Health Certificate program Sanitation English language training |
| GMH | Sagan Fanasodda'an (Compact Impact Office) Coordination with consul Community organizations & links | Liaison with Public Health Education |
| GMH Medical Director | Language orientation Public Health | |
| SDA clinic | | Welfare |
| <u>Education</u> | | |
| DOE Planning/Research/Evaluation | | Work Study programs |
| DOE Personnel | | Administer and interpret language proficiency tests |
| DOE LOTE (program for language minority students) | | As outlined in Impact Plan |
| DOE Pupil Personnel | | Educational campaign in CFA on need for educational and health records in Guam |

Table 3, page 3

Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

| Agency | Solutions | Uses for CI Money |
|----------------------------------|--|---|
| GCC President | | Driver education Technical grants to the CFA people on Guam Outreach programs Peer group development Experience islands groups Literacy programs |
| GCC Apprenticeship Program | Link with CFA governments | Hire personnel to develop apprentice jobs |
| GCC Financial Aid | | Non-profit store for clothing, household goods |
| Women's Resource Center | | Educational Institution grants, \$40,000 |
| UOG | | Current funds used in developmental courses (Math and English) |
| <u>Employment/Transportation</u> | | |
| GES | Employment counselor who knows CFA languages | Had \$13,000 in past for reporting Need \$150,000/ year for: Employment counselor Coordination with CFA states Exchange of staff w/CFA states |
| AHRD | Liaison help Outreach program | Reimbursement of \$4,000 per participant |
| DOA Director | | Housing |
| GMTA | | Survey of ridership Multilingual translation of fares, routes, schedules for public notification |
| <u>Public Safety</u> | | |
| Superior Court Judge | | Person with knowledge of language and culture of CFA states, preferably also legal systems |
| Court PIO | Judges' Council Translation of documents | Translator |
| Public Defender | | Multilingual translators |

Table 3, page 4
Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

| Agency | Solutions | Uses for CI Money |
|----------------------------------|---|---|
| DOC | | Staff raises |
| GCC-Criminal Justice | | Education in law |
| DMV | | More driver examiners |
| Civil Defense | Liaison education program Legislation to track population | |
| <u>Other</u> Parks/Recreation | | Park improvements Park facilities Agana pool |
| Palace Hotel Trainer | Training and Housing | Education for adaptation |
| Hospitality Dynamics | Respect for all cultures Support networks | Health care Education |
| Onward Agana Beach Hotel | | Training and education Basic hygiene Care of rent units |
| Church of Latter Day Saints | Develop skill at home, especially trades Do not destroy culture, develop its potential | |
| Moylan's Insurance | Education Plan for immigration | |
| Hawaiian Rock Products | | Skill training |
| Shakeys (Restaurant) | | Labor |
| Guam Contractors Association | | Training Job placement contract with GCC |
| Chamber of Commerce | | Transfer Impact money from FSM to Guam Training Orientation to Guam Employees |

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1993

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The following pages should be substituted in the master before any more copies are made.

Serious problems ^{resulted} with tables because of margin changes.

Most impact tables come out very badly.

Thank you,

P. M. Coulter
2/11/94

IMPACTS OF MIGRATION
FROM
THE COMPACT OF FREE ASSOCIATION STATES
ON
PUBLIC AND SELECTED PRIVATE AGENCIES OF GUAM

EXECUTIVE SUMMARY

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In 1986, the United States signed Compacts of Free Association with the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI). The Compact allows FSM and RMI citizens to freely enter, live, and work in the United States and its insular areas. This study is part of the *Compact Impact Needs Assessment Study* (CINAS) undertaken by the Micronesian Language Institute (MLI) of the University of Guam (UOG) for the U.S. Department of Interior and the Guam Bureau of Planning. The purposes of the study are twofold:

1. To document and describe the impact that immigration from the Compact of Free Association (CFA) states has on the missions of agencies of the Government of Guam and selected private agencies, and on their abilities to provide service to the people of Guam.
2. To identify areas of impact requiring federal or local assistance, gathering information to support requests for assistance.

The study was conducted in two stages: A brief survey of the Guam Mayors' Council, and a longer survey of Guam agencies, mayors of impacted villages, and selected private agencies.

Characteristics of Guam's Population

Guam's population characteristics as reported in the 1990 Census (U. S. Department of Commerce, 1992), and some CFA population data obtained from the 1992 census of Micronesians on Guam (Rubinstein and Levin, in preparation), were used as reference points. Figure 1 illustrates the ethnic complexity of Guam. In the 1990 Census, CFA ethnicity is claimed by 2,879 persons, or 2.16% of the population of Guam. On the basis of place of birth, 3,052 claimed CFA status. Chamorro ethnicity (full = 37.5%; partial = 5.79%) is claimed by 43.29% of the population; 22.56% claim Filipino ethnicity; 6.94% claim other single Asian ethnicities; and 5.62%

Table 1
 Agency Estimates of Impact (Slight, Moderate, or Great)

| Village/Agency | Strength of Impact | Impact Since |
|--|--------------------|--------------|
| <u>Villages</u> | | |
| Tamuning | Critical | 1977 |
| Yona | Great | 1977 |
| Mangilao | Great | 1989 |
| Dededo | Great | 1989 |
| Barrigada | Moderate/Great | 1990 |
| MTM | Moderate/Great | 1988-9 |
| Agat | Moderate | 1991 |
| Sinajana | Moderate | 1990 |
| <u>Housing Agencies</u> | | |
| Guma San Francisco | Great | 1988-90 |
| Guma San Jose (CSS) | Moderate/ Great | NR |
| GHURA | Moderate /Great | 1991 |
| DOA Housing Management | Moderate | 1991 |
| <u>Education Agencies</u> | | |
| Guam Department of Education | Great | 1986 |
| DOE Chamorro Studies | Great | NR |
| DOE LOTE | Great | 1986 |
| University of Guam | Great | 1986-87 |
| Guam Community College | Moderate/Great | 1989-90 |
| GCC Apprenticeship Training Program | Great | 1990-91 |
| GCC Financial Aid | Great | 1991 |
| GCC Cooperative Education | Moderate | 1991 |
| <u>Health Agencies</u> | | |
| DPHSS | | |
| Division of Public Health | Great | May 1990 |
| WIC | Great | pre-1992 |
| Division of Public Welfare | Mod/Great, Great | May 1990 |
| Contracted Services, Alee Shelter | Moderate, Great | 1988 |
| Child Protective Services | Moderate | 1988-89 |
| Guam Memorial Hospital | Moderate/Great | 1990-91 |
| GMH Non-Emergency Services | Moderate, Great | |
| GMH Emergency Room | Great | |
| Catholic Social Services | Moderate, Great | NR |
| <u>Public Safety Agencies</u> | | |
| Red Cross Emergency Food & Shelter Program | Great | NR |
| Guam Police Department | Substantial | 1989 |
| Superior Court of Guam | Moderate, Great | 1987-88 |
| <u>Transportation and Employment</u> | | |
| DOL Guam Employment Service | Great | 1986 |
| GMTA, M's Marketing | Moderate | 1987 |
| Agency Human Resource Development | Moderate | 1989 |
| Department of Administration | Moderate | 1986 |

Table 9
Frequency and Proportion of CFA Occupancy of GHURA Housing, Fiscal Year 1989 to 1992

| Occupancy | Low Income Public Housing | | | Section 8 Housing Assistance | | |
|----------------|---------------------------|---------|--------------------|------------------------------|---------|--------------------|
| | Families | Persons | Persons/ Family | Families | Persons | Persons/ Family |
| <u>1989</u> | | | | | | |
| Housing Units | NR | | | NR | | |
| Units Occupied | NR | | | NR | | |
| Total Guam | 623 | 2941 | 4.72 | 1350 | 5206 | 3.86 |
| CFA | 25 | 115 | 4.6 | 36 | 156 | 4.33 |
| CFA/Total % | 4.01% | 3.91% | | 2.67% | 3.00% | |
| <u>1990</u> | | | | | | |
| Housing Units | NR | | | NR | | |
| Units Occupied | NR | | | NR | | |
| Total Guam | 651 | NR | | 1205 | NR | |
| CFA | 49 | NR | | 54 | NR | |
| CFA/Total % | 7.53% | | | 4.48% | | |
| <u>1991</u> | | | | | | |
| Housing Units | 751 | | | 1439 | | |
| Units Occupied | 692 | | | 1038 | | |
| Total Guam | 692 | 1270 | 1.84 | 1038 | 2210 | 2.13 |
| CFA | 83 | 240 | 2.89 | 71 | 247 | 3.48 |
| CFA/Total % | 11.99% | 18.90% | | 6.84% | 11.18% | |
| <u>1992</u> | | | | | | |
| Housing Units | 751 | | | 1439 | | |
| Units Occupied | 723 | | | 1027 | | |
| Total Guam | 723 | 1915 | 2.65 | 1027 | 1630 | 1.59 |
| CFA | 101 | 391 | 3.87 | 69 | 177 | 2.57 |
| CFA/Total % | 13.97% | 20.42% | | 6.72% | 10.86% | |

Source: GHURA

*NR: Not Recorded

Table 10
*Number of Families Occupying and on the Waiting List for GHURA Housing
as of September 30, 1992*

| Origin | Status | LIPH | Section 8 | Total |
|---------------|---------|------|-----------|-------|
| Local/Non-CFA | Housed | 622 | 958 | 1580 |
| | Waiting | 902 | 495 | 1397 |
| CFA | Housed | 101 | 69 | 170 |
| | Waiting | 290 | 108 | 398 |

Source: GHURA

As of September 1992, 1795 families, or nearly 6% of Guam family households (31,373 households, according to the 1990 census; U. S. Department of Commerce, 1992, Table 7), are on the waiting lists. Nearly an equal number have been housed (1750) with subsidy. Thus, nearly 12% of Guam's households (per the 1990 census) have applied for housing assistance; the figure does not include those who are not eligible for such assistance.

While the 1990 census (U.S. Department of Commerce, 1992: Table 118) indicates that there were 35,223 housing units on Guam and that 2111 of them were vacant, only 767 of them were for rent. This represents a shortfall of more than a thousand housing units, without considering the range of cost for the rentals. Nearly a third of the vacant units, 244, were in Tamuning. Eighty-eight of Guam's total vacant housing units were boarded up at the time of the census.

Actual numbers of GHURA units occupied by CFA immigrants in each village --either Section 8 or LIPH -- are currently not available. Such data may be available in the future as GHURA is currently computerizing office operations. Informal estimates were collected from the mayors during the survey. Table 11 compares numbers of GHURA units, by village of location, to mayoral estimates of occupancy by CFA families. The sum of estimates is twice the GHURA-provided occupancy rate.

Table 12
Frequency and Proportion of GRC Occupants and on Waiting List by Ethnicity, January 1993

| Type of Unit | 2 B/R | 3 B/R | 4 B/R | Astumbo | Total | % of Total |
|---------------------------|---------|--------|--------|---------|------------------|------------|
| Number of Units | 20 | 48 | 47 | 1 | 116 | |
| % of Total Units | 17.24% | 41.38% | 40.52% | 0.86% | 100.00% | |
| Turnovers for Month | 0 | 1 | 0 | 0 | 1 | |
| No. on Waiting List | 38 | 41 | 28 | 0 | 107 | |
| FSM on Waiting List | 6 | 11 | 9 | 0 | 26 | |
| % FSM Waiting | 15.79% | 26.83% | 32.14% | 0.00% | 24.30% | |
| % Waiting / Unit Type | 190.00% | 85.42% | 59.57% | 0.00% | 92.24% | |
| <u>Occupant Ethnicity</u> | | | | | | |
| Caucasian | 0 | 2 | 1 | 1 | 4 | 3.45% |
| Filipino | 10 | 16 | 19 | 0 | 45 | 38.79% |
| Native Guamanian | 7 | 10 | 16 | 0 | 33 | 28.45% |
| Palauan | 2 | 20 | 10 | 0 | 32 | 27.59% |
| FSM | 1 | 0 | 0 | 0 | <u>1</u> | 0.86% |
| | | | | | 115 ¹ | |

Source: GRC

¹ Discrepancy in original data.

As at GHURA, people occupying GRC units are not displaced from a unit unless they fail to comply with GRC regulations or their income increases beyond the levels of eligibility. Displacement may occur on the eligibility preference list, however.

Centers Serving the Homeless

Guma San Francisco

Clients at GSF are predominantly single males; families have not been excluded. Of the 989 homeless persons served by GSF since its opening in October 1990 through December 1992, 74.42% (736) have been from the CFA states, primarily Chuuk. Chuukese also make up nearly

Table 15
Impacts of Compact on Housing Agency Mission

| Agency | Level of Impact | | | | |
|------------------------|-----------------|-------------|---------------|---|-----------------|
| | 0 None | 1 Slight | 2 Moderate | 3 | 4 5 Great |
| Guma San Jose | | | | | x |
| Guma San Francisco | | | | | x |
| GHURA | | | | | x |
| GHC | | x | | | |
| GRC | | x | | | |
| DOA Housing Management | | | | | x |

The increased demand for affordable housing is not easily met. The number of government-owned housing units is limited (751), and the number of private owners who participate in the Section 8 program is finite. Table 9 and Table 16 show that both the frequency and proportion of CFA immigrant numbers and costs have increased over the period of FY89 through FY92.

As a result, displacement of local families is occurring. In 1990, when CFA immigrants represented 2.16% of Guam's population, CFA families accounted for 7.6% of LIPH occupancy and 16% of LIPH cost as well as 4.5% of Section 8 occupancy and 5% of Section 8 cost. At the end of FY92, when CFA immigrants may represent between 4% and 5% of the Guam population, CFA families accounted for nearly 14% of LIPH occupancy and 20% of LIPH cost as well as nearly 7% of Section 8 occupancy and 14% of Section 8 cost.

Quality of service is affected by the large numbers of clients: longer waiting in the office and on the waiting lists.

DOA Housing Maintenance

There is an increased and continuing demand for affordable housing, which may create greater numbers of homeless persons. There is also an increased need for the maintenance of existing units.

Centers Serving the Homeless

Guma San Francisco

Demands have increased, not only for shelter but also for food, clothing, and requests for money, especially rent.

Table 17
Comparison of Housing Characteristics for Guam, CFA Immigrants in Guam, and Chuuk State

| Housing Characteristic | Guam | CFA Immigrant to Guam | Chuuk Census |
|---|-------|-----------------------|--------------|
| Median number of people per household | 3.7 | 7.2 | 8 est |
| Substandard materials for walls (metal, wood, thatch) | 14% | 33% | 62% |
| Substandard materials for roof (metal, wood, thatch) | 21% | 43% | 77% |
| No flush toilet | 3% | 10% | 90% |
| Cold water only | 18% | 36% | 70% est |
| No electricity | 1.5% | 10% | 70% est |
| No telephone | 7% | 49% | NR |
| No working refrigerator | 2.5% | 15% | 92% |
| No vehicle per household | 4.3% | 13% | 55% |
| Owner-occupied housing unit | 41% | 3.5% | NR |
| Rent per month | \$547 | \$490 | NR |
| Speak a language other than English at home | 63% | 97% | 100% est |

Sources: Don Rubinstein, Micronesian Area Research Center, University of Guam, as printed in the *Pacific Daily News*, Saturday, January 9, 1993, page 4; *Chuuk State 1989 Census of Population and Housing* (Federated States of Micronesia, 1992)

Data nearly equivalent to those presented by Rubinstein for Guam can be extracted from the 1989 Chuuk census as follows:

1. Average number of people per household is 8. Note that this is the mean rather than the median. The median is also close to 8, however, as 48.1% of the households had 8 or more persons. There were 5982 households in Chuuk in 1989 and a total of 47,871 people. Twenty-nine and a half percent (29.5%) of these households had 10 or more persons (FSM, 1992:72-73).

2. Substandard materials for walls (metal, wood, thatch)/ Substandard materials for roof (metal, wood, thatch). The following lists the percentage and calculates the number of houses (the principal structures of the 5,982 households) with the construction characteristics sought by the Chuuk census (FSM, 1992: 137-138):

- a. Traditional (thatch roof/thatch walls/traditional floor)--6.2% or 371
- b. Modified traditional--thatch roof/wooden or concrete floor--2.1% or 126
- c. Iron roof/wooden walls and floor--32.0% or 1914

Figure 5. Distribution of Food Stamps by major ethnic groups, August 1992

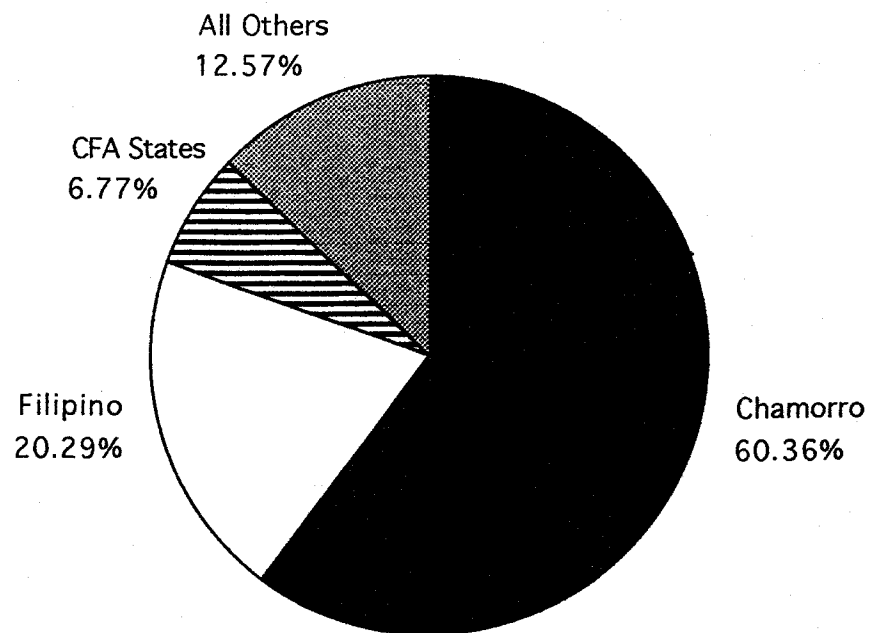
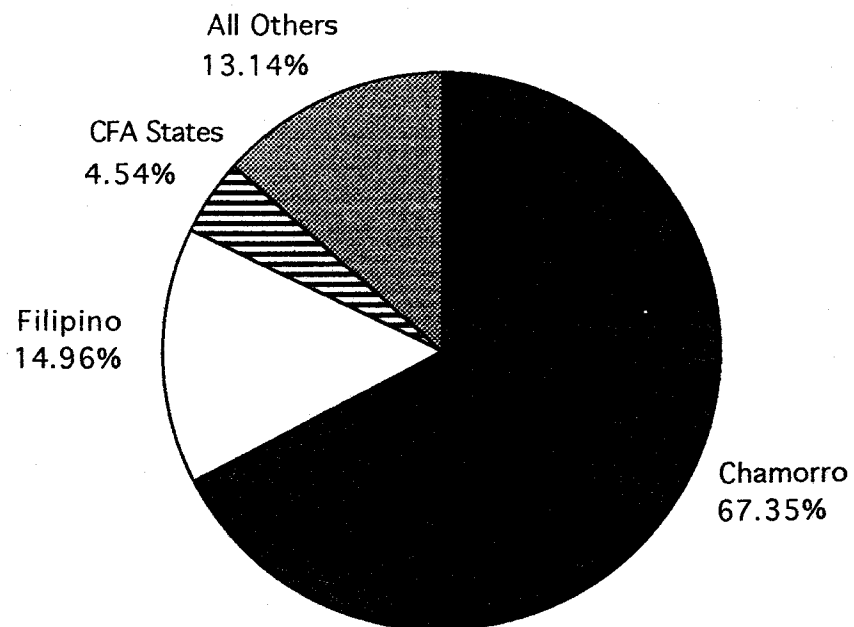


Figure 6. Relative costs of Food Stamps by major ethnic groups, August 1992



Division of Environmental Health. Table 26 shows the numbers of clients/visits and share of the cost of services of the DEH Health Certificate program for FY 89-92. Total numbers of health certificates issued were not available, and it is not possible to get a clear picture of the area of Environmental Health most affected by CFA immigrants. Numbers of first-time CFA applicants show a steady increase over the last three years for this portion of the population. CFA renewals range between 600 and 700, with an increase in 1991 and a decline in 1992.

Table 26
*CFA Clients/Visits and Share of Cost for Services,
 Division of Environmental Health, Health Certificate Program, FY 1989-92*

| Service | FY 89 | | FY 90 | | FY 91 | | FY 92 | |
|--|--------------------|-----------|--------------------|--------|--------------------|----------|--------------------|----------|
| | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost |
| First-Time Applicants | NR | NR | 295 | \$1838 | 845 | \$5233 | 1058 | \$6549 |
| Renewals | NR | NR | 669 | \$7085 | 701 | \$7378 | 600 | \$6318 |
| Duplicates | NR | NR | NR | NR | NR | NR | 61 | \$642 |
| Administration | NR | \$6679 | NR | NR | NR | NR | NR | NR |
| Total | 816 | \$148,794 | 964 | \$8903 | 1548 | \$12,611 | 1719 | \$13,509 |
| Percent increase in total clients/visits over previous year | | | 18% | | 60% | | 11% | |

Source: DPHSS

Division of Senior Citizens. The clients/visits of CFA immigrants to senior citizen programs, and associated costs, are shown in Table 27. Although numbers of clients have increased, they still remain small.

Data from Catholic Social Services on contracted services for the elderly substantiate the DPHSS data and demonstrate the small proportion the CFA immigrants constitute in these programs, as tables 28 through 31 illustrate. In all instances, CFA immigrants are under-represented (as compared to their 2.16% representation in the 1990 population of Guam) in the population of elderly receiving service. The four Title III services delineated in the tables are federally funded.

1. 1985 to 1988, 315 patient accounts, with an outstanding balance of \$232,725.94 on self-paying patients, or an average of \$60,000 per year.
2. FY 89 up to January 1992, of 664 CFA citizens seen, 157 self-paying patients received services valued at \$277,375.42 and had an outstanding balance of \$56,698.
3. In 1992, 41 of 110 self-paying CFA received services of \$102,377, with an outstanding balance of \$67,441.

The Guam legislature has assisted GMH in meeting this difference over the last three years with \$5.6 million in 1991 and \$12.2 million in 1992; a request for \$13.3 million was submitted in 1993.

GMHA statistics (Monthly Audit Insurance Summary--Admits, 5/19/93) for FY92 identify 331 FSM-subsidized patients, as follows:

| | |
|-------------------------|-----|
| GMHP/FSM | 99 |
| FSM Government Emp Plan | 81 |
| FSM--Chuuk | 101 |
| FSM--Pohnpei | 11 |
| FSM--Yap | 39 |

Accounting identified 110 self-paying FSM patients as well, for a total of 441.

Emergency Room Services. Clients of the GMH emergency room are classified as two major types:

1. Emergencies, including traffic accidents, other accidents, assaults, and other crimes or injury. Steady growth in ER encounters has occurred in the last several years; 24,076 in 1988 and 26,249 in 1990. For FY1991, 30,498 ER visits were recorded, or 83.56 per day. In FY1992, 33,167 ER visits were recorded, or 90.86 per day. Usually, only 10% of ER patients are admitted. In 1991, 25% of ER patients had no health insurance (Santos, 27 January 1993; 30 January 1993).

2. Non-emergencies: up to 80% of current ER use is for non-emergency illnesses, according to the GMH Medical Director (Santos, 27 January 1993, p. 1).

Nearly 50% of non-emergencies are parents with children, persons who generally are unable to be accepted at the existing clinics, many of which are no longer taking new patients, and those who have no insurance. CFA immigrants are specifically cited by GMH emergency room personnel. Women who use the emergency as a delivery room, due to a shortage of obstetrics/gynecology specialists on Guam, difficulty in getting appointments at existing clinics, and an increase of pregnant women from the CFA states who (without prenatal care) come to the emergency room to deliver. Vital Statistics data for 1990 and 1991 show a marked increase in infants born to mothers born in one of the CFA states: 273 for 1991, 223 for 1990, 137 for 1989; representing 6.96%, 5.79%, and 3.84% of the live births on Guam for the respective years. Of these births all but 12 took place at GMH. Data for 1988 and earlier years report maternal birthplace as the Trust Territory rather than the FSM or RMI. Data for subsequent years are not currently available.

Table 32
Impacts of Compact on Mission of Health Care Agencies

| Agency | Level of Impact | | | | | |
|---|-----------------|-------------|----------------|---------------|---|----------------|
| | 0 None | 1 Slight | 2 | 3 Moderate | 4 | 5 Great |
| Department of Public Health and Social Services | | | | | | |
| Division of Public Health | | | | | | x |
| Disease Control | | | x | | | |
| WIC | | | | | | x |
| Division of Public Welfare | | | | | x | x |
| Child Protective Services | | | | x | | |
| Contracted Services (Alee Shelter--CSS) | | | x ¹ | | | x ¹ |
| Division of Environmental Health/Health Certification | x | | | | | |
| Division of Senior Citizens (Title III--CSS) | x | | | | | |
| Guam Memorial Hospital | | | | | x | |
| Non-Emergency Services | | | | x | | x |
| Emergency Room | | | | | | x |
| Department of Mental Health and Substance Abuse | | x | | | | |
| Guam Health Planning Council | x | | | | | |
| FHP Clinic | NR | | | | | |
| SDA Clinic | NR | | | | | |
| Catholic Social Services ¹ | | x | | x | | x |

¹Varies by program: Elderly, slight; homeless shelter, moderate; spouse abuse shelter, judged by the CSS Director, but not the shelter director, to be great.

Although there has been no impact on the Guam Health Planning Council, the agency includes the impact of the immigrant community on health care in its plans and considers the impact on Guam's health care system to be great. Impacts at Mental Health are lower than expected.

How long has impact been felt?

Health services respondents indicated that Compact impacts began as follows: 1) Department of Public Health and Social Services: Division of Public Health--May 1990; Communicable Disease Control--1989-90; WIC--no date; interviewee had arrived less than one year before interview; 2) Division of Public Welfare--May 1990; Child Protective Services--1988-89; Contracted Services (Alee Shelter--CSS)--1988; 3) Division of Environmental Health--1989; 4) Guam Memorial Hospital--1990-91. Data for Catholic Social Services are not available as this question was incorporated into the survey after that interview had been completed.

of the students identified as LOTE and 16% of those with a score of 3 or lower on the LAS. CFA students are also 31% of those enrolled in LOTE programs and about 10% of those enrolled in both LOTE and special education programs. CFA students are over-represented at all these levels of LOTE service.

Table 36
District Summary of LOTE Students by Enrollment in Services, School Year 1992

| District Summary | Total CFA | Total Filipino | Total Other | | | | | Total District |
|------------------|-----------|----------------|-------------|---------|------------|----------|-------|----------------|
| | | | Asian | Palauan | Carolinian | Chamorro | Other | |
| 1 or More LOTE | 1229 | 5128 | 580 | 450 | 43 | 8007 | 993 | 16430 |
| LAS Tested | 1201 | 4144 | 467 | 399 | 45 | 6975 | 1006 | 14237 |
| LAS 3 Or Less | 1009 | 2050 | 270 | 199 | 26 | 2329 | 423 | 6306 |
| In LOTE Program | 677 | 561 | 189 | 71 | 9 | 544 | 121 | 2172 |
| In LOTE and SpEd | 14 | 21 | 6 | 3 | 3 | 75 | 20 | 142 |

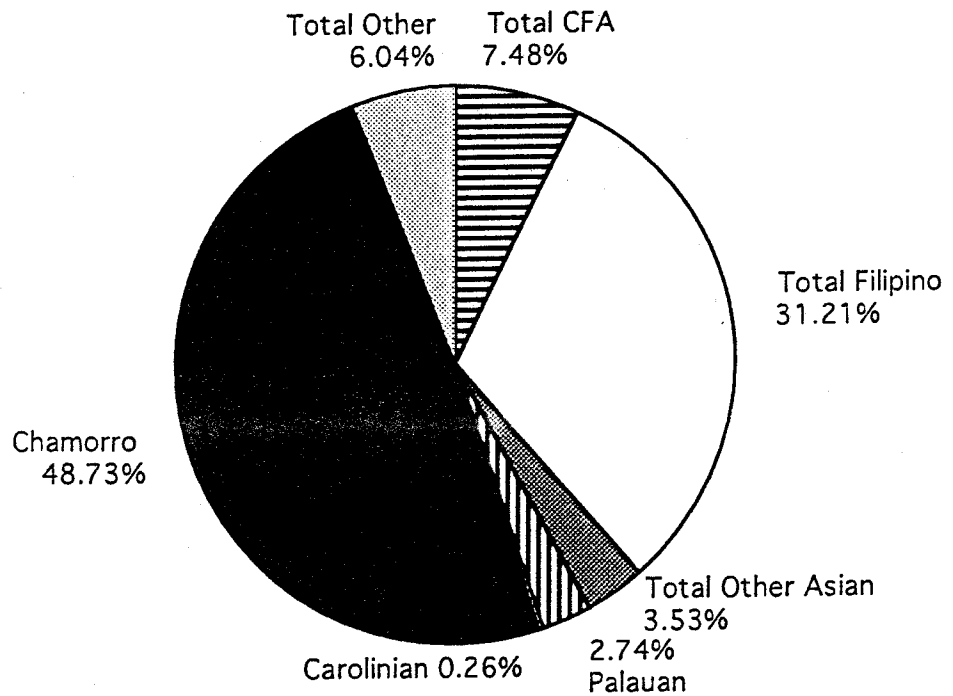


Figure 7. Language distribution of Guam DOE students with Language Other Than English, 1992.

University policy allows admission of students regardless of English proficiency and assists students in learning English through a multifaceted, multi-level remedial program, English 085 (EN085). Students who are not proficient in English must obtain a passing grade in EN085 before enrolling in credit-bearing academic courses. Wylie's study (1993) of the 47 EN085 classes at UOG in spring 1992 reveals that 458 students were enrolled in the remedial English program. Two hundred seventy-five (about 60%) of them participated in a survey conducted by the Division of English and Applied Linguistics. Of these, 31 (less than 7% of EN085 enrollment and about 11% of those surveyed) were from the CFA states: one from the RMI and 30 from the FSM.

Department of Vocational Rehabilitation (DVR)

DVR's clients are individuals that have a physical or mental disability. In FY92 DVR served 300 clients; four of them (1.33%) were from the FSM. In FY93 DVR has 7 clients from the FSM.

What impact has the Compact of Free Association had on the mission statement of the agency or its office(s)? (Rank from 0 to 5, or Slight, Moderate, Great)

Table 40 shows the level of impact of CFA immigration on the educational agencies, as identified by the agencies.

Table 40
Impacts of Compact on Education Agency Mission

| Agency | Level of Impact | | | | | |
|---|-----------------|-------------|---------------|---|---|------------|
| | 0 None | 1 Slight | 2 Moderate | 3 | 4 | 5 Great |
| Private Schools | | x | | | | |
| Guam Department of Education | | | | | | x |
| Chamorro Studies | | | | | | x |
| LOTE | | | | | | x |
| Guam Community College | | | | | x | |
| Apprenticeship Training Program | | | | | | x |
| Financial Aid | | | | | | x |
| Cooperative Education | | | | | x | |
| University of Guam | | | | | | x |
| Department of Vocational Rehabilitation | | x | | | | |

How long has impact been felt?

Guam's education agencies estimate the period of impact as follows: Guam DOE, since Compact, 1986 (Planning, Research and Evaluation); LOTE Programs, since 1986; Pupil Personnel, since 1989-90; Guam Community College, since 1989-90; Apprenticeship Training

Program, since 1990-91; Financial Aid, 1991; Cooperative Education, 1991; University of Guam, since Compact, but especially since 1987.

Has the immigration created a demand for a change in the extent, quantity and/or the type of service offered by the agency?

If it has, does the demand affect the quantity and quality of service provided to long-term residents? Has it displaced them?

For quantity and extent of service, public elementary and secondary educational agencies have had to respond to the demands of an increase in population and an increased need to equalize the educational opportunity for all students through the provision of special services, especially language assistance. This has resulted in the development of a district-wide LOTE program. Specific adjustments of agencies are outlined in Table 41. Agency representatives believe quality of service has not been affected.

One UOG respondent indicated an additional impact on the Western Pacific region. Because of declining enrollment, there will be fewer college-educated people in an increasing population.

Table 41
Summary of Changes in Quantity, Extent, and Type of Service Due to Compact Impact

| Agency / Program | Quantity, Extent, Type of Impact |
|---|---|
| Guam Department of Education LOTE Programs | Increased enrollment, increased staff Development of LOTE programs: all schools will have them in SY93 Possible displacement of local LOTE children |
| Pupil Personnel | No change |
| Guam Community College Apprenticeship Training | Taxing of staff tolerance levels Need to assist with transportation |
| University of Guam | Educating fewer people from these states Higher percentage (90% CFA vs. 65% local students) in developmental math and English programs |
| Division of Vocational Rehabilitation | Required by law to explain program to clients in the language most understood by them |

In the DOE LOTE programs CFA students are over-represented (3 times their representation in the general population) and slightly over-represented in the combination of LOTE and special education programs. In the LOTE programs, Dr. Jeffrey Shafer considers that the CFA students do displace local children from this service; a LOTE representative did not indicate local displacement.

By contrast, only 31 CFA student were identified in a survey of 275 students enrolled in the UOG equivalent of LOTE classes. A total of 458 students were enrolled in the University remedial English program in spring 1992.

How many employees does the agency have (Non-CFA/CFA)?

Table 42 indicates a low proportion of CFA employees in the education sector on Guam. The Chamorro Studies Program employed 85 teachers in spring 1993. Most are from Guam or the Philippines. Eight CFA staff members were identified in the private schools (including 3 CFA personnel in the Catholic system). One hundred seventy-six staff were identified for the private schools, not including the total for the Catholic schools. Staff includes only teachers at some schools, all the staff at others.

Table 42
Frequency of CFA Employment in Education Agencies

| Agency | Number of Employees | |
|------------------------|------------------------|----------------|
| | Total | CFA |
| Guam DOE | 3946/2103 ¹ | 7 ² |
| Guam Community College | 239 ³ | 4 |
| University of Guam | 330 ⁴ | 7 ⁵ |

¹ Guam DOE Personnel Office: Guam DOE currently has 3946 FTEs. Of these, 2103 are teachers and 1833 are other personnel--administrators, maintenance, clerical, etc. In addition, the department employs 550 substitute teachers.

² Figure provided by one CFA teacher; there may be more.

³ Budgeted in P. L. 20-41

⁴ Budgeted in P. L. 21-42

⁵ Provided by UOG Personnel Office--Work Study students as of June 1993

Relationships between clients and agency, co-workers, and workers and supervisors.

Characterize the relationship (Negative, Neutral, Positive, then explain)

Responses are: Negative or Negative to Neutral, DVR; neutral, GCC Cooperative Education, Apprenticeship Training (This is not an issue, as the focus of the program is individualized.); positive, DOE LOTE and Pupil Personnel, GCC Financial Aid, UOG.

Is effort expended to reach target groups via outreach programs and/or to meet affirmative action goals?

DOE has published a handbook for teachers on The Pacific Student which provides cultural, linguistic, and educational insights to assist teachers in reaching CFA students and their families. For fall 1993, social workers are in place in schools with large CFA populations as part

(31.1% vice 20.4% for FY 1991 and 22.96% vice 20.95% for FY 1992). Without data on total arrests for the listed offenses, however, it cannot be determined if the arrest rate is always higher for specific types of offenses. In general, arrest rates for violent crimes tend to be higher than for many types of property crime due to the nature of the offenses.

Table 47 shows a high correlation between alcohol and offense rates for selected Micronesian groups. Although data were not available for all segments of Guam society, nor for all the years between 1985 and the present, the 1991 and 1992 UCR data indicate 70% or more of the offenses of murder, robbery, and aggravated assault during calendar years 1988 through 1992 were alcohol or drug related.

Table 46
Frequency of Arrests and Proportion of Offenses for Most Frequent FSM Citizen Offenses and All Offenses, Fiscal Year 1991 and 1992

| | | 1991 | | | 1992 | | |
|----------------------|-------------|--------|-------------------|-----------|------------------|--------|-----------|
| | | Total | FSM | FSM/Tot % | Total | FSM | FSM/Tot % |
| Aggravated Assault | Offenses | 174 | 67 | 38.5% | 236 ¹ | 162 | 68.6% |
| | Arrests | NR | 19 | -- | NR | 56 | -- |
| | Arrest Rate | -- | 28.4% | | -- | 34.6% | |
| Rape | Offenses | 83 | 15 | 18.1% | 92 ¹ | 28 | 30.4% |
| | Arrests | NR | 10 | -- | NR | 4 | -- |
| | Arrest Rate | -- | 66.7% | | -- | 14.3% | |
| Simple Assault | Offenses | 1426 | 363 | 25.5% | 1282 | 463 | 36.1% |
| | Arrests | NR | 39 | -- | NR | 33 | -- |
| | Arrest Rate | -- | 10.7% | | -- | 7.1% | |
| DUI/DWI | Offenses | 636 | 239 | 37.6% | 774 | 273 | 36.1% |
| | Arrests | NR | 208 | -- | NR | 180 | -- |
| | Arrest Rate | -- | 87.0% | | -- | 65.9% | |
| Drunkenness | Offenses | 77 | 41 | 53.2% | 84 | 48 | 57.1% |
| | Arrests | NR | 33 | -- | NR | 10 | -- |
| | Arrest Rate | -- | 80.5% | | -- | 20.8% | |
| Disorderly | Offenses | 2402 | 188 | 7.8% | 2263 | 239 | 10.6% |
| | Arrests | NR | 31 | -- | NR | 26 | -- |
| | Arrest Rate | -- | 16.5% | | -- | 10.9% | |
| Liquor Law Violation | Offenses | 23 | 11 | 47.8% | 51 | 17 | 33.3% |
| | Arrests | NR | 23 ² | -- | NR | 17 | -- |
| | Arrest Rate | -- | 209% ² | | -- | 100% | |
| Vandalism | Offenses | 2434 | 307 | 12.6% | 2500 | 352 | 14.1% |
| | Arrests | NR | 19 | -- | NR | 16 | -- |
| | Arrest Rate | -- | 6.2% | | -- | 4.5% | |
| All Offenses | Offenses | 13,568 | 1513 | 11.15% | 14,051 | 1890 | 13.45% |
| | Arrests | 2765 | 471 | 17.03% | 2943 | 434 | 14.64% |
| | Arrest Rate | 20.4% | 31.1% | | 20.95% | 22.96% | |

Source: Guam Police Department Planning and Research Section

¹These data differ from those provided in Table 43, which are for the calendar year.

²An error appears in the original data. The numbers may be 11 and 100% because of the nature of the offense.

Have any materials been translated?

The DUI information booklet has been forwarded to the Guam Bureau of Planning for translation. Civil Defense has translated emergency documentation into Chamorro, Japanese, Korean, and Chinese. They also expressed interest in translation into the other Micronesian languages. In addition, in typhoons after Typhoon Omar (August 28, 1992) radio announcements were occasionally made in a language other than English (Chinese, Japanese, and Korean; per telephone call to K-57 Radio, 9/27/93.) Thus far, none of the CFA languages has been used.

If nothing is done to deal with problems and issues now, how does the future look?

3 months from now

3 years from now

6 months from now

6 years from now

1 year from now

10 years from now

One respondent sees little difference. A second sees an increase in the crime rate over the short term followed by gradual adjustment to local conditions. A third sees a possible backlash in the job market, making Guam a less attractive place for the immigrants.

Are clients or employees treated differently because they are CFA?

For example, if an immigrant needs more help, is that extra help and time given?

Yes, in the legal system, these clients take more time. The GPD indicates that it responds to situations rather than people. Civil Defense treats all clients equally; the nature of their work requires this.

Possible solutions if CFA is a problem?

Two efforts toward solutions have been put into effect by the Superior Court.

1. Pacific Judicial Council, composed of the Chief Justices of each of the island states and nations of the region, including Palau. Thus far, the council has requested the Guam Bureau of Planning to translate the DUI booklet and has asked the assistance of the other states in translating other relevant materials.

2. The Council has initiated an effort to compile all major court decisions that affect all or parts of Micronesia and is examining alternative ways of handling legal issues (problems of jury selection in small societies, mediation, and alternative sentencing.)

If you or your agency could get Compact Impact money, how would you use it?

How much would you need?

Of the seven public safety agencies surveyed, five responded to this question.

1. DOC, for staff raises.

2. A law professor, for education on the law.

3. Three respondents, to hire someone who knows the languages and cultures of the CFA, and preferably the legal systems of the region, as translators and interpreters.

4. The Court has a substantial number of documents that need to be translated and interpreted for more effective interaction with CFA clients.
 5. Liaison office for education in the areas of immigrant needs and available resources on Guam.
 6. Legislation to "keep track" of the CFA population on Guam.
- No costs were delineated.

Summary--Public Safety

Impacts of Compact immigration have been experienced by the Superior Court of Guam since 1987-1988. Impacts on the GPD have been recorded by the Planning and Research Section there since 1989. The impacts are Moderate to Great for the Police Department, the Superior Court, and the Red Cross (Table 51). In addition, although the Public Defender considers impact on that agency to be slight, the CFA immigrant population is over-represented for this service.

The impacts consist primarily of increased numbers of clients creating demands for agency services. The demands have not been matched by increases in personnel or funding to meet the specific needs of the immigrant population.

The greatest problems in providing service to the CFA immigrants are related to language and understanding of Guam's culture, laws, and the operation of its legal system. Two aspects, carrying identification and use of alcohol, were specifically noted: A specific solution has been initiated by the Superior Court of Guam through the Pacific Judicial Council, a council composed of the Chief Justices of each of the island states of the region. The Council has requested translation of the Guam DUI booklet, has requested assistance of the other states in translating materials, has initiated compilation of major court decisions that affect Micronesia, and is examining alternative ways of dealing with legal issues.

Discussion--Public Safety

Terminology in Data Collection: Who is Micronesian?

In the Public Safety sector, as in other areas of Guam society, there is confusion in use of the terms "Micronesian" and "Compact Impact." A report on "Micronesians" as a "Compact problem" at the Guam Press Club in April 1989 by then acting Chief Sgambelluri reflects this confusion (Slavit 1989). In this report there is blurring of distinctions between the groups included in the categories. The data from the report (see Table 44) included Palauans, Marshallese, and Northern Mariana islanders as well as persons from the FSM. Only FSM and Marshallese citizens who have entered Guam since the signing of the Compact of Free Association in 1986 can be associated with Compact problems. Thus, while Table 44 shows the percentage of Micronesian crimes on Guam (for 1988) to be 22.35%, only slightly more than half of that -- 11.28% -- actually refers to Compact states.

1988 through 1992. Table 54 shows GovGuam employment while Table 55 presents private employment data over the same period. Citizenship of CFA states has been recorded since 1988 to assess the impact of the Compact of Free Association. As can be seen by comparing the tables, CFA immigrants form a larger part of the private sector workforce (5.47%) than of the public sector (0.17%). The greatest numbers of CFA immigrants are employed in three areas: services, retail trade, and construction.

Guam Employment Service (GES). Since April 1989 GES has presented a series of programs for enhancing job skills. Participation by numbers of visits (not number of clients) is shown in Table 56. Local costs for CFA participation constitute only 6% of the total program costs although CFA participation is higher than representation in the general population.

Table 53
Employment in Guam by Citizenship, Visa, and Micronesian Island Categories, 1988 - 1992

| | 1988 | 1989 | 1990 | 1991 | 1992 |
|--------------------------------|--------|--------|--------|--------|-----------------|
| U.S. | 37,328 | 39,294 | 42,118 | 44,748 | 48,616 |
| Permanent Resident Alien | 7701 | 7977 | 8155 | 8819 | 10,189 |
| H-1 (Temporary/Professional) | -- | -- | -- | 132 | 325 |
| H-2 (Temporary/General Labor) | 1089 | 1830 | 3349 | 4786 | 6529 |
| L-1 (Intra-Company Transfer) | 346 | 488 | 439 | 593 | 677 |
| E-1 (Company trades with U.S.) | 54 | 41 | 60 | 55 | 52 |
| E-2 (Investor in company) | 164 | 199 | 215 | 236 | 298 |
| CFA States (Total) | 600 | 1271 | 1361 | 1917 | 2761 |
| Marshalls | 23 | 25 | 43 | 30 | 45 |
| Kosrae | 59 | 163 | 122 | 90 | 143 |
| Pohnpei | 87 | 225 | 248 | 396 | 500 |
| Chuuk | 348 | 701 | 800 | 1210 | 1778 |
| Yap | 83 | 157 | 148 | 191 | 295 |
| Unclassified CNMI | 81 | 112 | 122 | 51 | -- ¹ |
| Unclassified Palau | 135 | 162 | 149 | 274 | -- ¹ |
| Total | 47,560 | 51,459 | 56,129 | 61,726 | 69,627 |
| CFA % of Total | 1.26% | 2.47% | 2.42% | 3.11% | 3.97% |

Sources: Department of Labor, Annual Census of Establishments, March 1988, 1989, 1990, 1991, 1992, Table 2 of each report.

¹In 1992 these employees are reported by visa or citizenship category.

Table 54

Government of Guam Employment by Citizenship, Visa, and Micronesian Island Categories, 1988 through 1992

| | 1988 | 1989 | 1990 | 1991 | 1992 |
|-------------------------------|--------|--------|--------|--------|--------|
| U.S. | 9773 | 9692 | 10,734 | 11,306 | 12,216 |
| Permanent Resident Alien | 460 | 712 | 407 | 477 | 400 |
| H-1 (Temporary/Professional) | -- | -- | -- | 2 | 7 |
| H-2 (Temporary/General Labor) | 0 | 0 | 1 | 0 | 0 |
| CFA States (Total) | 83 | 91 | 56 | 28 | 21 |
| Marshalls | 3 | 5 | 3 | 4 | 2 |
| Kosrae | 8 | 13 | 10 | 2 | 5 |
| Pohnpei | 20 | 19 | 11 | 5 | 5 |
| Chuuk | 49 | 46 | 25 | 17 | 9 |
| Yap | 3 | 8 | 8 | 0 | 0 |
| CNMI | 1 | 5 | 17 | 2 | --* |
| Palau | 48 | 51 | 35 | 67 | --* |
| Other (Visa) | 10 | 1 | 27 | 11 | 64 |
| Total | 10,375 | 10,552 | 11,278 | 11,893 | 12,708 |
| CFA % of Total | 0.8% | 0.86% | 0.5% | 0.24% | 0.17% |

Sources: Department of Labor, Annual Census of Establishments, March 1988, 1989, 1990, 1991, 1992, Table 2 of each report.

Table 55

Private Employment by Citizenship, Visa, and Micronesian Island Categories, 1988 through 1992

| | 1988 | 1989 | 1990 | 1991 | 1992 |
|--------------------------------|--------|--------|--------|--------|--------|
| U.S. | 20,713 | 22,859 | 24,681 | 26,966 | 29,470 |
| Permanent Resident Alien | 6968 | 6975 | 7478 | 8078 | 9512 |
| H-1 (Temporary/Professional) | -- | -- | -- | 130 | 318 |
| H-2 (Temporary/General Labor) | 1088 | 1830 | 3348 | 4786 | 6529 |
| L-1 (Intra-Company Transfer) | 345 | 488 | 438 | 593 | 677 |
| E-1 (Company trades with U.S.) | 50 | 41 | 60 | 55 | 52 |
| E-2 (Investor in company) | 164 | 199 | 215 | 236 | 298 |
| CFA States (Total) | 511 | 1174 | 1297 | 1881 | 2719 |
| Marshalls | 20 | 20 | 40 | 26 | 39 |
| Kosrae | 50 | 149 | 111 | 86 | 136 |
| Pohnpei | 66 | 205 | 235 | 390 | 494 |
| Chuuk | 297 | 653 | 773 | 1189 | 1767 |
| Yap | 78 | 147 | 138 | 190 | 283 |
| Unclassified CNMI | 72 | 100 | 104 | 42 | --* |
| Unclassified Palau | 86 | 110 | 110 | 207 | --* |
| Others | 40 | 67 | 121 | 103 | 93 |
| Total | 30,041 | 33,843 | 37,852 | 43,077 | 49,668 |
| CFA % of Total | 1.7% | 3.47% | 3.43% | 4.37% | 5.47% |

Sources: Department of Labor, Annual Census of Establishments, March 1988, 1989, 1990, 1991, 1992, Table 2 of each report.

Table 56
 CFA Proportion of Services and Cost of Services Provided by Guam Employment Service

| Program | Services Total | CFA | CFA % of Total | Cost/ Visit | Total Program Cost | Guam Share of Total Cost | CFA Share of Guam Cost |
|---------------------------|-------------------|------|-------------------|----------------|--------------------------|--------------------------------|------------------------------|
| April 89 -- January 90 | 4268 | 775 | 18.16% | \$75.72 | \$436,293 | 28.4% | \$16,236 |
| January 90 -- December 90 | 7529 | 1123 | 14.92% | \$74.42 | \$560,281 | 44.55% | \$37,232 |
| January 91 -- June 91 | 3616 | 240 | 9.4% | \$80.16 | \$241,141 | 45.0% | \$12,285 |
| July 91 -- September 91 | 1115 | 218 | 19.55% | \$149.17 | \$166,321 | 45.0% | \$14,634 |
| October 91 -- June 92 | 6912 | 542 | 7.8% | \$72.19 | \$498,963 | 45.0% | \$17,607 |
| July 92 -- September 92 | 1328 | 270 | 20.3% | \$126.63 | \$168,167 | 45.0% | \$15,386 |
| Total | 24,768 | 3268 | 13.2% | \$96.38 avg | 1,854,166 | | \$113,360 |

Source: Guam Employment Service

Agency for Human Resource Development

The Title IIA program provides training for the economically disadvantaged adults and those with barriers to employment (handicaps or incomplete schooling). The Summer Youth Employment and Training Program serves economically disadvantaged youth (aged 14 to 21). Participation in the Title programs is delineated in Table 54. From 1989 through 1991, CFA immigrants are statistically over-represented in the Title IIA program. Average CFA representation in the Summer Youth program is consistent with CFA proportions of the Guam population, but slightly higher in 1991.

Revenue and Taxation

Revenue and Taxation's (Rev and Tax) service of relevance to impact of the Compact is income tax as Rev and Tax processes the income taxes of every citizen, individual and corporate. No data on ethnicity of taxpayers and no data on CFA employees' tax contributions to Guam were available to this study. The estimates of income tax returns to be filed in 1991, 1992, and 1993 were calculated on the basis of 6.5% growth per annum to be 61,381, 65,370 and 69,619, respectively. The two years that show the greatest increase in numbers filing income tax are 1985 (13%) and 1990 (14% at preliminary count). The 1985 figure cannot be attributed to effects of the compact, though part of the increase in 1990 may result from the new immigration. The Rent Tax representative indicated CFA immigrants are viewed as a potentially heavy tax burden because of their low income levels.

Table 59
Driver and Vehicle Licenses, Fiscal Years 1989 through 1992

| | Driver's Licenses | Licensed Vehicles |
|------|-------------------|-------------------|
| 1988 | 34,560 | 79,808 |
| 1989 | 34,712 | 89,860 |
| 1990 | 40,783 | 100,796 |
| 1991 | 57,083 | 110,257 |
| 1992 | NR | 110,800 |

Source: Division of Motor Vehicles

Table 60
Impacts of Compact on Transportation and Employment Agency Mission

| Agency | Level of Impact | | | | |
|---------------------------------------|-----------------|----------------|---|----------------|-----------------|
| | 0 None | 1 Slight | 2 | 3 Moderate | 4 5 Great |
| GMTA, M's Marketing | | | | x | |
| Social Security Administration | NR | | | | |
| Department of Labor | | x | | | |
| Guam Employment Service | | | | | x |
| Agency for Human Resource Development | | | | x | |
| Revenue and Taxation | | x | | | |
| Motor Vehicle Division | | | x | | |
| Department of Administration | | x ¹ | | x ¹ | |

¹DOA computer processing is affected somewhat by increases in the number of recipients of public assistance at DPHSS and by housing maintenance (see section on housing).

How long has impact been felt?

Agencies that identified an impact indicated the dates of initial impact as follows: GMTA, M's Marketing, since obtaining the transportation contract, after 1987; Department of Labor, Guam Employment Service, since 1986; Agency for Human Resource Development, since 1989; Revenue and Taxation, steady growth since 1984; Department of Administration, since 1986.

Has the immigration created a demand for a change in the extent, quantity and/or the type of service offered by the agency? If it has, does the demand affect the quantity and quality of service provided to long-term residents? Has it displaced them?

Table 61 summarizes the kinds of demands of CFA immigration has placed on the transportation/employments agencies, as identified by the agencies. There has been no displacement of service from long-term residents at GES or AHRD because the skill levels of residents and immigrants differ greatly; each group qualifies for different types of work. At GES,

however, the respondents noted that CFA immigrant clients require much more time and greater assistance.

Table 61
Compact Impact Service Demands on Transportation/Employment Agencies

| Agency | Type and Quantity of Demand |
|---|---|
| Public Transportation | Increased ridership Increased vehicles, capacity, runs, stops |
| Social Security | Reconfigured service delivery Hired additional personnel |
| Department of Labor Guam Employment Service. | Adjusted software reporting programs Language problems |
| Agency for Human Resource Development | Increased number of visits per person None--federal requirement to provide service |
| Revenue and Taxation Income tax | Restructured, automated procedures as part of department upgrading |
| Motor Vehicle Division | Backlog in written tests Failures to keep/be on time for appointments |
| Department of Administration | Housing needs Training needs--remedial math and English |

How many employees does the agency have (Non-CFA/CFA)?

Numbers of employees are summarized in Table 62 for the agencies that provided data. As can be seen, there is no CFA representation reported in these agencies. By contrast, a survey of selected private employers, all of which were known to have CFA immigrant employees, shows employment rates ranging from a low of 3.4% to a high of 61.1% at various times over the last several years (Table 63). Two additional food service establishments identified 25% and 80% of their employees as CFA in origin, but provided no numbers of either total or CFA employees.

Table 62
Frequency of CFA Employment in Public Transportation/Employment Service Agencies

| Agency | Number of Employees | |
|---------------------------------------|---------------------|-----|
| | Total | CFA |
| Transportation | | |
| GMTA | 10 | 0 |
| M's Marketing | 37 | 0 |
| U.S. Social Security | 9 | 0 |
| Department of Labor | | |
| Guam Employment Service | | |
| Agency for Human Resource Development | 3 | 0 |
| Revenue and Taxation | 227 | 0 |
| Department of Administration | 200+ | 0 |

Table 63
Frequency of CFA Employment in Selected Private Companies

| Date | Location | Total | Total CFA | % CFA | Yap | Chuuk | Pohnpei | Other |
|------|------------------|---------|-----------|-------|-----|-------|---------|----------------------------|
| 2/93 | All Dennys | 131 | 23 | 17.6 | 1 | 21 | 1 | |
| 2/93 | All Dominos | 48 | 2 | 4.2 | 2 | | | |
| 2/93 | All Winchells | 48 | 8 | 16.7 | 2 | 6 | | |
| 2/93 | Pollo Loco | 18 | 11 | 61.1 | 2 | 9 | | |
| 3/93 | Payless | 635 | 63 | 9.9 | | | | |
| 3/93 | 7-11 | 71 | 24 | 33.8 | | | | |
| 2/93 | Goodwind Dev | 509 | 77 | 15.1 | | 3 | 60 | 23 |
| 1992 | DS Corporation | 150 est | | 41.3 | | | | 62 Micronesians |
| 3/93 | Hawaiian Rock | 267 | 9 | 3.4 | | | | |
| 1992 | | | 17 | | | 1 | 16 | |
| 1991 | | | 13 | | 1 | | 9 | 3 Marshallese |
| 1990 | | | 10 | | | 2 | 8 | |
| 1989 | | | 1 | | | | 1 | |
| 1988 | | | 1 | | | | 1 | |
| 3/93 | Fletcher Pacific | 230 | 27 | 11.7 | | | | |
| 1992 | | 230 | 19 | 8.3 | 2 | 8 | 8 | 1 Marshallese 8 Samoans |
| | 1991 est | 400 | 35 | 8.8 | 5 | 20 | 10 | 30 Samoans |
| | 1990 est | 400 | 35 | 8.8 | 5 | 20 | 10 | 40 Samoans |
| 2/93 | Onward Agana | 330 | 20 | 6.1 | | | | |
| 2/93 | Palace Hotel | 400 | 57 | 14.3 | | | | |

Comparison of income levels between locally born and immigrant populations also show great disparities in the labor situation on Guam. Table 90 of the 1990 census of Guam delineates the 1989 level of income for person over the age of 15 by place of birth, citizenship, and year of entry. Population statistics and median and mean levels of income, extracted from the census, are

provided in Table 64. These show that of the CFA population on Guam, the Chuukese have the lowest median and mean income, approximately half the median and mean for the

Table 64
Place of Birth for Persons 15 Years and Over by Income in 1989: 1990 Guam

| Place of Birth | All Persons | Persons with Income | Median (dollars) | Mean (dollars) |
|-----------------------|-------------|---------------------|------------------|----------------|
| Persons 15 and over | 93,200 | 73,414 | 13,895 | 18,007 |
| Guam | 35,553 | 26,323 | 14,008 | 17,632 |
| Palau | 1134 | 768 | 10,575 | 12,604 |
| NMI | 1541 | 1129 | 11,762 | 15,002 |
| FSM | 2317 | 1398 | 6691 | 9178 |
| Chuuk | 1461 | 856 | 6006 | 7886 |
| Kosrae | 118 | 84 | 8281 | 10,570 |
| Pohnpei | 478 | 283 | 7562 | 9117 |
| Yap | 240 | 161 | 9141 | 15,018 |
| RMI | 60 | 38 | 8636 | 10,965 |
| Other Pacific Islands | 199 | 149 | 19,750 | 24,557 |
| Asia | 30,033 | 23,414 | 13,566 | 17,266 |
| Japan | 2011 | 1527 | 21,086 | 26,985 |
| Korea | 3271 | 2384 | 17,040 | 19,750 |
| China | 1151 | 1064 | 9167 | 14,782 |
| Philippines | 22,168 | 17,469 | 12,743 | 15,967 |
| Taiwan | 475 | 330 | 17,768 | 28,381 |
| Vietnam | 333 | 218 | 10,427 | 14,847 |
| Other | 624 | 422 | 12,123 | 20,672 |
| United States | 21,110 | 19,152 | 14,947 | 20,223 |
| Elsewhere | 1253 | 1043 | 15,625 | 21,817 |

Source: U.S. Department of Commerce, 1992, 1990 Census of Population and Housing, Social, Economic, and Housing Characteristics, Table 90, p.165

population in general. By comparison, persons born in Japan had median and mean incomes 50% higher than the median and mean for the population in general while the median and mean for Guam- or U.S.- born persons do not differ greatly from the total population median and mean.

Relationships between clients and agency, co-workers, and workers and supervisors.

Characterize the relationship (Negative, Neutral, Positive, then explain)

The relationship with CFA clients was described as follows by the agencies who responded to the survey: Negative--GES; Neutral--GMTA, M's Marketing, AHRD, GSA (Part of DOA); Positive--Social Security, DOA training. No other relationships apply because none of these public agencies has CFA employees.

Is effort expended to reach target groups via outreach programs and/or to meet affirmative action goals?

Social Security indicated an outreach program. DOA (and 2 of its departments) and AHRD had none. The AHRD representative stated that their clientele could be trebled with a maximum outreach program.

Bridging--Is there anyone in your agency who knows/understands any of the cultures or languages of CFA? Which culture or language, and the basis of knowledge?

Personnel at GMTA, AHRD, and Motor Vehicles have traveled in the region. No public agency or department contained personnel who knew CFA Micronesian languages.

Perceptions and Problems

A number of questions address the perception of the CFA immigrants and perceptions of problems resulting from the immigration to Guam. They are as follows:

Do language problems or cultural/psychological/social differences exist that affect mission achievement? Explain.

*What are perceptions of the agency or interviewee of CFA citizens as
Potential customers/clients Potential employees
That is, describe an FSM Micronesian of Marshall Islander:*

*What special needs or special problems do CFA citizens pose as
Potential customers/clients Potential employees*

List five things that you consider most important in terms of needs, things CFA clients need to know, or things you would like to change about the CFA clients.

List five things that you consider most important in terms of needs, things CFA employees need to know, or things you would like to change about the CFA employees.

Problems Affecting Mission Achievement

Language problems. Language problems may exist in driver's license testing, other areas of taxation, and with bus riders. GES sees a need for a counselor who speaks a language/languages of the CFA clients. Rev and Tax has increased the number of multilingual aids used in tax preparation assistance, but sees no greater language problem with CFA clients than with those who speak other languages (Japanese, Korean).

Cultural and social differences. GES observes that 90% of its CFA clients are without skills and take much longer to assess. AHRD notes that generally its clients want to adapt to local conditions and generally they are lacking in money.

Perceptions of /Problems with Clients/Employees

Clients or citizens.

A summary of the public transportation and employment agencies' perceptions of CFA immigrant clients is provided in Table 65.

Table 65
Transportation and Employment: Agency Perceptions of CFA Clients

| Agency | Perception/Description |
|---|---|
| Public Transportation | Fellow islanders; agency does not know what share of riders they are |
| Social Security | Positive relationship, with reevaluation of services to meet changing needs of a culturally diverse society |
| Department of Labor Guam Employment Service | Unable to enter jobs Unable to deal with forms, timesheets Do not know employer job expectations |
| Agency for Human Resource Development Revenue and Taxation Income tax Motor Vehicle Division | Not aware of services available to them Taxpayers Language difference, otherwise treated without discrimination |
| Department of Administration Director, Housing, Training, and GSA | Taken at face value, treated equally Language and cultural barriers Lack communication skills Different work ethic |

As employees. A summary of the public transportation and employment agencies' perceptions of CFA immigrant clients is provided in Table 66.

Needs

As clients. Respondents cited: 1) the need for basic skill development before coming to Guam; 2) Orientation to Guam, including: Accountability; awareness of Guam's economy; Guam laws; Guam culture; assistance programs available; 3) Drinking and driving, including: Awareness of licensing regulations; D&D laws; alcohol treatment, possibly conducted in home languages; 4) Language/communication skills; 5) Identification requirements, including: SSN; passport; picture ID; I-9 or I-94; valid address (respondent cited view that population mobility means escaping followup); 6) CFA community organizations, with competent representation; 7) Personal and cultural differences, including: Grooming appropriate for job market; discipline; codes of conduct.

Table 66
Transportation and Employment: Agency Perceptions of CFA Employees

| Agency | Perception/Description |
|---------------------------------------|---|
| Public Transportation | Fellow islanders; do not know share of riders |
| Social Security | Positive relationship, with reevaluation of services to meet changing needs of a culturally diverse society |
| Department of Labor | Should serve as link between CFA and Gov/private job market |
| Guam Employment Service. | Communication skills No concept of work regulations Do not know employer job expectations |
| Agency for Human Resource Development | Not aware of services available to them |
| Revenue and Taxation | |
| Income tax | Multiple low-wage job holders |
| Motor Vehicle Division | Language differences |
| Department of Administration | Taken at qualification value, treated equally |
| Director, Housing, Training, and GSA | Recorded numbers may not be accurate Language and cultural barriers |

As employees. Of the public agencies, only M's Marketing and AHRD elaborated on characteristics they view as necessary in their employees, no matter what ethnicity. The AHRD representative identified specific needs AHRD clients have as employees: being able to communicate with an employer and knowing how to resign. The latter need is identified because of clients who drop out of the program with no explanation; ability to communicate with an employer or program personnel could preclude this. At M's Marketing representative, employees must be licensed drivers with a knowledge of Guam driving laws, well-groomed, able to communicate well in English, and aware of local culture.

Of the private employers surveyed, several were very specific as to the needs observed in their employees:

1. Good attitude, promptness, honesty, dependability, cleanliness (especially in the food service industries) and in the service industries, an outgoing personality; one employer further specified this a need for control over the employees' own lives so they are in good condition to work. Another way of phrasing this was provided by one employer: Development of responsibility and a good work ethic. The next point is more specific on the same topic.

2. Prompt attendance, mentioned by four employers; a labor problem of "no call, no show" was specifically mentioned by one employer, who also identified abandonment of the job as the most common cause for dismissal. Notification of employer of tardiness before a scheduled shift begins and two-week notification of resignation is considered standard practice by employers.

Table 37
 Distribution of Children Identified as Language Other Than English by School and Language Group

| School | Total Population | Chamorro | Tagalog | Chunhese | Ilocano | Palauan | Polynesian | Korean | Japanese | Ypese | Vietnamese | Cantonese | Mandarin | Carolinian | Korean | Marshallese | Other | English Only | Sum |
|-----------------------|------------------|----------|---------|----------|---------|---------|------------|--------|----------|-------|------------|-----------|----------|------------|--------|-------------|-------|--------------|-------|
| District Summary | 18997 | 8007 | 4426 | 774 | 702 | 450 | 313 | 270 | 113 | 87 | 76 | 65 | 56 | 43 | 28 | 27 | 993 | 12604 | 28934 |
| Elementary Summary | 15302 | 3600 | 2161 | 460 | 286 | 239 | 206 | 132 | 30 | 35 | 34 | 29 | 18 | 23 | 11 | 11 | 317 | 7536 | 15486 |
| Middle School Summary | 6322 | 2063 | 1032 | 136 | 206 | 89 | 43 | 49 | 19 | 13 | 17 | 22 | 14 | 8 | 4 | 5 | 388 | 2342 | 6322 |
| High School Summary | 7473 | 2344 | 1233 | 176 | 210 | 102 | 64 | 69 | 44 | 39 | 23 | 14 | 24 | 12 | 13 | 11 | 318 | 2626 | 7324 |
| Elementary | | | | | | | | | | | | | | | | | | | |
| Agaña Heights | 412 | 132 | 17 | 10 | 1 | 8 | 2 | 3 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 18 | 412 |
| Agat | 956 | 263 | 120 | 31 | 16 | 5 | 1 | 0 | 2 | 0 | 1 | 0 | 0 | 0 | 5 | 1 | 27 | 463 | 956 |
| Carballedo | 515 | 232 | 23 | 10 | 0 | 3 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 9 | 515 |
| Finegayan | 1354 | 225 | 280 | 19 | 45 | 16 | 16 | 4 | 1 | 5 | 0 | 2 | 0 | 0 | 0 | 0 | 62 | 679 | 1354 |
| Harmon Loop | 881 | 0 | 221 | 76 | 881 | 57 | 72 | 11 | 8 | 0 | 12 | 0 | 0 | 0 | 7 | 0 | 0 | 0 | 881 |
| Iharaian | 389 | 245 | 3 | 9 | 4 | 0 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 | 0 | 1 | 120 | 389 |
| L.B. Johnson | 310 | 38 | 87 | 15 | 9 | 4 | 4 | 21 | 4 | 4 | 4 | 15 | 0 | 0 | 0 | 0 | 0 | 106 | 310 |
| M.L. Lujan | 912 | 229 | 12 | 34 | 9 | 4 | 6 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 612 | 912 |
| P.C. Lujan | 706 | 150 | 129 | 14 | 10 | 18 | 11 | 23 | 5 | 2 | 1 | 1 | 0 | 0 | 0 | 0 | 19 | 323 | 706 |
| Merizo | 318 | 184 | 0 | 4 | 0 | 6 | 3 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 120 | 318 |
| Ordoño/Chalan Pago | 452 | 140 | 28 | 24 | 0 | 1 | 4 | 2 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 452 | 452 |
| Price | 137 | 67 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 1 | 1 | 4 | 0 | 3 | 137 |
| F. Q. Sanchez | 829 | 276 | 42 | 68 | 6 | 26 | 10 | 7 | 1 | 5 | 0 | 0 | 1 | 0 | 0 | 0 | 24 | 347 | 829 |
| J.Q. San Miguel | 614 | 175 | 71 | 43 | 6 | 24 | 26 | 17 | 0 | 4 | 2 | 0 | 2 | 5 | 0 | 2 | 6 | 231 | 614 |
| C. L. Taitano | 663 | 193 | 36 | 11 | 0 | 14 | 3 | 7 | 2 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 389 | 663 |
| Talofofo | 314 | 40 | 1 | 6 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 266 | 314 |
| Tamuning | 544 | 70 | 168 | 20 | 13 | 5 | 11 | 35 | 9 | 0 | 1 | 9 | 13 | 0 | 1 | 0 | 28 | 181 | 544 |
| J.P. Torres | 371 | 38 | 71 | 1 | 1 | 0 | 0 | 0 | 2 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 4 | 231 | 371 |
| H.S. Truman | 614 | 218 | 114 | 2 | 5 | 0 | 2 | 1 | 3 | 0 | 2 | 0 | 0 | 0 | 1 | 3 | 29 | 230 | 610 |
| M.A. Ulioa | 1260 | 282 | 210 | 10 | 2 | 11 | 6 | 1 | 0 | 1 | 0 | 0 | 1 | 0 | 0 | 0 | 2 | 734 | 1260 |
| Uplu | 861 | 64 | 64 | 9 | 3 | 1 | 10 | 14 | 3 | 1 | 0 | 0 | 1 | 0 | 0 | 1 | 23 | 846 | 861 |
| Wettengel | 817 | 162 | 209 | 17 | 36 | 34 | 5 | 5 | 0 | 3 | 2 | 6 | 0 | 0 | 0 | 0 | 29 | 313 | 817 |
| Vigo | 933 | 137 | 235 | 25 | 47 | 22 | 12 | 5 | 0 | 4 | 3 | 0 | 0 | 1 | 4 | 1 | 18 | 419 | 933 |
| Middle Schools | | | | | | | | | | | | | | | | | | | |
| Dededo | 1609 | 466 | 574 | 37 | 88 | 34 | 8 | 17 | 5 | 5 | 11 | 1 | 13 | 2 | 1 | 2 | 83 | 262 | 1609 |
| Iharaian | 432 | 251 | 1 | 6 | 1 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 190 | 432 |
| Johnston | 1168 | 303 | 85 | 23 | 0 | 4 | 4 | 12 | 6 | 1 | 3 | 14 | 0 | 2 | 2 | 0 | 84 | 625 | 1168 |
| F. B. Leon Guerrero | 1163 | 249 | 144 | 14 | 100 | 0 | 6 | 7 | 3 | 4 | 0 | 4 | 0 | 0 | 0 | 0 | 12 | 630 | 1163 |
| Piti | 827 | 174 | 107 | 12 | 2 | 1 | 4 | 1 | 3 | 0 | 1 | 0 | 1 | 2 | 1 | 2 | 47 | 474 | 826 |
| Utaian | 1103 | 620 | 121 | 46 | 15 | 49 | 21 | 10 | 2 | 3 | 2 | 3 | 1 | 1 | 0 | 1 | 137 | 71 | 1103 |
| High Schools | | | | | | | | | | | | | | | | | | | |
| George Washington | 2094 | 774 | 110 | 107 | 23 | 30 | 32 | 15 | 6 | 13 | 5 | 6 | 1 | 0 | 10 | 3 | 31 | 926 | 2094 |
| Iharaian | 533 | 337 | 5 | 6 | 0 | 3 | 0 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 192 | 533 |
| JFK | 2156 | 358 | 503 | 30 | 85 | 44 | 12 | 49 | 16 | 11 | 11 | 7 | 11 | 0 | 1 | 2 | 113 | 894 | 2156 |
| Oceanview | 1030 | 522 | 149 | 6 | 5 | 1 | 1 | 0 | 4 | 1 | 1 | 1 | 0 | 3 | 1 | 1 | 72 | 262 | 1030 |
| Sinco Sanchez | 1640 | 333 | 466 | 27 | 95 | 24 | 19 | 5 | 38 | 11 | 8 | 0 | 12 | 6 | 1 | 2 | 101 | 352 | 1640 |

Source: Guam Department of Education 11/20/92 Database

IMPACTS OF MIGRATION
FROM
THE COMPACT OF FREE ASSOCIATION STATES
ON
PUBLIC AND SELECTED PRIVATE AGENCIES OF GUAM

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INTRODUCTION

The Guam Agency Study is part of the Compact Impact Needs Assessment Study (CINAS) undertaken by the Micronesian Language Institute (MLI), University of Guam (UOG).

The purpose of the Guam Agency Study is twofold:

1. To document and describe the impact immigration from the Compact of Free Association (CFA) states (the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI)) has on the mission or mandate of agencies of the Government of Guam (GovGuam) and selected private agencies and on their ability to provide service to the people of Guam.

2. To identify areas of impact requiring federal or other assistance and to gather information to support requests for assistance.

The study was conducted in two stages: a brief survey of the Mayors' Council and a longer survey of the agencies.

STUDY 1: SURVEY OF THE MAYORS' COUNCIL

Method

Survey Instrument

The survey of the Mayors' Council, shown in Figure 1, asked three questions: the number of CFA immigrants in each village, how each mayor would use Compact Impact money, and the three greatest impacts of CFA immigration in each village. These questions were drawn from the more general survey form, which was developed in consultation with other professionals involved in the Compact Impact Needs Assessment Study.

Participants

The participants were the mayors and vice mayors attending the open meeting of the Mayors' Council on 20 January 1993. Approximately 20 members of the council were present. Thirteen council members (11 mayors and 2 vice mayors) returned the survey form.

Procedure

A letter provided by the Lieutenant Governor established initial contact with each of the mayors. The principal investigator addressed the Mayors' Council in an open meeting on January 20 to explain the research project and request the cooperation of the mayors. The survey form was distributed, and each mayor and vice mayor was asked to complete it.

Results

Responses to the Mayors' Council Survey questions follow. All survey questions are printed in bold italics at the left margin. Indented paragraphs following the questions provide summaries of the answers.

I estimate the number of people from the Republic of the Marshall Islands and the Federated States of Micronesia living in my village to be:

Statistical responses to this question are provided in the Estimate column of Table 1. Mayors and vice mayors from the following villages provided data:

| | | | | |
|--------------|---------------|------------|----------|-------|
| Mayors: | Agana Heights | Mangilao | Sinajana | Yigo. |
| | Agat | Merizo | Talofofo | |
| | Inarajan | Santa Rita | Umatac | |
| Vice-Mayors: | Barrigada | Tamuning | | |

Table 1 provides additional data for comparison. These data show the total and CFA immigrant population of Guam's villages from a number of perspectives over the period 1990-1992:

-- Total population

1. 1990 Census of Population and Housing, Social, Economic, and Housing Characteristics, Guam, Table 9

2. The local 1991 District Census conducted by the mayors

-- Population of immigrants from the Compact of Free Association (CFA) states

1. 1990 Census of Population and Housing, Social, Economic, and Housing Characteristics, Guam, Table 9

2. The Census of Micronesians on Guam conducted in 1992 by Dr. Donald Rubinstein, Micronesian Area Research Center (MARC), UOG

3. Mayoral estimates (Mayor's Council meeting or other contact)

4. Mayors' offices' records of registered residents

GUAM AGENCY SURVEY--MAYORS

| VILLAGE | MAYOR |
|---------|-------|
| | |

I ESTIMATE THE NUMBER OF PEOPLE FROM THE REPUBLIC OF THE MARSHALL ISLANDS AND THE FEDERATED STATES OF MICRONESIA LIVING IN MY VILLAGE TO BE:

IF I COULD GET COMPACT IMPACT MONEY FOR MY VILLAGE, I WOULD USE IT FOR

AMOUNT OF MONEY NEEDED: \$ _____

THE THREE GREATEST IMPACTS OF THE COMPACT IN MY VILLAGE ARE:

- 1.
- 2.
- 3.

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Figure 1. Short Survey of Mayors, January 20, 1993

Table 1 shows that the population of Guam is not evenly distributed throughout the island. Nor is the impact of immigration from the CFA states experienced equally throughout the island. While Dededo and Tamuning-Tumon-Harmon have large numbers of immigrants, immigrant concentration in these villages is less than 2.5%. The villages of Yigo, Mangilao, and Mongmong-Toto-Maite, however, have concentrations of immigrants of between 4% and 6%.

Figure 2 and Table 2 demonstrate the ethnic complexity of island of Guam. CFA ethnicity is claimed by 2879 persons (a somewhat smaller number than the 3052, by place of birth, shown in Table 9 of the 1990 census), or 2.16% of the population of Guam, as shown in Table 11 of the 1990 census (U.S. Department of Commerce, 1992). Chamorro (total or partial) ethnicity is claimed by 43.29% of Guam's population, 22.56% claim Filipino ethnicity, and 6.94% claim other single Asian ethnicities, and 5.62% claim Asian and other ethnicities. The overlap of the Chamorro and other and Asian and other categories of multiple ethnicity is 1.75%.

Table 11 of the 1990 Census (U.S. Department of Commerce, 1992) shows 2244 persons over the age of 5 identified one of the CFA states as their place of residence in 1985. This group of post-1985 immigrants constitutes 1.69% of Guam's 1990 population. The post-1985 immigrants also make up 78% of the 2879 persons on Guam who claim FSM or RMI ethnicity. Data are not sufficiently clear to determine whether the difference of 635 represents CFA immigrant children

Table 1
 Comparison of Population Data for the Villages of Guam --Total and CFA Immigrants--from Selected Sources

| Village | Total Population of Guam | | CFA Immigrant Population of Guam | | | |
|---------------------|-------------------------------|-----------------------------------|----------------------------------|--------------------------|---------------------------------|------|
| | 1990 U.S. Census ¹ | 1991 District Census ² | 1990 U.S. Census ³ | 1992 Census ⁴ | 1992-93 Mayors Estimate Records | |
| Agana | 1139 | 3000 | 44 | 114 | 40-50 | |
| Agana Heights | 3646 | 4400 | 126 | 127 | 150 | 100 |
| Agat | 4960 | 5000 | 48 | 130 | 95 | 239 |
| Asan-Maina | 2070 | 2500 | 26 | 24 | 50 (5 families) | |
| Barrigada | 8846 | 16,000 | 217 | 197 | 100+ | 230+ |
| Chalan Pago-Ordot | 4451 | 4451 | 236 | 100 | -- | 432 |
| Dededo | 31,728 | 28,532 | 510 | 608 | 2000+ | |
| Inarajan | 2469 | 2446 | 29 | 27 | 25-50 | |
| Mangilao | 10,483 | 10,483 | 538 | 596 | 2000 | |
| Merizo | 1742 | 1954 | 21 | 17 | 30+ | |
| Mongmong-Toto-Maite | 5845 | 8000 | 280 | 479 | NR | |
| Piti | 1827 | 2500 | 27 | 11 | 25 | |
| Santa Rita | 11,857 | 5170 ⁵ | 47 | 18 | 35 | |
| Sinajana | 2658 | 5000 | 72 | 128 | 80 | |
| Talofofu | 2310 | 2325 | 16 | 48 | 50 | |
| Tamuning | 16,673 | 36,000 | 375 | 537 | 150 | |
| Umatac | 897 | 1600 | 1 | 7 | 40 | |
| Yigo | 14,213 | 14,574 | 269 | 621 | 400 ⁶ | |
| Yona | 5338 | 5338 | 170 | 233 | -- | 458 |
| TOTAL | 133,152 | 159,273 | 3052 | 4022 | 5270 - | 1459 |
| | | | | | 5305 | |

Sources: ¹ 1990 U. S. Census of Population and Housing, Social, Economic and Housing Characteristics, Guam, Table 1; U.S. Department of Commerce, 1992.

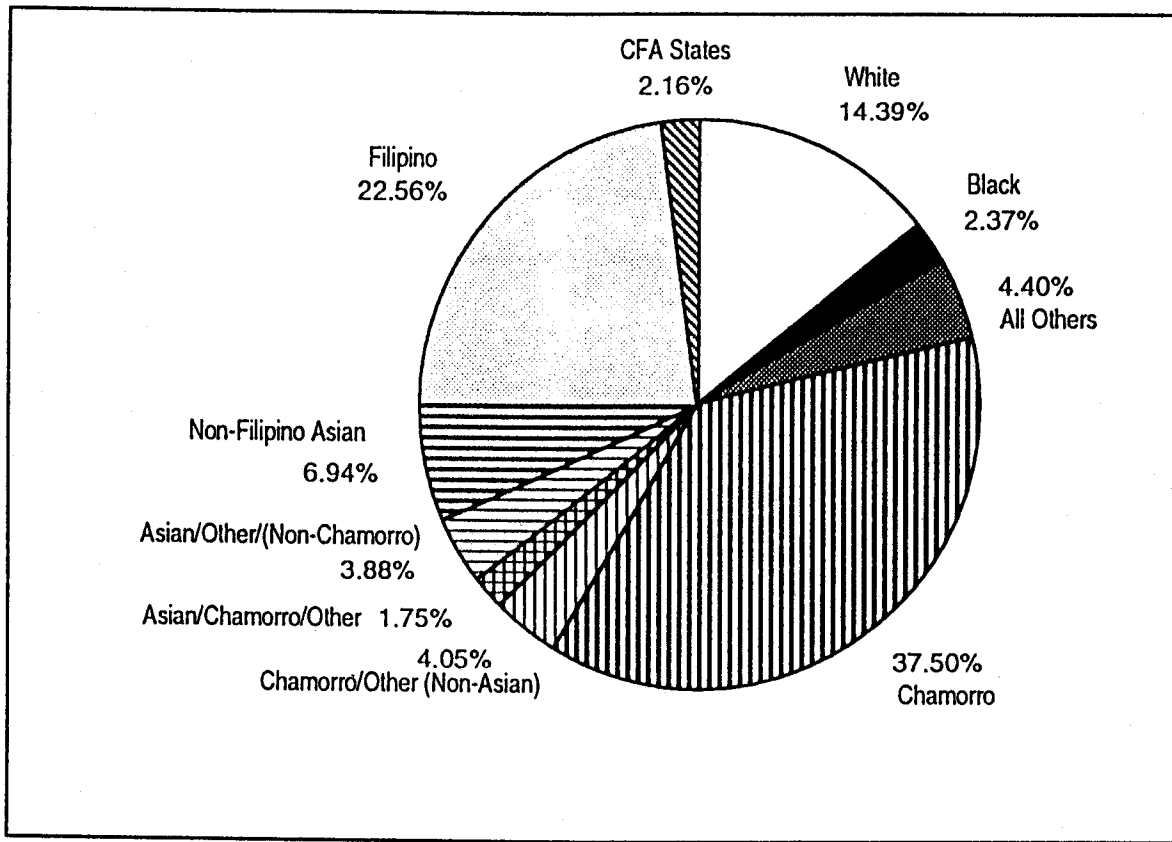
² 1991 District Census, Mayors' Council

³ 1990 U. S. Census of Population and Housing, Social, Economic and Housing Characteristics, Guam, Table 9; U.S. Department of Commerce, 1992.

⁴ 1992 Census of Micronesians on Guam, Table 4; Rubinstein, 1993.

⁵ Mayor's Office: This figure does not include Naval Station; 1990 census figure does. The 1993 population of Santa Rita plus the Naval Station is about 12,000.

⁶ Current mayor's estimate; previous mayor's estimate: 100 families or residences.



Source: U.S. Department of Commerce, 1992, 1990 Census of Population and Housing, Social, Economic, and Housing Characteristics, Guam, Table 11 (Ethnic Origin)

Figure 2. Ethnic Composition of Guam's Population, 1990.

younger than five years of age, and Vital Statistics data for Guam include the CFA states in the category of "Trust Territory" or "Micronesia" through 1988.

Table 10 of the 1990 census (U.S. Department of Commerce, 1992) identifies CFA states as father's birthplace for 3298 persons and mother's birthplace for 3429 persons. Mother's birthplace, then, identifies the largest number of people who have some tie to the CFA states as 2.58% of Guam's population in 1990.

If I could get Compact Impact money for my village, I would use it for:

Responses to this question are provided in Table 3. Most mayors indicated more than one use. The majority of the mayors (7 of the 13) would direct money toward housing assistance. The next series of choices is community improvement through educational and recreational centers and services.

The amounts of money needed for these projects range from several thousand dollars to several hundreds of thousand dollars.

Table 2
Ethnic Composition of Guam's Population, 1990

| Ethnicity | Number | Percent of Total |
|------------------------------|----------------|------------------|
| Single Ethnic Group | 120,203 | |
| Chamorro | 49,935 | 37.50 |
| Carolinian | 135 | 0.10 |
| Palauan | 1,858 | 1.40 |
| Chuukese | 1,919 | 1.44 |
| Yapese | 199 | 0.15 |
| Pohnpeian | 589 | 0.44 |
| Kosraean | 101 | 0.08 |
| Marshallese | 71 | 0.05 |
| Other Pacific Islander | 1,637 | 1.23 |
| Asian | 39,281 | 29.50 |
| Chinese | 1,959 | 1.47 |
| Filipino | 30,043 | 22.56 |
| Japanese | 2,244 | 1.69 |
| Korean | 3,931 | 2.95 |
| Other Asian | 1,104 | 0.83 |
| White | 19,160 | 14.39 |
| Black | 3,158 | 2.37 |
| Other Single Ethnic Group | 2,160 | 1.62 |
| Multiple Ethnic Group | 12,877 | 9.67 |
| Chamorro and other | 7,713 | 5.79 |
| Asian and other | 7,449 | 5.62 |
| Unclassified or not reported | 72 | 0.05 |
| TOTAL | 133,152 | 100.00 |

Source: 1990 Census of Population and Housing, Social, Economic, and Housing Characteristics, Guam, Table 11 (Ethnic Origin); U.S. Department of Commerce, 1992.

Table 3
Mayoral Choices for Compact Impact Funding at the Village Level

| Use for Compact Funding | Number of Mayors | Comments |
|-------------------------|------------------|------------------------------------|
| Housing | 7 | Includes shelters, food, clothing |
| Education | 5 | Includes after school and weekends |
| Build a meeting place | 2 | Community center, sports, parks |
| Recreational equipment | 2 | Sports, youth development, parks |
| Educational equipment | 1 | Computers, etc. |
| Sanitation | 1 | |
| Beautify village | 1 | |
| Employment program | 1 | |
| Cultural | 1 | |
| No suggestion | 2 | |

The three greatest impacts of the Compact in my village are:

Responses to this question are delineated in Table 4. Mayors identify housing as an impact most frequently and most frequently listed it first. (The mayors were not specifically asked to rank the impacts, simply to identify the three greatest impacts.) In January 1993, households were living in tents behind the offices of two mayors who responded to the survey.

Each of the following impacts was mentioned once:

- Public facilities (use of, behavior in),
- Alcohol abuse,
- Motor vehicle accidents,
- Attitudes,
- Lack of interest and lack of motivation in education and employment,
- Family disputes,
- Language,
- Social activities,
- Lack of sports facilities, and
- The need for a mayor to know exactly who the village residents are.

Table 4
Mayors' Assessments of Greatest Impacts in Village Communities

| Areas of Impact | Number of Mayors | Order of Answer | | |
|----------------------|------------------|-----------------|---|---|
| | | 1 | 2 | 3 |
| Housing ¹ | 11 | 8 | | 3 |
| Education | 6 | 1 | 2 | 3 |
| Lifestyle/culture | 4 | 1 | 2 | 1 |
| Employment | 4 | 1 | 2 | 1 |
| Public assistance | 3 | | 3 | |
| Sanitation (Health) | 3 | | 3 | |

¹ Housing includes the issues of availability of rental units and squatting on public and private lands.

While some of these topics could be grouped under lifestyle, mayors mentioned them individually.

Several mayors indicated two topics per answer. These are reported individually. One mayor simply stated: "Their culture and Chamorro culture are not compatible."

Discussion

Not surprisingly, the mayors who were surveyed at the Mayors' Council look upon housing as the greatest area of impact in the villages (Tables 3 and 4). A number of other specific areas of impact were also identified (Table 4 and following list). These were consistent with impacts identified and discussed in the Compact Impact summit on Guam, June 30, 1992 and confirmed the investigators' sense of direction for the larger survey.

Throughout the remainder of this report, the figure of 2.16%, those who claim ethnicity of one of the CFA states, as shown in Figure 2, will be used to discuss the CFA immigrant population on Guam. Similarly, the 1990 census figure of 133,152 will be used in discussing the total population of Guam. These figures provide clear references. Population projections are used only when specifically provided by agencies.

In addition, P.L. 99-239 allows citizens of the FSM and RMI to enter, be lawfully employed, and establish residence in the U.S. and its territories "as a nonimmigrant." The newcomers to Guam are thus, in the eyes of the law, neither resident aliens (as they do not require visas) nor immigrants. What then are they? The term "immigrant" will be used in this report, as no other term of common usage describes what is taking place.

STUDY 2: SURVEY OF THE PUBLIC AND PRIVATE AGENCIES OF GUAM

Method

Sampling Plan

A sampling plan was developed by identifying all the Government of Guam (GovGuam) agencies listed in the telephone directory. The list was then sorted according to the five major categories of impacts discussed in the Compact Impact Summit meeting of June 30, 1992: Housing, Education and Culture, Health and Mental Health, Public Safety/Legal and Financial Affairs, Labor and Transportation. Selected non-government businesses and individuals whose activities focus on one of these five topics were also included.

Participants

Directors, Deputy Directors, and Administrators of GovGuam agencies and their bureaus or divisions were selected as the initial contacts within each category of impact. Mayors were also included if the respective village had one of the following features:

1. More than 100 inhabitants who are immigrants from the Compact of Free Association (CFA) states, namely, the Federated States of Micronesia (FSM) or the Republic of the Marshall Islands (RMI) or
2. Public housing or
3. A specific request to be included.

Originally, one contact with each agency was planned. As interviews were conducted, interviewees in areas of great impact were asked for additional references. More contacts and interviews, especially in impacted areas, were therefore carried out. Because certain impacts are experienced more intensely by the private sector, in numbers and strength of impact, a small sample of private businesses was also examined. A list of participants is provided in Table 5.

Survey Instrument

The agency survey instrument is a set of questions which the interviewer asked in a specific order. The instrument was developed in consultation with other professionals involved in the Compact Impact Needs Assessment Study. Its purpose was to provide a guide for the interview. As research assistants were hired and non-government agencies were included in the study, questions were elaborated. The final form of the instrument for the agency survey is given in Appendix A.

The first page of the survey (Figure 3) contains the most essential questions. If it was not possible to gather more information, data for the first page were to be collected. Succeeding pages of the survey develop questions asked on the first page: detailed questions about clientele, employees, relationships between clientele and employees from immigrant and long-term resident groups.

Data were also collected from existing reports and records. The Bureau of Planning (BOP) shared numerical and cost data collected from the agencies for the Governor's annual Impact of the Compact report. These data have been used differently here, however, as the intent of the BOP report and the current survey differ.

Procedures

The researchers were the principal investigator and three Research Assistants. The first step in conducting the research was obtaining a formal introduction to all mayors and agency directors; this was provided by the Lieutenant Governor. Initial contact with each agency was made with a director's office via telephone or in person. Each researcher explained the nature of the project and asked whether the CFA immigration affected the agency and its delivery of service.

If the initial phone call indicated that the agency experienced minimal impacts, data were collected only over the telephone.

If the agency experienced impacts, an interview was arranged by telephone. Originally, one interview per agency was planned, or between 40 and 50 interviews. However, 72 interviews were conducted face to face. Most interviews included the interviewer and a single interviewee; several interviews included additional personnel from a number of agency departments.

In other cases, agency personnel asked to be provided with a copy of the survey questions before or after the interview and provided the researchers with a written response on the survey form. Several agencies distributed the form to intra-agency departments, collected data, and provided it to the researchers. Self-administered written responses were received from 19 participants of the survey. Table 5 indicates the type of contact with each agency.

In face-to-face interviews, the interviewer explained the project, verified that the interviewee had received a copy of the Lt. Governor's introductory letter, and asked the interviewee's permission to proceed. For the sake of validating information, interviewees were asked if they could be taped. The interviewee was then asked to sign a consent form, agreeing to the interview, audiotaping, and use of his/her name or position title in this report.

The researcher then conducted an interview, approximately one hour long, using the survey instrument as the interview guide.

Data were collected in 72 interviews, 19 self-administered written responses, and approximately 40 telephone interviews.

Table 5
Survey Participants, Listed by Area of Impact and Manner of Contact

| AGENCY | Contact | Type of Contact | | | |
|--|-------------------------------|-----------------|-----------|---------|------|
| | | Interview | Telephone | Written | Data |
| MAYORS' COUNCIL | 1/20/1993 Meeting | x | | | x |
| Agana | Mayor's Office | | x | | |
| Agana Hts | Mayor | x | | | |
| Agat | Vice Mayor | x | | | |
| Asan-Maina | Mayor's Office | | x | | |
| Barrigada | Mayor | x | | | |
| | Mayor's Office | (x) | | | x |
| Chalan Pago-Ordot | Mayor's Office | | x | | x |
| Dededo | Mayor | x | | | x |
| Inarajan | Mayor | x | x | | |
| Mangilao | Mayor | x | | | |
| Merizo | Mayor | | x | | |
| Mongmong/Toto/Maite | Mayor | x | | | |
| Piti | Mayor's Office | | x | | |
| Santa Rita | Mayor's Office | | x | | |
| Sinajana | Mayor | x | | | |
| Talofof | Mayor | x | | | |
| Tamuning/Tumon | Mayor | x | | | |
| | Mayor's Office | (x) | | | |
| Umatac | Mayor: Former | | x | | |
| Yigo | Mayor: Former | x | | | |
| | Mayor: Current | x | | | |
| Yona | Mayor | x | | | |
| | Mayor's Office | (x) | | | x |
| HOUSING | | | | | |
| Guam Housing Corporation | Director, P. Leon Guerrero | | x | | |
| Guam Rental Corporation | Office Manager | (x) | | | x |
| Guam Housing and Urban Renewal Authority | Deputy Director, R. Calvo | | x | | |
| Section 8 | Administrator | x | | | x |
| Low Income Public Housing | Manager | x | | | |
| Resident Initiatives Program | Coordinator | x | | | |
| Guma San Francisco | Founder/ Director, A Mannelta | x | | | |
| | House Manager | | | | x |
| | Former House Manager | x | | | |
| Guma San Jose | CSS Executive Director | x | | | |
| HEALTH/MENTAL HEALTH | | | | | |
| Department of PHSS | Director's Office | | | | |
| Public Health | PHO, K. Cruz/J. Borja | x | | | x |
| WIC | Nutritionist, J Benavente | x | | | |
| Communicable Diseases | Bureau Director, W. Antkowiak | x | | | |
| Public Welfare | Bureau Director, J Catahay | x | | | |
| Alee | Director | x | | | |
| Food Stamps | E. Perez | | | | x |
| Elderly | CSS Executive Director | x | | | |
| Child Protective Services | Section Head | x | | | |
| Vital Statistics | Staff | | | | x |

Table 5, page 2
 Survey Participants, Listed by Area of Impact and Manner of Contact

| AGENCY | Contact | Type of Contact | | | |
|---|-------------------------------|-----------------|-----------|---------|------|
| | | Interview | Telephone | Written | Data |
| HEALTH/MENTAL HEALTH, continued | | | | | |
| Guam Health Planning/Development Agency | Director, T Blas | x | | | |
| Guam Memorial Hospital | Director's Office | | | | |
| Education | Representative | x | | | |
| Planning | Chief Planner, L LeonGuerrero | x | | | |
| Personnel | Representative | x | | | |
| Social Work | Adm, D. Baza | x | | | |
| Comptroller/Business Office | Representative | x | | | x |
| Nursing | Acting Asst Administrator | x | | | |
| Medical Director | Medical Director | | x | | |
| Emergency Room | Staff | | x | | |
| Mental Health and Substance Abuse | Director, M. Wingfield | x | | | |
| | Abuse and Prevention | x | | | |
| EDUCATION & CULTURE | | | | | |
| Department of Education | Director's Office | | | | |
| Research and Evaluation | J. Shafer | x | | | x |
| Bilingual-Bicultural Education | Director | x | | | |
| Chamorro Studies | Director | x | | | |
| LOTE | Staff | | | x | |
| Elementary LOTE Teacher | Staff | x | | | |
| Pupil Personnel | L. Martinez | x | | | |
| Personnel | L. Reyes | | x | | |
| Federal Programs | E. Cruz | | x | | |
| Department of Vocational Rehabilitation | Director Ungacta | | | x | |
| Developmental Disabilities Council | F. Standing Soldier | | x | | x |
| Guam Community College | President J. Cruz | x | | | |
| Apprenticeship Program | Director, G Santos | x | | | |
| Cooperative Education | Director, L Cooper | | | x | |
| Financial Aid | Director, M. Lonsdale | | | x | |
| Women's Center | Director, M. Lonsdale | | | x | |
| University of Guam | Assistant to President | x | | | |
| | Registrar | | | | x |
| | Personnel Director | | | | x |
| | AVP-Finance | | | | x |
| LEGAL/PUBLIC SAFETY | | | | | |
| Civil Defense | Representative | x | | | |
| Department of Corrections | Director, R. Klitzkie | x | | | x |
| Department of Youth Affairs | Social Supervisor, D. Alfague | | x | | |
| Guam Economic Development Authority | Director, C. Crisostomo | | x | | |
| Guam EPA | G. Stillberger | | x | | |
| Guam Fire Department | PIO, G. Quintanilla | | | x | |
| Guam Police Department | Planning and Statistics | x | | | x |
| Public Defender | Public Defender, H. Parker | x | | | |
| Superior Court of Guam | PIO and Judge Cruz | (x), x | | | x |

Table 5, page 3
 Survey Participants, Listed by Area of Impact and Manner of Contact

| AGENCY | Contact | Interview | Telephone | Written | Data |
|---|-------------------------------|-----------|-----------|---------|------|
| EMPLOYMENT/TRANSPORTATION | | | | | |
| Agency for Human Resources Development | Representative | x | | | |
| Department of Administration | Director Aflague | x | | | |
| Personnel Management | | | | x | |
| Training and Development | | | | x | |
| Housing Management | | | | x | |
| Computer Services | | | | x | |
| Department of Agriculture | Representative | | x | | x |
| Department of Commerce | Compact Impact Contact | | x | | x |
| Customs Division | Director, I Paredo | | | x | |
| Department of Labor | Director's Office | | | | |
| Guam Employment Service | Director | x | | | |
| Labor Statistics | Statistician | (x) | | | x |
| Department of Rev and Tax | Economist, J. Gilliam | x | | | |
| DMV | Director, F. Aguon | | | x | x |
| Guam Mass Transit | GMTA Representative | x | | | |
| | M's Marketing Representative | x | | | |
| OTHER | | | | | |
| Bureau of Planning | Planner, S. Ham | x | | | |
| Department of Land Management | PIO, T. Elliott | | x | | |
| Department of Parks and Rec | Director Mariano and Staff | x | | | |
| Guam Airport Authority | Deputy Director, D. Siguenza | | | x | |
| Port Authority | Deputy Director | | x | | |
| Public Utilities | | | | | |
| Department of Public Works | Director | x | | | |
| | Deputy Director's Office | | x | | |
| Operations | Chief | | x | | |
| | Bus Operations Supt. | | x | | |
| PUAG | Deputy Director | x | | | |
| GTA | Deputy Director | | x | | |
| GPA | PIO, J. Guerrero | | | x | |
| PRIVATE SECTOR | | | | | |
| Construction company/ organization | | | | | |
| Fletcher Pacific | Human Relations | | | x | |
| Hawaiian Rock | Personnel | | | x | |
| Contractor's Association | Business Manager | x | | | |
| Chamber of Commerce | Exec Director | x | | | |
| Private clinics | | | | | |
| SDA | Nursing/Staff | | | x | |
| FHP | Enrollment Office | | x | | |
| Churches | | | | | |
| Campus Christian Ministry | K. Hezel, SJ | x | | | |
| Student Bible Fellowship | Ministry Office | | x | | |
| Church of Latter Day Saints | President, Micronesia Mission | x | | | |
| Catholic Social Services | Executive Director | x | | | |
| Harvest Bible Institute | Head, R. Wood | x | | | |

Table 5, page 4
 Survey Participants, Listed by Area of Impact and Manner of Contact

| AGENCY | Contact | Interview | Telephone | Written | Data |
|----------------------------------|------------------------------|-----------|-----------|---------|------|
| PRIVATE SECTOR, continued | | | | | |
| Private Schools | | | | | |
| St. John's (K-12) | Registrar | | x | | |
| Catholic School System | Office Staff | | x | | |
| Evangelical Christian Academy | Office Staff | | x | | |
| Temple Baptist (K3-12) | Office Staff | | x | | |
| Trinity Christian | Office Staff | | x | | |
| Guam Adventist Academy (K3-12) | Office Staff | | x | | |
| Harvest Christian Academy (K-12) | Director, R. Wood | x | | | |
| Banks | | | | | |
| Bank of Guam | | | x | | |
| Bank of Hawaii | | | x | | |
| Guam Savings | | | x | | |
| Hotels | | | | | |
| Palace | Former Trainer | x | | | |
| Nikko | Trainer/Hospitality Dynamics | x | | | |
| Onward Agana | Human Relations | x | | | |
| Other Business | | | | | |
| Moylans Insurance | K. Moylan | x | | | |
| Cassidy's Insurance | D. Cassidy | | x | | |
| DS Corporation | Personnel Office | | | x | |
| Calvo's: Payless, 7-11 | Personnel Office | | x | | |
| Goodwind Development Corp. | Human Relations | | | x | |
| Mobil Oil | Personnel/Human Relations | | x | | |
| Denny's Restaurants (3) | Gen'l Mgr/Managers | | x | | |
| Winchell's (4) | Managers | | x | | |
| El Pollo Loco | Manager | | x | | |
| Domino's Pizza (2) | Managers | | x | | |

Results

Selected survey questions are printed in bold italics at the left margin. Responses of the respective agency are summarized and/or tabulated following each question. Responses are provided by sector affected by impact: Villages, Housing, Health and Medicine, Education, Public Safety, and Employment and Transportation.

Village-Level Impacts Assessed by Mayors

What is the stated goal or mandate of the agency, in this case, the mayor's office?

What is the mission to be accomplished or the service provided by the agency?

Public Law 14-27 describes the duties and responsibilities of the mayors, individually and collectively. With many variations, each mayor interviewed stated that the purpose of his office is to serve the residents of the village.

In a general sense, the mayors' offices serve as focal points of service and communication in times of villager need, such as during a typhoon, after a fire, and in dealing with services provided by the other government agencies (roads, water, power, access, housing, etc.). Individually, mayors are also asked to address people's personal problems, such as marriage problems, drugs, and personal counsel.

A specific task of a mayor's office is verification of an individual's residency for job programs and other programs such as welfare, food stamps and other supplemental programs from Public Health. Table 6 outlines the mayors' informal estimates of the frequency and proportion of their clients and verification requests that are Micronesian or CFA immigrants. Numbers of initial residency verifications are higher; fewer clients request renewals.

A second specific mayoral duty is an annual census of the villages . Mayors of Yigo, Mangilao, and Tamuning expressed a need for assistance with the annual census. One former mayor had facilitated the residency verification process and census updates by computerizing the information.

Who are the clients?

Number of clients served by agency (total/CFA/non-CFA)

The mayors' clients are all the people residing in the village, regardless of race, creed, color, and political affiliation.

What impact has the Compact of Free Association had on the mission statement of the agency or its office(s)? (Rank from 0 to 5, or Slight, Moderate, Great)

How long has impact been felt?

Table 7 summarizes the mayors' responses to these questions. With few exceptions, most impacts have been experienced by the villages since 1988. Two villages date impacts as early as 1977 and another a "long time." As the Compact was signed in 1986, these villages may be defining immigration more broadly than that from the Freely Associated States.

Table 6
Informal Estimates of Allocation of Local/Immigrant Clients and Residency Verifications

| Village | Clients | | Residency Verification | |
|---------------|------------|---------------------|------------------------|---------------------|
| | Total | Percent Micronesian | Total | Percent Micronesian |
| Agana Heights | 35 wk | 15% | 2-3 /day | 20% |
| Agat | | | | |
| Barrigada | 5 | 10% | | |
| Barrigada* | 10-15/day | 33% | | |
| Dededo | 75-100/day | 40% | | |
| Mangilao | | | 30/wk | 50% |
| MTM | | | 80 | |
| Sinajana | | | | |
| Talofof | 30 | 0-10% | 20/mo | |
| Tamuning* | | | 100/wk | 30% |
| Yigo | | | 15-20/wk | 60% |
| Yona | | | 20/day | 90% |
| Yona* | | | 10-20/day | Majority |

Table 7
Mayors' Estimates of Strength and Length of Time of Impact in Villages

| Village | Strength of Impact | Impact Since | Nature of Impact |
|-----------------------|-----------------------|--------------|--|
| Tamuning | Critical ¹ | 1977 | Housing |
| Yona | Great | 1977 | |
| Barrigada | Moderate/Great | 1990 | Housing and sanitation |
| MTM | Moderate/Great | 1988-9 | Increased crime, eviction rates Demand for housing for Micronesians |
| Agat | Moderate | 1991 | |
| Sinajana | Moderate | 1990 | |
| Tamuning ¹ | Slight/Moderate | 1990 | Preparing Micronesians for culture shock |
| Yigo | Slight/Moderate | 1989 | Housing requests for Micronesians |
| Agana Hts | Slight | 1988 | Increased numbers |
| Umatac | Slight | 1992 | |
| Talofof | | Long time | Culture clash and funding |
| Mangilao | | 1989 | Currently improved since 3 years ago |
| Dededo | | 1989 | |

¹Critical was described as greater than great.

How many employees does the agency have (Non-CFA/CFA)?

The number of employees for each mayor/vice mayor and village is regulated by P.L.14-27. The law stipulates one administrative assistant and one clerk for each mayor, an additional clerk for each vice mayor, and five maintenance workers for each village. Special circumstances, such as the Agana Heights gymnasium (staffed throughout the week and used by the adjacent elementary school) are allocated additional personnel.

None of the mayors interviewed had any CFA employees; three indicated they would hire them, however, should the legislature allow such expansion.

CFA immigrants may become unofficial employees of the villages by assignment of the Courts to Community Service.

Has the immigration created a demand for a change in the extent, quantity and/or the type of service offered by the agency?

If it has, does the demand affect the quantity and quality of service provided to long-term residents? Has it displaced them?

Demand.

No, two mayors.

Qualified No, one mayor: "This is part of the role of being a mayor."

Yes, eight responses: three -- requests for housing; one -- requests for employment.

Extent. The mayor of Dededo estimates that 60-65% of the residents of Lada Garden are Micronesian. (However, see Housing, Guam Rental Corporation.)

Another mayor indicated a small percent of increase.

A third said increased litter was a problem.

Quantity. (9 mayors)

No change (1).

Change is primarily one of increased numbers (4), but the mayor and staff are still able to handle it.

Difficult to handle the increased load (1).

Three mayors did not elaborate.

Quality. (7 respondents)

No (5)

Yes (2)

Perceptions and Problems

A number of questions address the perception of the CFA immigrants and perceptions of problems resulting from the immigration to Guam. They are as follows:

Do language problems or cultural/psychological/social differences exist that affect mission achievement? Explain.

*What are perceptions of the agency or interviewee of CFA citizens as
Potential customers/clients Potential employees
That is, describe an FSM Micronesian or Marshall Islander:*

*What special needs or special problems do CFA citizens pose as
Potential customers/clients Potential employees*

List five things that you consider most important in terms of needs, things CFA clients need to know, or things you would like to change about the CFA clients.

List five things that you consider most important in terms of needs, things CFA employees need to know, or things you would like to change about the CFA employees.

Problems Affecting Mission Achievement. Responses are collective summaries.

Language problems. Problems exist, but so do workarounds: Those who can't read or write can usually spell their name. Most people bring someone else with them if they have trouble with the language. Most do, however, speak some English. Some mayors' staff have to keep asking to make sure the clients understand and indicate that people often do not understand what is needed from them in dealing with public agencies, such as for applications at GHURA or Public Health. Nor do they understand the meaning of household size and why this is important. Some staff feel that even when personnel and clients use the same words, there is still misunderstanding. When all else fails, one mayor stated, "We can and do use 'sign' language."

The Umatac mayor expressed concern for the children in the schools and the feelings they must have when they don't understand.

Language as a defining characteristic for each culture was also noted.

Cultural and social differences.

1. Spitting from the betel nut chewers.
2. Different kind of parties, with groups of men drinking, and lack of control, especially in drinking and fighting.
3. Differing child-rearing practices: For example, residents complained (about 3 times a week, in the Mataguac area of Yigo) about naked children, and the mayor had to speak to the head of household.
4. Housekeeping practices and how these affect the look of the neighborhood.
5. Behavior of young people, especially single, young men, who depend too much on federal government and food stamps (programs considered by one mayor as needed for the elderly and for people who cannot work), thus abusing federal money and using Guam as a resource for good living.

6. Working only when money is gone.

Problems with Clients/Employees

As clients or citizens. "Micronesians" and CFA immigrants are viewed differently by mayors in accordance with their own perspective, resources, and management style, as follows.

1. Gentle people, sociable and easy to work with, basically like all other people.
2. "All alike" due to (one) mayor's inability to distinguish individuals (and their ethnicity) among the total group.
3. Lack of control in terms of alcohol, fighting, and driving under the influence.
4. Population mobility, overcrowding and sanitation problems.
5. Life style of the immigrants is different.
6. Squatting on public and private land.
7. Dishonesty, especially regarding applications for food stamps and other assistance.

As employees.

1. Lacking skills
2. Able to work and carry through on tasks only if closely supervised.
3. Failure to return to work after getting paid, or failure to return until money is all gone.

Needs

As clients. The most common needs, problems, and things the immigrants need to know or change identified by mayor respondents are as follows:

1. Housing (9 of 13 mayors), including related topics:
 - Registering the household with the mayor (4)
 - Squatters (3)
 - Multifamily households (3)
 - Need for designating a head of household (1) and
 - Mobility of immigrant community (1)
2. Behaviors at home
 - Sleeping outdoors
 - Care of children
 - Cleanliness
 - Dressing (in)appropriately
 - Controlling loud music and parties (at least three mentions)
3. Sanitation, trash, and littering (8 mentions)
4. Education (mentioned 8 times)
 - Orientation to Guam (3)
 - Knowledge and respect of the laws of Guam (7)
 - Knowledge and respect of local culture and private property (5)

Knowledge of policies regarding education

As employees. Not discussed, except as what others say about employees.

Do CFA make more or less demands; same or different kinds of demands; subject of more or fewer complaints--what type?

A summary of the mayors' responses is outlined in Table 8.

One mayor stated that CFA immigrants make more demands because they have greater needs and often expect that others (not themselves) will meet them. The needs include housing, dealing with housing problems (such as service shutoff, eviction), jobs, transportation, food, clothing, transportation, assistance with legal matters and assistance in finding and dealing with appropriate agencies.

Another mayor viewed the greatest demand on Guam and its public services as one of planning and coordination among agencies to meet the needs of all the population smoothly and effectively.

A third mayor viewed the immigrant population as undemanding; that is, while their need and suffering might be great, they often do not ask for or demand service. And a fourth, whose village has few CFA immigrants, also experienced fewer demands, but these were of a somewhat different nature: referrals to Public Health.

The Sinajana mayor stated that the demands made by the CFA immigrants are the same as those made by locals. The Yona mayor experienced more requests for assistance with employment.

Areas of complaints include drinking and fighting, housekeeping, sanitation and hygiene, numbers of persons per household exceeding GHURA regulation or neighbors' expectations. Two complaints expressed by mayors themselves concern the mobility of the immigrant population and their need to physically verify the registration information supplied by the immigrants by visiting the address provided and by calling employers.

Characterize the relationship between neighbors (Negative, Neutral, Positive, then explain)

Ten mayors responded to this question. Relationships among neighbors were described as:

- Negative in three villages
- Neutral to Negative in three villages
- Neutral in two villages
- Neutral to Positive in one village
- Positive in one village

Table 8
Mayors' Informal Evaluation of Demands/Complaints Regarding the CFA Immigrants

| | | | |
|-----------------------|---|------------------|------------------|
| <u>Demands</u> | <u>More</u> | <u>Equal</u> | <u>Less</u> |
| | MTM Tamuning Sinajana | Agat | Yigo Talofofo |
| <u>Type of demand</u> | <u>Same</u> | <u>Different</u> | |
| | Sinajana | Yona Talofofo | |
| <u>Complaints</u> | <u>More</u> | <u>Equal</u> | <u>Less</u> |
| | Yigo Yona MTM Barrigada (some parts) | | Talofofo |

The mayor of MTM stated that generally things were neutral in his village, unless or until something went wrong. Then the immigrant community becomes the focus of negative feeling. One mayor (Neutral) indicated that the greatest problem is that of communication.

The relationships among villagers is closely linked to perceptions of the immigrants. In areas where it is perceived that most of subsidized housing is occupied by "Micronesians," negative perception is more common.

Is effort expended to reach target groups via outreach programs and/or to meet affirmative action goals

No specific outreach was noted in any village. Rather, mayors' offices indicate that when residents come to the Mayor's office, they are informed of activities and asked if they want to participate. Public announcements are posted at the mayors' offices and in the newspaper.

In Sinajana, Agana Heights, and Mangilao, young people from the immigrant groups are participating in sports and youth clubs; they are invited to join when they come to watch. In Agat, Sinajana, and Tamuning, mayors specifically mentioned participation of the immigrant community in Chamorro week activities -- by building a hut, weaving -- or in community cleanup activities. One former mayor assisted the Micronesian Language Institute in its outreach for the Family English Literacy Program, and another contributed the use of village equipment to a community organization project in GHURA housing.

Is there anyone in your agency who knows/understands any of the cultures or languages of CFA? Which culture or language, and the basis of knowledge?

The mayor of Mangilao has been to Chuuk; the Sinajana Vice Mayor and the Mayors of Piti and Asan-Maina have visited Pohnpei, One mayor's staff indicated he has visited Palau, and another mayor plans to visit there in 1993.

Of mayors interviewed, none has any employee who speaks any of the non-Chamorro Micronesian languages.

If specific problems/issues exist with regard to serving a CFA clientele or hiring CFA, is there any plan to deal specifically with the immigrant populations and these problems and issues? Or to hire people who can deal specifically with these populations and these problems and issues?

Two mayors see no need for this and will continue to do the best they can with the staff they have. Because the legislature controls funds for hiring, changes are unlikely.

One mayor indicated three things that have been done or are being done:

1. The Mayors' Council met with the Lieutenant Governor about problems with Micronesian residents.

2. The Mayors' Council has an association with the CNMI mayors and uses this as a forum to discuss problems common to Guam and the CNMI. The mayors could also use it as a communication link to the FSM.

3. This mayor had met and will continue to meet with officials from the FSM as opportunities are available.

Would it be advantageous to the agency to hire CFA citizens as interpreters, translators, or consultants to assist clientele from these populations? Or to have available a list of names of people who could be called to assist when such help is needed?

1. No (Dededo, Mangilao, Sinajana, and MTM); qualified, however, for court or legal, maybe medical, situations which call for such assistance.

2. Yes (Yona, but qualified with a statement of a need for honest interpreters. This mayor sees lack of honesty as a major problem.)

3. One former mayor presented a proactive view: Mayors should be prepared (having a list of contacts would be helpful); seminars on culture and multicultural matters should be given to mayors; and liaison offices of the FSM and RMI governments should dedicate one staff member to interact with the Mayors' Council, attend those meetings, and communicate with their communities.

Six mayors discussed the question of a liaison at the mayoral level: two answered No; two others stated that people bring their own interpreters, and a third stated he can call on an interpreter.

Since the time of the data collection, the Mangilao mayor stated in a public meeting (31 March 1993) that he has established a mini-council to seek input from the CFA immigrants in his village.

If nothing is done to deal with problems and issues now, how does the future look ?

3 months from now

3 years from now

6 months from now

6 years from now

1 year from now

10 years from now

1. Immediate need: housing.
2. A land inventory; an area of housing specifically for the immigrants, "like a reservation." (1 mayor)
3. Control of immigration (3 of 12 mayors interviewed)
4. Limit the amount of time for staying on Guam (1)
5. Adjust the Compact for change to be effected (1)
6. Backlash in labor and housing markets (1)
7. Mayoral participation in immigrant community organization; one mayor indicated that mayors must go the grass roots, get out and talk to people, be a part of the solution.

Are clients or employees treated differently because they are CFA?

For example, if an immigrant needs more help, is that extra help and time given?

Mayors indicated they try to treat everyone equally. However, they also try to respond to particular needs. Therefore, they treat some people differently: they are less harsh than they might be; they try to accommodate the language differences.

Mayors also indicated it is often difficult to get required documents from the CFA immigrants. The need for an individual to have a birth certificate, marriage certificate (as common law marriage is not recognized on Guam) was noted.

If CFA problem, what are possible solutions?

1. Some kind of training, education, or orientation program is needed to help the immigrants through a period of adjustment (5 mayors); specifically, subsidized ESL classes to be offered at the village level, such as at the community centers (1 mayor).
2. Control of immigration (3 of 12 mayors).
3. Community organization (3).
4. Student exchange, to initiate young people to American culture (1).
5. Lights being left on at the basketball court. (1). A second mayor has installed a timer and posted a sign that the lights will automatically go off at a specified time, such as 10 p.m.
6. Mobility between villages, a networked data base on all villages' residents (discussed with one mayor); the license plate village identifiers may also be of some assistance.

If you or your agency could get Compact Impact money, how would you use it?

How much would you need?

1. Housing (9 responses; five place housing first).
2. Education (3), with one specification of an orientation program in the village.
3. Community programs (3), for youth and adults, one for organizing the immigrant community, and for sports or other needed supplies, such as canopies.
4. Sanitation (1).
5. Planning.

No money amounts were specified.

Summary – Village-Level Impacts

The impacts of Compact immigration felt in the villages of Guam are of three types:

- shortage of adequate housing
- shortage of funding, of facilities such as community centers, and of educational and recreational programs and equipment for children, youth, and adults.
- perhaps most important, the daily experience of cultural difference.

The impacts of immigration are experienced differently throughout the island, with both greater numbers and heavier concentrations of CFA immigrant population in the northern and central villages. Villages in southern Guam receive fewer immigrants, some of them by assignment to publicly subsidized housing.

The length of time the impact of Compact immigration has been experienced also varies. Of the mayors surveyed, two date the impact to pre-Compact times (1977), and a third indicates it has gone on a long time; two mayors date the impact to 1988, and eight date it to 1989 or later.

Solutions the mayors propose include education, training and orientation programs for the immigrants (not only those from Compact states), control of immigration, and community organization. Specific assistance the mayors seek include managing the annual village census and dealing with the fluidity and mobility of the CFA immigrant population.

Discussion -- Village-Level Impacts

The mayors' responses cover the gamut of daily life in the villages. All the bureaucratic details of registering residents and verifying residency, roles of village leader and peacekeeper, and the role of intermediary between the villages and the Legislature /Governor /public agencies must be balanced. The impacts of Compact immigration affecting village life on Guam range from the bureaucratic, to differences in culture and lifestyle, to interagency interaction, and to terms of the Compact itself and Guam's control over in-migration.

Resident registration and residency verification

These processes could be simplified in several ways, through automation and a data network linking of Mayors' offices. Microcomputers and reasonably priced software could replace what seems to be a burdensome and time-consuming process.

1. Public announcements can be made about the need for resident registration; even long-term residents are not aware that this is needed or desired.
2. Automation of the registration process, with hardcopy backups so personnel can access the cards or files when the computer is turned off or when the person who manages the computer files is not present.
3. Routine checking of samples of households from the files--verifying in person or over the telephone that data supplied to the office are (still) correct.
4. Logs of the types of resident-mayor interactions/requests/complaints, etc., should be maintained.
5. Transfers between villages and updates of the annual census could be accomplished via network links with other mayoral offices.

Several mayors expressed uneasiness about experiences of dishonesty with CFA immigrants in terms of providing information about residency or validating information to establish eligibility for welfare programs, especially emergency food stamps. Periodic verification of information provided by immigrants and long-term residents alike can be a matter of course. When data are doubted, they should be checked, as that is the intent of residency verification.

Differences in Culture and Lifestyle

Although some Mayors and Vice Mayors have traveled to the FSM and/or the Marshalls, and thus have some knowledge of what life is like for the immigrants in their home islands, none of the villages surveyed had any employee from the CFA states or who spoke any of the CFA languages. Establishing effective communication links with the immigrant communities, then, is difficult.

Several mayors themselves expressed ideas and opinions that indicate a confusion about distinguishing among the specific immigrant groups. For defining Compact impact, the need for clear definition and identification of who is and who is not an immigrant from a Compact of Free Association state, subsequent to the signing of the Compact, is important. It is also important to distinguish between repeated incidents of a particular behavior attributed to an immigrant or the immigrant community and repeated retellings of the same incident. This is not always possible in the current data.

There is a great need for the mayors to be proactive rather than reactive in dealing with the CFA immigrants and the immigrant communities. In a recent study of the new immigrants to the U.S. (from Asia and Latin America rather than Europe), researchers found "that newcomers and established residents live in 'divided social worlds' characterized by separation and social distance" and argue "what is perhaps a controversial thesis: separation and division are not merely a matter of choice, language barriers, or cultural differences too difficult to bridge. They

are also patterns supported and even created by the structure of the institutions in which newcomers interact with established residents. These institutions--corporations, school systems, city governments, and housing corporations--mediate and shape interrelations, often making it difficult for bridges to be built between new immigrants and others. Where interaction is fluid and where boundaries are transcended, the institutions themselves are being structured or even transformed to make participation and integration more possible." The "importance of class and power as they operate in the local 'microlevel' settings, often pushing immigrants aside or giving them little voice in their everyday lives," cannot be underestimated (Lamphere, 1992: viii). The mayors seem to be on the front line between the immigrant communities of Guam and the long-term resident communities.

Some of the differences between the immigrants and long-term residents are obvious: language, mode of dress, style of transportation. Several mayors indicated the immigrants' lifestyle is primitive,"the way things used to be twenty, fifty years ago here."

Some of the differences are uncomfortable and perceived as threatening, such as assaultive behavior, use of alcohol, rowdy parties, loud music, leaving lights on all night, failure to conform to expectations of housekeeping, child rearing and sanitation practices. Some of the immigrant practices, as those of residents, are dangerous, such as drinking and driving. In many cases, it's simply a matter of learning what is expected in a new living situation. The mayors and their offices can be effective instruments in aiding this learning.

Interagency Interaction

There is a shortage of affordable housing on Guam, as the next section of this report clearly demonstrates. In addition, each of the villages is already geographically defined, and some of them are spatially constrained, with little or no room for additional residential development. Movement of immigrants into some communities, then, places strain on already crowded conditions.

Movement of immigrant groups into boonie areas, squatting on private or government lands, is an issue in several villages. As such it has involved both the Division of Environmental Health at Public Health and the Guam Environmental Protection Agency (GEPA), usually on matters related to the disposal of human waste. In actuality, the solution to this problem, or the resolution of this issue, seems to require the cooperation of numerous agencies -- the GEPA, Environmental Health, Land Management, Department of Agriculture, and the newly created Chamorro Land Trust. The cooperation of mayors and private landowners may also be needed. Because of the shortage of affordable housing, resolution of this issue in the immediate future seems unlikely. Until it is resolved, however, squatting will likely continue, and with it the use of public parks as sleeping and bathing sites, problems mentioned by the mayors and the Department of Parks and Recreation.

In a related matter, mayors in villages with public housing mentioned that they are not made aware of movements in and out of public housing units. This seems to be a communication link that the housing agencies and the mayors could establish.

Coordination with other agencies could also facilitate training sessions within the villages, whether this would be for English classes or other training the mayors or the educational institutions wish to accomplish.

Budget constraints face each mayor. Each village is allocated the same amount of money, with vastly differing population needs. Thus, the mayors of Dededo, Yigo, and Tamuning, as three of the largest villages, have had the same amount of money to allocate to humanitarian needs in the event of disaster, as the much smaller villages of Umatac and Merizo.

Immigration Data and Control over Immigration

Of the mayors surveyed, 3 of the 12 stated that control over immigration is needed. One former Mayor acknowledged that this would require a change in the relation between Guam and the U.S. and also in the terms of the Compact.

Immigration to (and less obviously, emigration from) Guam, not only from the Compact states but from other parts of the world, is a fact. Of the 133,152 persons enumerated on Guam in the 1990 census, 69,648 (52.31%) had been born outside Guam; of these, 43,575 (32.73% of Guam's population) had arrived since 1985 while 37,324 (28% of Guam's population) had arrived since 1987 (U.S. Department of Commerce, 1992, Table 9, p.15). Among the 69,648 immigrants to Guam, 28,010 are from the U.S., and 24,545 from the Philippines. By comparison only 2964 persons claimed FSM citizenship. For all groups, 1989 represents the year of highest numbers of in-migrants, a total of 15,386 (11.56% of Guam's total 1990 population), including 9,152 from the U.S., 4,852 from all Asia, 2754 from the Philippines, and 897 from the FSM (U.S. Department of Commerce, 1992, Table 47, pp.114-115).

Immigration data since 1990 are not yet available. In 1992, however, among the 876,000 visitors to Guam there were 21,456 Micronesians, slightly less than 2.5% of arrivals. How many of these remained to work or establish a residence is unknown. Prior to 1992, the Trust Territory is identified as the point of origin for visitors from the FSM and RMI, and these data are not adequate for assessing Compact impacts. Much clearer data are needed.

Housing

What is the stated goal or mandate of the agency?

What is the mission to be accomplished or the service provided by the agency?

Government Agencies Providing Housing Assistance

Guam Housing and Urban Renewal Authority (GHURA)

GHURA was created in 1962 to assist in the rebuilding of the island after Typhoon Karen. One of GHURA's goals is to provide "decent, safe, and sanitary housing for low income families." This is currently accomplished through a number of programs:

Low Income Public Housing (LIPH). The first LIPH projects were constructed in 1971 in Agana Heights, Mongmong-Toto, and Sinajana. The total number of LIPH units is currently 751, distributed in 12 villages (see Table 11), with 82 units specifically designed for elderly and/or handicapped persons. Guma Trankilidat (a residential complex for the elderly) comprises an additional 50 units, not included in the 751 total.

Section 8 Housing Assistance. GHURA has provided Section 8 Housing Assistance since 1975. Through this program GHURA subsidizes rental, via voucher or certificate, of privately owned housing units that are registered with the agency. In FY92, 1439 units were available through this program.

Emergency Shelter Program grants. Since 1987, GHURA has administered yearly federal grants for providing emergency shelter. Each year the grant monies are directed, under cost-reimbursible contract, to a single agency. These grants have been used as follows:

1987, 88, 89, 90, and 92: Catholic Social Services,

1991: Sanctuary, and

1993: Guma San Francisco

Residents Initiatives grant. GHURA is also administering and carrying out a 3-year Housing and Urban Development (HUD) Residents Initiatives grant. The grant funding provides for developing community organizations and community organization skills among LIPH residents. At present, resident organizations have been set up in five LIPH housing areas: Agat, Umatac, Merizo, Yona, and Mongmong-Toto-Maite.

Guam Housing Corporation (GHC)

Guam Housing Corporation, created on August 21, 1965, is designed to encourage the investment of private capital in low-cost residential housing and to participate in land-use planning for residential housing. Its activities include subdivision development, housing construction for rental or resale, and loans for the purchase, construction, improvement and repair of homes. Its current loaning power upper limit is \$130,000: \$80,000 for the dwelling and \$50,000 for the land. The GHC Revolving Loan Fund provides 6% interest loans to qualified applicants.

Guam Rental Corporation (GRC). Guam Rental Corporation is a subsidiary of GHC that began operation in 1969. GRC owns and rents 115 housing units in Dededo (known as Lada Gardens) and one unit in Astumbo.

DOA Housing Management

Housing Management is the section of the Department of Administration that manages government-owned housing units.

Centers Serving the Homeless

Guma San Francisco

Guma San Francisco (GSF) is a temporary shelter for the homeless that was begun in October 1990 as a response to the increasing numbers of FSM homeless on Guam. It is managed by the Saint Vincent de Paul Society. GSF is funded by private contributions. For fiscal year 1993, GSF is also the recipient of \$39,000 of the federal Emergency Shelter grant administered by GHURA. GSF provides overnight shelter in a single residence with a 22-bed occupancy; shelterees must leave each morning by 7:30. Dinner and breakfast are provided by the St. Vincent de Paul Society and members of Santa Teresita Church in Mangilao. The facility also operates as a drop-in center for meals and showers from 6 p.m. to 10:00 p.m. Clients may receive shelter for a period of 7 days. After two months they may return to GSF for another 7-day period.

Guma San Jose

GSJ is an assistance program for families managed by Catholic Social Services under contract with the Government of Guam. Guma San Jose was locally funded with \$348,564 for FY92 (DPHSS, 1993).

As Catholic Social Services provides services other than GSJ, only data relevant to housing are presented here. For additional data on Catholic Social Services, see the section on the Department of Public Health and Social Service, Contracted Services.

GSJ assists clients under two separate arrangements:

GSJI. Guma San Jose I provides emergency shelter for 15 to 30 days.

GSJII. Guma San Jose II shelters families for 30 to 90 (maximum) days. GSJ II services include shelter (15 units are available on a daily basis 24 hours per day), three meals a day, and assistance of a case worker in securing housing, jobs, and other aid. CSS coordinates interagency networking and referrals for GSJ II clients.

Who are the clients?

Number of clients served by agency (total/CFA/non-CFA):

Government Agencies Providing Housing Assistance

GHURA

The clients at GHURA are families and individuals who need assistance for permanent housing. They include:

Families of two or more persons,
Single pregnant women,
Single persons securing legal custody of a minor(s),
Single elderly (over 62 years of age),
Handicapped, disabled, or displaced persons (due to government action or natural disaster), and
Persons/Families of low income (from a minimum of less than \$15,000 for a single person to a maximum of \$45,500 for a household of 8 or more members).

Federal funding is provided to two programs: Low Income Public Housing (GHURA-owned multifamily dwellings) and Section 8 Assistance (certificate and voucher programs for renting privately owned units.). Eligibility for preference on the waiting lists for these programs is established by federal guidelines, as follows:

1. Those who are involuntarily displaced and living in substandard replacement housing
2. Those living in substandard housing
3. Those who pay more than 50% of the family income in rent

People occupying GHURA units are not displaced from a unit unless they fail to comply with federal regulations or their income increases beyond the levels of eligibility. Thus, no matter how many people are on the waiting list, those residing in the units are not forced out of them to make room for someone else. There is no displacement of one family for another in the units. Displacement may occur on the waiting list, though, as greater need rather than length of time on the list receives priority.

Data on CFA frequency and proportion of occupancy of GHURA housing units for the fiscal years 1989 through 1992 are shown in Table 9. In that time frame, CFA family occupancy of LIPH has quadrupled and CFA family occupancy of Section 8 housing has doubled.

Table 10 shows occupancy and waiting lists for GHURA units as of September 30, 1992. The table shows a total 1750 families housed and 1795 families on the waiting list. Families from the CFA states are 11% of the total housed and 28.5% of the total waiting. They are 14% of those housed in LIPH and 32% of those waiting for LIPH units. CFA families make up 7.2% of families receiving Section 8 assistance and 21.8% of those on the waiting list for that assistance.

Table 9
Frequency and Proportion of CFA Occupancy of GHURA Housing, Fiscal Year 1989 to 1992

| Occupancy | Low Income Public Housing | | | Section 8 Housing Assistance | | |
|----------------|---------------------------|---------|--------------------|------------------------------|---------|--------------------|
| | Families | Persons | Persons/ Family | Families | Persons | Persons/ Family |
| <u>1989</u> | | | | | | |
| Housing Units | NR | | | NR | | |
| Units Occupied | NR | | | NR | | |
| Total Guam | 623 | 2941 | 4.72 | 1350 | 5206 | 3.86 |
| CFA | 25 | 115 | 4.6 | 36 | 156 | 4.33 |
| CFA/Total % | 4.01% | 3.91% | | 2.67% | 3.00% | |
| <u>1990</u> | | | | | | |
| Housing Units | NR | | | NR | | |
| Units Occupied | NR | | | NR | | |
| Total Guam | 651 | NR | | 1205 | NR | |
| CFA | 49 | NR | | 54 | NR | |
| CFA/Total % | 7.53% | | | 4.48% | | |
| <u>1991</u> | | | | | | |
| Housing Units | 751 | | | 1439 | | |
| Units Occupied | 692 | | | 1038 | | |
| Total Guam | 692 | 1270 | 1.84 | 1038 | 2210 | 2.13 |
| CFA | 83 | 240 | 2.89 | 71 | 247 | 3.48 |
| CFA/Total % | 11.99% | 18.90% | | 6.84% | 11.18% | |
| <u>1992</u> | | | | | | |
| Housing Units | 751 | | | 1439 | | |
| Units Occupied | 723 | | | 1027 | | |
| Total Guam | 723 | 1915 | 2.65 | 1027 | 1630 | 1.59 |
| CFA | 101 | 391 | 3.87 | 69 | 177 | 2.57 |
| CFA/Total % | 13.97% | 20.42% | | 6.72% | 10.86% | |

Source: GHURA

*NR: Not Recorded

Table 10
*Number of Families Occupying and on the Waiting List for GHURA Housing
as of September 30, 1992*

| Origin | Status | LIPH | Section 8 | Total |
|---------------|---------|------|-----------|-------|
| Local/Non-CFA | | | | |
| | Housed | 622 | 958 | 1580 |
| | Waiting | 902 | 495 | 1397 |
| CFA | | | | |
| | Housed | 101 | 69 | 170 |
| | Waiting | 290 | 108 | 398 |

Source: GHURA

As of September 1992, 1795 families, or nearly 6% of Guam family households (31,373 households, according to the 1990 census; U. S. Department of Commerce, 1992, Table 7), are on the waiting lists. Nearly an equal number have been housed (1750) with subsidy. Thus, nearly 12% of Guam's households (per the 1990 census) have applied for housing assistance; the figure does not include those who are not eligible for such assistance.

While the 1990 census (U.S. Department of Commerce, 1992: Table 118) indicates that there were 35,223 housing units on Guam and that 2111 of them were vacant, only 767 of them were for rent. This represents a shortfall of more than a thousand housing units, without considering the range of cost for the rentals. Nearly a third of the vacant units, 244, were in Tamuning. Eighty-eight of Guam's total vacant housing units were boarded up at the time of the census.

Actual numbers of GHURA units occupied by CFA immigrants in each village --either Section 8 or LIPH -- are currently not available. Such data may be available in the future as GHURA is currently computerizing office operations. Informal estimates were collected from the mayors during the survey. Table 11 compares numbers of GHURA units, by village of location, to mayoral estimates of occupancy by CFA families. The sum of estimates is twice the GHURA-provided occupancy rate.

Table 11
Comparison of Mayoral Estimates of CFA Occupancy in the GHURA Housing Areas

| Location | GHURA Units ¹ | Mayor Estimate of CFA Occupancy |
|--|--------------------------|---------------------------------|
| Dededo | 83 | 80-90% (= 66 to 75 units) |
| Agana Heights | 38 | 5 units |
| Sinajana | 46 | 10 at most |
| Mongmong | 48 | Maybe 20% (= 9-10 units) |
| Toto | 118 | Maybe 20% (= 23-24 units) |
| Yona | 100 | 90% (= 90 units) |
| Talofofu | 28 | 2 units |
| Inarajan | 28 | 2 units |
| Merizo | 28 | 2 units |
| Umatac | 27 | 2 |
| Agat | 99 | 14 units |
| Asan | 26 | 2 units |
| Total | 751 | 227 units |
| Number actually occupied by CFA citizens | | 101 units |

¹*Pacific Daily News*, Advertising Supplement, GHURA, December 17, 1992

Guam Housing Corporation

GHC has received no applications from CFA immigrants.

Guam Rental Corporation. Only one of the 115 GRC units has been rented to an FSM family. As Table 12 shows, this is but 0.86%, less than one percent of the total.

If Palauans are included in the definition of "Micronesians," then 28.45% of the Lada Gardens homes are rented by "Micronesians." The informal mayoral estimate for Lada Gardens occupancy was 65% Micronesian.

One hundred seven (107) families were on the waiting list at GRC at the end of January 1993. Of these, 26, or 24.30%, were from the FSM, as follows:

2 bedroom unit: 38 total, 6 FSM

3 bedroom unit: 41 total, 11 FSM

4 bedroom unit: 28 total, 9 FSM

Table 12
Frequency and Proportion of GRC Occupants and on Waiting List by Ethnicity, January 1993

| Type of Unit | 2 B/R | 3 B/R | 4 B/R | Astumbo | Total | % of Total |
|---------------------------|---------|--------|--------|---------|------------------|------------|
| Number of Units | 20 | 48 | 47 | 1 | 116 | |
| % of Total Units | 17.24% | 41.38% | 40.52% | 0.86% | 100.00% | |
| Turnovers for Month | 0 | 1 | 0 | 0 | 1 | |
| Number on Waiting List | 38 | 41 | 28 | 0 | 107 | |
| FSM on Waiting List | 6 | 11 | 9 | 0 | 26 | |
| % FSM Waiting | 15.79% | 26.83% | 32.14% | 0.00% | 24.30% | |
| % Waiting by Unit Type | 190.00% | 85.42% | 59.57% | 0.00% | 92.24% | |
| <u>Occupant Ethnicity</u> | | | | | | |
| Caucasian | 0 | 2 | 1 | 1 | 4 | 3.45% |
| Filipino | 10 | 16 | 19 | 0 | 45 | 38.79% |
| Native Guamanian | 7 | 10 | 16 | 0 | 33 | 28.45% |
| Palauan | 2 | 20 | 10 | 0 | 32 | 27.59% |
| FSM | 1 | 0 | 0 | 0 | 1 | 0.86% |
| | | | | | 115 ¹ | |

Source: GRC

¹ Discrepancy in original data.

As at GHURA, people occupying GRC units are not displaced from a unit unless they fail to comply with GRC regulations or their income increases beyond the levels of eligibility. Displacement may occur on the eligibility preference list, however.

Centers Serving the Homeless

Guma San Francisco

Clients at GSF are predominantly single males; families have not been excluded. Of the 989 homeless persons served by GSF since its opening in October 1990 through December 1992, 74.42% (736) have been from the CFA states, primarily Chuuk. Chuukese also make up nearly

85% of the drop-in center clients. Table 13 shows the composition of the sheltered clientele, by month from 10/90 through 12/92. (Periods of low occupancy represent vacation times for the resident managers and the period of time after Typhoon Omar when other housing assistance was more readily available.)

The high percentage of FSM clients at CSF is not surprising, as the rise of FSM homeless on Guam was the reason the center was created. Shelter personnel indicate, however, that the population of the shelter has begun to change from those who need assistance in finding and setting up a home to those who are chronically homeless and who might continue to be so no matter how much assistance they received.

Guma San Jose

Guma San Jose is available to families and individuals lacking a fixed, regular and adequate night-time residence and those requiring emergency shelter due to unusual circumstances, such as eviction, loss of job, etc. (These circumstances do not include being wanted by the law, delinquent minors, the psychiatrically ill or completely physical disabled, or drug and alcohol abusers.) Nearly 1500 individuals received assistance in 1992.

Table 13
Clientele of Guma San Francisco, October 1990 - December 1992

| Month | 1990 | | | 1991 | | | 1992 | | |
|-----------|--------------------|-----|----------------|-------|-----|----------------|-------|-----|----------------|
| | Total | FSM | FSM/ Total% | Total | FSM | FSM/ Total% | Total | FSM | FSM/ Total% |
| January | | | | 40 | 24 | 60% | 28 | 20 | 71% |
| February | | | | 36 | 30 | 83% | 52 | 46 | 88% |
| March | | | | 55 | 31 | 56% | 59 | 42 | 71% |
| April | | | | 30 | 23 | 77% | 31 | 25 | 81% |
| May | | | | 35 | 26 | 74% | 38 | 28 | 74% |
| June | | | | 6 | 4 | 67% | 85 | 76 | 89% |
| July | | | | 24 | 16 | 67% | 35 | 28 | 80% |
| August | | | | 40 | 31 | 62% | 31 | 10 | 32% |
| September | Program Initiation | | | 34 | 21 | 62% | 3 | 3 | 100% |
| October | 69 | 44 | 64% | 50 | 27 | 54% | 7 | 2 | 29% |
| November | 16 | 6 | 38% | 72 | 63 | 88% | 21 | 13 | 62% |
| December | 43 | 33 | 79% | 60 | 45 | 75% | 28 | 19 | 68% |

Source: Guma San Francisco

GSI I. Guma San Jose I served 215 cases involving more than 1100 individuals in FY 92. Of these, 11 were elderly and 7 were disabled. As Table 14 shows, more than half the clients (52%, 573 individuals) at GSJ I in FY92 were from the CFA states.

GSI II. Guma San Jose II aided clients with shelter and assistance of a case worker for 78 unduplicated cases involving 383 individuals (195 adults, 188 children), most in families. In 90% of the cases housing was secured for the clients; the remaining 10% sought housing on their own or through GHURA. Sixty-four percent (64%, 246) of the 383 clients assisted at GSJ II in FY92 were from the CFA states.

CFA immigrants to Guam are the major share of Guma San Jose's clientele.

What impact has the Compact of Free Association had on the mission statement of the agency or its office(s)? (Rank from 0 to 5, or Slight, Moderate, Great)

Agency representative evaluations of the impact of Compact immigration on the agency mission are identified in Table 15. Only GHC and GRC are not affected by the impact of immigration.

How long has impact been felt?

Guma San Francisco, since 1988, increased 1990; center began in October 1990.

GHURA, since 1991.

DOA Housing Management, since 1991.

Has the immigration created a demand for a change in the extent, quantity and/or the type of service offered by the agency?

If it has, does the demand affect the quantity and quality of service provided to long-term residents? Has it displaced them?

Government Agencies Providing Housing Assistance and Service

Guam Housing and Urban Renewal Authority

Although the number of clients has increased, GHURA personnel are able to manage the workload. Operations at GHURA are being computerized, and the personnel interviewed expect that this will ease workload management.

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Table 14
Client Ethnicity, Guma San Jose, Fiscal Year 1992

| Ethnic Group | Guma San Jose I | Guma San Jose II |
|------------------------|-----------------|------------------|
| Caucasian ¹ | 80 | 10 |
| Black | 3 | |
| Hispanic | 3 ² | |
| American Indian | | |
| Pacific Islander | 1004 | 373 |
| Chamorro | 394 | 120 |
| Filipino | | 7 |
| Chuukese | 526 | 199 |
| Pohnpeian | 44 | 47 |
| Yapese | | |
| Kosraean | 3 | |
| Carolinian | 36 | |
| Palauan | 1 | |
| Hawaiian | | |
| Asian | 20 | |
| Japanese | 8 | |
| Vietnamese | 5 | |
| Amerasian | 2 | |
| Other | 5 | |
| TOTAL | 1110 | 383 |

Source: Catholic Social Services Annual Report Fiscal Year 1992

¹ Includes both Americans and Europeans

Table 15
Impacts of Compact on Housing Agency Mission

| Agency | Level of Impact | | | | |
|------------------------|-----------------|-------------|---------------|---|--------------|
| | 0 None | 1 Slight | 2 Moderate | 3 | 4 5 Great |
| Guma San Jose | | | | x | |
| Guma San Francisco | x | | | | |
| GHURA | | | | | x |
| GHC | x | | | | |
| GRC | x | | | | |
| DOA Housing Management | | | | x | |

The increased demand for affordable housing is not easily met. The number of government-owned housing units is limited (751), and the number of private owners who participate in the Section 8 program is finite. Table 9 and Table 16 show that both the frequency and proportion of CFA immigrant numbers and costs have increased over the period of FY89 through FY92.

As a result, displacement of local families is occurring. In 1990, when CFA immigrants represented 2.16% of Guam's population, CFA families accounted for 7.6% of LIPH occupancy and 16% of LIPH cost as well as 4.5% of Section 8 occupancy and 5% of Section 8 cost. At the end of FY92, when CFA immigrants may represent between 4% and 5% of the Guam population, CFA families accounted for nearly 14% of LIPH occupancy and 20% of LIPH cost as well as nearly 7% of Section 8 occupancy and 14% of Section 8 cost.

Quality of service is affected by the large numbers of clients: longer waiting in the office and on the waiting lists.

DOA Housing Maintenance

There is an increased and continuing demand for affordable housing, which may create greater numbers of homeless persons. There is also an increased need for the maintenance of existing units.

Centers Serving the Homeless

Guma San Francisco

Demands have increased, not only for shelter but also for food, clothing, and requests for money, especially rent.

Guma San Jose

Catholic Social Services responses are provided in the section on DPHSS contracted services.

Table 16
CFA Proportion of Cost of GHURA Housing, Fiscal Years 1989 through 1992

| Costs | <u>Low Income Public Housing</u> | | | <u>Section 8 Housing Assistance</u> | | |
|-------------|----------------------------------|---------------------|---------------|-------------------------------------|---------------------|---------------|
| | Subsidy | Adminis- tration | Total Cost | Subsidy | Adminis- tration | Total Cost |
| <u>1989</u> | | | | | | |
| Total Guam | NR | NR | \$1,597,013 | NR | NR | \$7,199,675 |
| CFA | NR | NR | \$63,762 | NR | NR | \$200,385 |
| CFA/Total % | | | 3.99% | | | 2.78% |
| <u>1990</u> | | | | | | |
| Total Guam | \$910,814 | \$1,644,058 | \$2,554,872 | \$5,865,797 | \$660,894 | \$6,526,691 |
| CFA | \$182,394 | \$226,551 | \$408,945 | \$295,339 | \$34,167 | \$329,506 |
| CFA/Total % | 20.03% | 13.78% | 16.01% | 5.03% | 5.17% | 5.05% |
| <u>1991</u> | | | | | | |
| Total Guam | \$732,822 | \$2,318,450 | \$3,051,272 | \$5,133,731 | \$771,440 | \$5,905,171 |
| CFA | \$287,117 | \$438,132 | \$725,249 | \$769,835 | \$86,219 | \$856,054 |
| CFA/Total % | 39.18% | 18.90% | 23.77% | 15.00% | 11.18% | 14.50% |
| <u>1992</u> | | | | | | |
| Total Guam | \$278,859 | \$2,362,215 | \$2,641,074 | \$5,415,239 | \$943,196 | \$6,358,435 |
| CFA | \$39,012 | \$482,364 | \$521,376 | \$795,835 | \$102,525 | \$898,360 |
| CFA/Total % | 13.99% | 20.42% | 19.74% | 14.70% | 10.87% | 14.13% |

Source: GHURA

How many employees does the agency have (Non-CFA/CFA)?

GHURA has a total of 79 employees, GRC has 6, GSF has 2. None are CFA. Two Chuukese serve as volunteers at Guma San Francisco.

Catholic Social Services employment statistics are provided in the section on DPHSS contracted services.

Relationships between clients and agency, co-workers, and workers and supervisors.

Characterize the relationship (Negative, Neutral, Positive, then explain)

Because there were no CFA employees at the public agencies, inter-employee relationships were not discussed there. Catholic Social Services employee relationship data are provided in the section on DPHSS contracted services.

Within the GHURA developments, the relationship among residents is seen by GHURA personnel who were interviewed as predominantly negative. Through the Resident Initiatives program, as people get to know each other, the grant coordinator indicates the situation is becoming more positive.

Is effort expended to reach target groups via outreach programs and/or to meet affirmative action goals?

Word of mouth is the major form of advertising about GHURA. Because GHURA's waiting list is long, no other advertising is needed. Under the Resident Initiatives grant, effort has been made to include all the residents of the GHURA LIPH developments by knocking on each door and inviting all residents to participate in the program.

Bridging--Is there anyone in your agency who knows/understands any of the cultures or languages of CFA? Which culture or language, and the basis of knowledge?

As there are few employees from the CFA states in the housing-related agencies, there are few persons who can serve as a bridge between cultural groups. In the Resident Initiatives program, GHURA residents meet on an equal basis.

One employee at Guma San Jose is from the CFA states. This person has facilitated relations across the cultural differences.

Perceptions and Problems

A number of questions address the perception of the CFA immigrants and perceptions of problems resulting from the immigration to Guam. They are as follows:

Do language problems or cultural/psychological/social differences exist that affect mission achievement? Explain.

*What are perceptions of the agency or interviewee of CFA citizens as
Potential customers/clients Potential employees
That is, describe an FSM Micronesian of Marshall Islander:*

*What special needs or special problems do CFA citizens pose as
Potential customers/clients Potential employees*

List five things that you consider most important in terms of needs, things CFA clients need to know, or things you would like to change about the CFA clients.

List five things that you consider most important in terms of needs, things CFA employees need to know, or things you would like to change about the CFA employees.

Problems Affecting Mission Achievement

Language problems. Language is expressly stated as a problem by four of the seven respondents in housing agencies. This includes the fact that CFA customers take more time, as in processing applications. At GSF, personnel indicated that the immigrants speak English, but do not understand it. That is, they may use the same words as other English speakers, but have a different understanding of them. Ability to communicate effectively is also considered a problem

Cultural and social differences. These were also noted, especially differences in work attitudes. In the Resident Initiatives program, the immigrants are also viewed as those most able to teach locals about the immigrants' own culture.

Problems with Clients/Employees

As clients or citizens. "Micronesians" and CFA immigrants are viewed as follows.

1. At one homeless shelter: demanding and a test of patience.
2. Lacking in housekeeping skills.
3. Needing training for living and working on Guam and for how to deal with the types of houses here.

For example, understanding of plumbing and sewers: after cleaning fish in a sink or tub, flushing the scales and offal down the drain (noted also by the Department of Parks and Recreation at public facilities); understanding use and maintenance of toilet facilities; and understanding use and cost of electricity; for example, sleeping at night with all the house lights on.

As employees. Personnel from the homeless shelters noted:

1. Lack of both training and skill.

2. Generally not self-motivated for work, need close supervision, and have little understanding of jobs and responsibility for a job
3. Little understanding of the meaning of money, wages, insurance, and budgets.
4. Those eligible for skilled jobs are better prepared for the job market and fare better.

Needs

As clients. The most common needs, problems, and things the immigrants need to know or change identified by housing agency respondents are as follows:

1. Language, especially communication skills and understanding of complex meanings; for example, many clients attend GHURA briefings as required, but they do not comprehend the requirements of the program. A special language need is understanding of legally binding documents, such as a lease.
2. Education, and the desire for education, including: education for culture shock and adjustment to life on Guam, education to self-advocacy and for dealing with a paper-oriented bureaucracy, awareness that things are different on Guam than at home, awareness that actions have far heavier consequences here, especially with regard to laws, such as drinking and driving, "failure to show" for work, failing to pay rent, education for living in, caring for, and maintaining a house, education on the housing regulations of GHURA; for example, on the numbers of guests permitted.
3. Differences in lifestyle, child rearing, way of dressing (or not dressing) children.
4. Lack of personal documentation, such as IDs and the types of financial documentation needed in qualifying for assistance programs.
5. Social consideration, with regard to partying, neighbors, litter, spitting, etc., and ability to live in harmony with one's neighbors. The Resident Initiatives Coordinator indicated that in some public housing settings, specific training in confrontation management may be needed.
6. Ability to advocate for their own needs; on a smaller scale, having a competent individual who is able to assist them through such processes as the application for aid.
7. Child care for residents of public housing; adequate child care may make it easier for some parents to go to work more consistently.

As employees. Routine job practices, such as attendance, promptness, keeping a job. *If specific problems/issues exist with regard to serving a CFA clientele or hiring CFA, is there any plan to deal specifically with the immigrant populations and these problems and issues? Or to hire people who can deal specifically with these populations and these problems and issues?*

None of the housing agencies has specific plans to hire CFA employees.

Would it be advantageous to the agency to hire CFA citizens as interpreters, translators, or consultants to assist clientele from these populations? Or to have available a list of names of people who could be called to assist when such help is needed?

Two respondents view such a resource as desirable.

Have any materials been translated?

No materials have been translated, but these are needed, especially by GHURA.

If nothing is done to deal with problems and issues now, how does the future look?

3 months from now

3 years from now

6 months from now

6 years from now

1 year from now

10 years from now

GHURA personnel stated that computerizing the accounts and files there will alleviate manpower pressures and simplify access to information. The need for the homeless shelter programs will continue. If there is not some change, one shelter director believes that discrimination in housing and employment will affect the CFA immigrants increasingly negatively.

Are clients or employees treated differently because they are CFA

For example, if an immigrant needs more help, is that extra help and time given?

Yes, CFA immigrants and employees are treated differently because treatment is geared to individual needs. This may be simply a matter of giving a client more time.

One homeless-shelter representative indicated that the CFA immigrants are already treated as second-class citizens. In general, the immigrants are not as well prepared for the job market as locals are. It will therefore become increasingly easy, should the job market get tight, for employers to simply say the immigrants are not qualified or not as qualified as others. Similar principles will apply in the housing market: landlords will simply say a house is already rented.

Possible solutions if CFA is a problem?

Two respondents propose two aspects of education: here on Guam and in the home islands before coming here. One respondent expressed the opinion that the FSM and RMI must upgrade their educational systems for participation in the rest of the world.

In addition, federal responsibilities committed to in the Compact must be carried out.

If you or your agency could get Compact Impact money, how would you use it?

How much would you need?

1. To maintain housing units.
2. To develop a Chuukese handbook on living in /maintaining a Guam house.
3. For training, for house care and maintenance and for job training programs.
4. For networking services.
5. For tickets home and for food and rent vouchers.

6. For sports and playground equipment for children in public housing.

Summary -- Housing

Impacts of Compact immigration have been experienced by two of the housing-related agencies since 1991. Homelessness has been an issue related to Compact immigration at least since 1988, when one of the centers for the homeless was established. The impacts are Moderate to Great at Guma San Francisco, Guma San Jose, the DOA Housing Management Section, and GHURA (Table 15).

The impacts are of two types:

1. Lack of adequate numbers of adequate and affordable housing; this includes the issue of homelessness. As of September 1992, 1795 families were on the GHURA waiting lists for Section 8 and Low Income Public Housing (22.2% of these were CFA families) and 1750 families had been housed with subsidy (9.7% of these were CFA families). Furthermore, by December 1992, FSM families were 24.3% of the 107 families on the waiting list at GRC. Nearly 12% of Guam's 31,373 households had applied for housing assistance.

In FY92 CFA clients also made up 76% of the 544 clients at Guma San Francisco, 52% of the 1110 clients at Guma San Jose I and 64% of the 383 clients at Guma San Jose II-- altogether 61% of the clientele at all Guam's homeless shelters.

2. Physical and cultural adjustments required of the immigrants for living in houses on Guam. This includes at least three levels of adjustment

-- knowing how to live in Guam's houses

-- learning how to maintain the physical housing units

-- perhaps most important, adjusting to the culture of Guam and the lifestyle expected within the villages and the public housing units.

Four of the seven agency representatives surveyed identified language as a problem affecting agency mission achievement. It is especially crucial in terms of understanding the requirements and conditions of eligibility for publicly subsidized housing or of entering into a lease with a local landlord.

Education, with specific training programs for use and maintenance of housing units and for job preparation, and Federal followthrough on the commitments of the Compact were considered solutions.

Discussion -- Housing

The data collected in this survey and presented in this report clearly identify a shortage of affordable housing on Guam. The experience of GHURA and the homeless shelters differs in several respects and is therefore dealt with separately. The common features of the two programs are discussed jointly.

GHURA

The data presented in tables 9, 10, and 12 show that in all instances except occupancy of GRC units, the CFA population is over-represented for housing assistance. Their over-representation on each of the waiting lists for housing is an order of magnitude greater than the CFA 2.16% representation in Guam's 1990 population.

Representation of the CFA immigrant population in the GHURA LIPH units, however, is not as high as the mayors estimate (Table 11). In fact, while the CFA family occupancy rate is 14%, the mayors had estimated it to be 30%. Similarly, while the estimate of CFA occupancy of Lada Gardens (the GRC units) was 65%, actual occupancy was less than 1%.

A clearer picture of demand for housing as affected by Compact immigration requires data from before the signing of the Compact (in other words, data for FY86), and data for each subsequent year. In addition, data on all races/ethnicities will provide a more nearly complete picture of Guam's housing situation; lack of this information is somewhat surprising because of the federal support to GHURA. Separation of federal and local expenditures on housing will also clarify what the local impacts are.

Computerization of applications and files at GHURA, which is ongoing, should provide greater control of and accessibility to data such as allocation by race/ethnicity to specific villages, default on rents, records of maintenance on units, and so forth. Manual handling of files for families assisted and on the waiting list (over 3500 files) at GHURA must be extremely cumbersome.

The application for GHURA, and to a lesser extent for GRC, as well as other federal and local assistance programs, is long and complex, 11 legal size sheets. The checklist of items to be brought to the GHURA interview alone is three pages long. For persons from primarily oral (versus literate) societies, such as the societies of the FSM and the RMI, the paperwork must seem overwhelming. Here again, computerization of files, especially if information could be shared among agencies whose applications require much of the same information and for which information must be continuously verified and updated, would be beneficial. Perhaps coordination with the Department of Public Health and Social Services, which is consolidating its application for all forms of public assistance, might be considered.

Shelters for the Homeless

There appear to be three types of homeless on Guam

- initial arrivals, such as some people from the CFA states, who have no home
- those who lose their home to natural disasters, accidents, or evictions
- the chronically homeless.

The first two types require housing of an emergency and temporary nature, as well as information about the housing/rental market and assistance in finding permanent shelter. The last category presents problems of a different nature, often requiring coordination with mental health and alcohol treatment programs (Institute of Medicine, 1988, pp. 6-11 and 39-66).

As the data collected in this survey show, the CFA immigrants, thus far, fall into the first two categories. Staff at Guma San Francisco indicate that the immigrant population appears to be, in fact, intimidated by the chronically homeless.

Unless immigration from the CFA states, and other areas as well, declines rapidly in the near future and until the CFA immigrant population has a better understanding of both operation and maintenance of houses on Guam and the legal requirements of rents and leases, assistance to those who are homeless on initial arrival or because of evictions will continue to be necessary. Guam's experience of natural disasters in 1992 and 1993 -- an extremely active typhoon season and a great earthquake -- has also emphasized the need for emergency shelter and emergency shelter plans.

Ethnicity data collected by the emergency shelters (and by GRC), with monthly totals and breakdowns by race/ethnicity are generally good. Maintaining these types of records should be continued.

Use/Maintenance of housing by CFA immigrants

The housing agencies and the shelters for the homeless expressed common concerns about the use and maintenance of housing units by CFA immigrants and concerns about differences in lifestyle between the immigrant population and the local residents. These concerns echo those expressed by mayors about village residents, by UOG and CCC personnel about their adult students, by health care personnel, and by employers and trainers of hotel personnel, as well as some of the concerns of public safety personnel.

Perhaps the differences between uses of housing by the CFA immigrants can be better understood by examining housing characteristics for Guam, the CFA immigrant population on Guam, and Chuuk, the FSM state with the largest representation on Guam. Table 17 presents data summarized by Don Rubinstein of MARC, UOG, in the January 9, 1993, edition of the Pacific Daily News and compares it to similar data gathered in the 1989 census for Chuuk State, FSM.

Table 17
Comparison of Housing Characteristics for Guam, CFA Immigrants in Guam, and Chuuk State

| Housing Characteristic | Guam Census | CFA Im- migrant Chuuk to Guam | |
|---|----------------|--|---------|
| Median number of people per household | 3.7 | 7.2 | 8 est |
| Substandard materials for walls (metal, wood, thatch) | 14% | 33% | 62% |
| Substandard materials for roof (metal, wood, thatch) | 21% | 43% | 77% |
| No flush toilet | 3% | 10% | 90% |
| Cold water only | 18% | 36% | 70% est |
| No electricity | 1.5% | 10% | 70% est |
| No telephone | 7% | 49% | NR |
| No working refrigerator | 2.5% | 15% | 92% |
| No vehicle per household | 4.3% | 13% | 55% |
| Owner-occupied housing unit | 41% | 3.5% | NR |
| Rent per month | \$547 | \$490 | NR |
| Speak a language other than English at home | 63% | 97% | 100% e |

Sources: Don Rubinstein, Micronesian Area Research Center, University of Guam, as printed in the *Pacific Daily News*, Saturday, January 9, 1993, page 4; *Chuuk State 1989 Census of Population and Housing* (Federated States of Micronesia, 1992)

Data nearly equivalent to those presented by Rubinstein for Guam can be extracted from the 1989 Chuuk census as follows:

1. Average number of people per household is 8. Note that this is the mean rather than the median. The median is also close to 8, however, as 48.1% of the households had 8 or more persons. There were 5982 households in Chuuk in 1989 and a total of 47,871 people. Twenty-nine and a half percent (29.5%) of these households had 10 or more persons (FSM, 1992:72-73).

2. Substandard materials for walls (metal, wood, thatch)/ Substandard materials for roof (metal, wood, thatch). The following lists the percentage and calculates the number of houses (the principal structures of the 5,982 households) with the construction characteristics sought by the Chuuk census (FSM, 1992: 137-138):

- a. Traditional (thatch roof/thatch walls/traditional floor)--6.2% or 371
- b. Modified traditional--thatch roof/wooden or concrete floor--2.1% or 126
- c. Iron roof/wooden walls and floor--32.0% or 1914

- d. Iron roof/wooden walls with concrete floor--21.9% or 1310
- e. Iron roof/concrete walls and concrete floor--15.0% or 897
- f. Concrete roof/walls and floor--4.9% or 293
- g. Other--7.6% or 455
- h. Not specified--10.3% or 616

Thus, by calculating the inverse, the number of Chuukese houses with substandard materials for walls, by Guam standards, is 3721, or 62.2%, and the number with substandard roofing materials is 4618, or 77.2%. The Other and Not Specified categories were not included in the calculations.

3. No flush toilet: "About 1 in every 10 houses on Chuuk had a flush toilet, with almost 2 in 10 in Weno" (FSM, 1992:141). Therefore, about 90% of houses in Chuuk and about 80% in Weno did not have flush toilets. Over-water benjos can still be seen in Weno.

4. Cold water only/No electricity: The 1989 Chuuk census did not collect data on these topics specifically. An estimation can be made, however, from data collected there. Under the subject of Type of Lighting, the Chuuk census data indicate 20.2% of households use electrical lighting, 6.5% use generators, and 2.0% use solar (though it is not clear if this means solar-generated power or just sunlight) (FSM, 1992:139). A maximum of 28.7% of the households, 1717 houses, therefore, indicated some use of electricity. The majority were in Weno. Households indicating whether a house had a bath or shower, whether indoor or out, numbered 1172, 19.6% of the total (FSM, 1992:143). Because about 70% of the houses had no electricity, it is likely 70% or more also had only cold water. A margin of error of 4.8%, at least, exists, as this percentage did not make a statement on type of lighting.

5. No telephone: No data were collected in the 1989 census on telephones.

6. No working refrigerator: The 1989 census indicated 7.7% (461) of the total households had refrigerators and 3.8% (227) had deep freezers., again mostly concentrated in Weno, 435 and 217, respectively (FSM, 1992:145). Therefore, calculation of the inverse shows 92% had no refrigerator and 96% had no deep freezer.

7. No vehicle per household: The nature of vehicle ownership in Chuuk differs from that in Guam: 16% of the households own canoes, 1.1% own sailboats, 18.6% own motorboats, 3.4% own trucks, and 6.3% own cars, for a total of 45.4%. Overlapping of categories, or whether they are mutually exclusive, is not clearly defined. Again car and truck ownership are more common in Weno, with canoe ownership more common in the outer islands. Motorboat ownership ranged from 11% in Oksoritod to 24.% in Faichuk, with only 15% in the Northern Namoneas (Weno, Piis-Penewa, and Fono) (FSM, 1992:146). Outer island ownership of motorboats is affected by the costs of importing and transporting fuel.

8. Ownership/rental of home: No data were collected in the 1989 census.

9. Language spoken at home: This is presumed to be 100% or nearly 100% of the Chuukese living in Chuuk. Data were not collected on this subject in the census. However, of immigrants to Guam and the CNMI counted in the 1990 censuses of Guam and the CNMI, only 93 Chuuk-Born of the total 2676 over the age of 5 spoke only English at home, 82 in Guam and 11 in the CNMI (FSM, 1992:158).

While the situation of CFA immigrants is worse than for Guam overall (See also Levin and Mailos, 1992.) for characteristics elicited in the 1990 census, it is considerably better than the situation in Chuuk. The data presented here do not explain all the housekeeping behaviors of CFA immigrants, but they may help to explain some of them: lack of understanding of plumbing, for example.

Assistance in understanding social behaviors of the new immigrants must be sought from other than demographic data such as censuses. Two sources are available. The primary source is the immigrant community, though few bridges have been established thus far at institutional levels. There are, for example, no CFA employees at GHURA and only a few at the homeless shelters, and no plans to hire them at the housing agencies. The GHURA Residents Initiatives grant, however, is working at the grass roots in establishing communities within the LIPH units.

A second source is existing literature, such as the following:

1. The handbook, *The Pacific Student*, recently prepared by the Guam Department of Education (1993), while geared toward dealing with school-age children, also delineates some of the cultural differences of the CFA immigrants and outlines *Do's and Don'ts* of interaction.

2. Information prepared by the CFA states, such as *Yap State, A Visitors Handbook to the Islands of Yap State*, a recent release from the Office of the Governor of Yap State (1993).

3. Ethnographies, or descriptions of the way people live, of the respective islands.

- a. For understanding alcohol use and, to some extent, assaultive behavior among the Chuukese (though one need not accept the warrior metaphor used to interpret it), Mac Marshall's *Weekend Warriors* (1979), may be helpful.

- b. Lessa's *Ulithi, A Micronesian Design for Living* (1966) may aid in understanding the social ties in operation among the immigrant community.

Intervention for a Better Future

There are differences between the long-term resident population of Guam and the CFA immigrants, a result of differing cultural and technological experience. Chief among the cultural differences observed by the Housing agencies surveyed are the difference in language and the approach to living in a house (see also Levin and Mailos 1992). Concomitant to these differences are requirements for improving communication skills for successful living on Guam and

orientation to living in concrete houses on Guam, with the physical appurtenances of doors, windows, plumbing, and electricity and the legal appurtenances of rents and leases.

It is clear that some form of orientation to living on Guam is needed. The Sagan Fanasodda'an, funded by the Department of the Interior for three years, is an initial step. This is one place where orientation can be provided or aided. Learning how to live in Guam houses and neighborhoods only by social or legal infraction will be a painful experience for newcomers.

Similar orientations could be accomplished by GHURA, perhaps as an additional requirement of occupying LIPH units, and at the homeless shelters. Greater interagency networking, such as that provided by Catholic Social Services to Guma San Jose II clients is also needed. Greater interagency communication is needed, whether by formal information exchange such as seminars and publications or shared use of computerized files or simply via telephone calls. A simple notification of mayor's offices of new families moving into public housing units within a village might be a valuable first step.

From their examination of homelessness and health care in the U.S. the Institute of Medicine Committee on Health Care for Homeless People made five critical observations. Although the homeless situation on Guam differs from that of the mainland in extent and duration, their observations are noteworthy and relevant to planning:

1. More than anything else, homeless people need stable residences."
2. People need income levels that make housing affordable, both to reduce and to prevent homelessness.
3. Supportive services are necessary for some homeless people who require assistance in establishing and maintaining a stable residence.
4. Ensuring access to health care for the homeless should be part of a broad initiative to ensure access to health care for all those who are unable to pay.
5. Short-term solutions will not resolve what has clearly become a long-term problem." (Institute of Medicine, 1988: 142-143).

Health and Medicine

What is the stated goal or mandate of the agency?

What is the mission to be accomplished or the service provided by the agency?

Government Agencies Providing Health Care

Guam Department of Public Health and Social Services (DPHSS).

The mission of the Department of Public Health and Social Services is, "to assist the people of the Territory of Guam in achieving and maintaining their highest levels of independence and self-sufficiency in health and social welfare (DPHSS Mission Statement)." DPHSS is a large organization, as Figure 4, an abbreviated organizational chart, shows.

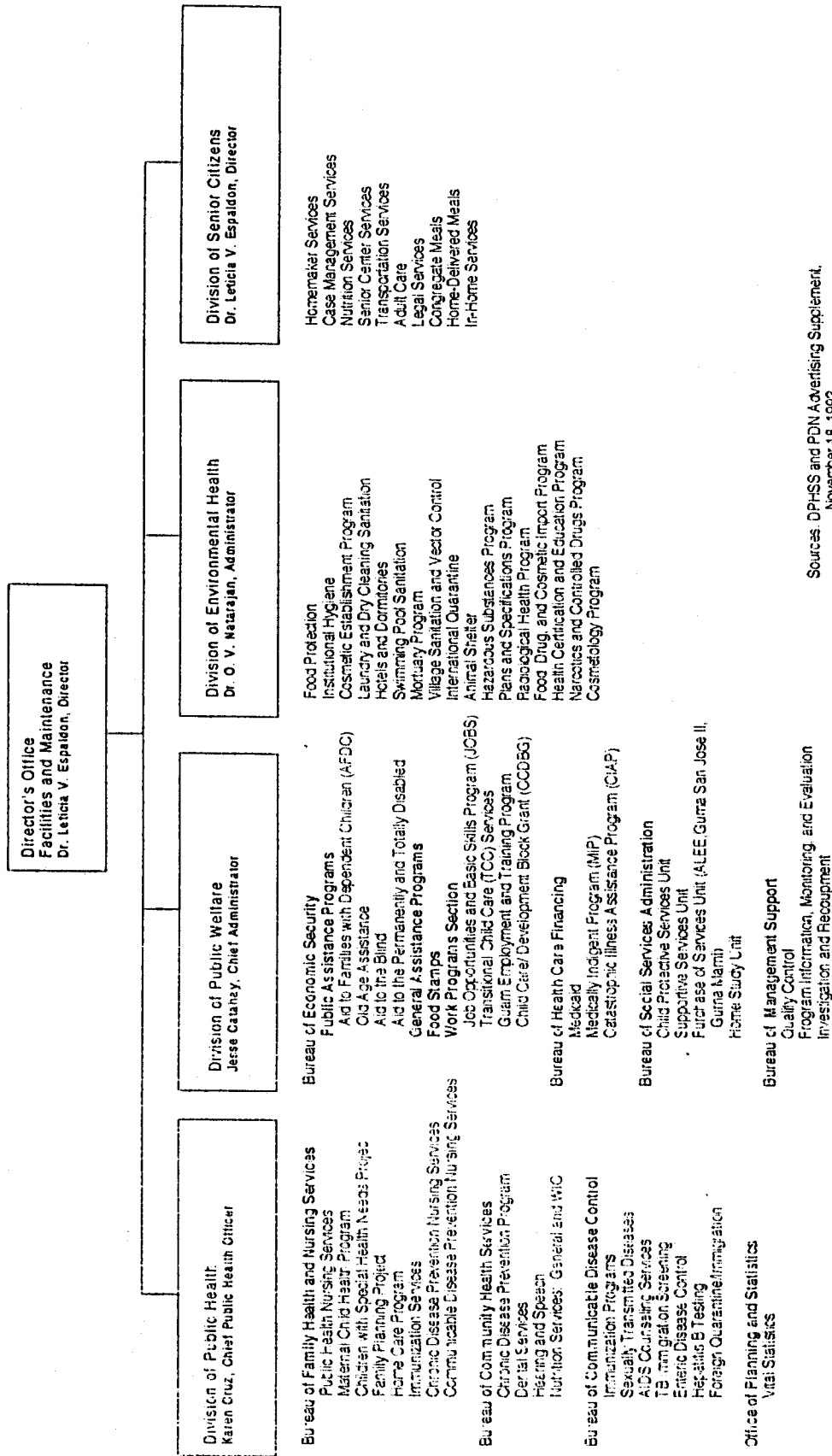
Division of Public Health. The purposes of the Division of Public Health are to protect the health of the people of Guam, to promote better health practices for individuals, families, and the community, and to prevent and control disease. The Division's services include health education, personal health care services, disease surveillance and treatment of infectious disease. These services are carried out by the Bureaus of Family Health and Nursing Services, Community Health Services, and Communicable Disease Control. Services are provided at the DPHSS Central Public Health Center (Mangilao), the Northern Region Health Center (Dededo), and the Southern Region Health Center (Inarajan) and its satellite clinic in Santa Rita.

The Bureau of Communicable Disease Control (BCDC) mission is the control and prevention of communicable diseases, including sexually transmitted diseases (STDs), Acquired ImmunoDeficiency Syndrome (AIDS), tuberculosis (TB) and Hanson's disease, a variety of enteric diseases, and an array of "orphan" diseases--those not covered in other programs. The BCDC is also responsible for the immunization programs, for quarantine and for followup on epidemic diseases.

The Women, Infants and Children (WIC) program is a U.S. Department of Agriculture nutrition assistance program that operates out of DPHSS. Office space and equipment are provided locally; nutrition subsidies, employees and work vehicles are federally funded. The program provides education, health screening and referral, and food subsidies for women and children who meet specific criteria.

Division of Public Welfare. The services provided by the DPHSS Division of Public Welfare assist people in maintaining their health and dignity in times when their financial security and health are threatened. The Division provides access to a number of federally and locally funded programs that assist the financially disadvantaged:

- Aid for Families with Dependent Children (AFDC)
- Old Age Assistance (OAA)
- Aid to the Blind (AB)
- Aid to the Permanently and Totally Disabled (APTD)
- General Assistance (GA)
- Medicaid



Sources: DPSS and PDN Advertising Supplement, November 18, 1992

Figure 4

Department of Public Health and Social Services, Organization and Services

Medically Indigent Program (MIP--locally funded)

Catastrophic Illness Assistance Program (CIAP--locally funded)

Food Stamps

Related programs

The current limit for federal public assistance on Guam is \$3.8 million annually. Public assistance on Guam costs approximately \$11 million per year, with the difference funded locally (\$7.2 million). According to the Public Welfare Administrator, in most states the federal load for public assistance is the opposite of the situation on Guam: 75% federal/25% local. Related programs include the Child Care Block Grant, which assists child care centers through direct care assistance and through upgrading skills and implements, with other government agencies, the Job Opportunities and Basic Skills (JOBS) Program. Several Contracted Services are also administered by the Division, including the Alee spouse abuse shelter.

For this report, data were collected in four areas. The Division Administrator provided data on Medicaid/MIP and Food Stamp recipients. Interviews were also conducted with Child Protective Services and Alee shelter personnel.

Medicaid is a health-care program that provides medical care for persons receiving welfare benefits, with funding from both federal and local sources.. The federal cap for annual Medicaid expenditures for Guam in 1992 was \$2.5 million. Current Medicaid expenses are between \$6 and \$7 million annually. The Medically Indigent Program is 100% locally funded and is administered by the Division's Bureau of Health Care Financing under P.L. 18-31. MIP provides assistance to low income families and to individuals who have tuberculosis, lytico, bodig, diabetes or irreversible kidney failure. Income and resource limitations per family size determine the percentage of recipient liability medical care.

The Food Stamp program is a nutrition assistance program funded by the U.S. Department of Agriculture.

"The Child Protective Services Unit is responsible for crisis intervention and investigation services of all reports and/or referrals of suspected abuse and neglect cases. This unit manages all crisis intervention" (DPHSS, 1993, Title XX Consolidation of Grants 1992 Post Expenditure Report). Services provided to children and families who seek CPS help include case management of abused and/or neglected children, adoption and custody services, licensing for day care, foster care, and child care. \$424,283 for CPS comes from Title XX (federal) monies, while \$57,303 (11.82%) is locally funded.

The spouse abuse shelter, Alee, provides shelter, safety and support for abused women and children in time of need. Subcontracted from DPHSS by Catholic Social Services (CSS), the shelter has been operated by the Sisters of the Good Shepherd since October 1988. Funding for the shelter is local.

Cuma San Jose is also a CSS subcontract of DPHSS; it is discussed under the topic of housing.

Division of Environmental Health. The Division of Environmental Health administers Guam's Health Certification and Inspection Service and Enforcement programs. Medical practice is also regulated by Environmental Health.

Division of Senior Citizens. The Division of Senior Citizens provides meals, case management, Senior Center Services, transportation, care and legal assistance to Guam's elderly. CSS manages a number of these services under contract with DPHSS.

Guam Memorial Hospital (GMH)

GMH is a 192-bed facility which serves Guam and all of the Western Pacific islands. It "offers holistic health care services to the people of Guam and the neighboring Pacific region. These include general acute, long-term and ambulatory care with a host of professional diagnostic, therapeutic and other specialty services. We are dedicated to the delivery of optimal quality and reasonably priced health care in accordance with locally and nationally accepted standards. We maintain a commitment to: participating in community education and research activities; improving and promoting community awareness of regional health care concerns and needs; and developing health care and human resources within the Pacific area." (Guam Memorial Hospital Authority, 1992, pp. 3-4)

Non-Emergency Services. CMH provides both in-patient and outpatient medical and surgical care and treatment for both adults and children. Services also include social work, health education, radiology, pharmacy, and outpatient care.

Emergency Room Services. GMH also provides services for emergency and urgent care 24 hours per day seven days a week. "'Emergency' cases are life-threatening episodes that require immediate medical attention. 'Urgent' care . . . is available for those patients who are not in life-threatening situations but whose conditions cannot be put off until a physician's appointment is made" (GMHA, 1992, p. 49-50).

Guam Department of Mental Health and Substance Abuse

The Department of Mental Health and Substance Abuse (DMHSA) provides service to those with mental illness, substance abuse, and those who are situationally compromised on Guam. DMHSA services include acute inpatient care, outpatient counseling, case management, child and adult residential services, drug and alcohol residential care and prevention, funding to Guma Mami and Guma San Francisco, and a mental health drop-in center.

Guam Health Planning and Development

The Guam Health Planning and Development Council performs research and gathers data for the Governor to assist him in making informed decisions in these areas. This office is currently conducting research in four focus areas for the Governor's plan for a healthier Guam by the year 2000: the manpower shortage, health planning, health information, and availability and accessibility to health services. The office completed a report in early 1993 on the shortage of manpower in health care.

Private Agencies Providing Health Care

FHP Clinic

FHP is a private clinic and takes only those who are covered by the FHP insurance programs through employers or who are referred to FHP from other clinics and doctors.

SDA Clinic

SDA is a private clinic owned and operated by the Seventh Day Adventists. Its purpose is to heal the sick and to encourage the physical and spiritual health of its clients.

Catholic Social Services

Catholic Social Services (CSS) provides a number of contracted services to the government of Guam. These include programs for the elderly (Title III-B, C1, and C2), the spouse abuse shelter discussed under the welfare programs, a program for the homeless (see Housing, Shelters for the Homeless,, Guma San Francisco), and other assistance for the disabled and persons of low income.

Who are the clients?

Number of clients served by agency (total/CFA/non-CFA):

Government Agencies Providing Health Care

Guam DPHSS

Some DPHSS statistics refer to individual persons while others refer to numbers of encounters with patients, with no differentiation on the actual numbers of persons assisted. It is therefore difficult to make cross-category comparisons on these data.

The numbers of CFA clients/visits to DPHSS and the share of the Department's total costs apportioned to services to CFA citizens are shown in Table 18. For the Department and each Division, the increases in services to CFA immigrants have been great: doubling for Environmental Health, a fivefold increase in Senior Citizens, where the numbers remain small, and in Public Health, where the numbers are large, and orders of magnitude increases in Public Welfare.

Division of Public Health. Data on the CFA clients/visits of Public Health are presented in Table 19. In the areas of chronic disease prevention (1.38%) and foreign quarantine (0.89%), AIDS (2.36%), and hearing and speech (2.84%) CFA representation for service in FY92 is consistent with their 1990 census 2.16% representation in the general population. For general nutrition services, women's health services, immunizations, and hepatitis B services, CFA representation in FY92 is nearly an order of magnitude greater than the 1990 representation in the general population. CFA visits/clients at the Southern Region Health Facility account for more than one-third of the demand for health care service at that center.

The clients of the Bureau of Communicable Disease Control are a cross-section of the general population. Client and cost statistics for FY 92 are contained in Table 19. CFA clients account for approximately 20% of the immunizations and vaccinations for hepatitis B.

Table 18
 CFA Clients/Visits and Share of Cost for Services at DPHSS, 1989 through 1992

| Division | FY 89 | | FY 90 | | FY 91 | | FY 92 | |
|-----------------------------------|--------------------|-----------|--------------------|-----------|--------------------|-------------|--------------------|-------------|
| | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost |
| Public Health | 2120 | \$198,192 | 5468 | \$430,386 | 6073 | \$511,728 | 11,221 | \$716,489 |
| Public Welfare | 50 | \$4114 | 510 | \$432,363 | 2439 | \$1,363,752 | 5091 | \$2,429,324 |
| Environmental Health | 816 | \$148,794 | 964 | \$8903 | 1548 | \$12,611 | 1719 | \$13,509 |
| Senior Citizens | NR | NR | 10 | \$10,237 | 18 | \$31,500 | 49 | \$88,200 |
| Total | 2986 | \$361,100 | 6952 | \$881,888 | 10,076 | \$1,919,591 | 18,080 | \$3,247,262 |
| Percent increase in total | | | | | | | | |
| clients/visits over previous year | | | 133% | 45% | | 79% | | |

Source: DPHSS

WIC. The WIC program provides education, health screening and referral, and food subsidies for pregnant and post partum women (up to six months after the birth if bottlefeeding and up to a year after the birth if breastfeeding) and for children up to age five.

Client and cost statistics for FY92 are contained in Table 19. About 3500 to 3700 clients (women, infants, and children) are seen at the WIC office monthly. During November 1992 (a month with several holidays and several typhoons), 3454 clients were seen. Of these, the CFA clients were 12.59% as Table 20 shows. Chuukese account for more than 9% of the clientele for this month.

Participation in WIC by the CFA immigrant population is more than two to three times their representation in the general population. Yet the WIC program has not begun to target this community for care. Unlike Food Stamps and certain other federal programs, there is no residency requirement for WIC.

Because WIC is federally funded, data collection is very specific on island of origin and has a record for each woman and each of her children in the program.

Division of Public Welfare. The Division's clients are the financially disadvantaged. Processing of FSM citizens' applications for welfare began in March 1991. At the time there were thirty applicants; at the end of FY92 there were 260 recipients of Medicaid, 342 of MIP, and 236 of Food Stamps.

Eligibility for Public Assistance and Food Stamps is strictly defined by federal and local standards. The Standard for Basic Needs and Other Needs Allowances tables are included in an attachment (Appendix B) for information.

Table 19
*Frequency and Proportion of Clients and Costs, Division of Public Health,
 Fiscal Year 1992*

| | Clients | | CFA/ Total % | Cost ¹ | |
|---|---------|---------------|-----------------|-------------------|-----------|
| | Total | CFA | | Total | CFA |
| <u>Bureau of Community Health Services</u> | | | | | |
| Chronic Disease Prevention | 4049 | 56 | 1.38% | \$230,793 | \$3192 |
| Dental Services | 21797 | 1352 | 6.20% | \$1,242,429 | \$77,064 |
| Hearing and Speech | 951 | 27 | 2.84% | \$54,207 | \$1539 |
| WIC Program | 43,330 | 4307 | 9.94% | \$2,498,643 | \$3192 |
| General Nutrition Services | 321 | 65 | 20.25% | \$18,297 | \$3705 |
| <u>Bureau of Family Health /Nursing Services</u> | | | | | |
| Child Health Services | 23,478 | 2878 | 12.26% | \$1,607,517 | |
| Child Health Services | 6384 | 744 | 11.65% | \$437,304 | \$50964 |
| Women's Health Services | 4284 | 849 | 19.82% | \$293,454 | \$58,157 |
| Comm. Disease Control Nursing Services | 4831 | 411 | 8.51% | \$330,924 | \$28,154 |
| Non-Clinic Services | 7979 | 874 | 10.95% | \$546,562 | \$59,869 |
| <u>Bureau of Communicable Disease Control</u> | | | | | |
| | 8721 | | | \$661,683 | |
| Immunization | 2258 | 423 | 18.74% | \$171,608 | \$32,148 |
| STD | 1201 | 56 | 4.66% | \$91,280 | \$4256 |
| AIDS | 1719 | 41 | 2.38% | \$130,644 | \$3116 |
| Tuberculosis | 1357 | 160 | 11.79% | \$103,132 | \$12,160 |
| Enteric Disease | 1071 | 113 | 10.55% | \$81,396 | \$8588 |
| Hepatitis B | 440 | 89 | 20.23% | \$33,440 | \$6764 |
| Foreign Quarantine | 670 | 6 | 0.89% | \$50,920 | \$456 |
| Other Infections | | None Reported | | | |
| Southern Region Community Health Center | 3382 | 1237 | 36.58% | \$290,249 | \$106,382 |
| Medical Social Services | | 411 | | | \$11,508 |

Source: Division of Public Health

¹Costs in Table 3 are calculated by DPH as follows: Bureau of Community Health Services: Client numbers exclude WIC; average cost per client is \$57.00; WIC is federally funded and CFA cost is calculated from the percentage of the clientele. Bureau of Family Health /Nursing Services: Cost is estimated from patient encounters; with an average of 4 encounters per CFA client at \$32 per encounter For actual clients, the average cost is \$68.50. Bureau of Communicable Disease Control: Cost is calculated from an average client visit cost of \$76.00. Southern Region Community Health Center: Only medical users are entered here; average user cost is \$86.00. Medical Social Services: Estimated client average cost is \$28.00.

Table 20
Frequency and Proportion of CFA Clients in the WIC Program, November 1992

| | Number | Percent |
|---------------|--------|---------|
| Total Clients | 3454 | 100.00% |
| CFA Clients | 435 | 12.59% |
| Chuukese | 323 | 9.35% |
| Pohnpeian | 64 | 1.85% |
| Yapese | 26 | 0.75% |
| Kosraean | 17 | 0.49% |
| Marshallese | 5 | 0.14% |

Source: WIC

Table 21
CFA Clients/Visits and Share of Cost for Services, Division of Public Welfare, Fiscal Year 1989 through 92

| Division | FY 89 | | FY 90 | | FY 91 | | FY 92 | |
|---|--------------------|--------|--------------------|-----------|--------------------|-------------|--------------------|-------------|
| | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost |
| <u>Social Services Admin.</u> | NR | NR | 326 | \$191,333 | 406 | \$263,404 | NR | NR |
| CPS, After Care, | | | | | | | | |
| Homemaker | NR | NR | 224 | \$113,120 | 270 | \$161,441 | NR | NR |
| Spouse Abuse Shelter ¹ | NR | NR | 38 | \$23,976 | 49 | \$33,336 | NR | NR |
| CCAP | NR | NR | 2 | \$3060 | 6 | \$5458 | NR | NR |
| Guma San Jose II | NR | NR | 62 | \$51,177 | 80 | \$63,171 | NR | NR |
| <u>Health Care Financing</u> | 50 | \$4114 | 160 | \$103,283 | 261 | \$615,649 | 601 | \$1,006,040 |
| Medicaid | 36 | N/A | 29 | \$15,125 | 60 | \$38,306 | 259 | \$372,054 |
| MIP | 14 | N/A | 131 | \$73,333 | 201 | \$539,929 | 342 | \$581,084 |
| Administration | N/A | N/A | N/A | \$14,798 | N/A | \$37,414 | N/A | \$51,902 |
| <u>Economic Security</u> | NR | NR | 24 | \$137,747 | 1773 | \$484,699 | 4490 | \$1,424,284 |
| Public Assistance | NR | NR | 24 | \$98,272 | 543 | \$167,062 | 2081 | \$808,722 |
| Food Stamps | NR | NR | NR | NR | 1230 | \$317,647 | 2409 | \$615,562 |
| Administration | NR | NR | NR | \$39,474 | NR | NR | NR | NR |
| Total | 50 | \$4114 | 510 | \$432,363 | 2439 | \$1,363,752 | 5091 | \$2,429,324 |
| Percent increase in total clients/ visits over previous year | | | 920% | | 378% | | 109% | |

Source: DPHSS

¹For data on the spouse abuse shelter, see Table 25.

The numbers of clients/visits and the share of the cost for service as calculated by the Division of Public Welfare are shown in Table 21.

Participation and share of participation by ethnic group in the Medicaid and MIP programs is shown in Table 22. There has been increasing participation by CFA clients over the period FY89 through FY92.

The Food Stamp program is funded by the U.S. Department of Agriculture. Citizens of the CFA are not generally eligible for the program, though children born in the U.S. (or its territories) are. An exception was made after Typhoon Omar, when all those affected by the storm were eligible for emergency assistance (and "A total of 21,460 households received \$12,226,855 worth of food stamps" (Murphy, September 22, 1992, p.29)). Participation and cost of participation by ethnic group in the Food Stamp program is shown in Tables 23 and 24 for each month of FY92. They are also illustrated, for a single month, in Figures 5 and 6. According to the 1991 Guam Annual Economic Review (Guam Department of Commerce, 1992, Table 60, p. 158), participation in the Food Stamp program in Guam had decreased over the years since the Compact was signed -- as a general trend over the nine years 1983-1991. During 1992, though, use and costs began to increase. The 1992 monthly average number of families receiving Food Stamps is 3583, a value between those for 1988 and 1987, and the total cost of the program for Guam is \$15,883,704, or about \$180,000.00 higher than the cost for 1987 and nearly \$1.6 million higher than 1991.

Services are provided to children and families who seek CPS help or are referred to CPS for help, including abused and/or neglected children. Of the 988 cases referred in FY92, 73 (7.39%) were from CFA states (45 from Chuuk, 19 from Kosrae, and 11 from Pohnpei). This is a decrease in numbers of CFA clients from 1991 (104 from Chuuk, 10 from Pohnpei, and 14 from Kosrae).

Since its opening in October 1988, the spouse abuse shelter, Alee, has assisted 441 women and 643 children as shown in Table 25. For 1988, the category "Micronesian" is used; in later years, the islands of origin are indicated. If one assumes all "Micronesians" are indeed FSM Micronesians, the total for CFA clients at the center over the 4 years is 65 women and 93 children, about 14.6% of the clientele. The need for shelter among the immigrant population increased in FY 92 to about 17%. The month of highest rate of use was April, at which time nearly 40% of the clients (7 women and 13 children) were from Pohnpei and Chuuk.

Thus, Chuukese and Pohnpeians are overrepresented among clients receiving this service. Chamorros constitute nearly 43% of the shelter clients, Caucasians (of many nationalities) about 20%, Filipinos about 8%, CFA about 15% and a remaining 15% of Blacks, Asians, and many nationalities.

Table 22
*Frequency and Proportion of CFA Clients in the Medicaid and Medically Indigent Programs,
 Fiscal Year 1989 -1992*

| MEDICAID | FY 89 | | FY 90 | | FY 91 | | FY 92 | |
|-------------|--------|---------|--------|---------|--------|---------|--------|---------|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| Total Guam | 5757 | 100.00% | 5488 | 100.00% | 4475 | 100.00% | 5672 | 100.00% |
| Total CFA | 36 | 0.63% | 29 | 0.53% | 60 | 1.34% | 260 | 4.58% |
| Yapese | 4 | 0.07% | 3 | 0.05% | 1 | 0.02% | 10 | 0.18% |
| Chuukese | 24 | 0.42% | 16 | 0.29% | 48 | 1.07% | 210 | 3.70% |
| Pohnpeian | 4 | 0.07% | 7 | 0.13% | 10 | 0.22% | 26 | 0.46% |
| Kosraean | 1 | 0.02% | 1 | 0.02% | 0 | 0.00% | 2 | 0.04% |
| Marshallese | 3 | 0.05% | 2 | 0.04% | 1 | 0.02% | 12 | 0.21% |
| MIP | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| Total Guam | 1952 | 100.00% | 4939 | 100.00% | 3918 | 100.00% | 4780 | 100.00% |
| Total CFA | 14 | 0.72% | 131 | 2.65% | 201 | 5.13% | 342 | 7.15% |
| Yapese | 2 | 0.10% | 3 | 0.06% | 8 | 0.20% | 33 | 0.69% |
| Chuukese | 12 | 0.61% | 113 | 2.29% | 168 | 4.29% | 272 | 5.69% |
| Pohnpeian | 0 | 0.00% | 13 | 0.26% | 21 | 0.54% | 26 | 0.54% |
| Kosraean | 0 | 0.00% | 1 | 0.02% | 3 | 0.08% | 8 | 0.17% |
| Marshallese | 0 | 0.00% | 1 | 0.02% | 1 | 0.03% | 3 | 0.06% |

Source: DPHSS Division of Public Welfare

Table 23
Participants in the Food Stamp Program, Fiscal Year 1992

| Ethnic Group | Oct-91 | Nov-91 | Dec-91 | Jan-92 | Feb-92 | Mar-92 | Apr-92 | May-92 | Jun-92 | Jul-92 | Aug-92 | Sep-92 |
|--------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Asia Indian | 1 | 1 | 1 | 1 | 1 | 1 | | 1 | 2 | 2 | 3 | 3 |
| Black | 19 | 18 | 17 | 16 | 18 | 18 | 19 | 18 | 17 | 13 | 14 | 11 |
| Cambodian | 1 | 1 | 1 | 1 | 1 | 1 | | | | | | |
| Chinese | 7 | 7 | 7 | 8 | 8 | 8 | 8 | 9 | 9 | 11 | 13 | 13 |
| Chamorro | 2186 | 2179 | 2196 | 2219 | 2214 | 2215 | 2206 | 2213 | 2186 | 2197 | 2228 | 2111 |
| Canadian | 16 | 17 | 15 | 14 | 16 | 13 | 10 | 10 | 10 | 10 | 9 | 9 |
| Cuban | | | | | | | | | | 1 | 1 | 1 |
| Filipino | 718 | 768 | 719 | 717 | 723 | 736 | 745 | 750 | 749 | 742 | 749 | 726 |
| Japanese | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 3 | 4 | 1 | 3 |
| Korean | 27 | 25 | 28 | 31 | 30 | 35 | 34 | 38 | 38 | 37 | 32 | 34 |
| Kosraean | 8 | 9 | 8 | 8 | 8 | 6 | 6 | 6 | 5 | 5 | 5 | 5 |
| Marshallese | 7 | 4 | 6 | 7 | 7 | 7 | 6 | 6 | 5 | 5 | 5 | 5 |
| Mexican | | | | | | | | | | 2 | 2 | 1 |
| Other | 10 | 10 | 11 | 11 | 13 | 11 | 11 | 12 | 11 | 10 | 12 | 13 |
| Palauan | 99 | 101 | 106 | 98 | 105 | 106 | 107 | 109 | 104 | 102 | 106 | 102 |
| Portuguese | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 1 | 1 | 1 | 1 |
| Pohnpeian | 16 | 15 | 16 | 17 | 19 | 22 | 21 | 24 | 25 | 28 | 28 | 30 |
| Rotanese | 2 | 3 | 3 | 3 | 2 | 1 | 1 | 1 | 3 | 3 | 4 | 5 |
| Saipanese | 93 | 96 | 102 | 97 | 95 | 99 | 98 | 95 | 95 | 100 | 110 | 95 |
| Tinian | 1 | 1 | 2 | 2 | 1 | 1 | 1 | | | | | |
| Trukese | 109 | 113 | 127 | 134 | 144 | 162 | 171 | 187 | 188 | 199 | 208 | 191 |
| Vietnamese | 31 | 32 | 29 | 29 | 30 | 26 | 28 | 28 | 26 | 26 | 30 | 30 |
| White | 126 | 122 | 121 | 122 | 122 | 128 | 132 | 132 | 139 | 135 | 138 | 121 |
| Yapese | 5 | 5 | 4 | 6 | 5 | 6 | 7 | 7 | 6 | 4 | 4 | 5 |
| Total Guam | 3486 | 3531 | 3523 | 3545 | 3566 | 3606 | 3615 | 3650 | 3623 | 3637 | 3703 | 3515 |
| Total CFA | 145 | 146 | 161 | 172 | 183 | 203 | 211 | 223 | 229 | 241 | 250 | 236 |
| CFA/Total % | 4.16% | 4.13% | 4.57% | 4.85% | 5.13% | 5.63% | 5.84% | 6.11% | 6.32% | 6.63% | 6.75% | 6.71% |

Source: DPHSS Division of Public Welfare

Table 24
 Cost of Participation in the Food Stamp Program for Selected Ethnic Groups, Fiscal Year 1992

| Ethnic Group | Oct-91 | Nov-91 | Dec-91 | Jan-92 | Feb-92 | Mar-92 |
|------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Yapese | \$2,753.00 | \$2,474.00 | \$1,572.00 | \$2,343.00 | \$2,199.00 | \$2,362.00 |
| Chuukese | \$29,449.00 | \$31,993.00 | \$33,984.00 | \$35,679.00 | \$36,548.00 | \$41,133.00 |
| Pohnpeian | \$3,821.00 | \$3,295.00 | \$3,548.00 | \$3,670.00 | \$4,414.00 | \$4,615.00 |
| Kosraean | \$1,793.00 | \$1,943.00 | \$1,632.00 | \$1,881.00 | \$1,632.00 | \$1,211.00 |
| Marshallese | \$1,750.00 | \$1,704.00 | \$1,648.00 | \$1,862.00 | \$1,840.00 | \$1,840.00 |
| Chamorro | \$901,056.00 | \$899,097.00 | \$901,274.00 | \$901,869.00 | \$903,787.00 | \$900,867.00 |
| Filipino | \$209,664.00 | \$201,437.00 | \$207,192.00 | \$200,855.00 | \$204,858.00 | \$204,045.00 |
| Total CFA | \$39,566.00 | \$41,409.00 | \$42,384.00 | \$45,435.00 | \$46,633.00 | \$51,161.00 |
| Total Guam | \$1,317,048.00 | \$1,306,938.00 | \$1,320,896.00 | \$1,308,716.00 | \$1,325,106.00 | \$1,324,912.00 |
| CFA/Total % | 3.00% | 3.17% | 3.21% | 3.47% | 3.52% | 3.86% |
| Chamorro/Total % | 68.41% | 68.79% | 68.23% | 68.91% | 68.20% | 67.99% |
| Filipino/Total % | 15.92% | 15.41% | 15.69% | 15.35% | 15.46% | 15.40% |
| Ethnic Group | Apr-92 | May-92 | Jun-92 | Jul-92 | Aug-92 | Sep-92 |
| Yapese | \$2,705.00 | \$2,959.00 | \$2,777.00 | \$1,987.00 | \$2,136.00 | \$2,456.00 |
| Chuukese | \$42,789.00 | \$49,325.00 | \$47,669.00 | \$50,017.00 | \$52,073.00 | \$47,618.00 |
| Pohnpeian | \$4,437.00 | \$5,630.00 | \$5,734.00 | \$5,905.00 | \$5,504.00 | \$6,236.00 |
| Kosraean | \$1,211.00 | \$1,211.00 | \$1,043.00 | \$1,043.00 | \$1,211.00 | \$1,043.00 |
| Marshallese | \$1,557.00 | \$1,515.00 | \$1,005.00 | \$1,007.00 | \$1,056.00 | \$1,056.00 |
| Chamorro | \$897,641.00 | \$900,635.00 | \$893,270.00 | \$896,343.00 | \$919,987.00 | \$864,692.00 |
| Filipino | \$210,634.00 | \$209,579.00 | \$205,450.00 | \$204,512.00 | \$204,399.40 | \$195,529.00 |
| Total CFA | \$52,699.00 | \$60,640.00 | \$58,228.00 | \$59,959.00 | \$61,980.00 | \$58,409.00 |
| Total Guam | \$1,332,459.00 | \$1,338,248.00 | \$1,325,472.00 | \$1,331,309.00 | \$1,365,914.40 | \$1,286,683.00 |
| CFA/Total % | 3.96% | 4.53% | 4.39% | 4.50% | 4.54% | 4.54% |
| Chamorro/Total % | 67.37% | 67.30% | 67.39% | 67.33% | 67.35% | 67.20% |
| Filipino/Total % | 15.81% | 15.66% | 15.50% | 15.36% | 14.96% | 15.20% |

Source: DPHSS Division of Public Welfare

Figure 5. Distribution of Food Stamps by major ethnic groups, August 1992

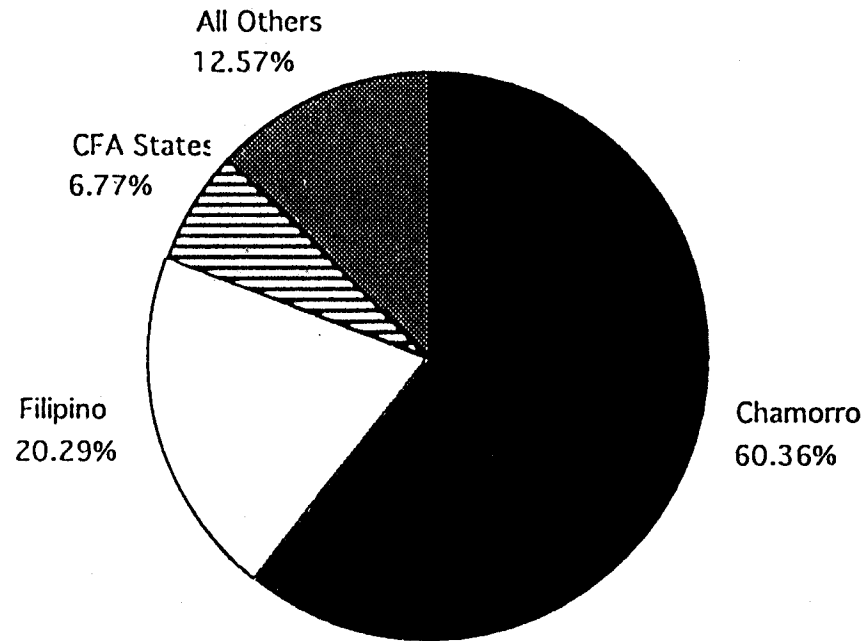


Figure 6. Relative costs of Food Stamps by major ethnic groups, August 1992

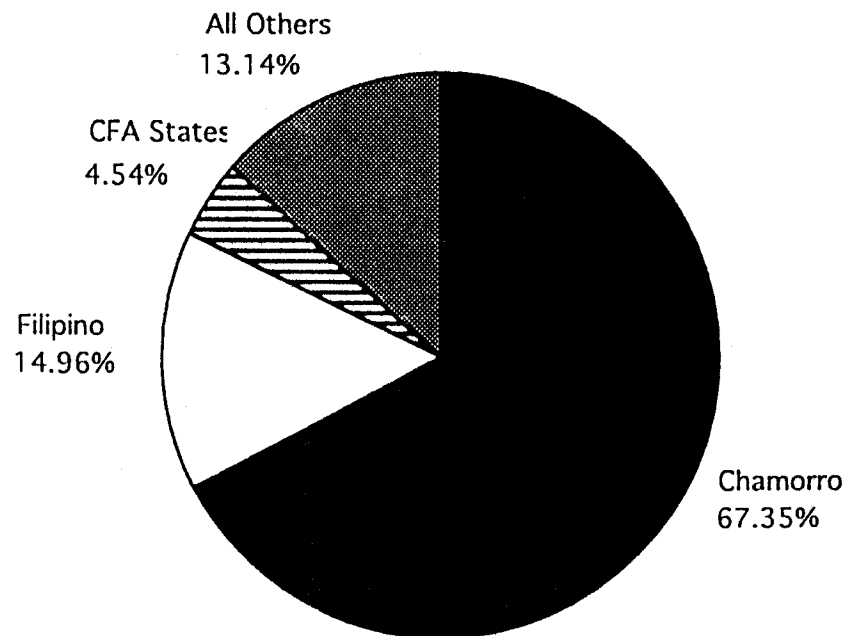


Table 25

Frequency and Proportion of CFA Clients of the Alee Shelter, Fiscal Years 1989 through 1992

| Ethnicity | 10/88-9/89 | | 10/89-9/90 | | 10/90-9/91 | | 10/91-9/92 | | 10/88-9/92 | |
|---------------|------------|----------|------------|----------|------------|----------|------------|----------|------------|----------|
| | Women | Children | Women | Children | Women | Children | Women | Children | Women | Children |
| Cauc White Am | 23 | 20 | 27 | 36 | 21 | 22 | 26 | 35 | 97 | 113 |
| Black | 2 | 3 | 4 | 6 | 4 | 4 | 5 | 5 | 15 | 18 |
| Hispanic | | | | | | | 1 | 1 | 1 | 1 |
| Mexican | | | 1 | 1 | 2 | 2 | 1 | 1 | 4 | 4 |
| AmerInd | | | | | | | 1 | 1 | 1 | 1 |
| Panamanian | | | | | | | 1 | 2 | 1 | 2 |
| Chamorro-GU | 35 | 81 | 34 | 68 | 51 | 77 | 44 | 92 | 164 | 318 |
| Saipanese | | | | | 1 | 2 | 1 | 2 | 2 | 4 |
| Filipino | 9 | 9 | 10 | 11 | 3 | 3 | 19 | 24 | 41 | 47 |
| Micronesia* | 12 | 18 | | | | | | | 12 | 18 |
| Chuukese | | | 17 | 20 | 11 | 14 | 15 | 24 | 43 | 58 |
| Pohnpeian | | | | | 2 | 3 | 8 | 14 | 10 | 17 |
| Palauan | | | 2 | 4 | | | 4 | 8 | 6 | 12 |
| Hawaiian | | | | | | | 2 | 2 | 2 | 2 |
| Japanese | 1 | 1 | 2 | 5 | 2 | 1 | 4 | 2 | 9 | 9 |
| Chinese | 1 | 1 | 2 | 3 | 2 | 3 | 1 | 0 | 6 | 7 |
| Taiwanese | | | 2 | 1 | | | | | 2 | 1 |
| Korean | 1 | 1 | | | 2 | 5 | 2 | 4 | 5 | 10 |
| Vietnamese | | | 2 | 1 | 1 | 0 | 1 | 0 | 4 | 1 |
| Sri Lankan | 2 | 0 | | | | | 2 | 0 | 4 | 0 |
| Indonesian | | | | | | | 1 | | 1 | 0 |
| Other | | | | | | | | | | |
| Iranian | 1 | 1 | | | | | | | 1 | 1 |
| British | | | 1 | 0 | | | | | 1 | 0 |
| TOTAL | 92 | 134 | 104 | 156 | 106 | 138 | 139 | 215 | 441 | 643 |
| Total CFA | 12 | 18 | 17 | 20 | 13 | 17 | 23 | 38 | 65 | 93 |
| CFA% of Total | 13.04% | 13.43% | 16.35% | 12.82% | 12.26% | 12.32% | 16.55% | 17.67% | 14.74% | 14.46% |

Source: CSS Files

Division of Environmental Health. Table 26 shows the numbers of clients/visits and share of the cost of services of the DEH Health Certificate program for FY 89-92. Total numbers of health certificates issued were not available, and it is not possible to get a clear picture of the area of Environmental Health most affected by CFA immigrants. Numbers of first-time CFA applicants show a steady increase over the last three years for this portion of the population. CFA renewals range between 600 and 700, with an increase in 1991 and a decline in 1992.

Table 26
*CFA Clients/Visits and Share of Cost for Services,
 Division of Environmental Health, Health Certificate Program, FY 1989-92*

| Service | FY 89 | | FY 90 | | FY 91 | | FY 92 | |
|--|--------------------|-----------|--------------------|--------|--------------------|----------|--------------------|----------|
| | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost |
| First-Time Applicants | NR | NR | 295 | \$1838 | 845 | \$5233 | 1058 | \$6549 |
| Renewals | NR | NR | 669 | \$7085 | 701 | \$7378 | 600 | \$6318 |
| Duplicates | NR | NR | NR | NR | NR | NR | 61 | \$642 |
| Administration | NR | \$6679 | NR | NR | NR | NR | NR | NR |
| Total | 816 | \$148,794 | 964 | \$8903 | 1548 | \$12,611 | 1719 | \$13,509 |
| Percent increase in total clients/visits over previous year | | | 18% | | 60% | | 11% | |

Source: DPHSS

Division of Senior Citizens. The clients/visits of CFA immigrants to senior citizen programs, and associated costs, are shown in Table 27. Although numbers of clients have increased, they still remain small.

Data from Catholic Social Services on contracted services for the elderly substantiate the DPHSS data and demonstrate the small proportion the CFA immigrants constitute in these programs, as tables 28 through 31 illustrate. In all instances, CFA immigrants are under-represented (as compared to their 2.16% representation in the 1990 population of Guam) in the population of elderly receiving service. The four Title III services delineated in the tables are federally funded.

Table 27

CFA Clients/Visits and Share of Cost for Services, Division of Senior Citizens, FY 1990 through 1992

| Service | FY 90 | | FY 91 | | FY 92 | |
|---|--------------------|----------|--------------------|----------|--------------------|----------|
| | Clients/ Visits | Cost | Clients/ Visits | Cost | Clients/ Visits | Cost |
| Homemaker Services | 2 | \$1773 | 1 | \$1750 | 1 | \$1800 |
| Case Management Services | 2 | \$996 | 3 | \$5250 | 7 | \$12,600 |
| Nutrition Services | 3 | \$3706 | NR | NR | NR | NR |
| Senior Center Services | 2 | \$2891 | 2 | \$3500 | 23 | \$41,400 |
| Transportation | 1 | \$872 | 1 | \$1750 | 3 | \$5400 |
| Adult Care | NR | NR | 0 | \$0 | 0 | \$0 |
| Legal Services | NR | NR | 0 | \$0 | 2 | \$3600 |
| Congregate Meals | NR | NR | 5 | \$8750 | 2 | \$3600 |
| Home-Delivered Meals | NR | NR | 6 | \$10,500 | 10 | \$18,000 |
| In-Home Services | NR | NR | 0 | \$0 | 1 | \$1800 |
| Total | 10 | \$10,237 | 18 | \$31,500 | 49 | \$88,200 |
| Percent increase in total clients/ visits over previous year | | | 80% | | 172% | |

Source: DPHSS

Table 28

Title III-B, Homemaker Services, Fiscal Years 1990 through 1992

| Recipients | FY 1990 | FY 1991 | FY 1992 |
|--------------------------|---------|---------|---------|
| Chamorro | 221 | 246 | 146 |
| Filipino | 31 | 27 | 32 |
| Micronesian ¹ | 4 | 7 | |
| Marshallese | | | 1 |
| Palauan | | | 6 |
| Chinese | | 1 | |
| Korean | 2 | 1 | 0 |
| Japanese | | | 2 |
| Black | 1 | | |
| White | 13 | 14 | 19 |
| Other | | 1 | 1 |
| FY Total | 273 | 297 | 207 |
| Micronesian*% of Total | 1.47% | 2.36% | |
| CFA% of Total | | | 0.48% |

Source: Catholic Social Services Files

¹Micronesian refers to FSM, CNMI, Marshalls and Palau for FY 1990 and FY 1991

Table 29
 Title III-B, Case Management Services, Fiscal Years 1990 through 1992

| Recipients | FY 1990 | FY 1991 | FY 1992 |
|--------------------------|---------|---------|---------|
| Chamorro | 135 | 574 | 237 |
| Filipino | 68 | 328 | 149 |
| Micronesian ¹ | 8 | | |
| Chuukese | | 6 | 5 |
| Pohnpeian | | 4 | 1 |
| Kosraean | | 1 | |
| Yapese | | 2 | 1 |
| Marshallese | | 2 | |
| Hawaiian | 1 | 1 | 2 |
| Palauan | | 5 | 7 |
| Chinese | | | 2 |
| Korean | 1 | 7 | 4 |
| Japanese | | 5 | 2 |
| Native American | | 1 | 1 |
| Black | 1 | 1 | 1 |
| White | 10 | 53 | 25 |
| CNMI | | 2 | 5 |
| Other | 5 | | 3 |
| FY Total | 235 | 992 | 443 |
| Micronesian*% of Total | 3.4% | | |
| CFA% of Total | | 1.51% | 1.58% |

Source: Catholic Social Services Files

¹Micronesian refers to FSM, CNMI, Marshalls and Palau for FY 1990.

Table 30
 Title III-C1, Elderly Nutrition, Congregate Meals, Fiscal Years 1990 through 1992

| Recipients | FY 1990 | FY 1991 | FY 1992 |
|--------------------------|---------|---------|---------|
| Chamorro | 600 | 495 | 316 |
| Filipino | 295 | 276 | 322 |
| Micronesian ¹ | 47 | | |
| Chuukese | | 9 | 2 |
| Hawaiian | 6 | 6 | 4 |
| Palauan | | | 6 |
| Chinese | 12 | | 2 |
| Korean | 13 | 12 | 1 |
| Japanese | 12 | 8 | 5 |
| Hispanic | 12 | 9 | 3 |
| Black | 4 | 3 | |
| White | 5 | 10 | 19 |
| CNMI | | | 3 |
| FY Total | 1006 | 828 | 781 |
| Micronesian*% of Total | 4.67% | | |
| CFA% of Total | | 1.09% | 0.29% |

Source: Catholic Social Services Files

¹Micronesian refers to FSM, CNMI, Marshalls and Palau for FY 1990.

Table 31
 Title III-C2, Elderly Nutrition, Home-Delivered Meals, Fiscal Years 1990 through 1992

| Recipients | FY 1990 | FY 1991 | FY 1992 |
|--------------------------|---------|---------|---------|
| Chamorro | 649 | 674 | 655 |
| Filipino | 175 | 185 | 206 |
| Micronesian ¹ | 4 | 16 | |
| Chuukese | | | 6 |
| Pohnpeian | | | 1 |
| Kosraean | | | 1 |
| Marshallese | | | 1 |
| Hawaiian | | 1 | 1 |
| Palauan | | | 7 |
| Chinese | 4 | 1 | 8 |
| Korean | | 5 | |
| Japanese | 2 | | 3 |
| Native American | 2 | 4 | 3 |
| Hispanic | 1 | 1 | 1 |
| White | 14 | 29 | 28 |
| CNMI | | | 2 |
| Other | 6 | | 3 |
| FY Total | 872 | 915 | 932 |
| Micronesian*% of Total | 0.46% | 1.75% | |
| CFA% of Total | | | 0.96% |

Source: Catholic Social Services Files

¹Micronesian refers to FSM, CNMI, Marshalls and Palau for FY 1990 and FY1991.

Guam Memorial Hospital

GMH serves the people of Guam and the neighboring islands of the Pacific. GMH takes off-island patients by referral from their home governments and as walk-ins. The total number of patient encounters for FY 1992 was 70,244; of these, 33,167 were Emergency Room encounters (Monthly Audit Insurance Summary--Admits, 5/19/93).

Non-Emergency Services. In-patient admissions for the period of FY87 through FY92 were as follows:

| FY87 | FY88 | FY89 | FY90 | FY91 | FY92 |
|-------|-------|-------|--------|--------|--------|
| 9,275 | 9,435 | 9,579 | 10,163 | 9,903* | 13,526 |

The FY91 figures were cited by GMHA (1992, p40), and FY1992 were admissions from the Monthly Audit Insurance Summary (5/19/93).

For the period 1985 to 1992, CFA clients have contributed to the difference between GMH's gross patient receipts and its operating expenses as follows:

1. 1985 to 1988, 315 patient accounts, with an outstanding balance of \$232,725.94 on self-paying patients, or an average of \$60,000 per year.

2. FY 89 up to January 1992, of 664 CFA citizens seen, 157 self-paying patients received services valued at \$277,375.42 and had an outstanding balance of \$56,698.

3. In 1992, 41 of 110 self-paying CFA received services of \$102,377, with an outstanding balance of \$67,441.

The Guam legislature has assisted GMH in meeting this difference over the last three years with \$5.6 million in 1991 and \$12.2 million in 1992; a request for \$13.3 million was submitted in 1993.

GMHA statistics (Monthly Audit Insurance Summary--Admits, 5/19/93) for FY92 identify 331 FSM-subsidized patients, as follows:

| | |
|-------------------------|-----|
| GMHP/FSM | 99 |
| FSM Government Emp Plan | 81 |
| FSM--Chuuk | 101 |
| FSM--Pohnpei | 11 |
| FSM--Yap | 39 |

Accounting identified 110 self-paying FSM patients as well, for a total of 441.

Emergency Room Services. Clients of the GMH emergency room are classified as two major types:

1. Emergencies, including traffic accidents, other accidents, assaults, and other crimes or injury. Steady growth in ER encounters has occurred in the last several years; 24,076 in 1988 and 26,249 in 1990. For FY1991, 30,498 ER visits were recorded, or 83.56 per day. In FY1992, 33,167 ER visits were recorded, or 90.86 per day. Usually, only 10% of ER patients are admitted. In 1991, 25% of ER patients had no health insurance (Santos, 27 January 1993; 30 January 1993).

2. Non-emergencies: up to 80% of current ER use is for non-emergency illnesses, according to the GMH Medical Director (Santos, 27 January 1993, p. 1).

Nearly 50% of non-emergencies are parents with children, persons who generally are unable to be accepted at the existing clinics, many of which are no longer taking new patients, and those who have no insurance. CFA immigrants are specifically cited by GMH emergency room personnel. Women who use the emergency as a delivery room, due to a shortage of obstetrics/gynecology specialists on Guam, difficulty in getting appointments at existing clinics, and an increase of pregnant women from the CFA states who (without prenatal care) come to the emergency room to deliver. Vital Statistics data for 1990 and 1991 show a marked increase in infants born to mothers born in one of the CFA states: 273 for 1991, 223 for 1990, 137 for 1989; representing 6.96%, 5.79%, and 3.84% of the live births on Guam for the respective years. Of these births all but 12 took place at GMH. Data for 1988 and earlier years report maternal birthplace as the Trust Territory rather than the FSM or RMI. Data for subsequent years are not currently available.

Guam Department of Mental Health and Substance Abuse

DMHSA clients include the mentally ill and substance abusers as well as those undergoing situational crises such as a death in the family, divorce, etc. DMHSA served 495 clients in FY 92. Only 16 clients (3.23%) were from the CFA states: 9 from Chuuk, 4 from Pohnpei, 2 from Yap, and 1 from Kosrae. Most CFA clients are referred from the home island or from the police or courts as a result of drunk driving offenses.

Guam Health Planning and Development

The Governor is the major client of the Guam Health Planning and Development Council, which performs research and gathers data to assist him in making informed decisions in these areas.

Private Agencies Providing Health Care

FHP Clinic

FHP clients are those individuals covered by the insurance through their employers and referrals from other doctors. No count of the CFA citizens who are insured by FHP was available.

SDA Clinic

No count of CFA clients was available from SDA. SDA is no longer taking new patients because of personnel shortages. SDA does take referrals directly from the FSM and FSM/RMI patients when they are visiting Guam. Ethnicity may be noted on patient contact but is not recorded.

Catholic Social Services

CSS clients include the elderly, abused women and children, the homeless, the disabled, and customers of the thrift shop. Specific client data are provided in other sections of this report for Guma San Jose (Housing), Alee shelter (DPHSS Contracted Services), and Title III Elderly programs (DPHSS Division of Senior Citizens).

What impact has the Compact of Free Association had on the mission statement of the agency or its office(s)? (Rank from 0 to 5, or Slight, Moderate, Great)

The level of impact of CFA immigration on the health care agencies, as identified by the agencies, is summarized in Table 32. At Public Health, the impact is greatest in the prenatal and post natal programs and at the Southern Region Health Care Center. At GMH, the impact is moderate for most of the acute (in-patient) care but great for ER services, obstetrics, and pediatrics. These are three areas in which a shortage of doctors is also experienced. At CSS the impact does not affect the quantity of service provided to locals. Because the population is increasing, there may be some effect on the quality of service. The effect of increasing numbers of clients is intensified by the limited number of qualified personnel (social workers, for example) able to serve them.

Table 32
Impacts of Compact on Mission of Health Care Agencies

| Agency | Level of Impact | | | | |
|---|-----------------|-------------|----------------|---------------|-----------------|
| | 0 None | 1 Slight | 2 | 3 Moderate | 4 5 Great |
| Department of Public Health and Social Services | | | | | |
| Division of Public Health | | | | | x |
| Disease Control | | | x | | |
| WIC | | | | | x |
| Division of Public Welfare | | | | | x |
| Child Protective Services | | | | x | |
| Contracted Services (Alee Shelter--CSS) | | | x ¹ | | x ¹ |
| Division of Environmental Health/Health Certification | | x | | | |
| Division of Senior Citizens (Title III--CSS) | | x | | | |
| Guam Memorial Hospital | | | | | x |
| Non-Emergency Services | | | | x | x |
| Emergency Room | | | | | x |
| Department of Mental Health and Substance Abuse | | x | | | |
| Guam Health Planning Council | x | | | | |
| FHP Clinic | NR | | | | |
| SDA Clinic | NR | | | | |
| Catholic Social Services ¹ | | x | | x | x |

¹Varies by program: Elderly, slight; homeless shelter, moderate; spouse abuse shelter, judged by the CSS Director, but not the shelter director, to be great.

Although there has been no impact on the Guam Health Planning Council, the agency includes the impact of the immigrant community on health care in its plans and considers the impact on Guam's health care system to be great. Impacts at Mental Health are lower than expected.

How long has impact been felt?

Health services respondents indicated that Compact impacts began as follows: 1) Department of Public Health and Social Services: Division of Public Health--May 1990; Communicable Disease Control--1989-90; WIC--no date; interviewee had arrived less than one year before interview; 2) Division of Public Welfare--May 1990; Child Protective Services--1988-89; Contracted Services (Alee Shelter--CSS)--1988; 3) Division of Environmental Health--1989; 4) Guam Memorial Hospital--1990-91. Data for Catholic Social Services are not available as this question was incorporated into the survey after that interview had been completed.

Has the immigration created a demand for a change in the extent, quantity and/or the type of service offered by the agency?

If it has, does the demand affect the quantity and quality of service provided to long-term residents? Has it displaced them?

Government Agencies Providing Health Care

Guam Department of Public Health and Social Services (DPHSS).

Division of Public Health. Increased demand for service has been felt in all areas, but especially in prenatal care and at the Southern Region Health Center. Because of demand and a 28% shortage of professional staff, a number of services (in particular, Home Visits) have been discontinued. The Public Health Office perceives that services are being displaced from long-term residents.

At the Southern Region Health Center, charges for services are based on the client's ability to pay. Therefore, clients who are unable to find or afford a private doctor and have no insurance come from all over the island, not just the southern portion, to use the clinic for acute care, job clearances, dental services, and preventative care (such as immunizations). While quality of service is not affected, there are long waiting lines. At Communicable Disease Control, there is an increased need for TB and STD prevention. Quantity and quality of care are not currently affected. WIC reports overrepresentation of CFA clients.

Division of Public Welfare. Increased numbers of cases are handled; eventually quality of service will be affected. Child Protective Services report that there is currently a need to expedite documents for clients. Translation is also needed. No displacement of services by CFA clients was reported by contracted welfare services for the spouse abuse shelter.

Division of Environmental Health. The impact is viewed as positive and has prompted improvements in the certification workshops.

Division of Senior Citizens. Currently no effect is seen. CFA clients are under-represented for this service.

Guam Memorial Hospital (GMH)

Non-Emergency Room Services. There are increased numbers of patients and increased numbers of needs. Quantity of service is affected by staffing availability.

Emergency Room Services. The Medical Director has identified the impact on ER as acute--in extent, quantity, type, and quality of service: "This is such an acute problem because all of those people from neighboring Micronesian islands seem to be headed this way for care of non-emergency illnesses." (Santos, 27 January 1993, p. 1). Quality of service is affected due to longer time spent in the waiting room.

Guam Department of Mental Health and Substance Abuse

Neither quantity nor quality of service is affected.

Guam Health Planning and Development

No effect on the agency is noted; the effect on Guam's total health care system is perceived as great.

Private Agencies Providing Health Care

SDA Clinic

The clinic is no longer accepting new patients, except off-island referrals, because of increased numbers of clients and a shortage of doctors.

Catholic Social Services

Service is not currently displaced from the local population. It is currently affected more by the lack of qualified personnel than by the increased numbers of clients.

How many employees does the agency have (Non-CFA/CFA)?

Table 33 indicates a very low proportion of CFA employees in the health care sector on Guam: 16 out of 1777 employees.

Table 33
Frequency of CFA Employment in Health Care Agencies

| Agency | Number of Employees | |
|---|---------------------|-----|
| | Total | CFA |
| Department of Public Health and Social Services | | |
| Public Health | 250 ¹ | 1 |
| Disease Control | 20 | 0 |
| WIC | 13 | 0 |
| Welfare | 220 ¹ | |
| Child Protective Services | NR | 1 |
| Environmental Health | NR | 0 |
| Guam Memorial Hospital | 883 ¹ | 3 |
| Dept. Mental Health/Substance Abuse | 123 | 0 |
| Guam Health Planning Council | NR | 0 |
| SDA Clinic | 151 | 1 |
| Catholic Social Services | 150 | 10 |

¹Public Health reports a 29% shortage, and Public Welfare reported a 25% shortage. GMH is budgeted for 939 employees and has 883.

Relationships between clients and agency, co-workers, and workers and supervisors.

Characterize the relationship (Negative, Neutral, Positive, then explain):

Wherever the CFA employee holds a professional position, the relationship is considered positive in all directions, the reason given that professional training has included appropriate interaction techniques. In one instance, a CFA citizen held a supervisory position. Some adjustments to Western

management styles were needed initially, but that person met the challenges well. In other instances, hesitancy in moving to supervisory positions was commented on.

In non-professional positions, the relationship among employees tends to be either neutral or negative. (See subsequent paragraphs on Perceptions/Problems.)

Is effort expended to reach target groups via outreach programs and/or to meet affirmative action goals?

Outreach effort has been made in AIDS and STD education. Individual health professionals also attempt to contact other professionals who may be seeking a new position, and in particular, bilingual individuals are welcomed in the health sector. Public health services are also published in displays at Micronesia Mall during awareness weeks. In the health professions, because there are so few local island medical personnel in the FSM and RMI, the Public Health Officer considers "stealing" them from the home islands to be unacceptable.

Some services (WIC, for example) receive increasing numbers of clients because of word-of-mouth advertising, but no outreach programs currently exist. The Public Health Division hopes to conduct an educational program, targeting the immigrant community to make them aware of services for which they are eligible. There is no plan to target the immigrant community for mental health care, however, or to include adaptation of culturally responsive types of mental health care in revisions of the five-year mental health plan.

Bridging--Is there anyone in your agency who knows/understands any of the cultures or languages of CFA? Which culture or language, and the basis of knowledge?

All agencies who have CFA employees have personnel who can help bridge gaps in communication and culture. In addition, two Division/Bureau directors at DPHSS have worked in other parts of geographic Micronesia. Three social workers are originally from CFA states.

Perceptions and Problems

A number of questions address the perception of the CFA immigrants and perceptions of problems resulting from the immigration to Guam. They are as follows:

Do language problems or cultural/psychological/social differences exist that affect mission achievement? Explain.

*What are perceptions of the agency or interviewee of CFA citizens as
Potential customers/clients Potential employees
That is, describe an FSM Micronesian or Marshall Islander:*

*What special needs or special problems do CFA citizens pose as
Potential customers/clients Potential employees*

List five things that you consider most important in terms of needs, things CFA clients need to know, or things you would like to change about the CFA clients.

List five things that you consider most important in terms of needs, things CFA employees need to know, or things you would like to change about the CFA employees.

Problems Affecting Mission Achievement

Language problems. Language problems were noted across the entire range of respondents. They include understanding of applications and tests at Environmental Health and at employment/personnel sections and understanding of care and treatment regimens in the patient contact areas.

Cultural and social differences. The following were specifically noted:

1. In mental health care, attitudes about seeking/not seeking care
2. Different definitions of home and family
3. Differing child-rearing practices
4. Differing attitudes

Perceptions/Problems with Clients/Employees

As clients or citizens. "Micronesians" and CFA immigrants are viewed as follows.

1. As individuals, they are agreeable people.
2. Very often, they are very sick before seeking medical care; for mental health care, they "must be really crazy" if care is sought because of the social stigma attached to such care.
3. Language and cultural differences make it difficult to establish rapport and develop truly appropriate and effective treatment plans.
4. For welfare purposes, household sizes are larger, and the composition varies a great deal because of visitors; regular verification of numbers of persons in the household is required for continued assistance. At the homeless shelter and at the hospital, the large number of visitors was also noted. In some instances, whole families come and stay at the patient's room. This differs from staff expectations and Western practices.
5. Laxness in child rearing and housekeeping were commented on.
6. Cross-generational maintenance of negative practices, such as beating a wife or drinking to excess, because it is "what my father did," were noted.

As employees.

1. Professionals are viewed positively; the most common comment (in four professional areas) was that anyone meeting the qualifications would be most welcome. In all areas, though, they would have to "get into the system" and compete with locals.
2. In non-professional areas, perceptions are less positive: Lack of communication skills; frequent job changes; unexcused absences; and an individual will earn enough money to go home for an extended visit and then expect his/her job to be waiting upon returning.

Needs

As clients. The most common needs, problems, and things the immigrants need to know or change identified by health agency respondents are as follows:

1. Positive identification (birth certificate, driver's license, Social Security number).

2. Power of attorney or guardianship papers for minor children.
 3. Knowledge and documentation of medical history, including immunization records.
 4. Ask questions about and be more assertive and responsive in health care.
 5. Chewing betel nut and spitting.
 6. Housing--mentioned by four of the health agencies/division, as follows: Be aware of the housing situation on Guam before coming here; learn and use appropriate housekeeping skills; learn and use sanitation and hygiene; and be aware of the requirements regarding numbers in a household to comply with welfare programs.
 7. Education-- mentioned by each survey participant. Education, orientation, or awareness programs were cited for each of the following: Language and literacy, the latter especially for operation of equipment and reading of labels; life on Guam: services, lifestyle, culture, cost of living, driving and drinking and driving, laws, the benefits of regular medical care; specific requirements of programs (such as the requirement to go to school if between the ages of 6 and 16) and jobs; awareness of the adjustment and maladjustment problems.
 8. Needs of the agencies themselves include: having materials developed in CFA languages and formats that can be understood and; having interpreters/translators available.
 9. Employment: attitudes, attendance, transportation.
 10. Medical: Medical records; knowledge of human development; being more open with medical and social service personnel; having health insurance or making arrangements with assistance programs; following treatment plans (taking medicine the doctor prescribes); knowledge of allergies, especially medical allergies.
 11. Social organization(s) within the immigrant community(ies) and /or development of an ombudsman.
 12. Cooperation of merchants with the food stamp and WIC programs.
- As employees.
1. Employment of more professionals is considered desirable. At this level, willingness to be promoted is a need.
 2. At the non-professional level: Orientation to work and routine employment practices; personal presentation and development of skills, including communication skills; development of responsibility; irregular attendance and failure to call in if unable to be present; work attitudes; time management skills.
 3. In disease control, an outreach worker is sought, preferably one with ability to use more than one of the languages of the FSM.

If specific problems/issues exist with regard to serving a CFA clientele or hiring CFA, is there any plan to deal specifically with the immigrant populations and these problems and issues? Or to hire people who can deal specifically with these populations and these problems and issues? (For example, see the next question.)

1. Two areas of public health are interested in outreach programs, in disease education, especially STDs, and nutrition programs. Special population grants may be sought to meet these needs.

2. Welfare programs would benefit from cooperation among the welfare offices, the mayors and mayors council, and the Sagan Fanasodda'an.

Would it be advantageous to the agency to hire CFA citizens as interpreters, translators, or consultants to assist clientele from these populations? Or to have available a list of names of people who could be called to assist when such help is needed?

Nine respondents addressed this question as follows: Not enough need (2); not enough money to hire someone (1); already have either individuals or a pool to call on (1); good to have such a resource (3); need materials translated (3).

Have any materials been translated?

1. Hospital visitor policies have already been translated into several languages, including Japanese, Korean, and Chuukese.

2. In Health Certification, English has been settled on as the language that can reach the most people, as the division is unable to provide training in all of the languages.

3. In several other areas, training materials need to be translated or developed in several languages for effective outreach.; for example, nutrition and pre-natal care.

If nothing is done to deal with problems and issues now, how does the future look?

3 months from now

3 years from now

6 months from now

6 years from now

1 year from now

10 years from now

1. Environmental Health sees little change for the future.

2. The other seven survey participants see the long term future as rather grim if nothing is done in the short term: Displacement of locals from public health and DPHSS services; possible and significant difficulties with tuberculosis and STDs; increased problems with alcohol; increased needs for assistance to children; increased social difficulties, perhaps escalating to inter-ethnic strife in the competition for jobs, housing, training. Because the immigrants speak a different language and dress differently, they are obvious, identifiable targets of overt behavior.

Are clients or employees treated differently because they are CFA?

For example, if an immigrant needs more help, is that extra help and time given?

1. Yes, CFA immigrants and employees are treated differently because in some areas, treatment is geared to individual needs. No hard data have been collected on the amount of time allocated to clients with respect to ethnic identity, but five of eight respondents indicated that longer times were given to CFA clients. Most expressed the hope that they do not discriminate negatively.

2. One respondent indicated that the DPHSS services are already blatantly discriminatory. No loitering and No sitting signs were posted in various areas of the DPHSS building. These are a direct response, as expressed by the respondent, to the fact that CFA immigrants often come in groups for service, because of lack of transportation, and that they often have to wait, again as groups, for someone to come to pick them up.

3. In private health care, a requirement of placing a deposit in order to obtain an appointment has been reported to DPHSS personnel. A DPHSS respondent indicated that if this is required of locals, who reported it, it probably also applies to the immigrants.

If CFA problem, what are possible solutions?

Possible solutions proposed by seven respondents are summarized here:

1. Outreach programs
2. Immunization programs
3. Assistance in health certification testing
4. A liaison between the hospital and DPHSS to facilitate care and payment for inpatients, followup after discharge, enrollment in the MIP program if needed, etc.
5. Orientation program or center; three interviewees specifically mentioned the Sagan Fanasodda'an.
6. Greater interagency and intra-regional dialogue and planning, including meeting with the FSM consul and health professionals.
7. More information and preparation provided in the home islands.
8. Within agencies, computerization of data, including island of origin, for ease of access to information.
9. Education about the services provided by the agencies and improvement of services, especially singling out alcohol, drug, and STD education.
10. Community organizations.

If you or your agency could get Compact Impact money, how would you use it?

How much would you need?

1. Outreach programs
2. Workshops on culture (that is, on CFA culture for health care staff)
3. Improving the health certification programs
4. Distributing welfare assistance equitably to all who need it
5. Home visits

6. Prenatal care

No specific costs were indicated.

Summary -- Health and Medicine

Impacts of Compact immigration have been experienced by the health service agencies since 1988, with an increase of impact in 1990. The agencies in which the impact is perceived as Moderate to Great are DPHSS Divisions of Public Health and Public Welfare, Guam Memorial Hospital, and Catholic Social Services (whose services are provided to GovGuam under contract with DPHSS). In the years since the Compact, the CFA population represents an increasingly greater share of the demand for service from these agencies: for example, doubling for Environmental Health, a fivefold increase in Senior Citizens and in Public Health, and orders of magnitude increases in Public Welfare.

In several areas within the Division of Public Health, in particular, demand for services has been great, and services such as Home Visits have been eliminated to maximize use of personnel. In general nutrition services, women's health services, immunizations, and hepatitis B services, CFA representation is nearly an order of magnitude greater than the 1990 representation of CFA immigrants in the general population of Guam. CFA visits/clients at the Southern Region Health Facility account for more than one-third of the demand for health care service at that center. CFA immigrant use of the GMH Emergency Room for non-emergency family medical care was noted by the GMH Medical Director.

Lack of adequate and adequately trained personnel was cited across the health services agencies. CFA populations are poorly represented among health care professionals, accounting for less than 1% (16 of 1777) of employees among the agencies surveyed. This low representation in health care professions provides for only a very narrow bridge between cultures for the immigrant population in matters crucial to appropriate health care.

Each agency surveyed identified language as a major problem in providing health care service to CFA immigrants on Guam. Cultural and social differences are also perceived as problems with clients in establishing rapport, providing patient care, ensuring that care regimens are followed, and general expectations about life and conduct on Guam. Cultural and social differences are perceived as problems with employees in terms of routine job expectations. Professional employees are viewed more favorably than non-professionals.

Unless something is done now, most health agencies view the future of health care as grim, with increased competition for services. The greatest need perceived--for both the immigrant community and, to a lesser extent, the agencies themselves--is education, which was mentioned by each agency interviewed. This can be accomplished through a variety of outreach programs and through greater interagency and intra-regional dialogue and planning.

Discussion -- Health and Medicine

Guam's Health Care in a National Context

Health care is currently a major issue in U.S. politics, as responses to the President's plan for health care reform indicate. Several issues relating to health care in Guam are similar to those of the U.S.: These include the increasing costs of health care and the increasing numbers of persons in Medicaid. According to a December 1992 release from United Press International (UPI, U.S. uninsured climbs to 35.4M, Pacific Daily News, Wednesday, December 23, 1992, page 65), reporting data gathered by the consumer groups Public Citizen and Physicians for a National Health Program, the numbers of uninsured Americans increased "from 33.4 million in 1989 to 34.7 million in 1990 and 35.4 million in 1991" and those who joined Medicaid in the same time "increased by 5.2 million." Similarly, uninsured persons increasingly use the emergency rooms of the nation's hospitals for routine medical care.

By comparison with the U.S., which had a ratio of 21.4 doctors per 10,000 residents, in 1991, Guam had a ratio of 13.1 doctors per 10,000 residents (Evans, 1991, p 1). Only the states of Mississippi and Idaho had lower ratios at that time.

Data Collection

Because some DPHSS statistics refer to individual persons while others refer to numbers of encounters with patients, with no differentiation on the actual numbers of persons assisted, it is difficult to make cross-category comparisons on these data. For DPHSS (and for other agencies as well), separation of the categories Client and Visits can provide greater insight into use of medical services and clearer substantiation of expenditures for CFA immigrant population. This would require procedures such as the following:

1. Identify each client with specific client number
2. Record client ethnicity (or citizenship) for all clients
3. Record number of visits per client

Such data, especially if computerized, could be used to

1. Compare service use by ethnic group
2. Compare client's use of services across agencies
3. Compare use of health care demographic data by all agencies
4. Identify and plan for health care needs for Guam's demography.

If identification of expenditures for the CFA immigrant population are important to GovGuam (as reimbursement under P.L. 99-239 would suggest it to be), then some clear procedures for accurate data collection are needed.

In addition, the sources of funding and the local/federal shares of funding for the health programs should be clarified. It is not possible at the present, with the exception of a few programs, to discern the funding sources of health care programs.

Availability of Service to Need

For general nutrition services, women's health services, immunizations, and hepatitis B services, CFA representation is nearly an order of magnitude greater than the 1990 representation of CFA immigrants in the general population of Guam. CFA visits/clients at the Southern Region Health Facility account for more than one-third of the demand for health care service at that center. However, demographic data (Table 1) show that the centers of immigrant population are in the central and northern villages. If the type of service offered at the southern clinic differs from that at the central and northern health centers, its position in the south seems to increase the transportation difficulties of the immigrant community (and perhaps the rest of the population as well). Realignment of services with demographic needs may be needed.

A similar realignment of service with need may be required in mental health services, particularly in the treatment of alcohol abuse. Comments in a recent Alcoholics Anonymous newspaper column indicate that English-only treatment for CFA immigrants is not successful, as some immigrants do not understand English sufficiently. In addition, understanding of alcohol use among the Chuukese in particular could be enhanced by examination of anthropological studies done on this topic (Marshall, 1979). An effort to adapt a U.S. mainland approach to alcohol for use in Micronesia is currently being conducted by the Church of the Latter Day Saints. This, too, may merit closer examination.

High representation of the CFA immigrants in the Health Certification program is consistent with the labor statistics (and everyday experience) that show a high proportion of CFA workers in the food and service industries (hotels, fast food restaurants, grocery stores).

Low representation of the CFA elderly in programs for the elderly is consistent with the fact that only in the past year or so have entire extended families formed a major share of the immigrant community. Data for previous years show immigrants who are primarily of working age.

It is possible that the representation of CFA women and children among the clientele of the Alee shelter "distinctly reflects the lack of readily accessible kin network support in the West" (Hoff, 1992, p. 215) that these immigrants face.

Additional Vital Statistics data are needed to confirm that 1989-90 is a major point of growth for the CFA immigrant population on Guam.

In May 1993, 3 students from FSM states were scheduled to graduate from UOG with bachelor's degrees in nursing. In 1995, 8 more from FSM states and 1 from the RMI are scheduled to graduate if they remain in the program. An additional six or eight students from the CFA states were expected to enroll in the nursing program in Fall 1993 (Telephone communication with N. Callaghan, UOG Nursing Department, 20 May 1993). These numbers, though small, represent appreciable increases in CFA representation in the nursing profession on Guam and in all of Micronesia.

Education

What is the stated goal or mandate of the agency?

What is the mission to be accomplished or the service provided by the agency?

Department of Education

The Guam Department of Education mission is to provide education to the children of Guam, from Head Start through high school, and prepare them for the future. The DOE is the largest of the GovGuam agencies and is the largest budget line item for the Government of Guam.

Research, Planning and Evaluation

Research, Planning and Evaluation serves as a data collection center, providing information to the DOE Director. As such, this department provided statistics on enrollment--total and CFA children--within the system.

Office of Chamorro Studies and Special Programs

P.L. 12-31 (which initiated a bilingual-bicultural program), P.L. 14-53, and 15-9 (which mandated the teaching of Chamorro language and culture in the elementary schools and the development of a curriculum for such instruction) require teaching of the Chamorro language and culture to public school children. The purpose of the Office of Chamorro Studies is to ensure that school-age children will be proficient in Chamorro (speaking, reading, and writing) and have an understanding of Chamorro culture. P.L. 21-34 (signed 17 May 1991) recently extended the mandate to one year of Chamorro in the middle and high schools and requires a full-year course on the history of Guam for high school graduation beginning with School Year 1993-94; all data presented in this study cover the time period when Chamorro was mandated only at the elementary levels.

Language(s) Other Than English (LOTE) Program. The purpose of the LOTE program is to identify, assess, and provide appropriate educational services to all students who are not proficient in English. The LOTE Program also provides programs to develop language skills to a level where students can participate fully in the school's regular curriculum, provides LOTE training to administrators, instructional, and non-instructional personnel, ensures that appropriate LOTE curricula are developed and used, and promotes family and community involvement in the language education program. Evaluative mechanisms are also included in the program.

Public Institutions of Higher Learning

Guam Community College

Guam Community College (GCC) provides a wide range of education and training activities at the secondary and post-secondary level. The programs include a complete vocational high school, college classes suitable for transfer to four-year institutions, apprenticeship

programs, occupational training, cooperative education, adult basic education and developmental education.

GCC Apprenticeship Training Program. The GCC Apprenticeship Training Program provides on-the-job training and classroom instruction for periods of 1 to 4 years in a variety of trades. Upon successful completion of the program, the individual student becomes a certified journeyman in the chosen trade, recognized by the U.S. Department of Labor and the Bureau of Apprenticeship and Training.

GCC Cooperative Education Program. Under the MOC/GCC Consortium Agreement, the GCC Cooperative Education Program provides education credit to FSM students attending the Micronesian Occupational College in Koror, Palau. The program places students in jobs on Guam that are related to their respective field of study.

GCC Financial Aid. The GCC Financial Aid Office assists in making higher education accessible by providing money for tuition, book, and living expenses to students, based on need.

GCC Women's Resource Center. The Women's Resource Center provides workshops, scholarships, and information to women.

University of Guam

The Mission Statement of the University of Guam states the following:

The mission of the University of Guam, a public Land Grant institution, is to provide higher education programs for the people of Guam and the Western Pacific island communities, including:

1. Undergraduate programs that build upon the Western Pacific's unique and varied cultural traditions and offer career opportunities together with a fundamental liberal arts education;
2. Research and graduate programs that are responsive to the specific needs of Guam and other Western Pacific Island communities and contribute to the economic growth and stability; and,
3. Community service programs that promote intercultural interaction, societal development, and personal improvement.

Department of Vocational Rehabilitation (DVR)

DVR's mission is to administer vocational rehabilitation and independent living services for the people of Guam. DVR provides a wide array of services to enable clients to accomplish educational and employment goals and/or to live independently in the community.

Who are the clients?

Number of clients served by agency (total/CFA/non-CFA)

Department of Education

Figures for Guam DOE enrollment in school years 1986 through 1992 are shown in Table 34. Over the period of seven years, overall enrollment has increased by 16.4%. CFA enrollment has increased from 18 in 1986 to over 1200 in 1992, when it was nearly two and a half times all Trust Territory enrollment in 1986 and nearly three times CFA enrollment in 1989.

By contrast, all Guam's private schools (surveyed by telephone in December 1992 to obtain data for comparison) served an estimated population of 7331 students in school year 1992, 91 of whom were identified as from CFA states. Thus, the private schools handle 25% of educational need for the island and accommodate 7.3% of the CFA children being educated here. Only 1.24% of private school students were identified as coming from the CFA states.

Table 34
CFA Student Enrollment in Guam Schools, School Years 1986 through 1992

| | 1986 | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 |
|--------------------------------|-------------------------------|-------------------------------|-------------------------------|--------|--------|--------|--------|
| Total | 25,291 | 25,551 | 25,675 | 26,130 | 26,011 | 27,863 | 29,342 |
| Micronesian*/CFA | 503 ¹ / 18 | 604 ¹ / 74 | 615 ¹ / 220 | 434 | 639 | 870 | 1242 |
| M ¹ /CFA % of Total | 1.99% ¹ / 0.07% | 2.36% ¹ / 0.29% | 2.40% ¹ / 0.86% | 1.66% | 2.46% | 3.12% | 4.23% |

¹Micronesian includes all the Trust Territories: Marshall Islands, Yap, Ponape, Truk, Kusaie, Palau, and others. Categories are not precisely equivalent between 1988 and 1989. Asterisked data are taken from Office of the Governor 1989 report. All other data are as derived from Office of the Governor 1993 report.

Because of an increased need for distinguishing ethnicity in the public school student population, Dr. Jeffrey Shafer of Guam DOE examined (in *Micronesian Educator*, 1991) the new entrants to the system from the CFA states from 1986 to 1990. These data are shown in Table 35. New CFA enrollees in Guam DOE in 1990 constitute 47% of the CFA enrollment for that year.

Office of Chamorro Studies and Special Programs

During school year (SY) 89-90, 15,964 elementary students (61% of the total DOE enrollment, 26,130, and 87% of the K-9 enrollment (18,417) for that year) were taught in Chamorro Studies programs. During SY91-92, 17,930 (per telephone call to the office, 9/29/93) elementary students (64% of the total DOE enrollment, 27,863, and 78% of the K-9 enrollment, 22,916, for that year) were taught in Chamorro Studies programs. Data for SY91-92 show 631

CFA (with other Micronesian (574), and Polynesian (12)) students were enrolled in the program, as follows: Marshalls (10); Chuukese (356); Pohnpeian (114); Kosraean (123); Kosraean(123); CNMI (330); Carolinian (21); Palauan (223); Samoan (12). In SY91-92, CFA students were 3.5% of the enrollment in the Chamorro Studies program.

Table 35
New Entrants to Guam DOE from Compact of Free Association States, School Years 1986 through 1990

| State of Origin | 1986 | 1987 | 1988 | 1989 | 1990 |
|-----------------|------|------|------|------|------|
| Yap | 5 | 5 | 13 | 25 | 28 |
| Chuuk | 10 | 38 | 96 | 124 | 186 |
| Pohnpei | 1 | 11 | 27 | 53 | 65 |
| Kosrae | 0 | 0 | 2 | 4 | 6 |
| Marshalls | 2 | 2 | 8 | 8 | 15 |
| TOTAL | 18 | 56 | 146 | 214 | 300 |

Source: Shafer, 1991, p. 62

Language(s) Other Than English (LOTE) Program. Students are identified as LOTE through a process that includes the following sequential steps.

1. Self-identification via the Home Language Survey. In the Home Language Survey, the student (or his/her family) indicates one or more language other than English used regularly in the home.

2. Students thus identified are tested, in English, with an instrument known as the Language Assessment Scales (LAS; De Avila and Duncan, 1977). Scores on the LAS range from zero (no comprehension or production of English) to five (proficiency in comprehension and production.)

3. Students with a score of less than 3 on the LAS are candidates for LOTE classes.

Table 36 shows a district summary, by ethnicity, of students receiving LOTE and Special Education service in school year 1992. Although nearly 57% of the school population is identified as having a LOTE, only 7.5% are served by LOTE programs.

Data on DOE students who use a language other than English are shown by school in Table 37. From this table it can be seen that the impact of Compact immigration is greater in some schools, notably Harmon Loop, M.U. Lujan, J. Q. San Miquel, and Yigo Elementary, Dededo and Untalan Middle, and George Washington (GW), JFK, and Simon Sanchez High schools. The concentration of CFA students is also higher at some schools: 17% of the student body at Harmon Loop; 7% at GW.

The succeeding pie charts (Figures 7 through 10) graphically present the district summaries for LOTE service populations by ethnicity. These show that CFA students are 7.49% of the students identified as LOTE and 16% of those with a score of 3 or lower on the LAS. CFA students are also 31% of those enrolled in LOTE programs and about 10% of those enrolled in both LOTE and special education programs. CFA students are over-represented at all these levels of LOTE service.

Table 36
District Summary of LOTE Students by Enrollment in Services, School Year 1992

| District Summary | Total CFA | Total Filipino | Total Other Asian | Palauan | Carolinian | Chamorro | Other | Total District |
|------------------|-----------|----------------|-------------------|---------|------------|----------|-------|----------------|
| 1 or More LOTE | 1229 | 5128 | 580 | 450 | 43 | 8007 | 993 | 16430 |
| LAS Tested | 1201 | 4144 | 467 | 399 | 45 | 6975 | 1006 | 14237 |
| LAS 3 Or Less | 1009 | 2050 | 270 | 199 | 26 | 2329 | 423 | 6306 |
| In LOTE Program | 677 | 561 | 189 | 71 | 9 | 544 | 121 | 2172 |
| In LOTE and SpEd | 14 | 21 | 6 | 3 | 3 | 75 | 20 | 142 |

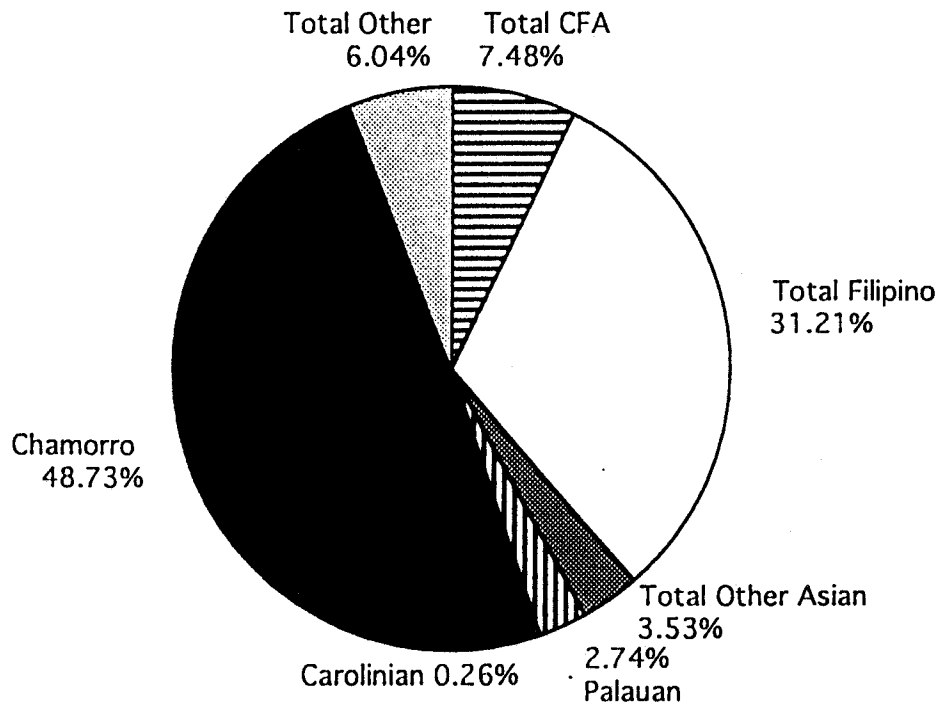


Figure 7. Language distribution of Guam DOE students with Language Other Than English, 1992.

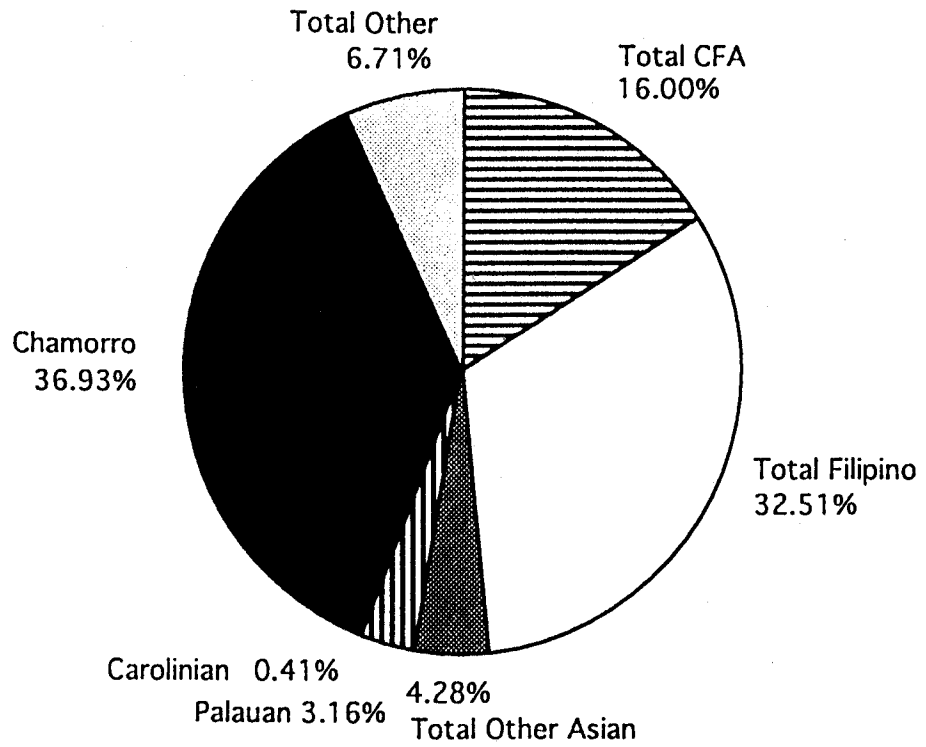


Figure 8. Language distribution of Guam DOE students with a LAS score of 3 or less, 1992.

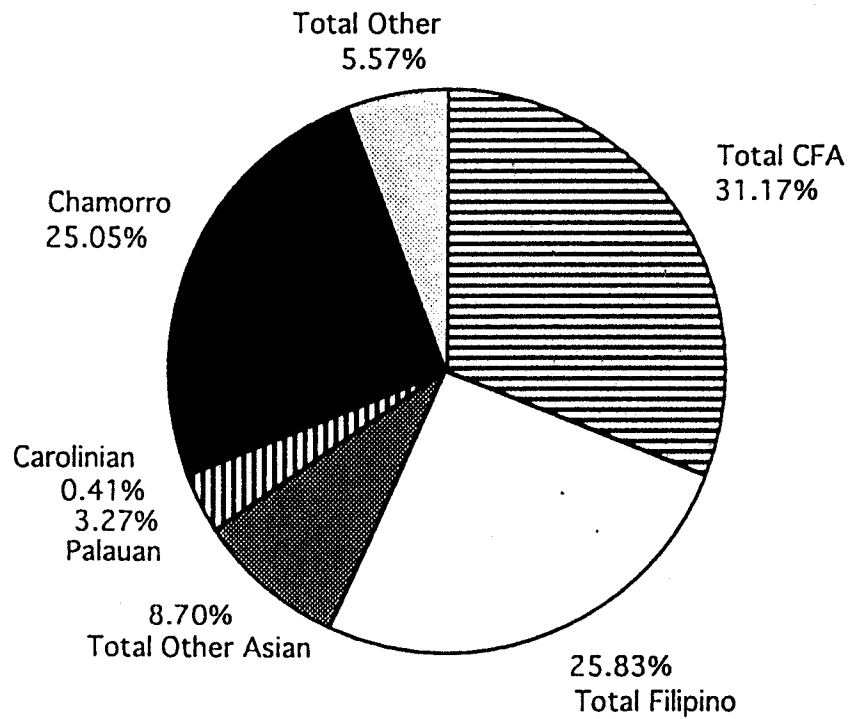


Figure 9. Language distribution of Guam DOE students who are in the LOTE programs 1992.

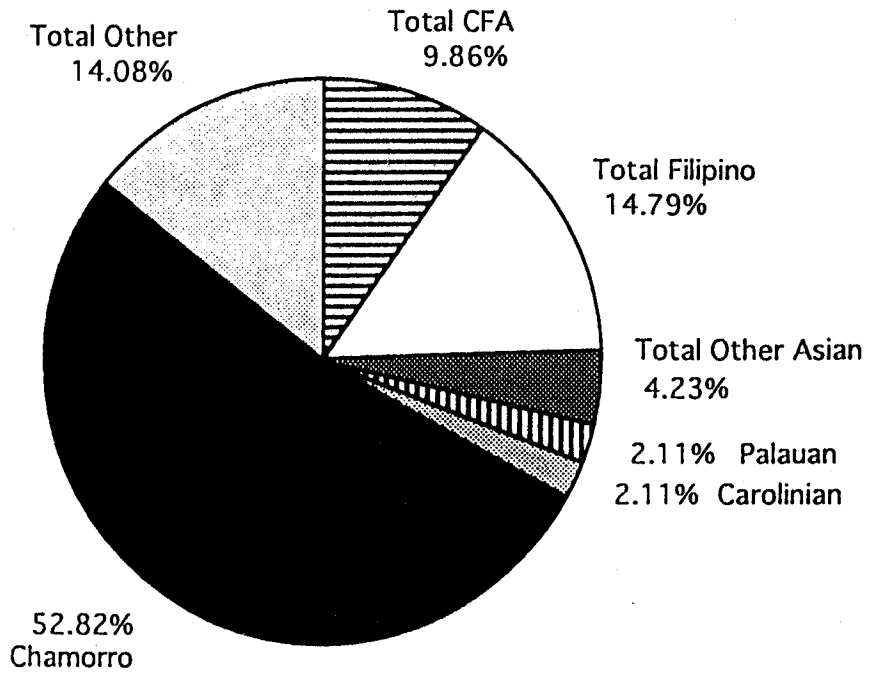


Figure 10. Language distribution of Guam DOE students who are in LOTE and Special Education Programs, 1992.

Guam Community College

Enrollment figures for GCC are provided in Table 38. Overall, the figures show a decline in CFA student enrollment from 1987 to 1989, with a slight recovery in 1989-1991. The 1991 increases in proportion in post-secondary education and total GCC enrollment result from a decrease in the total school population rather than an increase in the number of CFA students.

GCC Apprenticeship Training Program. In SY 1992-93, 29 (14.43%) of the 201 apprentices in the program were from CFA states. An additional 5 (2.5%) were from Palau.

GCC Cooperative Education Program. Under the MOC/GCC Consortium Agreement, the GCC Cooperative Education Program assists 29 students from MOC for a period of two years. All the students in this program are from the FSM.

GCC Financial Aid. The GCC Financial Aid Office assists in making higher education accessible by providing money for tuition, book, and living expenses to students, based on need. Thirty-seven of the 58 recipients of aid in SY92-93 were from the CFA states.

GCC Women's Resource Center. The GCC Women's Resource Center serves about 300 people per year. No clients are from the CFS states.

Table 38
Guam Community College Fall Enrollment, School Years 1986 through 1992

| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 |
|-------------------------------|--------|--------|--------|--------|--------|--------|
| Vocational High School | | | | | | |
| Total | 1025 | 1073 | 1092 | 1102 | 1044 | 948 |
| CFA | 4 | 7 | 12 | 10 | 15 | 13 |
| CFA % of Total | 0.39% | 0.65% | 1.1% | 0.91% | 1.44% | 1.37% |
| Adult High School | | | | | | |
| Total | 161 | 150 | 134 | 217 | 204 | 232 |
| CFA | 9 | 17 | 20 | 15 | 22 | 25 |
| CFA % of Total | 5.50% | 11.33% | 14.93% | 6.91% | 10.78% | 10.78% |
| PostSecondary | | | | | | |
| Total | 1879 | 1818 | 1970 | 2163 | 2178 | 2001 |
| CFA | 279 | 238 | 221 | 226 | 181 | 181 |
| CFA % of Total | 14.85% | 13.09% | 11.22% | 10.45% | 8.31% | 9.05% |
| GCC--Total | | | | | | |
| Total | 3065 | 3041 | 3196 | 3482 | 3426 | 3181 |
| CFA | 292 | 262 | 253 | 251 | 218 | 219 |
| CFA % of Total | 9.53% | 8.62% | 7.92% | 7.21% | 6.36% | 6.88% |

Source: Office of the Governor, 1992 Compact Impact Report, Table 7.

University of Guam

Enrollment data for UOG are provided in Table 39. These figures show a steady and marked decline in CFA student enrollment from the signing of the Compact through 1991. In 1992 there was an 8% increase in CFA student enrollment over 1991, though this is only a small increase in the CFA proportion of total enrollment. An additional small increase was seen in CFA enrollment in spring 1993.

Table 39
CFA Proportion of University of Guam Fall Enrollment, School Years 1986 through 1992

| | 1986 | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 |
|-------------|--------|-------|-------|-------|-------|-------|-------|
| Total | 2656 | 2210 | 2098 | 2385 | 2591 | 2966 | 3192 |
| CFA | 358 | 207 | 156 | 162 | 123 | 107 | 116 |
| CFA/Total % | 13.48% | 9.37% | 7.44% | 6.79% | 4.75% | 3.58% | 3.63% |

Compiled from 1991 GAER Table 24 and 26; 1992, University of Guam

University policy allows admission of students regardless of English proficiency and assists students in learning English through a multifaceted, multi-level remedial program, English 085 (EN085). Students who are not proficient in English must obtain a passing grade in EN085 before enrolling in credit-bearing academic courses. Wylie's study (1993) of the 47 EN085 classes at UOG in spring 1992 reveals that 458 students were enrolled in the remedial English program. Two hundred seventy-five (about 60%) of them participated in a survey conducted by the Division of English and Applied Linguistics. Of these, 31 (less than 7% of EN085 enrollment and about 11% of those surveyed) were from the CFA states: one from the RMI and 30 from the FSM.

Department of Vocational Rehabilitation (DVR)

DVR's clients are individuals that have a physical or mental disability. In FY92 DVR served 300 clients; four of them (1.33%) were from the FSM. In FY93 DVR has 7 clients from the FSM.

What impact has the Compact of Free Association had on the mission statement of the agency or its office(s)? (Rank from 0 to 5, or Slight, Moderate, Great)

Table 40 shows the level of impact of CFA immigration on the educational agencies, as identified by the agencies.

Table 40
Impacts of Compact on Education Agency Mission

| Agency | Level of Impact | | | | |
|---|-----------------|-------------|---------------|---|------------|
| | 0 None | 1 Slight | 2 Moderate | 3 | 4 Great |
| Private Schools | | x | | | |
| Guam Department of Education | | | | | x |
| Chamorro Studies | | | | | x |
| LOTE | | | | | x |
| Guam Community College | | | | x | |
| Apprenticeship Training Program | | | | | x |
| Financial Aid | | | | | x |
| Cooperative Education | | | | x | |
| University of Guam | | | | | x |
| Department of Vocational Rehabilitation | x | | | | |

How long has impact been felt?

Guam's education agencies estimate the period of impact as follows: Guam DOE, since Compact, 1986 (Planning, Research and Evaluation); LOTE Programs, since 1986; Pupil Personnel, since 1989-90; Guam Community College, since 1989-90; Apprenticeship Training

Program, since 1990-91; Financial Aid, 1991; Cooperative Education, 1991; University of Guam, since Compact, but especially since 1987.

Has the immigration created a demand for a change in the extent, quantity and/or the type of service offered by the agency?

If it has, does the demand affect the quantity and quality of service provided to long-term residents? Has it displaced them?

For quantity and extent of service, public elementary and secondary educational agencies have had to respond to the demands of an increase in population and an increased need to equalize the educational opportunity for all students through the provision of special services, especially language assistance. This has resulted in the development of a district-wide LOTE program. Specific adjustments of agencies are outlined in Table 41. Agency representatives believe quality of service has not been affected.

One UOG respondent indicated an additional impact on the Western Pacific region. Because of declining enrollment, there will be fewer college-educated people in an increasing population.

Table 41
Summary of Changes in Quantity, Extent, and Type of Service Due to Compact Impact

| Agency / Program | Quantity, Extent, Type of Impact |
|---|---|
| Guam Department of Education LOTE Programs | Increased enrollment, increased staff Development of LOTE programs: all schools will have them in SY93 Possible displacement of local LOTE children |
| Pupil Personnel | No change |
| Guam Community College Apprenticeship Training | Taxing of staff tolerance levels Need to assist with transportation |
| University of Guam | Educating fewer people from these states Higher percentage (90% CFA vs. 65% local students) in developmental math and English programs |
| Division of Vocational Rehabilitation | Required by law to explain program to clients in the language most understood by them |

In the DOE LOTE programs CFA students are over-represented (3 times their representation in the general population) and slightly over-represented in the combination of LOTE and special education programs. In the LOTE programs, Dr. Jeffrey Shafer considers that

the CFA students do displace local children from this service; a LOTE representative did not indicate local displacement.

By contrast, only 31 CFA student were identified in a survey of 275 students enrolled in the UOG equivalent of LOTE classes. A total of 458 students were enrolled in the University remedial English program in spring 1992.

How many employees does the agency have (Non-CFA/CFA)?

Table 42 indicates a low proportion of CFA employees in the education sector on Guam. The Chamorro Studies Program employed 85 teachers in spring 1993. Most are from Guam or the Philippines. Eight CFA staff members were identified in the private schools (including 3 CFA personnel in the Catholic system). One hundred seventy-six staff were identified for the private schools, not including the total for the Catholic schools. Staff includes only teachers at some schools, all the staff at others.

Table 42
Frequency of CFA Employment in Education Agencies

| Agency | Number of Employees | |
|------------------------|------------------------|----------------|
| | Total | CFA |
| Guam DOE | 3946/2103 ¹ | 7 ² |
| Guam Community College | 239 ³ | 4 |
| University of Guam | 330 ⁴ | 7 ⁵ |

¹ Guam DOE Personnel Office: Guam DOE currently has 3946 FTEs. Of these, 2103 are teachers and 1833 are other personnel--administrators, maintenance, clerical, etc. In addition, the department employs 550 substitute teachers.

² Figure provided by one CFA teacher; there may be more.

³ Budgeted in P. L. 20-41

⁴ Budgeted in P. L. 21-42

⁵ Provided by UOG Personnel Office--Work Study students as of June 1993

Relationships between clients and agency, co-workers, and workers and supervisors.

Characterize the relationship (Negative, Neutral, Positive, then explain)

Responses are: Negative or Negative to Neutral, DVR; neutral, GCC Cooperative Education, Apprenticeship Training (This is not an issue, as the focus of the program is individualized.); positive, DOE LOTE and Pupil Personnel, GCC Financial Aid, UOG.

Is effort expended to reach target groups via outreach programs and/or to meet affirmative action goals?

DOE has published a handbook for teachers on The Pacific Student which provides cultural, linguistic, and educational insights to assist teachers in reaching CFA students and their families. For fall 1993, social workers are in place in schools with large CFA populations as part

of a family outreach program. Further, DOE plans outlined in the Territory of Guam Educational Impact Plan, dated June 1992, and federally funded with \$592,000 in December 1992, indicate that

1. Head Start materials will be translated "into various Micronesian languages" (p. 4);
2. Aides will be recruited for the LOTE classrooms (p. 6-7);
3. LOTE staff development measures will be taken (p. 9-11).

GCC established a new position, Campus Life Coordinator, under the Title III grant to improve delivery of services to the student population. The Campus Life Office has developed The Island Book to facilitate CFA student adaptation to life in Guam. This book addresses some of the most common problems encountered by students from outside of Guam, particularly the rest of Micronesia, both on and off campus.

UOG representatives identified several efforts that target the immigrant community: Upward Bound, recruitment in regional high schools, and the independent degree programs. In Fall 1993, UOG is also initiating a Master's degree in Micronesian Studies. At least two CFA professionals are among the new hires for SY93-94.

Bridging--Is there anyone in your agency who knows/understands any of the cultures or languages of CFA? Which culture or language, and the basis of knowledge?

The educational institutions all have personnel and students from the CFA states.

Perceptions and Problems

A number of questions address the perception of the CFA immigrants and perceptions of problems resulting from the immigration to Guam. They are as follows:

Do language problems or cultural/psychological/social differences exist that affect mission achievement? Explain.

*What are perceptions of the agency or interviewee of CFA citizens as
Potential customers/clients Potential employees
That is, describe an FSM Micronesian of Marshall Islander:*

*What special needs or special problems do CFA citizens pose as
Potential customers/clients Potential employees*

List five things that you consider most important in terms of needs, things CFA clients need to know, or things you would like to change about the CFA clients.

List five things that you consider most important in terms of needs, things CFA employees need to know, or things you would like to change about the CFA employees.

Problems Affecting Mission Achievement

Language problems. Language is considered a problem at all the agencies. DVR has a legal obligation to explain its program in the language best understood by clients.

Cultural and social differences were also noted:

1. Differences in work standards--Apprenticeship Training Program;

2. Guam culture--DOE CS/BB, LOTE;
3. Approach to service program--DVR. DVR attempts to provide the client a comprehensive service program and perceives that CFA clients come for a particular item, such as medical care or a wheelchair; after receiving the item, the client withdraws from the program. In one case, a wheelchair was taken back to Chuuk; DVR is accountable for the chair.
4. Inability to maintain contact with clients--DVR.

Problems with Clients/Employees

As clients or citizens. "Micronesians" and CFA immigrants are viewed as follows:

1. Lacking English skills, perhaps not knowing English as well "as they think they do"--CS/BB, LOTE, GCC, UOG; though some are multilingual--LOTE; need language assistance--more time and more explanation regarding policies, filling out forms, as well as adequate English to compete in Guam society;
2. Lacking in academic preparation--DOE Pupil Personnel, GCC, UOG (re: developmental program enrollment);
3. Orientation and adaptation to Guam/Western culture--need for a mentor or other local support, assistance with culture shock (travel, food, etc.);
4. Individually, polite, passive and bewildered--GCC Financial Aid;
5. Uncooperative with program comprehensive plans--DVR ;
6. Differing greatly across the regional cultures, not all alike--UOG.

As employees.

1. Much needed within the educational system--CS/BB;
2. Differing greatly in job preparation and job management skills--Apprenticeship Training Program; require preparation, education, and training;
3. Knowledge of expectations in the workforce: Standards; phone skills (UOG and GCC noted this); self-starting, self-motivated; appropriate clothing for the workplace;
4. Personal characteristics: More assertiveness; less noise; reduce fighting.

Needs

The most common needs, problems, and things the immigrants need to know or change identified by education agency respondents are as follows:

As clients.

1. Knowledge of the education system requirements on Guam (DOE departments): Law regarding compulsory education, mandatory attendance, age 6 to 16; school registration; supporting documentation, school and immunization records; guardianship and/or power of attorney; academic equivalence by age;
2. English language skills: Communication--GCC Apprenticeship Program; adult literacy--LOTE;

3. Job skills: Work standards; western concept of employment and time/appointments; job expectations; job survival skills; able to use a bus schedule; able to use a phone/pay phone;
 3. Cultural knowledge: Awareness and sensitivity to Guam culture ("Cultural sensitivity is a two-way street." J. Shafer); relate to the local culture; adjustment to local lifestyle;
 4. Knowledge of Guam laws: Orientation to Guam laws; drinking; driving, driver education;
 5. Social/emotional adjustment: Alcohol and drug education, substance abuse; coping with culture shock, depression; suicide prevention; know why they are here, have a purpose; have a link to the broader community; use counseling services at schools (GCC) more;
 6. Living skills (mentioned by UOG and GCC, regarding adult students): How to use a bathroom, not stand on seats, not clog drains; how to use Guam houses (if adults do not learn, children cannot--UOG); health, safety and sanitation standards; personal hygiene; money management and budgeting;
 7. Parental involvement and volunteering in education and the schools;
 8. Vocational and LOTE education for adults;
 9. Maintaining contact and communication with DVR counselors;
- As employees. Vocational and LOTE education for adults

If specific problems/issues exist with regard to serving a CFA clientele or hiring CFA, is there any plan to deal specifically with the immigrant populations and these problems and issues? Or to hire people who can deal specifically with these populations and these problems and issues? (For example, see the next question.)

UOG has a plan to recruit CFA students. GCC has developed and piloted an orientation course for students; Cooperative Education has hired a Pohnpeian as Coordinator for Supplemental Services. DOE/LOTE (per the Territory of Guam Educational Impact Plan) plans for recruiting aides and community liaison workers.

Would it be advantageous to the agency to hire CFA citizens as interpreters, translators, or consultants to assist clientele from these populations? Or to have available a list of names of people who could be called to assist when such help is needed?

Yes--LOTE; List is desirable--DOE Pupil Personnel.

Have any materials been translated?

No translated materials were provided. Guam DOE, however, has had the Home Language Survey and other documents translated for more effective communication with the homes and families of CFA students. The DOE Impact Plan also includes plans for translation of documents for HeadStart.

If nothing is done to deal with problems and issues now, how does the future look?

3 months from now

3 years from now

6 months from now

6 years from now

1 year from now

10 years from now

Agencies responded as follows: DOE LOTE -- Not bright unless something is done in the present; DOE Pupil Personnel -- In 2 to 4 years word will get to the islands: Prepare before coming to Guam; GCC President -- Redefine relationship with other colleges of Micronesia; GCC Apprenticeship Training Program -- Good, if we develop interesting programs, partnerships; make Guam a hub for training; GCC Financial Aid -- If nothing is done, CFA immigrants will be at the bottom of the economy.

Are clients or employees treated differently because they are CFA

For example, if an immigrant needs more help, is that extra help and time given?

Of six responses: No--LOTE, except more time and help are given as needed; GCC Apprenticeship Program; GCC Cooperative Education (students are semi-skilled workers); DVR; UOG. Yes--Pupil Personnel. As needed--GCC Financial Aid.

If you or your agency could get Compact Impact money, how would you use it?

How much would you need?

DOE has already received nearly \$600,000 for expansion of HeadStart and HeadStart outreach, LOTE testing materials, LOTE aides, and LOTE staff development. DOE Pupil Personnel would direct money to an educational campaign in the CFA states regarding the documents needed for the Guam system. UOG has also received CI money; this is directed toward developmental programs in math and English, according to the Vice President for Finance. GCC programs would use CI money in a variety of ways: GCC President: driver education, technical grants to empower CFA community organizations on Guam, outreach programs, peer group development programs, literacy programs, and establish links with the other educational institutions of Micronesia to ease the transfer of students among them. GCC Apprenticeship Program: establish links with other island governments and develop jobs within the islands for apprentices. GCC Financial Aid: a non-profit store for clothing and household goods; education institutional grants of \$40,000. DVR: services outlined in their existing rehabilitation plan.

Summary--Education

The Department of Education, the Guam Community College, and the University of Guam consider the impact of the Compact to be great. DOE and UOG have experienced impacts since the signing of the Compact in 1986. At GCC the impact has been noticed more recently, since school year 1989-90. Impact on DVR and on private schools is negligible.

The impacts on DOE result from: increased enrollment; increased complexity of the linguistic/learning environments of the schools; increased need for and use of special services, and consequently, increased needs for personnel who can meet those needs and supply those services, as well as materials appropriate to the developmental and linguistic needs of the students. Each Compact state has one or more language; some have numerous dialects. The knowledge of English and the educational achievement of students from the FSM and the RMI may differ significantly from grade-level expectations on Guam (Spencer, 1992, provides data on Micronesian literacy, for example.).

The impacts on GCC and UOG are the result of decreased enrollment and low participation in the remedial English program.

Discussion--Education

Impacts in Guam's Educational Environment

The magnitude of the effect of increased enrollment in Guam DOE as a result of Compact immigration is keenly felt. The most obvious effect is the annually larger CFA population in the schools. Less obvious, though, are the increased complexity in the language environment of the classrooms and the disparity between educational experience and expectations of the immigrant and the long-term resident populations.

The data presented in this report, particularly in Table 37, show some of the linguistic complexity: numbers of different languages and their speakers recorded in individual schools in SY92. The data do not show, however, the linguistic complexity that may exist within a single classroom. Because each of the CFA states has its own language, and several states have more than one language and several dialects, the linguistic environment of the classroom is complicated by the addition of not two languages, but many languages. For instance, while a person may be Chuukese (by state of origin), s/he may speak Lagoon Chuukese, Mortlockese, or Puluwatese. Someone from Pohnpei may speak Pohnpeian, Nukuorese, or Kapingamarangi, the latter two being Polynesian rather than Micronesian languages, to name just a few possibilities.

Nor do the data show as clearly as they might, as no achievement test results were available for analysis, the disparity between school achievement across linguistic and ethnic boundaries. The difference between the educational experience of children coming from the Marshall Islands and the Federated States of Micronesia and children on Guam has not been analyzed or described in detail. Work conducted at the University of Guam and its Micronesian Language Institute indicates a variety of differences among the region's schools, differences in: curriculum, levels of first and second language literacy, and scholastic achievement (see, for example, Spencer, 1992).

The language and educational needs of CFA students have resulted in increased development of the LOTE programs in DOE over the last three years. More frequent placement

of CFA students in the LOTE programs indicates their scores are lower than those of local children; no test scores were examined in this study, however.

As the agency employment data indicate (Table 42), none of the educational institutions on Guam has sufficient numbers of CFA employees who speak the CFA states' languages to provide adequate first language instruction. There are few personnel who can bridge the gaps of communication and experience between children from the CFA states and a westernized educational system which is the largest of the GovGuam agencies.

And while the Guam DOE has greatly expanded its LOTE programs and UOG has established a Master's degree in English as a Second Language (ESL), the demand for teachers with adequate preparation for teaching ESL or English as a foreign language (EFL) to limited-English proficient (LEP) children and adults remains high. In addition, Guam experiences annual shortfalls of teachers and recruits off-island. Four hundred openings were available at DOE at the the end of school year 1992; in fall 1993, 175 vacancies were still noted. Specialized positions are generally even more difficult to fill.

The history of literacy among all the CFA states is short, and in some states standardization of an orthography is still a matter of debate (Spencer, Woo, and Aguilar, 1990). In those states where orthography has been standardized, few written materials are available. In none of the states or languages is there an adequate body of written and printed data to support K-12 education, especially since the decline of the materials development center at the University of Hawaii with the cessation of federal funding in the early eighties. Because the population of the CFA states is relatively small (in comparison to the U.S., China, or other large political and linguistic entities), between 100,000 and 150,000 people, in seven or eight language groups, printing materials in the multiple languages is expensive. Thus, there is a complex language situation and a real dearth of materials.

The numbers of CFA students on Guam began to increase as the capacity of the existing schools had already been reached. As a result, overcrowding of facilities has become a major issue. The facility shortage has been made more extreme during the natural disasters Guam has experienced in 1992 and 1993 and the budget cutbacks for fiscal year 1994. The number of CFA students in the Guam public schools in 1992 (1242) is large enough to warrant the building of at least one new school.

The magnitude of the effect of decreased college enrollment has been outlined by the UOG Assistant to the President: Although the population of the CFA areas is increasing at a higher rate than that of Guam (2.5% to 3.6% for the Federated States of Micronesia (1988, 1989) versus 2.2% for Guam; each year fewer people receive a college education and the proportion of total college-educated persons in the populations of these areas decreases. The number of CFA immigrants and the rate of immigration to Guam have steadily increased since 1986. The fewer

people who are educated also lowers the level of education on Guam. There are fewer people to teach those who need to be taught -- in Guam and in the home islands -- fewer people to fill skilled and professional jobs, fewer people to meet the demand of the social problems resulting from increased population.

This negative trend is confirmed by data in the 1989 census of Chuuk: "We cannot tell how selective emigration to Guam, CNMI and the United States is affecting the percentages . . . , but it is clear that the young adult population in Chuuk is less well educated than their parents. For example, while 21 percent of the persons 25 to 29 were high school graduates in 1989, more than 28 percent of those 30 to 34 years old were high school graduates. In fact, the percentage graduating from high school is decreasing for the younger ages, rather than increasing. Similarly, while almost 4 percent of the 35 to 39 year olds were college graduates, the percentage decreased to 2.5 percent for those 30 to 34, and only 1 percent for those 25 to 29" (Federated States of Micronesia, 1992, p. 85).

Costs of Education

In terms of costs for elementary and secondary students, the current DOD per pupil cost ceiling (1990-1993) is \$4286 (BOP, 1992, p. 8). The estimated per pupil expenditure cost of education in the mainland U.S. for 1990-91 was \$5243 (Hoffman 1993:3), nearly a thousand dollars more per pupil than the DOD allocation and nearly \$1500 more than the 1990-91 appropriation per pupil on Guam (Ada, Blas, Barcinas and Hutcherson, 1992, Table 29, p. 116) but slightly less than the 1992-93 per pupil cost to DOE of \$5,452 (Office of the Governor, 1993, p. 9). Over the period 1990-1993, the Guam budget (P.L. 20-03, 20-41, 21-03 and 21-43), however, has increased funds for education, particularly Guam DOE.

As a result of increased funding, the student-to-teacher ratio is lower then several years ago. The reduction in this ratio may be necessitated by both the increased linguistic complexity of the student body and the disparity of educational achievement between the immigrant students and the long-term residents. This should be substantiated through additional research.

Despite the reduction of CFA enrollment at UOG, the cost of education has increased, such that the University has sought reimbursement from the federal government for nearly \$1.4M for school year 1991-92, versus \$602K in school year 1988-89, more than double cost for 31% fewer students.

The low numbers of CFA students in private schools are not unexpected. A number of the private school directors indicated first of all that ethnicity was not something examined at their schools. (One principal was overheard asking the office staff if there were any Micronesians at the school and was answered by an employee that she and a young relative enrolled there were both from one of the FSM states.) Secondly, the cost of private-school tuition is probably

prohibitive for many in the immigrant community. Accommodation of CFA students in ESL or other tutorial classes occurs, with no major impacts on the private schools.

Second Language Acquisition

It is not the purpose of this survey to provide extensive bibliographies of any of the major topics covered herein. However, as all the education agencies identified language as an aspect of behavior that affects their delivery of service to the immigrant communities, it seems beneficial to examine at least some data that have been collected in theoretical and empirical studies of second language acquisition and bilingualism.

On page 19 of this section, under the discussion of Problems with Clients, representatives of DOE, GCC, and UOG indicated the CFA immigrants are lacking English skills, perhaps not knowing English as well "as they think they do," although some are multilingual, and that they need language assistance: more time and more explanation regarding policies, filling out forms, as well as adequate English to compete in Guam society. The immigrant students are also seen as lacking in academic preparation. These evaluations of the CFA students' general grasp of English and their preparation for the academic environment of Guam's high schools, GCC, and UOG are consistent with current second-language acquisition theory, which is supported by empirical data.

Jim Cummins (1984--a summary volume, with multiple references to earlier work) has explained language proficiency in terms of basic interpersonal skills (BICS) and cognitive academic language proficiency (CALP). When related to context (on a continuum from embedded to reduced, or concrete to abstract) and cognitive demand (ranging from undemanding to demanding, or easy to difficult), BICS and CALP explain several observed language (acquisition) behaviors: Students acquire peer-appropriate second language (L2) conversational skills sooner than peer-appropriate academic language proficiency because of the greater number of cues to meaning embedded in face-to-face interactions. The more L2 language education is based on what the student knows from experience outside the classroom, the more successful it will be. "The more context-embedded the initial L2 input, the more comprehensible it is likely to be, and paradoxically, the more successful in ultimately developing L2 skills in context-reduced situations" (Cummins, 1984:141). While phrased more abstractly, this statement reiterates Modiano's (1966) finding that first language (L1) literacy education was more successful than L2 literacy education for children first acquiring literacy.

Cummins goes on to explain that for the English data he reviewed "immigrant students require, on the average, 5-7 years to approach grade norms in L2 academic skills, yet show peer-appropriate L2 conversational skills within about two years of arrival" (1984:149). Thus, it is possible for the CFA immigrants to feel that they know English quite well, and in fact they do --

in terms of everyday experience -- to encounter academic language difficulties, especially at the high school level.

Needs and Solutions

In education, as in the health care agencies, the greatest perceived needs among the immigrant population are language and communication skills and adaptation to life on Guam. Each educational agency offered specific educational solutions: increased LOTE and vocational training, specific immigrant assistance education, such as driver training, how to live in Guam's houses--for UOG and GCC students as well as for parents of children in DOE, and drug and alcohol education.

An effort must be made to direct existing assistance to the greatest areas of need and to determine whether existing Compact funding has been directed toward those areas. For example, Guam DOE is addressing education at the Head Start level in its current plan. A clear need at the preschool level is not seen in the data gathered in this survey, however. Specific programs at schools with sizable populations and sizable concentrations of CFA students (Harmon Loop, Price, San Miquel, Wettengel, Yigo, Dededo Middle, Untalan Middle, George Washington High, JFK High, and Simon Sanchez High) might be considered.

Although the AVP for Finance at UOG indicated that Compact funding is directed to the remedial program there, only 31 CFA students (out of a total of 275 surveyed and 458 enrolled) were counted in the EN085 survey. Unless a specific program for CFA students is developed or in place for EN085, this may not be the best application of Compact funds.

To the advantage of everyone--local students, local government, and CFA immigrant population, specific federal grants should be sought for the special population needs of Guam.

All this is not to say that nothing is being done or has been done. Programs are in place and under development not only to ease impacts of Compact immigration but also to facilitate normal operations.

The Guam DOE Research, Planning and Evaluation section has in place for secondary schools and in planning stages for elementary schools a local area network for communication and reporting school census data and monthly reports. The Home Language Survey has been translated into several of the Micronesian languages. Together with registration data, the language data provide important information about the CFA immigrant population. Effective data collection and reporting procedures are necessary. Should Palau pass a Compact of Free Association with the U.S. in its November 1993 election, the Guam DOE may see an influx of Palauan students. Baseline data on current Palauan enrollment should already be available as a baseline for comparison in the event such a new Compact impact occurs.

The Guam DOE has initiated, for Fall 1993, a Family Outreach program. A social worker is available in schools with concentrations of CFA immigrant students to assist with communication and outreach between the schools and the community.

Guam DOE continues to make strides in expanding its curriculum, as in the adoption of an integrated curriculum for the K-3 levels, and has restructured at least one of its schools for more effective teaching at this level. Methods, tested to be effective in language teaching elsewhere, have been incorporated into teaching here: total physical response, the natural approach, and whole language approaches.

The UOG Master's degree programs in Teaching English to Speakers of Other Languages (TESOL) and in Micronesian Studies are also designed to meet a regional need. The Family English Literacy Program at UOG's Micronesian Language Institute is a three-year Title VII grant (begun in 1992) designed to assist families of Chamorro, Palauan, and Chuukese students who might be at risk.

Public Safety

What is the stated goal or mandate of the agency?

What is the mission to be accomplished or the service provided by the agency?

Guam Police Department

The purpose of the Guam Police Department (GPD) is to serve and protect all the people of Guam, and to enforce law, peace and order. The GPD is an individual's first encounter with, and the entry point to, the legal system.

Superior Court of Guam

The purpose of the Superior Court of Guam is the administration of justice in criminal and civil matters. Additional services include preventative programs.

Public Defender Service Corporation

The purpose of the Public Defender's office is to provide legal representation for indigent persons charged with crimes, misdemeanors, or felonies, within the Territory of Guam.

Department of Youth Affairs

The Department of Youth Affairs (DYA) provides Guam's correctional institution for persons under the age of 18.

Department of Corrections

The Department of Corrections (DOC) provides Guam's correctional institution for adults and for juveniles tried as adults.

Department of Commerce, Division of Customs and Quarantine

The Division of Customs and Quarantine offers protective services to Guam in several areas: protection against importation of illicit drugs, protection of agricultural development against contaminated products, and assistance in maintaining a healthy economy.

Guam Fire Department

The Guam Fire Department (GFD) provides life and fire safety to the people of Guam. GFD is responsible for the overall prevention, rescue, suppression and extinguishing of fire and the protection of life and property in those emergencies. Other GFD programs include fire prevention inspections, fire investigations, enforcement of fire laws, fire safety and training programs, search and rescue, and coordinated emergency medical services (ambulance service).

Civil Defense/Guam Emergency Services Office

The mission of the Civil Defense/Guam Emergency Services Office (CD/GESO) is to develop and coordinate Territorial plans and programs for response and recovery in the event of natural or human-caused disasters and emergencies. CD/GESO coordinates personnel and resources to alleviate suffering and property loss in such events. This includes emergency plans, interagency plans, and procedures for emergency response. Its responsibilities include comprehensive emergency management, administering hazard mitigation, emergency preparedness, and disaster response and recovery programs.

Red Cross

Red Cross assists in alleviating suffering in the aftermath of disasters. Under its Emergency Food and Shelter Program, the Red Cross assists with emergency food, rent, and utility(ies) for those who qualify.

Who are the clients?

Number of clients served by agency (total/CFA/non-CFA)

Guam Police Department

All the people of Guam, residents and visitors are potentially clients of the GPD. Individuals become actual clients of the GPD when they place a call for GPD service or are the subject of a call for GPD service. Those arrested are a subset of clients.

A call for service is defined as a call to the department for service from an officer or officers. The subject of the call (which may or may not be a valid offense) may range from disagreements among neighbors, simple mischief or behavior out of control, motor vehicle accidents, crimes against property, or violent crimes. As Table 43 shows, the number of calls for service and the number of arrests in both the general population and the FSM (the majority CFA immigrant population) immigrant population have increased annually over the period of 1989 through 1992. The proportion of FSM offenses has also increased annually for the same period. By 1992 it had more than doubled the 1989 rate. For both offenses and arrests, the FSM share exceeds the CFA share of the 1990 population of Guam, 2.16%. The data also suggest a greater likelihood of arrest for the immigrant than the general populace.

Table 43

Frequency and Proportion of FSM Offenses and Arrests, Fiscal Years 1989 through 1992

| | 1989 | 1990 | 1991 | 1992 |
|---|--------|--------|--------|--------|
| Total Service Calls (Offenses) | 11914 | 13261 | 13568 | 14051 |
| FSM Offenses | 719 | 1165 | 1513 | 1890 |
| FSM offenses/Total offenses% ¹ | 6.03% | 8.79% | 11.15% | 13.45% |
| Total Arrests | NR | 2682 | 2765 | 2943 |
| FSM Arrests | 328 | 466 | 471 | 434 |
| FSM arrests/Total arrests% ¹ | --- | 17.38% | 17.03% | 14.75% |
| Total Arrests/Service Calls | --- | 20.22% | 20.37% | 20.95% |
| FSM Arrests/Service Calls | 45.62% | 40% | 31.13% | 22.96% |

Source: Guam Police Department Planning and Research Section

¹CFA percentage of Guam's total population in 1990 was 2.16%; FSM percentage in 1990 was 2.11%; see Table 4.

The frequency and proportion of arrests of CFA immigrants from pre-Compact to 1992 is shown in Table 44. These data show an increasing trend in both the frequency and proportion of CFA arrests for the period 1985 through 1992. A marked increase can be seen in 1988 and another (exaggerated perhaps by the gap in data) in 1990. A small decline is seen in 1992. The second highest total of arrests per fiscal year in Guam occurred in 1987, when the proportion of FSM arrests was less than half the current rate.

Table 44

Frequency and Proportion of Micronesians and CFA Arrests, 1985 through 1989*

| Arrests by Year | 1985 ¹ | 1986 ¹ | 1987 ¹ | 1988 ¹ | 1989 | 1990 | 1991 | 1992 |
|---------------------------|-------------------|-------------------|-------------------|-------------------|------------------|------------------|------------------|------------------|
| Total Guam | 2098 | 2011 | 2909 | 2810 | NR | 2682 | 2765 | 2943 |
| Micronesians ² | 238 | 260 | 508 | 628 | 561 | NR | NR | NR |
| CFA | 75 ¹ | 70 ¹ | 195 ¹ | 317 ¹ | 332 ³ | 466 ³ | 471 ³ | 444 ⁴ |
| FSM | 74 | 69 | 195 | 315 | 328 | 466 | 471 | 434 |
| Marshalls | 1 | 1 | 0 | 2 | 4 | 0 | 0 | 10 |
| CNMI ¹ | 58 | 57 | 128 | 82 | 13 | NR | NR | NR |
| Palau ¹ | 105 | 133 | 185 | 229 | 216 | NR | NR | NR |
| M ² /Total % | 11.34 | 12.93 | 17.46 | 22.35 | -- | | | |
| CFA/Total % | 3.57 | 3.48 | 6.70 | 11.28 | -- | 17.38 | 17.03 | 15.09 |
| FSM/Total % | 3.53 | 3.43 | 6.70 | 11.21 | -- | 17.38 | 17.03 | 14.75 |

Sources: ¹ Slavitt, 1989, Office of the Governor, 1989, pp. 17-19;² Micronesians: The term includes all island groups represented in the data: FSM, Marshalls, CNMI, and Palau.³ Office of the Governor, 1992, p. 31⁴ Office of the Governor, 1993, p. 32

The annual Uniform Crime Report for Guam summarizes data on index crimes--offenses that are used to measure the extent, fluctuation, and distribution of crime within a particular political entity. These offenses are grouped into two categories: Category 1 (Violent crime): murder, rape, robbery, and aggravated assault; and Category 2 (Property crime): burglary, larceny-theft, motor vehicle theft, and arson. The index crimes offenses for Guam for calendar years 1986 through 1992 are reported in the 1991 and 1992 Uniform Crime Report (Table 45).

Table 45
Guam Uniform Crime Rate Offenses, Calendar Years 1986 through 1992

| Type of Crime | 1986 | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 |
|-----------------------------------|------|-------|-------|-------|-------|-------|-------|
| Category 1--Violent Crimes | | | | | | | |
| Murder | 10 | 10 | 15 | 14 | 10 | 10 | 11 |
| Forcible Rape | 106 | 125 | 77 | 72 | 90 | 84 | 115 |
| Aggravated Assault | 101 | 124 | 140 | 142 | 234 | 160 | 273 |
| Robbery | 60 | 70 | 38 | 39 | 44 | 64 | 87 |
| Category 2--Property Crimes | | | | | | | |
| Burglary | 839 | 1060 | 1021 | 906 | 925 | 774 | 946 |
| Larceny Theft | 2038 | 2469 | 2553 | 3093 | 3344 | 3302 | 3629 |
| Auto Theft | 271 | 169 | 187 | 269 | 337 | 412 | 480 |
| Arson | 38 | 24 | 31 | 36 | 16 | 8 | 10 |
| Total UCR Offenses ¹ | 3463 | 4152 | 4162 | 4571 | 5000 | 4816 | 5551 |
| Total Offenses, Guam ¹ | 9380 | 10630 | 11756 | 12020 | 14212 | 13349 | 14102 |

Sources: Guam Police Department, 1991 Crime in the U.S. Territory of Guam Uniform Crime Report; 1992 Crime in the U.S. Territory of Guam Uniform Crime Report

¹Not all totals correspond to the sum of the columnar data per the original documents.

Table 46 provided statistics on offenses and arrests of FSM citizens on Guam during fiscal years 1991 and 1992 for: aggravated assault, rape, simple assault, DUI/DWI, drunkenness, and vandalism. A close examination of these GPD statistics shows that the FSM proportion of these offenses is higher than the FSM proportion of all offenses for the same years (11.15% and 13.45%, respectively; see Table 43), with the exception of disorderly conduct. In all cases, the FSM proportion of these offenses is dramatically higher than the 2.16% CFA representation in the total population of Guam in 1990.

For half of the occurrences listed, the arrest rate for individual offenses exceeds the overall FSM arrest rate for FY 1991 and 1992 (17.03% and 14.75%, respectively; see Table 43), and the arrest rate for FSM citizens is higher than the overall arrest rate for the general populace

(31.1% vice 20.4% for FY 1991 and 22.96% vice 20.95% for FY 1992). Without data on total arrests for the listed offenses, however, it cannot be determined if the arrest rate is always higher for specific types of offenses. In general, arrest rates for violent crimes tend to be higher than for many types of property crime due to the nature of the offenses.

Table 47 shows a high correlation between alcohol and offense rates for selected Micronesian groups. Although data were not available for all segments of Guam society, nor for all the years between 1985 and the present, the 1991 and 1992 UCR data indicate 70% or more of the offenses of murder, robbery, and aggravated assault during calendar years 1988 through 1992 were alcohol or drug related.

Table 46
Frequency of Arrests and Proportion of Offenses for Most Frequent FSM Citizen Offenses and All Offenses, Fiscal Year 1991 and 1992

| | | 1991 | | | 1992 | | |
|----------------------|-------------|-----------|-------------------|-----------|------------------|--------|--------|
| | | Total | FSM | FSM/Tot % | Total | FSM | |
| | | FSM/Tot % | | | | | |
| Aggravated Assault | Offenses | 174 | 67 | 38.5% | 236 ¹ | 162 | 68.6% |
| | Arrests | NR | 19 | -- | NR | 56 | -- |
| | Arrest Rate | -- | 28.4% | | -- | 34.6% | |
| Rape | Offenses | 83 | 15 | 18.1% | 92 ¹ | 28 | 30.4% |
| | Arrests | NR | 10 | -- | NR | 4 | -- |
| | Arrest Rate | -- | 66.7% | | -- | 14.3% | |
| Simple Assault | Offenses | 1426 | 363 | 25.5% | 1282 | 463 | 36.1% |
| | Arrests | NR | 39 | -- | NR | 33 | -- |
| | Arrest Rate | -- | 10.7% | | -- | 7.1% | |
| DUI/DWI | Offenses | 636 | 239 | 37.6% | 774 | 273 | 36.1% |
| | Arrests | NR | 208 | -- | NR | 180 | -- |
| | Arrest Rate | -- | 87.0% | | -- | 65.9% | |
| Drunkenness | Offenses | 77 | 41 | 53.2% | 84 | 48 | 57.1% |
| | Arrests | NR | 33 | -- | NR | 10 | -- |
| | Arrest Rate | -- | 80.5% | | -- | 20.8% | |
| Disorderly | Offenses | 2402 | 188 | 7.8% | 2263 | 239 | 10.6% |
| | Arrests | NR | 31 | -- | NR | 26 | -- |
| | Arrest Rate | -- | 16.5% | | -- | 10.9% | |
| Liquor Law Violation | Offenses | 23 | 11 | 47.8% | 51 | 17 | 33.3% |
| | Arrests | NR | 23 ² | -- | NR | 17 | -- |
| | Arrest Rate | -- | 209% ² | | -- | 100% | |
| Vandalism | Offenses | 2434 | 307 | 12.6% | 2500 | 352 | 14.1% |
| | Arrests | NR | 19 | -- | NR | 16 | -- |
| | Arrest Rate | -- | 6.2% | | -- | 4.5% | |
| All Offenses | Offenses | 13,568 | 1513 | 11.15% | 14,051 | 1890 | 13.45% |
| | Arrests | 2765 | 471 | 17.03% | 2943 | 434 | 14.64% |
| | Arrest Rate | 20.4% | 31.1% | | 20.95% | 22.96% | |

Source: Guam Police Department Planning and Research Section

¹These data differ from those provided in Table 43, which are for the calendar year.

²An error appears in the original data. The numbers may be 11 and 100% because of the nature of the offense.

Table 47
Frequency and Proportion of Alcohol-Related Crimes Committed by Persons from Micronesian Islands, 1985 through 1988

| Country of Origin | 1985 | 1986 | 1987 | 1988 |
|-------------------------|------|------|------|------|
| FSM | | | | |
| Total crimes | 74 | 69 | 195 | 315 |
| Alcohol-related | 62 | 52 | 140 | 274 |
| Percent | 83.5 | 75.4 | 71.8 | 87 |
| Marshall Islands | | | | |
| Total Crimes | 1 | 1 | 0 | 2 |
| Alcohol-related | 1 | 1 | 0 | 2 |
| Percent | 100 | 100 | 0 | 100 |
| Palau | | | | |
| Total crimes | 105 | 133 | 185 | 229 |
| Alcohol-related | 66 | 80 | 106 | 176 |
| Percent | 62.9 | 60.2 | 57.3 | 76.9 |
| CNMI | | | | |
| Total crimes | 58 | 57 | 128 | 82 |
| Alcohol-related | 16 | 30 | 31 | 41 |
| Percent | 27.6 | 52.6 | 24.2 | 50.0 |

Source: Slavitt, 1989; also Office of the Governor, 1989, p. 20

The high percentage of Chuukese in the crime statistics is often specifically noted. This is consistent with the proportion of Chuukese in the total population of FSM immigrants to Guam. Table 48 shows that in both the 1990 U.S. Census and the 1992 Census of Micronesians on Guam, the Chuukese constitute nearly 70% of the immigrant population.

Table 48
Frequency and Proportion of FSM Arrests By State, 1989 Through 1992, Compared to FSM Population on Guam in 1990 and 1992

| | Arrests By FSM State | | | | | | | | FSM Population on Guam | | | |
|---------|----------------------|-------|------|------|------|------|------|------|------------------------|-------|-------------------|-------|
| | 1989 | | 1990 | | 1991 | | 1992 | | 1990 ¹ | | 1992 ² | |
| | # | % | # | % | # | % | # | % | # | % | # | % |
| Total | 328 | 100 | 466 | 100 | 471 | 100 | 434 | 100 | 2808 | 100 | 5995 | 100 |
| Yap | 24 | 7.3 | 37 | 8.0 | 40 | 8.5 | 38 | 8.7 | 199 | 7.09 | 584 | 9.74 |
| Chuuk | 237 | 72.26 | 302 | 65.2 | 315 | 66.9 | 321 | 74 | 1919 | 68.34 | 4129 | 68.87 |
| Pohnpei | 56 | 17.1 | 95 | 20.4 | 99 | 21.0 | 65 | 15.0 | 589 | 20.98 | 1057 | 17.63 |
| Kosrae | 11 | 3.4 | 30 | 6.4 | 17 | 3.6 | 10 | 2.3 | 101 | 3.6 | 225 | 3.75 |

Sources: ¹ 1990 U. S. Census of Population and Housing, Social, Economic and Housing Characteristics, Guam, Table 11.
² Rubinstein 1993, published in the Pacific Daily News, January 9, 1993, p. 4. Numbers are projections based on an estimated two-thirds enumeration.

Data on traffic violations are handled separately from criminal matters. Traffic data collected in this study are insufficient for extended discussion here, with the exception of the data presented on DUI. In 1992 there were 8897 traffic accidents on Guam; 1689 were accidents with injury, with 2550 persons injured and 25 fatalities. Fifteen of the 25 accidents with fatalities were alcohol-related. In the first eight months of 1993 there were more than 25 traffic fatalities. Attributions of ethnicity to accidents and deaths were not available.

Superior Court of Guam

The purpose of the Superior Court of Guam is the administration of justice in criminal and civil matters. Additional service is provided through preventative programs.

The impact of CFA immigration on the court system, according to Judge B. J. Cruz, is great, due to a greatly increased caseload over the past five to six years. The court currently serves between 15,000 and 20,000 persons a year, and the judge estimates a 1% to 2.5% share for CFA clients (One percent is 150 to 200 cases. The judge also indicated that 500 CFA citizens are served per year, which would be 2.5%). A second impact has been created by the need for special care with this portion of the clientele, especially due to language and communication barriers. Communication of complex legal matters can be accomplished through translation and interpretation. Even then, understanding of the complexities of the law cannot be ensured.

Data on ethnicity of clients are not routinely collected: According to the Public Information Officer of the Court, it is not legal, for the sake of protecting everyone from discrimination, to ask an individual's ethnicity. However, data in the 1992 Compact Impact report included information on ethnicity (Office of the Governor, 1992: Table 15, p 37 shows the Department of Law, Prosecution Division, handling 358 CFA cases out of 2983 (12% of caseload) in FY 1989 and 430 out of 3308 cases (13% of caseload) in FY 1990). The Public Defender indicated that the court now holds special hearings for all Chuukese defendants to save time and maximize use of a single translator. In addition, the court advertised for interpreters in 1990 and again in 1993; this indicates the court is aware of and notes such things as language and cultural differences. Data presented in Table 49 show the increased caseload for the Superior Court over the past 5 years. The increase in caseload of 1992 over 1988 is 51.96%. The numbers of employees and the budget have not increased by an equal rate over the same time period.

Table 49
Superior Court Caseload

| Type of Case | Cases Filed | | | | |
|------------------------------|-------------|-------|--------|--------|--------|
| | 1988 | 1989 | 1990 | 1991 | 1992 |
| Criminal--Total | 703 | 1222 | 961 | 1571 | 2324 |
| Felony | 196 | 339 | 214 | 269 | 403 |
| Misdemeanor | 507 | 883 | 747 | 1302 | 1921 |
| Adoption | 104 | 103 | 111 | 77 | 87 |
| Child Support | 1 | 1 | 1689 | 1308 | 1196 |
| Civil Suit | 1288 | 1280 | 1140 | 1454 | 1979 |
| Domestic | 1997 | 1756 | 1509 | 1156 | 1214 |
| Juvenile Division | 316 | 230 | 411 | 388 | 355 |
| Juvenile Special Proceedings | 691 | 746 | 808 | 945 | 825 |
| Land Registration | 28 | 39 | 20 | 14 | 30 |
| Probate | 195 | 340 | 353 | 305 | 237 |
| Special Proceedings | 274 | 286 | 292 | 268 | 287 |
| Small Claims | 1571 | 1717 | 1478 | 2352 | 2361 |
| TOTAL | 7167 | 7720 | 8772 | 9838 | 10895 |
| Increase over previous year | | 7.72% | 13.63% | 12.15% | 10.74% |

¹Child Support was transferred to the Court from DPHSS in 1990.

Public Defender Service Corporation

The clients of the Public Defender's office are those persons whose income is low enough that they cannot afford to hire a private attorney for representation in civil and criminal matters. The Public Defender indicated that the office serves between 10,000 and 12,000 clients. No specific breakdown on ethnicity of clientele is available, but the Public Defender estimated that CFA immigrants are about 10 percent of the clients. Of these, the majority, he estimates, are Chuukese, while the smallest number are the Marshallese.

A 10% share of the Public Defender's clientele, which equals 1000 to 1200 clients, is a significant statistical over-representation of CFA immigrants for this service (in comparison to the 2.16% CFA representation in the general population in 1990).

Department of Youth Affairs

The Department of Youth Affairs (DYA) has had fewer than 10 CFA clients in the last four years (1989-1992), each under DYA care for one week or less.

Department of Corrections

The DOC's clients are sentenced adults and juveniles tried as adults, those pending trial, and federal arrestees. In addition to the Adult Correctional Facility (ACF) in Mangilao, DOC is responsible for a unit for female prisoners, Guam's off-island inmates, the Community

Corrections Center, the Territorial Detention Center, and for casework and counseling and parole services.

The population (by headcount) at the ACF in March 1993 was 183, 119% of its capacity of 154 persons. Two additional sentenced prisoners were at the Detention Center. There are seven (7) female inmates, and 42 inmates are held off island, bringing the total for adult inmates to 234. The Detention Center held the two sentenced persons and 65 detainees.

In August 1993, the headcount at DOC had reached 207, and the facility was declared to be in a state of emergency.

No count of CFA inmates was provided by DOC in their survey response. Of the CFA detainees, the DOC Director considered the majority to be from Chuuk.

Table 50, however, which presents DOC data for 1989 through 1992 extracted from Guam's 1992 Compact Impact report (Office of the Governor, 1993, Table 14, p. 34) do not show a preponderance of Chuukese at DOC. The highest percentage of Chuukese among the CFA citizens at DOC is shown in 1989, with declining numbers and rates since (5 out of 7 or 71% of the CFA in 1989 declining to 4 out of 18 or 22% in 1992). Data on detainees, including those for DUI, were not available. The DOC Director indicated that CFA citizens pose no special problems that differ from those of the general DOC population.

Table 50
Frequency and Proportion of CFA Inmates at Guam's Adult Correctional Facility, 1989 through 1992

| | 1989 | | 1990 | | 1991 | | 1992 | |
|----------------|---------|-------------|---------|-------------|---------|-------------|---------|-------------|
| | Inmates | Inmate Days | Inmates | Inmate Days | Inmates | Inmate Days | Inmates | Inmate Days |
| Total Guam | NR | 35000 | NR | 75000 | NR | NR | 172 | 62780 |
| Average Census | NR | | 143 | | 160 | | 172 | |
| CFA | 7 | 1392 | 3 | 687 | 8 | 2087 | 18 | 2931 |
| Yap | 1 | 365 | 2 | 671 | 2 | 730 | 5 | 616 |
| Chuuk | 5 | 662 | 0 | 0 | 2 | 335 | 4 | 110 |
| Pohnpei | 0 | 0 | 1 | 16 | 4 | 1021 | 4 | 1103 |
| Kosrae | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 10 |
| Marshalls | 1 | 365 | 0 | 0 | 0 | 0 | 3 | 1092 |
| CFA/Total % | -- | 4% | -- | .9% | -- | -- | 10.5% | 4.7% |
| CFA/Avg % | -- | | 2.1% | | 5% | | 10.5% | |

Source: DOC, BOP

Department of Commerce, Division of Customs and Quarantine

Clients of Customs are domestic and international passengers at points of entry to Guam. Statistical data on arrivals are collected by the Guam Visitors Bureau: In 1992, among the 876,000 visitors to Guam there were 21,456 Micronesians, slightly less than 2.5% of arrivals.

Guam Fire Department

All people of Guam are potential clients of the GFD. No breakdown of service provided to specific ethnic groups was available.

Civil Defense/Guam Emergency Services Office.

All the residents of Guam are potential clients for CD/GESO. During 1992, however, CD/GESO provided assistance during Guam's numerous typhoons, especially in the aftermath of Typhoon Omar. Camp Omar provided emergency housing during seven weeks of September and October 1992.

Of the 1341 persons in Camp Omar, records indicate 1112, or about 83%, were from CFA states. A group of these, 1009 from the FSM, 5 from the RMI, and 67 Palauans, stayed in the camp for most of the seven weeks of its operation.

Red Cross

The Red Cross Emergency Food and Shelter Program clients are homeless persons and those suffering from financial strains. The program receives 7 to 8 clients per day; personnel estimate that roughly half of them are people from the CFA states.

What impact has the Compact of Free Association had on the mission statement of the agency or its office(s)? (Rank from 0 to 5, or Slight, Moderate, Great)

Table 51 summarizes the level of impact of CFA immigration on the public safety agencies, as identified by the agencies.

Table 51
Impact of Compact on Public Safety Agency Mission

| Agency | Level of Impact | | | | |
|---|-----------------|-------------|---|---------------|--------------|
| | 0 None | 1 Slight | 2 | 3 Moderate | 4 5 Great |
| Guam Police Department | | | | | x |
| Department of Youth Affairs | x | | | | |
| Department of Corrections | Not identified | | | | |
| Public Defender Service Corporation | | x | | | |
| Superior Court of Guam | | | | x | |
| Department of Commerce, Division of Customs and Quarantine | x | | | | |
| Guam Fire Department | | x | | | |
| Civil Defense/Guam Emergency Services Office | Not identified | | | | |
| Red Cross Emergency Food & Shelter Program | x | | | | |
| | | | | | x |

How long has impact been felt?

Agencies that identified an impact indicated the dates of initial impact listed as follows: Guam Police Department--1989, when current Planning staff arrived here; Superior Court of Guam--1987 to 1988; Neither the Public Defender nor the Red Cross identified a date of impact. However, a Criminal Justice professor indicated that impacts have been felt on Guam since the signing of the Compact.

How many employees does the agency have (Non-CFA/CFA)?

Numbers of employees are summarized in Table 52 for the agencies that provided data. DOA handles hiring for all the GovGuam public safety agencies.

Table 52
Frequency of CFA Employment in Public Safety Agencies

| Agency | Number of Employees | |
|---|---------------------|----------------|
| | Total | CFA |
| Guam Police Department | 535 | 0 |
| Department of Youth Affairs | NR | 0 |
| Department of Corrections | 275 (53 vac) | NR |
| Public Defender Service Corporation | 40 | 0 |
| Superior Court of Guam | 300 | 0 ¹ |
| Department of Commerce, Division of Customs and Quarantine | 70 est | NR |
| Guam Fire Department | 2 | 2 |
| Civil Defense/Guam Emergency Services Office | 6 ³ | 0 |

¹The court has advertised for translators/interpreters; these are not full-time positions.

²Written response indicates employees born in Chuuk, Palau, Saipan, and Philippines; no numbers are provided.

³The office has few employees; all others operate under contracts for services.

The Court, Civil Defense, and GPD are all EEO employers. Only GPD stated any goals to hire CFA citizens. The Court budget has not been expanded to include any full-time positions, though a need for interpreters who speak languages of the CFA states has been advertised in the local paper. In addition to being overcrowded, the DOC is understaffed.

Relationships between clients and agency, co-workers, and workers and supervisors.

Characterize the relationship (Negative, Neutral, Positive, then explain)

Because there are no full-time employees in the public safety agencies, this question is not discussed. Relationships with clients are discussed under other questions.

Is effort expended to reach target groups via outreach programs and/or to meet affirmative action goals?

Representatives of the GPD have made one trip to the FSM. No outreach program or recruiting program has been put into effect by GPD or any other public safety agency.

Bridging--Is there anyone in your agency who knows/understands any of the cultures or languages of CFA? Which culture or language, and the basis of knowledge?

None of the public safety agencies has full-time employees or directors who know the languages, cultures, or traditional legal systems of the FSM and RMI. Persons from the Court, GPD, and CD/GESO have traveled in the other islands for either business or personal enjoyment.

Translators/interpreters employed by the court probably have such knowledge. Legal personnel responding to the survey indicated persons with this knowledge are needed, at least as translators and consultants, in the court system.

Perceptions and Problems

A number of questions address the perception of the CFA immigrants and perceptions of problems resulting from the immigration to Guam. They are as follows:

Do language problems or cultural/psychological/social differences exist that affect mission achievement? Explain.

*What are perceptions of the agency or interviewee of CFA citizens as
Potential customers/clients Potential employees
That is, describe an FSM Micronesian or Marshall Islander:*

*What special needs or special problems do CFA citizens pose as
Potential customers/clients Potential employees*

List five things that you consider most important in terms of needs, things CFA clients need to know, or things you would like to change about the CFA clients.

List five things that you consider most important in terms of needs, things CFA employees need to know, or things you would like to change about the CFA employees.

Problems Affecting Mission Achievement

Language problems. Language and understanding of complex legal thought and principles affect delivery of legal services.

Cultural and social differences. A difference in work attitudes was specifically mentioned.

Problems with Clients/Employees

As clients / citizens. "Micronesians" and CFA immigrants are viewed as follows: Wonderful, beautiful individuals, but wholly unprepared for life on Guam; people like the rest of us -- some good, some not so good; lacking in understanding of the legal system; tend to become confused during disasters.

As employees . Views were: Lacking in education, especially in legal matters, and unaware of the value of education; affected by lack of adequate transportation; having language and communication problems; lacking appropriate identification.

Needs

As clients/citizens.

1. Education, and the importance of education, for advancement and to take advantage of opportunities and for coping with the modern, Western world
2. Understanding of American laws and the legal system, including the need to carry valid identification
3. Awareness and education about alcohol and its effects
4. Communication skills
5. Transportation, availability thereof, getting a valid driver's license within 30 days of arriving in Guam, and improving driving ability/skills
6. Awareness and respect for local laws, customs, cultures
7. In Camp Omar, one of the greatest difficulties for camp personnel was lack of a head of household to manage and interact with authorities on behalf of a household and ensure that everyone received his/her fair share of resources
8. Willingness to change lifestyle: change assaultive behaviors, integrate with local communities, and break down cultural isolation

As employees.

1. Improved communication skills
2. Understanding of the legal system

If specific problems/issues exist with regard to serving a CFA clientele or hiring CFA, is there any plan to deal specifically with the immigrant populations and these problems and issues? Or to hire people who can deal specifically with these populations and these problems and issues? (For example, see the next question.)

The court would like to hire but has no money budgeted for this. The CPD representative also stated the department would like to hire.

Would it be advantageous to the agency to hire CFA citizens as interpreters, translators, or consultants to assist clientele from these populations? Or to have available a list of names of people who could be called to assist when such help is needed?

Three respondents associated with the court viewed this as desirable. The police department does not, as the matters dealt with by the department are considered to require close control. Civil Defense also considers interpreters important; they report having had no difficulty obtaining one when needed.

Have any materials been translated?

The DUI information booklet has been forwarded to the Guam Bureau of Planning for translation. Civil Defense has translated emergency documentation into Chamorro, Japanese, Korean, and Chinese. They also expressed interest in translation into the other Micronesian languages. In addition, in typhoons after Typhoon Omar (August 28, 1992) radio announcements were occasionally made in a language other than English (Chinese, Japanese, and Korean; per telephone call to K-57 Radio, 9/27/93.) Thus far, none of the CFA languages has been used.

If nothing is done to deal with problems and issues now, how does the future look?

3 months from now

3 years from now

6 months from now

6 years from now

1 year from now

10 years from now

One respondent sees little difference. A second sees an increase in the crime rate over the short term followed by gradual adjustment to local conditions. A third sees a possible backlash in the job market, making Guam a less attractive place for the immigrants.

Are clients or employees treated differently because they are CFA?

For example, if an immigrant needs more help, is that extra help and time given?

Yes, in the legal system, these clients take more time. The GPD indicates that it responds to situations rather than people. Civil Defense treats all clients equally; the nature of their work requires this.

Possible solutions if CFA is a problem?

Two efforts toward solutions have been put into effect by the Superior Court.

1. Pacific Judicial Council, composed of the Chief Justices of each of the island states and nations of the region, including Palau. Thus far, the council has requested the Guam Bureau of Planning to translate the DUI booklet and has asked the assistance of the other states in translating other relevant materials.

2. The Council has initiated an effort to compile all major court decisions that affect all or parts of Micronesia and is examining alternative ways of handling legal issues (problems of jury selection in small societies, mediation, and alternative sentencing.)

If you or your agency could get Compact Impact money, how would you use it?

How much would you need?

Of the seven public safety agencies surveyed, five responded to this question.

1. DOC, for staff raises.

2. A law professor, for education on the law.

3. Three respondents, to hire someone who knows the languages and cultures of the CFA, and preferably the legal systems of the region, as translators and interpreters. 4. The

Court has a substantial number of documents that need to be translated and interpreted for more effective interaction with CFA clients.

5. Liaison office for education in the areas of immigrant needs and available resources on Guam.

6. Legislation to "keep track" of the CFA population on Guam.

No costs were delineated.

Summary--Public Safety

Impacts of Compact immigration have been experienced by the Superior Court of Guam since 1987-1988. Impacts on the GPD have been recorded by the Planning and Research Section there since 1989. The impacts are Moderate to Great for the Police Department, the Superior Court, and the Red Cross (Table 51). In addition, although the Public Defender considers impact on that agency to be slight, the CFA immigrant population is over-represented for this service.

The impacts consist primarily of increased numbers of clients creating demands for agency services. The demands have not been matched by increases in personnel or funding to meet the specific needs of the immigrant population.

The greatest problems in providing service to the CFA immigrants are related to language and understanding of Guam's culture, laws, and the operation of its legal system. Two aspects, carrying identification and use of alcohol, were specifically noted. A specific solution has been initiated by the Superior Court of Guam through the Pacific Judicial Council, a council composed of the Chief Justices of each of the island states of the region. The Council has requested translation of the Guam DUI booklet, has requested assistance of the other states in translating materials, has initiated compilation of major court decisions that affect Micronesia, and is examining alternative ways of dealing with legal issues.

Discussion--Public Safety

Terminology in Data Collection: Who is Micronesian?

In the Public Safety sector, as in other areas of Guam society, there is confusion in use of the terms "Micronesian" and "Compact Impact." A report on "Micronesians" as a "Compact problem" at the Guam Press Club in April 1989 by then acting Chief Sgambelluri reflects this confusion (Slavit 1989). In this report there is blurring of distinctions between the groups included in the categories. The data from the report (see Table 44) included Palauans, Marshallese, and Northern Mariana islanders as well as persons from the FSM. Only FSM and Marshallese citizens who have entered Guam since the signing of the Compact of Free Association in 1986 can be associated with Compact problems. Thus, while Table 44 shows the percentage of Micronesian crimes on Guam (for 1988) to be 22.35%, only slightly more than half of that -- 11.28% -- actually refers to Compact states.

Reporting on Micronesians should clarify, repeatedly, who those Micronesians are. If Micnesian is used to refer to all inhabitants of the islands of Micronesia, including Guam, then Guam crime rates truly reflect a "Micnesian" crime problem. If the term is used to describe persons from all islands of Micronesia except Guam, that should be so stated. Impacts of the Compact, however, refer only to Marshallese and FSM Micnesians entering Guam or the U.S. since the signing of the Compact.

Discrimination and Stereotypes

Lack of complete information make it difficult, if not impossible, to assess the current impact of the Compact on the public safety agencies and the criminal justice system on Guam. Information such as victimization profiles, numbers of offenses per offender, recidivism, number of prosecutions, number of convictions, type and length of sentencing would yield a more nearly complete picture. Consistent data for the entire period 1985 through the present are also needed. In some cases, earlier data are desirable, as the incidence of some crimes has declined. A clearer picture of arrest rates by ethnicity and type of crime is also needed. Because data provided for the annual impact report are calculated for the fiscal year (1 October through 30 September) and data for the UCR are calculated for the calendar year, there is a potentially great factor for confusion.

In actuality, a fair report of public safety data on Guam should delineate all major ethnic groups on Guam, such as those categories used in the 1990 U.S. census. The data can then be viewed as a whole, for the benefit of all residents of and visitors to Guam. Data from 1992 forwarded by the GPD Planning and Research Section to the Bureau of Planning indicate the victims of CFA offenders crimes are more likely to be other CFA citizens or ethnics: 690 of 786 victims (roughly 88%). The GPD is also beginning to track repeat offenders. Efforts of increased professionalization, including moving toward department certification, are evident in the GPD.

Reduction of the numbers of traffic accidents and alcohol-related highway deaths is the goal of a zero-tolerance surveillance program of the Guam Police Department. The current program provides for frequent sobriety checkpoints and allows for impoundment of vehicles. Breakdowns of traffic offenses by age and ethnicity of offenders might make it easier to define appropriate education and and rehabilitation programs for offenders.

Issues of ethnicity are particularly sensitive in the public safety and criminal justice agencies. This sensitivity has been heightened by two recent events: the false arrest and incarceration of two CFA immigrant males in a robbery case and the death of a young immigrant male after release from detention at DOC. The latter had been arrested by the Guam airport police and assaulted by two DOC employees. The two DOC employees may face prosecution; one has currently fled Guam (Whaley, 1993, September 22).

Issues of ethnicity also raise the possibility of discussion of words with negative connotation such as *discrimination* and *stereotypes* and heighten what Anderson (1988:30) calls "an almost furtive sense of privacy" fostered by the criminal justice system. Actually, these two terms are frequently raised in discussions of criminal justice systems (Bernasco and van Schie, 1989, Trojanowicz and Dixon, 1974, Walker 1985). Bernasco and van Schie begin an article on "Ethnic Stereotypes and Police Law Enforcement Practices" (1989:156) with, "Discrimination against minority groups is a major social issue in most countries and its consequences are felt throughout society." In a review of the relationship American police forces with minorities, Trojanowicz and Dixon (1974: 80) define a minority group as follows: "A minority group in its broadest sense includes race, ethnic origin, religion, and economic status. It is, in other words, any group of persons having common life-styles, values, goals, or status."

The most common forms of discrimination by law enforcement officers and criminal justice systems, in comparable circumstances, include:

1. more frequent stopping of members of ethnic minorities
2. more frequent arrest of minorities once stopped
3. more frequent forwarding of minorities to trial
4. harsher sentencing for minorities

Historical and empirical studies confirm, by and large, that this pattern holds. Trojanowicz and Dixon, outlining the treatment of Blacks, Hispanics, Irish, Germans, Poles, Italians, Asians, Jews, students, gangs and strikers in U.S. history, trace the same patterns. In laboratory experiments, where little diagnostic information--such as only a picture -- is available to the subjects, stereotypic reactions to minorities are easily activated. In real-life police situations, where more information becomes available as an investigation proceeds, decisions are influenced by law rather than stereotypic response; data gathered in the U.S. and the Netherlands are consistent in this regard (Bernasco and van Schie, 1989: 164-165). The consistency of results surprised these researchers as the U.S. has a longer history of and a greater mix of ethnic diversity. In other research reported on by Walker (1985: 208), the high rate of Black prisoners in the U.S. is also attributed to arrest patterns, though he points out that this is a complex issue.

Stereotypes serve a cognitive function for everyone, assisting with the categorization of persons, objects and experiences. In police activity, where decisions must often be made quickly, stereotypes can be easily relied on. And in most countries, ethnic stereotypes "are supported by official criminal statistics, demonstrating a higher incidence of officially registered criminal behavior by members of ethnic minorities. These statistics may be seriously biased by selective processing in the law enforcement system" (Bernasco and van Schie, 1989: 157). As Walker suggests, however, arrest patterns are extremely complex, and the statistics may also suggest a

strong bias against crimes committed by lower-class persons, crimes of poverty rather than of race or ethnicity (1985:208).

Agencies with little or no reported impact

Two public safety agencies did not identify an impact from the Compact, and several more indicated that the impact is slight.

It is not clear why there is little impact on the DYA, when the Chief of Police expresses concern over a rise in youth crimes among the immigrant community, though small numbers of CFA clients (10 over 4 years, each for brief duration) substantiate this minimal impact.

Little or no data are available from the Guam Fire Department, the Department of Corrections, the court and legal system, Civil Defense, and the Red Cross. Data that focuses on agency activity with respect to ethnic group served should be collected.

The Court Information Officer indicates it is not legal to ask for questions about ethnicity. However, the Court is aware of ethnic and language differences, as indicated by the advertisement for interpreters and translators, the scheduling of Chuukese hearings on the same date, and the work of the Pacific Judicial Council to establish a link between island legal and justice systems and Western jurisprudence. In addition, information supplied by the Public Defender's office indicate the CFA immigrant population is statistically over-represented among indigent clientele, and data in the 1991 Compact Impact report (Office of the Governor, 1992, p. 37) attribute 12% of the caseload of the Department of Law, Prosecution Division, in FY 1989 and 13% in FY 1990 to CFA cases.

Problems of facility overcrowding and other issues may overshadow ethnicity at the Department of Corrections. Issues of language, treatment, and rehabilitation appear to recede by comparison. That does not decrease their ultimate importance.

Similarly, while the Customs Division reports little impact of the CFA immigration, a UOG administration representative indicated that their unfriendly and unhelpful treatment at the airport (which may be either the Guam Airport Authority or Customs) is a frequent subject of essays written by CFA students.

Lack of Personnel/Funds

Nearly every public safety agency, by their own evaluation, would benefit from budgetary and personnel increases.

Particularly visible in the lack of personnel is the absence of any CFA personnel in the public safety agencies. While it can be argued that for some professional positions requiring long periods of training, no appropriately trained persons from the CFA states reside in Guam, for other positions the actual training is provided in Guam, for example at GCC. No active recruiting programs have been visibly publicized.

While public enforcement programs are being carried out, public information programs are not visible: For example, where does one find out upon arrival in Guam that his/her driver's license must be exchanged for a Guam license within 30 days? How can ordinary people find out about the laws of Guam without breaking them?

Transportation and Employment

What is the stated goal or mandate of the agency?

What is the mission to be accomplished or the service provided by the agency?

Transportation

The Guam Mass Transit Authority (GMTA), mandated by P.L. 15-92, is the public transportation system for the island of Guam. Transportation services are provided to the people of Guam by M's Marketing under contract with Gov Guam.

Employment--Public Sector

U. S. Social Security Administration

This office provides U.S. Social Security Administration (federal) services locally.

Department of Labor

Bureau of Labor Statistics. The Bureau of Labor Statistics (BLS) conducts research and collects and analyzes the labor statistics relative to Guam's market conditions. Among its other tasks, the Bureau conducts an annual census of Guam's business establishments each year during the month of March.

Guam Employment Service (GES). The GES of the Guam Department of Labor is tasked with the planning, organization, development, management, promotion, implementation, and coordination of labor exchange, manpower development programs and related services and activities as provided by the Wagner-Peyser Act of 1933 and amended by P.L. 97-300, the Job Training Partnership Act. The GES is the equivalent of a state employment office.

Agency for Human Resource Development (AHRD)

The purpose of the AHRD is to provide training to economically disadvantaged youth and adults. Among AHRD services are two job programs funded under Title II. The Title IIA program provides training for the economically disadvantaged and those with barriers to employment (handicaps or incomplete schooling); funding is predominantly federal. Title IIB provides for the federally funded Summer Youth Employment and Training Program for economically disadvantaged youth (aged 14 to 21).

Department of Revenue and Taxation

The Department of Revenue and Taxation (Rev and Tax) is tasked with the assessment, collection and accounting of tax revenues for Gov Guam and the administration of all Guam tax codes.. Additional activities include the regulation of insurance and banking, alcohol and beverage control, highway safety inspection, motor vehicle registration and licensing, the regulation of corporations and business licensing.

Motor Vehicle Division. The Motor Vehicle Division administers Title 16 of the Guam Code, providing the means for GovGuam to record and track the records of vehicle and driver licenses of operators.

Department of Administration

The Department of Administration (DOA) provides administrative services to GovGuam through the work of six divisions: Accounting; Data Processing; Personnel Management, which handles job applications and other personnel matters; Training and Development, which assists all Gov Guam officers and employees to enhance and increase employee performance and efficiency; General Services Agency, which handles procurement and supply, warehousing, donation of surplus, and records management services to agencies and departments of Gov Guam; Housing Management, which administers the Government-owned rental units and provides maintenance services for the government-owned housing units (See section on Housing).

Who are the clients?

Number of clients served by agency (total/CFA/non-CFA)

Transportation

GMTA clients are the people of Guam; more particularly, they are the people of Guam who use public transportation. Total ridership (including transfer fares) for calendar year 1992 was 120,325 persons, or an average of about 10,000 persons per month. No separate statistics are collected on ethnicity.

Employment--Public Sector

U. S. Social Security Administration

Clients of the Social Security office relevant to this study are persons who need to obtain a Social Security number. This includes local residents and their minor children as well as anyone else who wishes to seek employment on Guam.

Department of Labor

Bureau of Labor Statistics. The clients of the BLS are the Department of Labor and Gov Guam. However, the Bureau reports current labor statistics for the entire island.

In March 1992, 69,627 persons were employed on Guam; 2761, or 3.97%, of them were identified as from the CFA states. Table 53 summarizes total employment data for Guam for

1988 through 1992. Table 54 shows GovGuam employment while Table 55 presents private employment data over the same period. Citizenship of CFA states has been recorded since 1988 to assess the impact of the Compact of Free Association. As can be seen by comparing the tables, CFA immigrants form a larger part of the private sector workforce (5.47%) than of the public sector (0.17%). The greatest numbers of CFA immigrants are employed in three areas: services, retail trade, and construction.

Guam Employment Service (GES). Since April 1989 GES has presented a series of programs for enhancing job skills. Participation by numbers of visits (not number of clients) is shown in Table 56. Local costs for CFA participation constitute only 6% of the total program costs although CFA participation is higher than representation in the general population.

Table 53
Employment in Guam by Citizenship, Visa, and Micronesian Island Categories, 1988 - 1992

| | 1988 1992 | 1989 | 1990 | 1991 | |
|--------------------------------|--------------|--------|--------|--------|-----------------|
| U.S. | 37,328 | 39,294 | 42,118 | 44,748 | 48,616 |
| Permanent Resident Alien | 7701 | 7977 | 8155 | 8819 | 10,189 |
| H-1 (Temporary/Professional) | -- | -- | -- | 132 | 325 |
| H-2 (Temporary/General Labor) | 1089 | 1830 | 3349 | 4786 | 6529 |
| L-1 (Intra-Company Transfer) | 346 | 488 | 439 | 593 | 677 |
| E-1 (Company trades with U.S.) | 54 | 41 | 60 | 55 | 52 |
| E-2 (Investor in company) | 164 | 199 | 215 | 236 | 298 |
| CFA States (Total) | 600 | 1271 | 1361 | 1917 | 2761 |
| Marshalls | 23 | 25 | 43 | 30 | 45 |
| Kosrae | 59 | 163 | 122 | 90 | 143 |
| Pohnpei | 87 | 225 | 248 | 396 | 500 |
| Chuuk | 348 | 701 | 800 | 1210 | 1778 |
| Yap | 83 | 157 | 148 | 191 | 295 |
| Unclassified CNMI | 81 | 112 | 122 | 51 | -- ¹ |
| Unclassified Palau | 135 | 162 | 149 | 274 | -- ¹ |
| Total | 47,560 | 51,459 | 56,129 | 61,726 | 69,627 |
| CFA % of Total | 1.26% | 2.47% | 2.42% | 3.11% | 3.97% |

Sources: Department of Labor, Annual Census of Establishments, March 1988, 1989, 1990, 1991, 1992, Table 2 of each report.
¹In 1992 these employees are reported by visa or citizenship category.

Table 54
Government of Guam Employment by Citizenship, Visa, and Micronesia Island Categories, 1988 through 1992

| | 1988 | 1989 | 1990 | 1991 | 1992 |
|-------------------------------|--------|--------|--------|--------|--------|
| U.S. | 9773 | 9692 | 10,734 | 11,306 | 12,216 |
| Permanent Resident Alien | 460 | 712 | 407 | 477 | 400 |
| H-1 (Temporary/Professional) | -- | -- | -- | 2 | 7 |
| H-2 (Temporary/General Labor) | 0 | 0 | 1 | 0 | 0 |
| CFA States (Total) | 83 | 91 | 56 | 28 | 21 |
| Marshalls | 3 | 5 | 3 | 4 | 2 |
| Kosrae | 8 | 13 | 10 | 2 | 5 |
| Pohnpei | 20 | 19 | 11 | 5 | 5 |
| Chuuk | 49 | 46 | 25 | 17 | 9 |
| Yap | 3 | 8 | 8 | 0 | 0 |
| CNMI | 1 | 5 | 17 | 2 | --* |
| Palau | 48 | 51 | 35 | 67 | --* |
| Other (Visa) | 10 | 1 | 27 | 11 | 64 |
| Total | 10,375 | 10,552 | 11,278 | 11,893 | 12,708 |
| CFA % of Total | 0.8% | 0.86% | 0.5% | 0.24% | 0.17% |

Sources: Department of Labor, Annual Census of Establishments, March 1988, 1989, 1990, 1991, 1992, Table 2 of each report.

Table 55
Private Employment by Citizenship, Visa, and Micronesia Island Categories, 1988 through 1992

| | 1988 | 1989 | 1990 | 1991 | 1992 |
|--------------------------------|--------|--------|--------|--------|--------|
| U.S. | 20,713 | 22,859 | 24,681 | 26,966 | 29,470 |
| Permanent Resident Alien | 6968 | 6975 | 7478 | 8078 | 9512 |
| H-1 (Temporary/Professional) | -- | -- | -- | 130 | 318 |
| H-2 (Temporary/General Labor) | 1088 | 1830 | 3348 | 4786 | 6529 |
| L-1 (Intra-Company Transfer) | 345 | 488 | 438 | 593 | 677 |
| E-1 (Company trades with U.S.) | 50 | 41 | 60 | 55 | 52 |
| E-2 (Investor in company) | 164 | 199 | 215 | 236 | 298 |
| CFA States (Total) | 511 | 1174 | 1297 | 1881 | 2719 |
| Marshalls | 20 | 20 | 40 | 26 | 39 |
| Kosrae | 50 | 149 | 111 | 86 | 136 |
| Pohnpei | 66 | 205 | 235 | 390 | 494 |
| Chuuk | 297 | 653 | 773 | 1189 | 1767 |
| Yap | 78 | 147 | 138 | 190 | 283 |
| Unclassified CNMI | 72 | 100 | 104 | 42 | --* |
| Unclassified Palau | 86 | 110 | 110 | 207 | --* |
| Others | 40 | 67 | 121 | 103 | 93 |
| Total | 30,041 | 33,843 | 37,852 | 43,077 | 49,668 |
| CFA % of Total | 1.7% | 3.47% | 3.43% | 4.37% | 5.47% |

Sources: Department of Labor, Annual Census of Establishments, March 1988, 1989, 1990, 1991, 1992, Table 2 of each report.

Table 56
CFA Proportion of Services and Cost of Services Provided by Guam Employment Service

| Program Guam Cost | Services Share of | | CFA % of Total | Cost/ Visit | Total CFA Program Cost | Guam Share of Total Cost | |
|---------------------------|----------------------|------|-------------------|----------------|---------------------------------|--------------------------------|-----------|
| | Total | CFA | | | | | |
| April 89 -- January 90 | 4268 | 775 | 18.16% | \$75.72 | \$436,293 | 28.4% | \$16,236 |
| January 90 -- December 90 | 7529 | 1123 | 14.92% | \$74.42 | \$560,281 | 44.55% | \$37,232 |
| January 91 -- June 91 | 3616 | 240 | 9.4% | \$80.16 | \$241,141 | 45.0% | \$12,285 |
| July 91 -- September 91 | 1115 | 218 | 19.55% | \$149.17 | \$166,321 | 45.0% | \$14,634 |
| October 91 -- June 92 | 6912 | 542 | 7.8% | \$72.19 | \$498,963 | 45.0% | \$17,607 |
| July 92 -- September 92 | 1328 | 270 | 20.3% | \$126.63 | \$168,167 | 45.0% | \$15,386 |
| Total | 24,768 | 3268 | 13.2% | \$96.38 avg | 1,854,166 | | \$113,360 |

Source: Guam Employment Service

Agency for Human Resource Development

The Title IIA program provides training for the economically disadvantaged adults and those with barriers to employment (handicaps or incomplete schooling). The Summer Youth Employment and Training Program serves economically disadvantaged youth (aged 14 to 21). Participation in the Title programs is delineated in Table 54. From 1989 through 1991, CFA immigrants are statistically over-represented in the Title IIA program. Average CFA representation in the Summer Youth program is consistent with CFA proportions of the Guam population, but slightly higher in 1991.

Revenue and Taxation

Revenue and Taxation's (Rev and Tax) service of relevance to impact of the Compact is income tax as Rev and Tax processes the income taxes of every citizen, individual and corporate. No data on ethnicity of taxpayers and no data on CFA employees' tax contributions to Guam were available to this study. The estimates of income tax returns to be filed in 1991, 1992, and 1993 were calculated on the basis of 6.5% growth per annum to be 61,381, 65,370 and 69,619, respectively. The two years that show the greatest increase in numbers filing income tax are 1985 (13%) and 1990 (14% at preliminary count). The 1985 figure cannot be attributed to effects of the compact, though part of the increase in 1990 may result from the new immigration. The Rent Tax representative indicated CFA immigrants are viewed as a potentially heavy tax burden because of their low income levels.

Table 57
Frequency and Proportion of CFA Enrollees in Title II Programs, 1989 through 1991

| | Title IIA Enrollment | | | Title IIB Enrollment | | |
|-------|----------------------|-----|----------------|----------------------|-----|----------------|
| | Total | CFA | CFA % of Total | Total | CFA | CFA % of Total |
| 1989 | 400 | 22 | 5.5% | NR | 1 | -- |
| 1990 | 358 | 13 | 3.6% | 449 | 5 | 1.1% |
| 1991 | 266 | 17 | 5.9% | 402 | 16 | 4% |
| Total | 1024 | 52 | 5.1% | 851 | 22 | 2.6% |

Source: Office of the Governor, 1992, Table 39, p. 60

Table 58
Income Taxes Processed, Collected, Refunded

| Year | Income Tax Returns Processed | Tax Receipts | Tax Refunds | \$ Refunds w Interest |
|------|------------------------------|---------------|-------------|-----------------------|
| 1988 | 48,226 | \$150,913,542 | 36,282 | \$29,010,693 |
| 1989 | 50,696 | \$222,265,315 | 41,972 | \$40,333,875 |
| 1990 | 57,635p | \$290,922,189 | 44,834 | \$22,131,124 |
| 1991 | 61,381est | \$321,484,575 | NR | NR |

Source: Department of Revenue and Taxation Annual Report 1990 and Annual Report Statistical Supplement 1991, Tables 1, 2, 4 and 7

p = preliminary count; est = estimate

Motor Vehicle Division. The Division's clients are taxpayers 16 years old or older who own/operate motor vehicles and who have fulfilled the minimum requirements as set forth by law. Total active driver's licenses issued and vehicle registrations for fiscal years 1988 through 1992 are shown in Table 59. From 1990 to 1991, the increase in licensed drivers is nearly 40%. The increase in registered vehicles is roughly 10,000 per year over the period. Data on ethnicity of licensed drivers and registered owners are not currently available.

Department of Administration

The clients of DOA are other agencies, departments, employees, and applicants for employment with GovGuam.

What impact has the Compact of Free Association had on the mission statement of the agency or its office(s)? (Rank from 0 to 5, or Slight, Moderate, Great)

Agency representative evaluations of the impact of Compact immigration on the agency mission is identified in Table 60. No displacement of service is observed by the agencies. At

GES, where the impact is great, the CFA immigrants are seeking different types of jobs than local long-term residents; therefore, no competition for service is seen.

Table 59
Driver and Vehicle Licenses, Fiscal Years 1989 through 1992

| | Driver's Licenses | Licensed Vehicles |
|------|-------------------|-------------------|
| 1988 | 34,560 | 79,808 |
| 1989 | 34,712 | 89,860 |
| 1990 | 40,783 | 100,796 |
| 1991 | 57,083 | 110,257 |
| 1992 | NR | 110,800 |

Source: Division of Motor Vehicles

Table 60
Impacts of Compact on Transportation and Employment Agency Mission

| Agency | Level of Impact | | | | |
|---------------------------------------|-----------------|----------------|----------------|---|------------|
| | 0 5 None | 1 Slight | 2 Moderate | 3 | 4 Great |
| GMTA, M's Marketing | | | x | | |
| Social Security Administration | NR | | | | |
| Department of Labor | x | | | | |
| Guam Employment Service | | | | | x |
| Agency for Human Resource Development | | | x | | |
| Revenue and Taxation | x | | | | |
| Motor Vehicle Division | | | x | | |
| Department of Administration | | x ¹ | x ¹ | | |

¹DOA computer processing is affected somewhat by increases in the number of recipients of public assistance at DPHSS and by housing maintenance (see section on housing).

How long has impact been felt?

Agencies that identified an impact indicated the dates of initial impact as follows: GMTA, M's Marketing, since obtaining the transportation contract, after 1987; Department of Labor, Guam Employment Service, since 1986; Agency for Human Resource Development, since 1989; Revenue and Taxation, steady growth since 1984; Department of Administration, since 1986.

Has the immigration created a demand for a change in the extent, quantity and/or the type of service offered by the agency? If it has, does the demand affect the quantity and quality of service provided to long-term residents? Has it displaced them?

Table 61 summarizes the kinds of demands of CFA immigration has placed on the transportation/employments agencies, as identified by the agencies. There has been no displacement of service from long-term residents at GES or AHRD because the skill levels of residents and immigrants differ greatly; each group qualifies for different types of work. At GES, however, the respondents noted that CFA immigrant clients require much more time and greater assistance.

Table 61
Compact Impact Service Demands on Transportation/Employment Agencies

| Agency | Type and Quantity of Demand |
|---|--|
| Public Transportation | Increased ridership Increased vehicles, capacity, runs, stops |
| Social Security | Reconfigured service delivery Hired additional personnel |
| Department of Labor Guam Employment Service. | Adjusted software reporting programs Language problems Increased number of visits per person |
| Agency for Human Resource Development | None--federal requirement to provide service |
| Revenue and Taxation Income tax | Restructured, automated procedures as part of department upgrading |
| Motor Vehicle Division | Backlog in written tests Failures to keep/be on time for appointments |
| Department of Administration | Housing needs Training needs--remedial math and English |

How many employees does the agency have (Non-CFA/CFA)?

Numbers of employees are summarized in Table 62 for the agencies that provided data. As can be seen, there is no CFA representation reported in these agencies. By contrast, a survey of selected private employers, all of which were known to have CFA immigrant employees, shows employment rates ranging from a low of 3.4% to a high of 61.1% at various times over the last several years (Table 63). Two additional food service establishments identified 25% and 80% of their employees as CFA in origin, but provided no numbers of either total or CFA employees.

Table 62
Frequency of CFA Employment in Public Transportation/Employment Service Agencies

| Agency | Number of Employees | |
|---------------------------------------|---------------------|-----|
| | Total | CFA |
| Transportation | | |
| GMTA | 10 | 0 |
| M's Marketing | 37 | 0 |
| U.S. Social Security | 9 | 0 |
| Department of Labor | | |
| Guam Employment Service | | |
| Agency for Human Resource Development | 3 | 0 |
| Revenue and Taxation | 227 | 0 |
| Department of Administration | 200+ | 0 |

Table 63
Frequency of CFA Employment in Selected Private Companies

| Date | Location | Total | Total | % | Yap | Chuuk | Pohnpei | Other |
|------|------------------|---------|-------|------|-----|-------|---------|----------------------------|
| | | | CFA | CFA | | | | |
| 2/93 | All Dennys | 131 | 23 | 17.6 | 1 | 21 | 1 | |
| 2/93 | All Dominos | 48 | 2 | 4.2 | 2 | | | |
| 2/93 | All Winchells | 48 | 8 | 16.7 | 2 | 6 | | |
| 2/93 | Pollo Loco | 18 | 11 | 61.1 | 2 | 9 | | |
| 3/93 | Payless | 635 | 63 | 9.9 | | | | |
| 3/93 | 7-11 | 71 | 24 | 33.8 | | | | |
| 2/93 | Goodwind Dev | 509 | 77 | 15.1 | | 3 | 60 | 23 |
| 1992 | DS Corporation | 150 est | | 41.3 | | | | 62 Micronesians |
| 3/93 | Hawaiian Rock | 267 | 9 | 3.4 | | | | |
| | 1992 | | 17 | | | 1 | 16 | |
| | 1991 | | 13 | | 1 | | 9 | 3 Marshallese |
| | 1990 | | 10 | | | 2 | 8 | |
| | 1989 | | 1 | | | | 1 | |
| | 1988 | | 1 | | | | 1 | |
| 3/93 | Fletcher Pacific | 230 | 27 | 11.7 | | | | |
| | 1992 | 230 | 19 | 8.3 | 2 | 8 | 8 | 1 Marshallese 8 Samoans |
| | 1991 est | 400 | 35 | 8.8 | 5 | 20 | 10 | 30 Samoans |
| | 1990 est | 400 | 35 | 8.8 | 5 | 20 | 10 | 40 Samoans |
| 2/93 | Onward Agana | 330 | 20 | 6.1 | | | | |
| 2/93 | Palace Hotel | 400 | 57 | 14.3 | | | | |

Comparison of income levels between locally born and immigrant populations also show great disparities in the labor situation on Guam. Table 90 of the 1990 census of Guam delineates the 1989 level of income for person over the age of 15 by place of birth, citizenship, and year of

entry. Population statistics and median and mean levels of income, extracted from the census, are provided in Table 64. These show that of the CFA population on Guam, the Chuukese have the lowest median and mean income, approximately half the median and mean for the

Table 64
Place of Birth for Persons 15 Years and Over by Income in 1989: 1990 Guam

| Place of Birth | All Persons (dollars) | Persons with Income | Median (dollars) | Mean |
|-----------------------|-----------------------|---------------------|------------------|--------|
| Persons 15 and over | 93,200 | 73,414 | 13,895 | 18,007 |
| Guam | 35,553 | 26,323 | 14,008 | 17,632 |
| Palau | 1134 | 768 | 10,575 | 12,604 |
| NMI | 1541 | 1129 | 11,762 | 15,002 |
| FSM | 2317 | 1398 | 6691 | 9178 |
| Chuuk | 1461 | 856 | 6006 | 7886 |
| Kosrae | 118 | 84 | 8281 | 10,570 |
| Pohnpei | 478 | 283 | 7562 | 9117 |
| Yap | 240 | 161 | 9141 | 15,018 |
| RMI | 60 | 38 | 8636 | 10,965 |
| Other Pacific Islands | 199 | 149 | 19,750 | 24,557 |
| Asia | 30,033 | 23,414 | 13,566 | 17,266 |
| Japan | 2011 | 1527 | 21,086 | 26,985 |
| Korea | 3271 | 2384 | 17,040 | 19,750 |
| China | 1151 | 1064 | 9167 | 14,782 |
| Philippines | 22,168 | 17,469 | 12,743 | 15,967 |
| Taiwan | 475 | 330 | 17,768 | 28,381 |
| Vietnam | 333 | 218 | 10,427 | 14,847 |
| Other | 624 | 422 | 12,123 | 20,672 |
| United States | 21,110 | 19,152 | 14,947 | 20,223 |
| Elsewhere | 1253 | 1043 | 15,625 | 21,817 |

Source: U.S. Department of Commerce, 1992, 1990 Census of Population and Housing, Social, Economic, and Housing Characteristics, Table 90, p.165

population in general. By comparison, persons born in Japan had median and mean incomes 50% higher than the median and mean for the population in general while the median and mean for Guam- or U.S.- born persons do not differ greatly from the total population median and mean.

Relationships between clients and agency, co-workers, and workers and supervisors.

Characterize the relationship (Negative, Neutral, Positive, then explain)

The relationship with CFA clients was described as follows by the agencies who responded to the survey: Negative--GES; Neutral--GMTA, M's Marketing, AHRD, GSA (Part of DOA); Positive--Social Security, DOA training. No other relationships apply because none of these public agencies has CFA employees.

Is effort expended to reach target groups via outreach programs and/or to meet affirmative action goals?

Social Security indicated an outreach program. DOA (and 2 of its departments) and AHRD had none. The AHRD representative stated that their clientele could be trebled with a maximum outreach program.

Bridging--Is there anyone in your agency who knows/understands any of the cultures or languages of CFA? Which culture or language, and the basis of knowledge?

Personnel at GMTA, AHRD, and Motor Vehicles have traveled in the region. No public agency or department contained personnel who knew CFA Micronesian languages.

Perceptions and Problems

A number of questions address the perception of the CFA immigrants and perceptions of problems resulting from the immigration to Guam. They are as follows:

Do language problems or cultural/psychological/social differences exist that affect mission achievement? Explain.

*What are perceptions of the agency or interviewee of CFA citizens as
Potential customers/clients Potential employees
That is, describe an FSM Micronesian of Marshall Islander:*

*What special needs or special problems do CFA citizens pose as
Potential customers/clients Potential employees*

List five things that you consider most important in terms of needs, things CFA clients need to know, or things you would like to change about the CFA clients.

List five things that you consider most important in terms of needs, things CFA employees need to know, or things you would like to change about the CFA employees.

Problems Affecting Mission Achievement

Language problems. Language problems may exist in driver's license testing, other areas of taxation, and with bus riders. GES sees a need for a counselor who speaks a language/languages of the CFA clients. Rev and Tax has increased the number of multilingual aids used in tax preparation assistance, but sees no greater language problem with CFA clients than with those who speak other languages (Japanese, Korean).

Cultural and social differences. GES observes that 90% of its CFA clients are without skills and take much longer to assess. AHRD notes that generally its clients want to adapt to local conditions and generally they are lacking in money.

Perceptions of /Problems with Clients/Employees

Clients or citizens.

A summary of the public transportation and employment agencies' perceptions of CFA immigrant clients is provided in Table 65.

Table 65

Transportation and Employment: Agency Perceptions of CFA Clients

| Agency | Perception/Description |
|---|---|
| Public Transportation | Fellow slanders; agency does not know what share of riders they are |
| Social Security | Positive relationship, with reevaluation of services to meet changing needs of a culturally diverse society |
| Department of Labor Guam Employment Service | Unable to enter jobs Unable to deal with forms, timesheets Do not know employer job expectations |
| Agency for Human Resource Development Revenue and Taxation Income tax Motor Vehicle Division | Not aware of services available to them Taxpayers Language difference, otherwise treated without discrimination |
| Department of Administration Director, Housing, Training, and CSA | Taken at face value, treated equally Language and cultural barriers Lack communication skills Different work ethic |

As employees. A summary of the public transportation and employment agencies' perceptions of CFA immigrant clients is provided in Table 66.

Needs

As clients. Respondents cited: 1) the need for basic skill development before coming to Guam; 2) Orientation to Guam, including: Accountability; awareness of Guam's economy; Guam laws; Guam culture; assistance programs available; 3) Drinking and driving, including: Awareness of licensing regulations; D&D laws; alcohol treatment, possibly conducted in home languages; 4) Language/communication skills; 5) Identification requirements, including: SSN; passport; picture ID; I-9 or I-94; valid address (respondent cited view that population mobility means escaping followup); 6) CFA community organizations, with competent representation; 7) Personal and cultural differences, including: Grooming appropriate for job market; discipline; codes of conduct.

Table 66
Transportation and Employment: Agency Perceptions of CFA Employees

| Agency | Perception/Description |
|---------------------------------------|---|
| Public Transportation | Fellow islanders; do not know share of riders |
| Social Security | Positive relationship, with reevaluation of services to meet changing needs of a culturally diverse society |
| Department of Labor | Should serve as link between CFA and Gov/private job market |
| Guam Employment Service. | Communication skills No concept of work regulations Do not know employer job expectations |
| Agency for Human Resource Development | Not aware of services available to them |
| Revenue and Taxation | |
| Income tax | Multiple low-wage job holders |
| Motor Vehicle Division | Language differences |
| Department of Administration | Taken at qualification value, treated equally |
| Director, Housing, Training, and CSA | Recorded numbers may not be accurate Language and cultural barriers |

As employees. Of the public agencies, only M's Marketing and AHRD elaborated on characteristics they view as necessary in their employees, no matter what ethnicity. The AHRD representative identified specific needs AHRD clients have as employees: being able to communicate with an employer and knowing how to resign. The latter need is identified because of clients who drop out of the program with no explanation; ability to communicate with an employer or program personnel could preclude this. At M's Marketing representative, employees must be licensed drivers with a knowledge of Guam driving laws, well-groomed, able to communicate well in English, and aware of local culture.

Of the private employers surveyed, several were very specific as to the needs observed in their employees:

1. Good attitude, promptness, honesty, dependability, cleanliness (especially in the food service industries) and in the service industries, an outgoing personality; one employer further specified this a need for control over the employees' own lives so they are in good condition to work. Another way of phrasing this was provided by one employer: Development of responsibility and a good work ethic. The next point is more specific on the same topic.

2. Prompt attendance, mentioned by four employers; a labor problem of "no call, no show" was specifically mentioned by one employer, who also identified abandonment of the job as the most common cause for dismissal. Notification of employer of tardiness before a

scheduled shift begins and two-week notification of resignation is considered standard practice by employers.

3. Ability to communicate well in English; for apprenticeship-level work, reading and writing skills are needed.

4. For skilled jobs., job experience in the skill applied for.

5. Employment training and housing for employees. One employer requires applicants to pass a test of third grade-level addition and subtraction.

6. Awareness of and compliance with health and safety regulations on the job: requirements for appropriate shirt and shoes on the job site were noted in both the food service and construction industries.

7. Transportation to and from work; one employer specifically identified this as a reason for poor attendance and tardiness.

If specific problems/issues exist with regard to serving a CFA clientele or hiring CFA, is there any plan to deal specifically with the immigrant populations and these problems and issues? Or to hire people who can deal specifically with these populations and these problems and issues?

GES would like to hire a job counselor who speaks one or more of the CFA languages. The survey respondent indicated that they believe this will provide for more effective communication with clients from the CFA states.

Would it be advantageous to the agency to hire CFA citizens as interpreters, translators, or consultants to assist clientele from these populations? Or to have available a list of names of people who could be called to assist when such help is needed?

Both GES and AHRD representatives would find this helpful. DOA personnel (all divisions participating) did not consider it necessary. The M's Marketing representative indicated that the bus drivers' need to maintain their schedules would not allow time for use of an interpreter.

Have any materials been translated?

None were provided in this survey. A Rev and Tax policy decision has been made that English will remain the language for their operations, including driver licensing, because English is the official language of Guam and the linguistic diversity of the island is so great that it would be difficult to decide which languages to use.

If nothing is done to deal with problems and issues now, how does the future look?

3 months from now

3 years from now

6 months from now

6 years from now

1 year from now

10 years from now

M's Marketing sees upgrading of their fleet and services to meet the needs of Guam. GES and Rev and Tax personnel see the short term as having heavy economic impact; the Rev and

Tax representative expressed a belief that in the longer term, about thirty years, things will be more optimistic. A short-term goal suggested by the AHRD representative is an outreach program, soliciting the aid of the mayors in this outreach.

Are clients or employees treated differently because they are CFA

For example, if an immigrant needs more help, is that extra help and time given?

The CSA respondent replied with a No, as did the Motor Vehicle representative. The latter, however, further indicated, that individual assistance is provided as needed. The latter response was also given by personnel

Possible solutions if CFA is a problem?

GES expressed a desire for an employment counselor who speaks one or more CFA languages while the AHRD considers liaison help, outreach programs, and education for awareness of services available to be possible solutions.

If you or your agency could get Compact Impact money, how would you use it?

How much would you need?

GES has received \$13,000 in the past for assistance with reporting on Compact Impact. A need for \$150,000 per year was identified for an employment counselor and for coordination with the CFA states and staff exchange among the states to enhance employment. AHRD identified a need for \$4000 reimbursement per participant. The DOA Director indicated a need for housing. The GMTA representative suggested several uses: 1) A survey of the ridership to determine the CFA share of ridership and CFA needs for transportation; 2) Translation of materials explaining the bus system and the schedules into CFA languages; 3) A one-stop center for dissemination of information to the immigrants.

Summary--Transportation and Employment

Impacts of Compact immigration have been experienced by GMTA, the Department of Labor, Guam Employment Service, the Agency for Human Resource Development, and some sections of the Department of Administration. The impacts consist primarily of increased numbers of clients creating demands for agency services. The demands have not been matched by increases in personnel or funding to meet the specific demands of the immigrant population. The greatest problems in providing service to the CFA immigrants seem to be related to language. Solutions proposed include liaison work by GES and AHRD. GES sees a need for a job counselor who speaks one of the CFA languages, and AHRD believes that a major outreach program to the immigrant community is needed.

Discussion--Transportation and Employment

Employment

Table 54, as an overall summary, Tables 33, 42, 52, and 62, the other numbers of employees in specific agencies, and the responses to the question: *Is there anyone in your agency*

who knows/understands any of the cultures or languages of CFA? Which culture or language, and the basis of knowledge?, all indicate very few CFA employees or persons who understand the languages and cultures of the CFA immigrants within the GovGuam agencies. While it is not a foregone conclusion, in terms of employment at least, this indicates "that newcomers and established residents live in 'divided social worlds' characterized by separation and social distance . . . [in] patterns supported and even created by the structure of institutions in which newcomers interact with established residents" (Lamphere 1992: viii).

The data from private employers offers some insight into the problems of employers of CFA immigrants and of the CFA employees. Additional data gathered in the survey but not described in this report shed light on ways of bridging the experience gap between employer needs and employee skills: Hospitality Dynamics, a private company that provides training to the hotel industry, focuses on cross-cultural communication. In specific training sessions, the company owner, Clenna Hagedorn, has focused on achieving cultural understanding by having management and employees switch roles. Similarly, the actual teaching of specific job skills has been accomplished through role-playing, in concrete situations, in training at the Palace Hotel: for example, the preparation of a candle-light dinner, which might have very different denotations to a wealthy hotel guest and an employee who has lived most of his/her life in an environment and culture that do not rely on electricity.

As an extension of role-playing and as a bridge between the paper-oriented culture and bureaucracy of Guam and the U.S. and the predominantly oral and non-literate culture of the FSM and the Marshalls, a possible activity for agency directors and personnel who work with CFA immigrants is to complete an application for GHURA, food stamps, or welfare themselves.

Several areas of need for employment training emerge from the data in this chapter and the comments of other agencies. These are: Language and communication skills; basic job skills; basic job standards. Approaches for teaching these differ greatly, and successful preparation for the job market may require the cooperation of private employers and associations of private employers, public educators (such as those involved in the GCC Apprenticeship and Cooperative Education programs) and specific language training programs, whether these be offered through DOE, GCC, UOG, or private enterprise.

Transportation

As the responses of the GMTA and M's Marketing representatives indicate, further study of the ridership -- in terms of ethnicity of riders and needs of riders -- of GMTA is needed. Specific needs for driver education for all persons holding non-transferrable licenses should also be evaluated.

Study 2 -- Overall Summary

Participants

Participants in the agency survey included: 1) Directors, Deputy Directors, and Administrators of GovGuam agencies and their bureaus or divisions; 2) Selected mayors--of villages with substantial Compact immigrant populations, public housing, or a specific request to be included; 3) Private agencies and employers in areas of impact, to obtain data for comparison

The survey instrument was a question set used as a guide for a one-hour interview. While the survey was originally planned only as a series of interviews, a number of agencies and employers responded in writing rather than via interview. Data were collected in 70 interviews, 19 self-administered written responses, and approximately 40 telephone interviews (Table 5).

The survey (Figure 3 and Appendix A) collected data on agency self-assessment of impact of Compact immigration, period of impact, demands of the new population of clients, number of clients and employees, other employment data, and perceptions of the immigrant population as clients, citizens, and/or employees.

Summary of Results

Table 67 summarizes responses to questions on the impact the Compact immigration -- the rank of impact, length of time impact has been experienced, and a simplified statement of the nature of the impact, if one was given -- has had on the agencies in the six major public sectors (Villages, Housing, Health and Medicine, Education, Public Safety, and Transportation and Employment). Of the agencies surveyed, 36 agencies or departments within agencies identified the impact of the Compact of Free Association on their agency's mission as Moderate, Moderate to Great, or Great. Most agencies have experienced impacts since 1988 or later. DOE, UOG and DOA date impacts to 1986. Village impacts dating to 1977 are not Compact impacts.

Guam's Villages

Impacts in the villages noted in this survey are of three types: shortages of adequate and affordable housing, shortages of funding and facilities such as community centers, and educational and recreational programs and equipment for children, youth, and adults, perhaps the most important, daily experience of cultural difference.

Housing

Impacts on the Guam Rental Corporation are currently negligible while those at GHURA are Moderate to Great. Impacts at the homeless shelters are Moderate to Great for Guma San Jose and Great for Guma San Francisco. The impacts are primarily those of increased clientele and a limited quantity of housing. Impacts experienced by GHURA and the DOA Housing Management section also include increased maintenance on existing units. In 1992, CFA families were 28.5% of the 1795 families on the waiting list for GHURA housing assistance and 9.7% of

Table 67
Agency Estimates of Moderate to Great Impact

| Village/ Agency | Strength of Impact | Impact Since | Nature of Impact |
|-----------------------------------|-----------------------|-----------------|--|
| <u>Villages</u> | | | |
| Tamuning | Critical | 1977 | Housing |
| Yona | Great | 1977 | |
| Mangilao | Great | 1989 | Improved (1992) since 3 years ago, increased numbers |
| Dededo | Great | 1989 | Increased numbers in subsidized housing |
| Barrigada | Moderate/Great | 1990 | Housing and sanitation |
| MTM | Moderate/Great | 1988-9 | Increased crime, eviction rates, demand for housing |
| Agat | Moderate | 1991 | |
| Sinajana | Moderate | 1990 | |
| <u>Housing Agencies</u> | | | |
| Guma San Francisco | Great | 1988-90 | Increased numbers of homeless |
| Guma San Jose (CSS) | Moderate/ Great | NR | Increased numbers, limited number of personnel |
| GHURA | Moderate /Great | 1991 | Increased numbers/maintenance, limited quantity of housing |
| DOA Housing Management | Moderate | 1991 | Limited quantity of housing, increased maintenance |
| <u>Education Agencies</u> | | | |
| Guam Department of Education | Great | 1986 | Increased enrollment, need for more teachers with specialized qualifications, increased pressure on already overcrowded facilities, increased need for new programs (ESL/LOTE) and new facilities, increased linguistic complexity in classrooms |
| DOE Chamorro Studies | Great | | Increased enrollment, need to hire more teachers |
| DOE LOTE | Great | 1986 | Increased numbers, limited number of personnel |
| GCC Apprenticeship Training Prog. | Great | 1990-91 | Work attitudes |
| GCC Financial Aid | Great | 1991 | Increased numbers |
| University of Guam | Great | 1986-87 | Decrease in CFA students |
| Guam Community College | Moderate/Great | 1989-90 | Decrease in CFA students |
| GCC Cooperative Education | Moderate | 1991 | Needed to hire additional person |

Table 67, page 2
 Agency Estimates of Moderate to Great Impact

| Village/ Agency | Strength of Impact | Impact Since | Nature of Impact |
|--------------------------------------|-----------------------|-----------------|---|
| <u>Health Agencies</u> | | | |
| DPHSS | | | |
| Division of Public Health | Great | May 1990 | Increased numbers, personnel shortage |
| WIC | Great | pre-1992 | |
| Division of Public Welfare | Mod/Great, Great | May 1990 | Increased numbers, some types of personnel shortages Increased numbers, limited number of qualified ER personnel |
| Contracted Services, Alee Shelter | Moderate, Great* | 1988 | |
| Child Protective Services | Moderate | 1988-89 | |
| Guam Memorial Hospital | Moderate/Great | 1990-91 | |
| GMH Non-Emergency Services | Moderate, Great | | Increased numbers, limited number of qualified personnel |
| GMH Emergency Room | Great | | |
| Catholic Social Services* | Moderate, Great* | | |
| <u>Public Safety Agencies</u> | | | |
| Red Cross Emergency | Great | NR | Increased numbers |
| Food & Shelter Program | Substantial | 1989 | Increased numbers, increased number of crimes |
| Guam Police Department | Moderate, Great | 1987-88 | Increased caseload, lack of understanding of legal system, no equivalent increase in staffing |
| Superior Court of Guam | | | |
| <u>Transportation and Employment</u> | | | |
| DOL Guam Employment Service | Great | 1986 | Increased numbers, immigrant lack of skills |
| GMTA, M's Marketing | Moderate | 1987 | Increased ridership, potential for developing this market |
| Agency Human Resource Development | Moderate | 1989 | Lack of skills among immigrant population |
| Department of Administration* | Moderate* | 1986 | Numbers of clients at DPHSS, increased maintenance |

*Varies by program:
 CSS: Elderly, slight; homeless shelter, moderate; spouse abuse shelter, judged by the CSS Director, but not the shelter director, to be great.
 DOA computer processing is affected somewhat by increases in the number of recipients of public assistance at DPHSS; Housing Management is also affected).

those who had been housed; they were 24.3% of the 107 families on the waiting list at CRC and less than 1% of those who had been housed.

In fiscal year 1992 CFA clients made up 76% of the 544 clients at Guma San Francisco, 52% of the 1110 clients at Guma San Jose I and 64% of the 383 clients at Guma San Jose II.

Education

Great impacts are experienced in the Department of Education. They result from increased numbers of students, shifts in the demand for service, shortages of qualified and appropriately trained personnel, and shortages of facilities.

In elementary and secondary education, the influx of CFA immigrant children (1242 students and 4.23% of the total school population in 1992) is sufficient to justify the building of at least one, and possibly two, new school(s). While the ratio of CFA to total population seems small, this increase in enrollment is over and above the natural increase in Guam's population and the numbers of military dependents arriving after the closing of bases in the Philippines. The increase comes at a time when local schools had just reached or surpassed capacity. The necessity of providing programs (such as English as a second language or Language Other Than English (LOTE)) that allow CFA students equal access to education and staffing such programs with appropriately and adequately trained personnel is not immediately apparent from the student numbers.

At Guam Community College and the University of Guam, the impact is also great but results from a decline in CFA enrollment, a decrease of about 2.5% at GCC and nearly 10% at UOG. Individual departments at CCC experience different impacts than the overall institution.

Health and Medicine

Impacts at Public Health's Divisions of Public Health and Public Welfare and Guam Memorial Hospital result from increased numbers of clients, shifts in the demand for service, and shortages of qualified and appropriately trained personnel. In particular, the increases in numbers of women and children seeking care at the Division of Public Health and the increases in numbers seeking care at the GMH Emergency Room are exacerbated by the shortage of nurses and doctors in the fields of obstetrics, pediatrics, and emergency medicine. Catholic Social Services also pointed out a need for appropriately qualified personnel, especially social workers.

The over-representation of the CFA immigrant population at the Southern Region Health Center (about a third of the clients/visits there) also contributes to problems of transportation these clients may experience, as the immigrant population is concentrated in the central and northern villages.

Public Safety

The primary impacts on the Public Safety agencies are increased numbers: of offenses and offenders for the Guam Police Department, increased caseload at the Superior Court, and increased numbers of clients at the Emergency Food and Shelter Program of the Red Cross.

Transportation and Employment

A survey of the Guam Mass Transit Authority may be needed to assess the needs of ridership to understand the impact on that agency. Overall, the Departments of Labor and Administration have not been greatly affected by the influx of CFA immigrants. The Guam Employment Service and the Agency for Human Resources Development, however, experience impacts resulting from the great disparity between the needs of employers on Guam and the skill level, work practices and job expectations of the newcomers. In 1992, CFA immigrants formed 3.97% of the employees on Guam, a figure that may approximate their representation in the entire population at the time. They formed 5.47% of private sector employment and 0.17% of Government of Guam employment. Some private employees surveyed have significantly higher proportions of CFA employees, as high as 60%.

Problems, Needs and Differences Associated with the CFA Population on Guam

Table 68 summarizes 55 agency representative responses to survey questions on problems, needs and differences associated with the CFA Population on Guam. Table 69 tabulates a more nearly complete breakout of the subtopics included under each topic. In Table 68, responses are grouped under headings that echo the major problem areas identified in the Compact Summit meeting in June 1992. In Table 69, the topic headings are followed by a breakout of detail against which the responses are tabulated. Some tabulations, however, seem to reflect glaring omissions. For example, DOE's Planning, Research, and Evaluation Division does not appear to experience any particular difficulties with communication; the Division identified, however great demands on the Language Other Than English program. Similarly, the entire context of the discussion with GHURA's Residents Initiative program was housing although housing is not specifically identified as a response to any of these questions. Health issues are not identified by the health and medical agencies, though such services form the entire context to those discussions, and Police Department interview data identify an increase in alcohol-related crimes even though alcohol was not named in the responses to any of the questions indicated.

Language and culture are identified by 46 and 43, respectively, (roughly 80%) of the 55 selected agencies/divisions listed in the table. This large representation may result from asking the specific question on language and culture. Language is used in every sphere of human life and is, as one of the mayors pointed out, a distinctive cultural marker, and the category of culture cover a wide range of issues: lifestyle, attitudes and values, culture shock, assimilation (or non-

assimilation), manner of dress, a specific habit of betel nut chewing and respect (or lack of it) for the culture of Guam.

Cumulatively, issues of legal affairs, including forms of documentation for identification, are mentioned by 28 of the represented agencies/divisions, and are mentioned more frequently by Public Safety and Transportation/Employment agencies; employment is identified 26 times; education, 25 times; and housing, 24 times. Housing is mentioned more frequently by the mayors, the housing agencies, and the health care agencies (19 times altogether) than by the education, public safety, and employment sectors. Although health and social services is mentioned only 16 times, this is one of the areas of greatest impact according to Table 67.

Transportation is specifically mentioned only 5 times (Table 68) in these responses, but related topics, such as knowledge of traffic laws and drinking and driving are included under other categories in Table 69.

A general orientation to Guam, some kind of preparation before coming to Guam, and some form of community organization, mentioned 7, 8, and 9 times, respectively, were identified as CFA immigrant needs by the selected agencies/divisions. These topics are closely related to activities identified as solutions to CFA immigration problems or areas where Compact Impact monies could be spent in alleviating impacts by the same agencies (plus other public and private agencies which proposed solutions), as listed in Table 70. Topics proposed as solutions further define topics perceived as problems, whether these were identified as problems in Table 68 or 69 or not.

Education, with the type of education often specified, such as language education or driver education, is the most frequently proposed solution or suggested use for Compact impact funds. The subjects of language and culture, housing, health care (especially via outreach programs) and sanitation, are frequently mentioned. Less frequently mentioned but no less important are the subjects of community organization, orientation to Guam, preparation before coming to Guam, as well as intra-regional and interagency planning, specifically planning for immigration. Specific financial reimbursements are also suggested by a few agencies.

Agency Employees

As Department of Labor statistics (Table 54), employment data gathered in the survey (Tables 33, 42, 52, and 62), and the discussions of employment in each section of this study show, there are few persons within the major GovGuam agencies who know and understand the languages and cultures of the Compact states and even fewer CFA employees.

Table 68
Simplified Summary of Needs, Problems, and Differences of CFA Immigrants to Guam as Identified by Agency Representatives*

| Agency | Language/ Communication | | Employment | | Education | | Housing/ Related Issues | | Legal Affairs | | Health & Social Services | | Documentation | | Transportation | | General Orientation to Guam | | Preparation before coming to Guam | | Community organization | | Alcohol/ Related Behavior | | | |
|------------------------------|----------------------------|---------|------------|--------|-----------|--------|----------------------------|--------|------------------|--------|--------------------------------|--------|---------------|--------|----------------|--------|-----------------------------------|--------|---|--------|---------------------------|--------|---------------------------------|--------|--|--|
| | Skills | Culture | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | Issues | | |
| <u>MAYORS</u> | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Agana IIts | | x | | | | | | | | x | | x | | | | | | | | | | | | x | | |
| Agat | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Barrigada | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Dededo | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Mangilao | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| MTM | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Sinajara | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Talofelo | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Tamuning | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Umatac | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Yona | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| Yigo | x | | | | | | | x | | | | | | | | | | | | | | | | x | | |
| <u>HOUSING</u> | | | | | | | | | | | | | | | | | | | | | | | | | | |
| GHURA | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| GHURA Residents Initiative | | | | | | | | | | | | | | | | | | | | | | | | | | |
| GSF | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| <u>HEALTH AND MEDICINE</u> | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Public Health | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| Communicable Disease Control | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| WJC | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| Environmental Health | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| Public Welfare | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| Child Protective Services | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| Catholic Social Services | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| Alec | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| DMHSA | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| GMH | x | | | | | | | x | | | | | | | | | | | | | | | | | | |
| GMH Medical Director | | | | | | | | | | | | | | | | | | | | | | | | | | |
| SDA clinic | | | | | | | | | | | | | | | | | | | | | | | | | | |

Responses to questions

Do language problems or cultural/psychological/social differences exist that affect mission achievement?

What special needs or special problems do CFA citizens pose as potential customers or clients/potential employees?

List five things that you consider most important in terms of needs, things CFA citizens/employees need to know, or thing you would like to change about the CFA citizens/employees.

Table 68, page 2
Simplified Summary of Needs, Problems, and Differences of CFA Immigrants to Guam as Identified by Agency Representatives*

| Agency | Language/ Communication Skills | Culture | Employment Issues | Education Issues | Housing/ Related Issues | Legal Affairs | Health & Social Services | Documentation | Transportation | General Orientation to Guam | Preparation before coming to Guam | Community organization | Alcohol/ Related Behavior |
|----------------------------------|--------------------------------------|---------|----------------------|---------------------|-------------------------------|------------------|--------------------------------|---------------|----------------|-----------------------------------|---|---------------------------|---------------------------------|
| Educational | | | | | | | | | | | | | |
| DOE Planning/Research/Evaluation | | x | x | x | | x | | | | | | | x |
| CS/Special Programs | x | x | x | x | | | x | | x | | x | | |
| DOE LOJE | x | x | x | x | | | | | | | | | |
| DOE Pupil Personnel | x | x | x | x | | | | x | | | | | |
| GCC President | x | x | x | x | | | | | | | | | |
| GCC Apprenticeship Program | x | x | x | x | x | | | | | | | x | |
| GCC Financial Aid | x | x | x | x | | | | | | | | | |
| GCC Cooperative Educationm | x | x | x | x | | x | x | | x | | | | x |
| UOG | x | x | x | x | x | | | | | | | | x |
| DVR | x | x | x | x | x | | | | | | | | |
| Public Safety | | | | | | | | | | | | | |
| GPD | x | x | x | x | | x | | x | | | | x | |
| Superior Court Judge | x | x | x | x | | x | | | | | x | | x |
| Public Defender | x | x | x | x | | x | | | | | | | |
| DOC | x | x | x | x | | | | | | | | | |
| GCC-Criminal Justice | x | x | x | x | | | | | x | | | | |
| Customs | x | x | x | x | | | | | | | | | |
| Civil Defense | x | x | x | x | x | | | | | | | | |
| Red Cross | x | x | x | x | | x | | | | | | | |
| Employment/Transportation | | | | | | | | | | | | | |
| GES | x | x | x | x | | x | | | | x | x | | |
| AHRD | x | x | x | x | | | | | | | | | |
| DOA Director | x | x | x | x | | | | | | | | | |
| DOA Housing Management | x | x | x | x | | | | | | | | x | |
| DOA Training | x | x | x | x | | x | | | | | x | | |
| DOA/GSA | x | x | x | x | | | | | | | | x | |
| Rev and Tax | x | x | x | x | | x | | | | | | | x |
| DMV | x | x | x | x | | | | | | | | | |
| Social Security | x | x | x | x | | | | | | | | | |
| GMTA/M's Marketing | x | x | x | x | | x | | | | x | | | |

Table 69
 Summary of Needs, Problems, and Differences of CFA Inmigrants to Guam as Identified by Agency Representatives*

| Agency | Drugs/ Alcohol | Drinking/ Driving | Fighting | Language/ Communicative Skills | Number of dialects | Culture | Attitudes/ Values | Culture Shock | Assimilation/ Not Assimilating | Manner of Dress | Belief/ Sparting | Respect for Guam's | General Orientation to Guam | Preparation before coming to Guam | Community organization |
|------------------------------------|-------------------|----------------------|----------|-----------------------------------|-----------------------|---------|----------------------|------------------|--------------------------------------|--------------------|---------------------|-----------------------|-----------------------------------|---|---------------------------|
| Mausa | | | | | | | | | | | | | | | |
| Agaña Hts | x | | | | | | | | | x | | | | | |
| Agat | | x | | x | | | | | | | | | | | |
| Barrigada | | | x | x | | | | | | | | | | | |
| Lerdudu | | | | x | | | | | | | | | | | |
| Mangilao | | | x | x | | | | | | | | | | | |
| MTM | x | | x | x | | | | | | | | | | | |
| Sinajina | | | | x | | | | | | | | | | | |
| Talofoto | x | | x | x | | | | | | | | | | | |
| Tamuning | | | | x | | | | | | | | | | | |
| Umatac | x | | x | x | | | | | | | | | | | |
| Yona | | | | x | | | | | | | | | | | |
| Yigo | | | | x | | | | | | | | | | | |
| Housing | | | | | | | | | | | | | | | |
| GHURA | | | | x | | | | | | | | | | | |
| GHURA Residents Initiative Program | | | | | | | | | | | | | | | |
| CSF | | x | | x | | | | | | | | | | | |
| Health and Medicine | | | | | | | | | | | | | | | |
| Public Health | | | | x | | | | | | | | | | | |
| Communicable Disease Control | | | | x | | | | | | | | | | | |
| WIC | | | | x | | | | | | | | | | | |
| Environmental Health | | | | x | | | | | | | | | | | |
| Public Welfare | | | | x | | | | | | | | | | | |
| Child Protective Services | | | | x | | | | | | | | | | | |
| Catholic Social Services | | | | x | | | | | | | | | | | |
| Aiea | | | | x | | | | | | | | | | | |
| DMHSA | | | | x | | | | | | | | | | | |
| GMH | | | | x | | | | | | | | | | | |
| GMH Medical Director | | | | x | | | | | | | | | | | |
| SDA clinic | | | | x | | | | | | | | | | | |

*Responses to questions

Do language problems or cultural/psychological/social differences exist that affect mission achievement?

What special needs or special problems do CFA citizens pose as potential customers or clients/potential employees?

List five things that you consider most important in terms of needs, things CFA clients/employees need to know, or thing you would like to change about the CFA clients/employees.

Table 69, page 2
 Summary of Needs, Problems, and Differences of CFA Immigrants to Guam as Identified by Agency Representatives*

| Agency | Housing | | | Housekeeping | | | Visitors/ | | | Education | | | Health/social services | | | Welfare | | |
|------------------------------------|--------------------------|----------------------|-------------------|----------------------|-----------|--------------|----------------------|-------------------------|------------------|-------------------|------------------------|-----------------------|------------------------|--------------------|--------------------|--------------------|--------------------|--|
| | Squinting/ Living out | Living Conditions | Household size | Respect Neighbors | Mortality | Registration | Last of Education | Attendance/ policies | About alcohol | About services | Sanitation/ Hygiene | Pub Health Service | Welfare Service | Welfare Service | Welfare Service | Welfare Service | Welfare Service | |
| Masaca | | | | | | | | | | | | | | | | | | |
| Agana Hts | | | | | | | | | | | | | | | | | | |
| Agat | x | | | | | | | | | | | | | | | | | |
| Barrigada | x | | | | | | | | | | | | | | | | | |
| Dededo | x | | | | | | | | | | | | | | | | | |
| Masigiho | x | | | | | | | | | | | | | | | | | |
| MTM | x | | | | | | | | | | | | | | | | | |
| Sinajana | | | | | | | | | | | | | | | | | | |
| Talofafo | | | | | | | | | | | | | | | | | | |
| Tamuning | | | | | | | | | | | | | | | | | | |
| Umatac | x | | | | | | | | | | | | | | | | | |
| Yona | x | | | | | | | | | | | | | | | | | |
| Yigo | x | | | | | | | | | | | | | | | | | |
| Housing | | | | | | | | | | | | | | | | | | |
| GHURA | | | | | | | | | | | | | | | | | | |
| GHURA Residents Initiative Program | | | | | | | | | | | | | | | | | | |
| CSF | | | | | | | | | | | | | | | | | | |
| Health and Medicine | | | | | | | | | | | | | | | | | | |
| Public Health | | | | | | | | | | | | | | | | | | |
| Communicable Disease Control | | | | | | | | | | | | | | | | | | |
| WIC | | | | | | | | | | | | | | | | | | |
| Environmental Health | | | | | | | | | | | | | | | | | | |
| Public Welfare | | | | | | | | | | | | | | | | | | |
| Child Protective Services | | | | | | | | | | | | | | | | | | |
| Catholic Social Services | | | | | | | | | | | | | | | | | | |
| AIE | | | | | | | | | | | | | | | | | | |
| DMHSA | | | | | | | | | | | | | | | | | | |
| GMH | | | | | | | | | | | | | | | | | | |
| GMH Medical Director | | | | | | | | | | | | | | | | | | |
| SDA clinic | | | | | | | | | | | | | | | | | | |

Table 69, page 3
 Summary of Needs, Problems, and Difficulties of CFA Immigrants to Guam as Identified by Agency Representatives*

| Agency | Legal Affairs | | Documentation | | | | Employment | | Dependability Attendance/ hardiness | Basic skills | Transportation |
|------------------------------------|-----------------------|--------------------------|---------------------|-------------------------|----|-----|--------------------------|-------------------------------------|---|-----------------|----------------|
| | Knowledge of laws | Knowledge of policies | Driving/ Traffic | Immigrating/ control | ID | SSN | Medical/ immunization | School/ guardian/ transcripts | | | |
| Matros | | | | | | | | | | | |
| Agana His | x | | | | | | | | | x | |
| Agat | x/stay out of trouble | | x | | | | | | | | |
| Barrigada | | | | | | | | | | | |
| Dededo | | | | | | | | | | | |
| Mangilao | | | x | | | | | | | | x |
| MTM | | | | | x | | | | | | |
| Sinajana | | | | x | | | | | | | |
| Tadofolo | | | | | | | | | | | |
| Tamuning | x | | | | | | | | | | |
| Umatac | | | | | | | | | | | |
| Yona | | | | | | | | x | | | |
| Yigo | | | | | | | | | | | |
| Housing | | | | | | | | | | | |
| GHUKA | | x | | | | | | | | | |
| GHUKA Residents Initiative Program | | | | | | | | | | | |
| GSF | | | | | | | | | | | |
| Health and Medicine | | | | | | | | | | | |
| Public Health | | | | | | | | | | | |
| Communicable Disease Control | | | | | | | | | | | |
| WIC | | | | | | | | | | | |
| Environmental Health | | | | | | | | | | | |
| Public Welfare | | x | | | | | | | | | |
| Child Protective Services | | | | | | | | | | | |
| Catholic Social Services | | | | | | | | | | | |
| Alec | x | | | | | | | | | | |
| DMHSA | x | | | | | | | | | | |
| GMH | | | | | | | | | | | |
| GMH Medical | | | | | | | | | | | |
| SDA clinic | | | | | | | | | | | |

Table 69, page 4
 Summary of Needs, Problems, and Differences of CFA Immigrants to Guam as Identified by Agency Representatives*

| Agency | Drugs/ Alcohol | Drinking/ Driving | Fighting | Language/ Communication | Number of dialects | Culture | Lifestyle/ Behavior | Attitudes/ Values | Culture Shock | Assimilation/ Not Assimilating | Manner of Dress | Boat/ Spraying | Respect for Guam's | General Orientation to Guam | Preparation before coming to Guam | Community organization |
|-----------------------------------|-------------------|----------------------|----------|----------------------------|-----------------------|---------|------------------------|----------------------|------------------|--------------------------------------|--------------------|-------------------|-----------------------|-----------------------------------|---|---------------------------|
| Education | | | | | | | | | | | | | | | | |
| DOE Planning /Research/Evaluation | x | x | | | | | | | x | | | | x | | x | |
| CS/Special Programs | | | | x | | | | | | | | | x | | | |
| DOE LOTE | | | | x | | | | | x | | | | x | | | |
| DOE Pupul Personnel | | | | x | | | | | | | | | | | | |
| GCC President | | | | x | | | | | x | | | | | | | |
| GCC Apprenticeship Program | | | x | x | | | | x/standards | | | | | | | | x |
| GCC Financial Aid | | | | x | | | | x/counseling | | | | | | | | |
| GCC Cooperative Education | x | | | x | | | | | x | | | | | | | |
| UOG | x | | | x | | | x/vzry | | x | | | | | | | |
| DYR | | | | x | | | | x/represent | | | | | | | | |
| Public Safety | | | | | | | | | | | | | | | | |
| GPD | | | | x | | | | | x | | | | | | | x |
| Superior Court Judge | x | | | x/legal | | | | x | x | | | | | | x | |
| Public Defender | | | x | x/legal | | | | x/education | | | | | | | | |
| DOC | | | | x/as others | | | | | | | | | | | | |
| GCC Criminal Justice | | | | x | | | | x/education | | | | | | | | |
| Customs | | | | x/forms | | | | | | | | | | | | |
| Civil Defense | | | | x | | | | | | | | | | | | |
| Red Cross | | | | x | | | | | | | | | | | | |
| Employment/Transmigration | | | | | | | | | | | | | | | | |
| GES | | | | x | | | | | | | | | | | x/job market | x/education |
| AHRD | | | | x | | | | | | | | | | | | |
| DOA Director | | | | x | | | | | x | | | | | | | |
| DOA Housing Management | | | | x | | | | | | | | | | | | |
| DOA Training | | | | x | | | | | | | | | | | | |
| DOA/GSA | | | | x | | | | | | | | | | | | |
| Rev and Tax | | | | x | | | | | | | | | | | | |
| DMV | x | | | x | | | | | | | | | | | | |
| Social Security | | | | x/as others | | | | | | | | | | | | |
| GMTA/MT's Marketing | | | | x | | | | | | | | | | | | x |

Table 69, page 5
 Summary of Needs, Problems, and Differences of CFA Immigrants to Guam as Identified by Agency Representatives*

| Agency | Housing | | | Housekeeping | | | Education | | | Health/social services | | | |
|----------------------------------|--------------------------|----------------------|--------------------------------|----------------------|----------|--------------|-----------|-------------------------|------------------|------------------------|------------------------|-----------------------|-----------------------------|
| | Squatting/ Living out | Living Conditions | Visitors/ Household size | Respect Neighbors | Mobility | Registration | Lack of | Attendance/ policies | About alcohol | About services | Sanitation/ Hygiene | Pub Health Service | Welfare Service abuse |
| Education | | | | | | | | | | | | | |
| DOE Planning/Research/Evaluation | | | | | | | | x | x | | | | |
| CS/Special Programs | | | | | | | | x | x | | | | |
| DOE LOTE | | | | | | | | x/Voc/LOTF | | | | | x/safety |
| DOE Pujaji Personnel | | | | | | | | x | x | | | | |
| GCC President | | | | | | | | x | | | | | |
| GCC Apprenticeship Program | | | | | | | | | | | | | |
| GCC Financial Aid | | | | | | | | | x | | | | |
| GCC Cooperative Education | | | | | | | | | | | | | |
| UOG | | | | | | | | x | | | | | |
| LVR | | | | | | | | | | | | | |
| Public Safety | | | | | | | | | | | | | |
| GPD | | | | | | | | | | | | | |
| Superior Court Judge | | | | | | | | | | | | | |
| Public Defender | | | | | | | | | | | | | |
| DOC | | | | | | | | | | | | | |
| GCC-Criminal Justice | | | | | | | | | | | | | |
| Customs | | | | | | | | | | | | | |
| Civil Defense | | | | | | | | | | | | | |
| Red Cross | | | | | | | | | | | | | |
| Employment/Transportation | | | | | | | | | | | | | |
| GES | | | | | | | | | | | | | |
| AHRD | | | | | | | | | | | | | |
| DOA Director | | | | | | | | | | | | | |
| DOA Housing Management | | | | | | | | | | | | | |
| DOA Training | | | | | | | | | | | | | |
| DOA/GSA | | | | | | | | | | | | | |
| Rev and Tax | | | | | | | | | | | | | |
| DMV | | | | | | | | | | | | | |
| Social Security | | | | | | | | | | | | | |
| GMTA/Ms Marketing | | | | | | | | | | | | | |

Table 69, page 6
 Summary of Needs, Problems, and Differences of CFA Immigrants to Guam as Identified by Agency Representatives*

| Agency | Legal Affairs | | | Documentation | | | Employment | | | Transportation | |
|----------------------------------|-------------------|-----------------------|--------------------------|---------------|-----|-----------------------------------|---------------|-------------------|-------------------------------------|----------------|--------------|
| | Knowledge of laws | Knowledge of policies | Driving/ Traffic control | ID | SSN | Medical/ immunization transcripts | Qualification | Failure to return | Dependability Attendance/ tardiness | | Basic skills |
| Education | | | | | | | | | | | |
| DOE Planning/Research/Evaluation | | x | | | | | x | | | x | |
| CS/Special Programs | | | | | | | | | | | |
| DOE LOTE | | | | | | | | | | | |
| DOE Pupil Personnel | | | | | | x | | | | | |
| GCC President | | | | | | | | | | | |
| GCC Apprenticeship Program | | | | | | | x | | | x/phone | |
| GCC Financial Aid | | | | | | | x | | | | |
| GCC Cooperative Education | | x | | | | | x | | | x/phone, bus | |
| UOG | | | | | | | | | | | |
| DVR | | | | | | | | | | | |
| Public Safety | | | | | | | | | | | |
| GPD | x/system | x | | | | | | | | | |
| Superior Court Judge | x | x | | | | | | | | | |
| Public Defender | | | | | | | | | | | |
| DOC | x | x/procedure | | | | | | | | | |
| GCC-Criminal Justice | | | | | | | | | | | |
| Customs | | | | | | | | | | | |
| Civil Defense | | | | | | | | | | | |
| Red Cross | | | | | | | | | | | |
| Employment/Transportation | | | | | | | | | | | |
| GES | | x/safety | | | | | | | | | |
| AHRD | | | | | | | | | | | |
| DOA Director | | | | | | | | | | | |
| DOA Housing Management | | | | | | | | | | | |
| DOA Training | | x | | | | | | | | | |
| DOA/GSA | | | | | | | | | | | |
| Rev and Tax | | x | | | | | | | | | |
| DMV | | | | | | | | | | | |
| Social Security | | | | | | | | | | | |
| GMTA/My Marketing | | | | | | | | | | | |

Table 70
Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

| Agency | Solutions | Uses for CI Money |
|--|---|---|
| <u>Mayors</u> Agana Hts | Period of adjustment Education Community organizations Mayoral liaison | Youth/adult programs Community organization |
| Agat | | Assistance to individuals, family Basketball court |
| Dededo | Training to get off subsidy Assimilation | Housing Sanitation Education |
| Mangilao | Education, job training Social work, community service Subsidized ESL training in village | Housing Education |
| Mongmong-Toto-Maite | Community organization | Non-profit community organizations Equipment: chairs/canopies Planning |
| Sinajana | Immigration control | Housing |
| Talofof | Housing | Education, orientation to village Education |
| Tamuning | Immigration control | Housing |
| Yona | Immigration control Limit length of stay Local (Guam) economic development | Entry control Housing, public housing on federal land |
| Umatac | | Student exchange program |
| <u>Housing</u> CHURA | Education | Housing maintenance |
| CHURA Residents' Initiative Program | | Chuukese handbook Equipment: sports, playground Financial training, especially budgeting Networking of services |
| CSF | Training in home islands Federal responsibility | Tickets to return home Food and rent vouchers |

Table 70, page 2

Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

| Agency | Solutions | Uses for CI Money |
|--|--|---|
| <u>Health and Medicine</u> | | |
| Public Health | Less government, more expenditure Regional effort, collaboration Education | Prenatal care |
| Communicable Disease Control | Funding for outreach programs Immunization | Outreach programs Workshops on culture |
| WIC | Improve service Education Interagency dialogue Community organization | |
| Public Welfare | | Equity of assistance to need Home visits Representative/Liaison from FSM Federal followthrough on promises |
| Environmental Health | Computerize data, include place of origin Assistance in testing | Improve Health Certificate program Sanitation English language training |
| GMH | Sagan Fanasodda'an (Compact Impact Office) Coordination with consul Community organizations & links | Liaison with Public Health Education |
| GMH Medical Director | Language orientation Public Health | |
| SDA clinic | | Welfare |
| <u>Education</u> | | |
| DOE Planning/Research/Evaluation | | Work Study programs |
| DOE Personnel | | Administer and interpret language proficiency tests |
| DOE LOTE (program for language minority students) | | As outlined in Impact Plan |
| DOE Pupil Personnel | | Educational campaign in CFA on need for educational and health records in Guam |

Table 70, page 3

Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

| Agency | Solutions | Uses for CI Money |
|--|---|--|
| GCC President | | Driver education Technical grants to the CFA people on Guam Outreach programs Peer group development Experience islands groups Literacy programs |
| GCC Apprenticeship Program | Link with CFA governments | Hire personnel to develop apprentice jobs |
| GCC Financial Aid | | Non-profit store for clothing, household goods |
| Women's Resource Center | | Educational Institution grants, \$40,000 |
| UOG | | Current funds used in developmental courses (Math and English) |
| <u>Employment/Transportation</u> GES | Employment counselor who knows CFA languages | Had \$13,000 in past for reporting Need \$150,000/ year for: Employment counselor Coordination with CFA states Exchange of staff w/CFA states |
| AHRD | Liaison help Outreach program | Reimbursement of \$4,000 per participant |
| DOA Director | | Housing |
| GMTA | | Survey of ridership Multilingual translation of fares, routes, schedules for public notification |
| <u>Public Safety</u> Superior Court Judge language and culture | | Person with knowledge of of CFA states, preferably also legal systems |
| Court PIO | Judges' Council Translation of documents | Translator |
| Public Defender | | Multilingual translators |

Table 70, page 4

Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

| Agency | Solutions | Uses for CI Money |
|---------------------------------|---|---|
| DOC | | Staff raises |
| CCC-Criminal Justice | | Education in law |
| DMV | | More driver examiners |
| Civil Defense | Liaison education program Legislation to track population | |
| Other Parks/Recreation | | Park improvements Park facilities Agana pool |
| Palace Hotel Trainer | Training and Housing | Education for adaptation |
| Hospitality Dynamics | Respect for all cultures Support networks | Health care Education |
| Onward Agana Beach Hotel | | Training and education Basic hygiene Care of rent units |
| Church of Latter Day Saints | Develop skill at home, especially trades Do not destroy culture, develop its potential | |
| Moylan's Insurance | Education Plan for immigration | |
| Hawaiian Rock Products | | Skill training |
| Shakeys (Restaurant) | | Labor |
| Guam Contractors Association | | Training Job placement contract with CCC |
| Chamber of Commerce | | Transfer Impact money from FSM to Guam Training Orientation to Guam Employees |

Discussion and Recommendations

The purpose of the Guam Agency Study was twofold:

1. To document and describe the impact immigration from the Compact of Free Association (CFA) states (the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI)) has on the mission or mandate of agencies of the Government of Guam (GovGuam) and selected private agencies and on their ability to provide service to the people of Guam;
2. To identify areas of impact requiring federal or other assistance and to gather information to support requests for assistance.

Areas of greatest impact

Table 67 summarizes responses to questions on the impact the Compact immigration: The rank of impact, length of time impact has been experienced, and a simplified statement of the nature of the impact (if one was given) on the agencies in the six major public sectors (Villages, Housing, Health and Medicine, Education, Public Safety, and Transportation and Employment). Of the agencies surveyed, 36 agencies or departments within agencies identified the impact of the Compact of Free Association on their agency's mission as Moderate, Moderate to Great, or Great. Most agencies have experienced impacts since 1988 or later. DOE, UOG and DOA date impacts to 1986. Village impacts dating to 1977 are not Compact impacts.

Of the agencies experiencing impact of CFA immigration there are few surprises. These are areas of life on Guam which receive major shares of the Guam budget: Education, Public Health and Community Services, Protection of Life and Property, allocated 25%, 8% and 12 %, respectively, of the 1991 budget (Department of Commerce, 1992, Figure 14, p. 36). These three areas together account for 45% of the budget, indicating their importance, even without considering Compact impacts.

Areas for additional funding or additional research

1. Areas of impact in which federal, local, or private assistance might profitably be sought include but are not limited to:
 - a) Housing: More and more nearly affordable homes; renovation /restoration programs of existing homes; design of homes relevant to local culture(s)/climate; training in maintenance practices;
 - b) Education: Teacher training for multilingualism, multiculturalism; teacher specialization; facilities expansion; materials development for children and adults; ESL classes in the village communities; public education for multilingualism/multiculturalism;
 - c) Health/Medicine: Training for multilingualism, multiculturalism; medical needs of the homeless; medical education in the community; adaptation of health, alcohol/drug treatment, mental; health and shelter programs for a multicultural setting;

d) Public safety/Legal/Financial: Public education programs on the law, legal procedures, budgeting, legally binding documents; increased community information and involvement;

e) All agencies serving multicultural populations: Training for multilingualism, multiculturalism; data collection and presentation; interagency data transfer.

2. If Compact Impact funds are not forthcoming, all areas experiencing impacts should investigate all possible avenues of federal funding to education, health care and health education, including health care to the homeless, housing, and public safety.

3. Efforts should be directed toward language education, both formal and informal; this should include some education in the languages of the immigrants for key front-line personnel in education and health care.

4. Because of the limited number of CFA employees in the GovGuam agencies, there is little opportunity for bridging the cultural and experience gap between the immigrant communities and the agencies. Cross-cultural communication and interaction training programs for GovGuam agency directors and for personnel who interact with the immigrants is also recommended. Funding for such programs should be sought.

5. Additional, numerous research questions, both theoretical and applied, have been raised by this investigation and could be pursued for the benefit of Guam and its future. Several areas that suggest themselves as avenues of research include:

a) Migration: Examination of migration to Guam in comparison world migration patterns; Further examination of attitudes of immigrants and long-term residents, building on results of the survey of CFA immigrants conducted concurrently with this study; examination of the specific features of migration from the CFA states: the unique status bestowed by P.L. 99-239, determining the patterns of movement in and out of Guam, patterns of remittances to the home islands;

b) Education and training: Pre- and post- analysis of the achievement of school-age children in LOTE programs, and of attitudes and interactions between agency and CFA clients for agencies/personnel receiving cross-cultural or cross-linguistic training;

c) Comparison of success of treatment programs which use current practices with programs to be developed to meet the specific needs of CFA immigrants, in areas such as alcohol treatment, for example.

Reduction of impacts

Clearer definition of the impacts. Several steps can be taken to reduce the impacts of CFA immigration. Among the first is clearer understanding through clearer definition of the the actual impacts, breaking them down to the smallest solvable components. For example, a need for good communication skills in English was mentioned in every sector experiencing impact.

What then is the most suitable solution to this impact? How can it be best achieved, and by whom? In financial terms--for reimbursement from the U.S. Congress. In human terms--for more efficient and humane operation of agencies. Some suggested procedures for data collection are outlined in subsequent sections of this discussion.

Increase heterogeneity of agency personnel. As the employment figures for the major GovGuam agencies show, there are few persons within the agencies who actually know and understand the languages and cultures of the Compact states and even fewer employees. Consequently there are few persons within the agencies who can assist in creating cultural bridges. Ultimately, the best cultural bridging and cross-cultural communication may be accomplished through more CFA employees within the agencies. In two areas, at minimum--education and public safety, representation of the immigrant minority is critical to success. In education this is needed for improving communication with speakers of the FSM and RMI languages and for providing educational role models for the CFA students. In public safety, especially the police, it is critical to reducing negative police-community relations.

Cross-cultural training. Cross-cultural communication seminars are another way for accomplishing cultural bridging (see, for example, Brislin, 1981 and Landis and Brislin, 1983), and should be recommended for policy makers, agency directors and members who serve and are in contact with the CFA immigrant community. Seminars are available locally within the private sector, and several hotels provide cross-cultural training to their staff members, and increased communication between this segment of the private sector and the agencies could be beneficial. The local institutions of higher education might also be called upon to create seminars as an effort to realign services with community needs. Instruction in the CFA languages, on a conversational level or in content-specific areas (health care, legal matters), should also be considered. Greater interagency communication and planning are also needed.

Assess the alignment of agency programs with client needs. Data gathered in the Guam agency survey indicate a number of disparities between agency programs and client needs. A number of disparities result from budget constraints and the fact that demands for service have grown but budgets have not: for example, in the villages, especially those with large and increasing populations, caseload in the court system, and notable increases in the numbers of births without commensurate increase in labor and delivery staffing. In the survey interviews, GMH personnel indicated a need for realignment of services with client need. The Social Security office, a federal agency, indicated that they had expanded their operations for the same reason--to meet client needs (Table 66).

Data from the Southern Region Health Center show about a third of the clientele there are from CFA states (Table 19) while population data indicate higher concentrations of CFA immigrants in the central and northern villages (Table 1).

Perceptions and misperceptions.

The survey of the Guam agencies asked several specific questions about the way agency personnel perceived the CFA immigrants, as individuals, clients, or employees. Each agency was also asked to identify the greatest needs and problems, or things they would like to change about the immigrants. In addition, in other areas of the survey interviews, a number of other opinions recurred. In many cases, the concurrence in perceptions across sectors of agencies or within agencies represents a fair description of immigrant behaviors. In several instances, however, the perception differs from the actual behavior.

Descriptions of particular perceptions and misperceptions follow; it will be interesting to compare these with perceptions of long-term residents:

1. "They (all) chew betel nut and spit." In actuality, chewing of betel nut, especially with lime, while not unknown in the Eastern Carolines (Chuuk, Pohnpei, Kosrae), is a more common practice of the Western Carolines (Yap) and of Palau (Alkire, 1977).

2. "I can't really tell them apart." Amid the diversity of Guam's racial and ethnic populations, it may be difficult to distinguish an individual's group affiliation. However, as among other populations (Asian, American), distinctions of language, custom, culture, and social organization persist in the CFA immigrant population. The FSM has existed as a single political entity only since 1986, and individual states are marked by internal geographic, cultural and linguistic diversity: distinctions of Yap Proper from the Outer Islands, of Pohnpei from its Polynesian outliers, and of Chuuk Lagoon from the Mortlocks and the Hall islands. Of all the FSM states, Kosrae is perhaps the most nearly homogeneous. The Marshallese, a small group on Guam, are distinct politically and culturally from the FSM.

3. "The majority of residents of public housing/recipients of Food Stamps are Micronesians." As Tables 9, 11, and 12 in the section on housing and Table 23 and Figures 5 and 6 in the section on health and medicine show the CFA immigrants were less than 10% of those receiving housing assistance in 1992 and made up 25% to 30% of those on the waiting lists for such assistance. Data on Food Stamps for August 1992, the month when the number of CFA recipients was the highest for the fiscal year, indicate that CFA immigrants were less than 7% of the recipients and accounted for less than 5% of the cost. While these shares are higher than the 1990 CFA proportion of Guam's population (2.16%), they are probably consistent with data on poverty among CFA residents on Guam, for, "Nearly a third of the Micronesians on Guam in 1990 were living well below poverty levels, and over half were living at poverty levels" (Rubinstein and Levin, ms.. The Rubinstein and Levin report identify the share CFA proportion of Guam's population to be 2.2% based on Table 47 of the 1990 census.)

4. "Perhaps the FSM could route Compact funding to Guam to help the immigrants here," was a statement heard at least twice in the survey of public and private agencies.

Compact funding allocated by the U.S. Congress to the FSM equals \$150 million over a period of 15 years: \$12 million a year for each year of the first five years, \$10 million for each of the second five years, and \$8 million for each of the third five years. President Bailey Olter's recent statement (Ramon, September 21, 1993) indicates the unlikelihood that any such money could be forwarded to Guam for migrants to Guam. A 1987 report from the FSM Office of the Budget outlined the FSM's continuing eligibility for certain other kinds of federal assistance and listed those programs that would be phased out in the first three years under the Compact. Among the latter were most education programs. The 1989 Bank of Hawaii economic assessment of the FSM economy indicated U.S. grants provided 84.5% of government revenues (page 11). Any decline in funding, like the end of programs in 1989 and the first cutback of Compact funds in 1991, certainly affected the FSM economy.

5. "All . . ." All statements, except maybe this one, that begin with the word all should be examined closely for substantiation.

Areas in which programs currently exist

A number of programs that currently exist address some of the challenges presented to Guam by the migration from the CFA states. They include, but are not limited to:

1. The Sagan Fanasodda'an, funded by the Department of the Interior and operating out of Dean's Circle #2, University of Guam

2. The Residents Initiative grant, funded by Housing and Urban Development and operating out of CHURA

3. The Family English Literacy Program (FELP), a Title VIIA grant to the Micronesian Language Institute, University of Guam, which is targeting at-risk Chuukese, Palauan and Chamorro adolescents and their families.

4. DOE's program that has placed social workers in the schools to assist in family and community relations.

5. Increased dissemination of Police Department information via daily publication of the police blotter in the Pacific Daily News and on the evening news broadcasts and a weekly radio (K-57) program, Cop Talk, in which callers may speak with department representatives.

Migration to Guam in terms of Global Migration

Homo sapiens is a creature on the move. Since standing nearly upright, man has been on the go, and much of the study of prehistory (LeGros Clark, 1964; Poirier, 1973), and history, too, traces the movement of mankind to the four corners of the earth, from Asia into Europe, Europe and Asia into the Americas, Asia into the Pacific islands, and more currently, from less developed countries into Western Europe and North America (Bellwood, 1979; Broek and Webb, 1966; de Blij, 1993), and intra-regionally as well. Guam is no exception, having been peopled and

conquered by migrating groups (Sanchez, 1988). The present is just the latest in a series of migrations to and through Guam (Rubinstein and Levin, ms.; Gorenflo and Levin, 1993).

Migration and coping with the resultant ethnic diversity are currently worldwide issues. In June and July, 1993, two American news magazines focused on these topics: U.S. News and World Report, June 21, 1993 and Time, July 19, 1993. The articles in these magazines covered the topics of legal and illegal immigration in the U.S. and Europe as well as the cultural differences observed in the U.N peacekeeping missions in Somalia, the Balkans, Cambodia, the Solomons, Iraq, and Liberia.

Guam's experience with the current migration from the Compact states might be better understood if examined in broader geographic and historical contexts: Of the immigration of Samoans to Hawaii Richard A Markoff and John R. Bond (1980:190) write: "Growing up in Samoa is not an effective preparation for life in Hawaii. Even the considerable changes in Samoa, especially on the island of Tutuila, in no way approximate contemporary Hawaii. The capital of Pago Pago and its surrounding areas can be compared with one of the neighbor islands twenty years ago. Yet a small rustic airport with a single runway that accommodates the largest passenger airplanes is the takeoff point for Samoan travelers who come as migrants." This paragraph and subsequent descriptions of Samoans echo comments and feelings expressed in the survey of the public agencies on Guam. It would be very easy to substitute the names of Guam and the home island names of recent migrants to Guam in place of Hawaii and Samoa.

Descriptions of other immigrants, from (and to) other places and in other periods of history, could also be readily applied to the CFA immigrants in Guam: "Against the [immigrant's] chances in competition for work are further his temperament (sometimes) and his reputation. While as an individual the [immigrant] is considered docile, he often finds himself barred from employment because of the assumption that, as a group [the immigrants] are temperamental, prone to take offense easily and to walk out on an employer at small provocation, quarrelsome among themselves and revengeful when considering themselves injured." Similarly, "Bad housing conditions, limitation of vocational opportunities, . . . ignorance of their legal rights and obligations, the general neglect of the community--these are evils which every newly arriving group of immigrants has had to face" (Lasker, 1931, pp. 333-336, quoted in Cavaioli and LaGumina, 1984, pp. 127, 128). This was a description of Filipino immigrants to the U.S. after the turn of the century.

And of the Chinese, written by a man who would become a President of the U.S.: "They had, no doubt, many an unsavory habit, bred unwholesome squalor in the crowded quarters where they most abounded . . . , and seemed separated by their very nature from the people among whom they had come to live" (Wilson, 1901 quoted in Cavaioli and LaGumina, 1984, p 213).

While increased personal knowledge often reduces the fear of and prejudice about immigrants, this is not always the case: In the period 1973-76 in the Old West section of Rotterdam, "more and more Dutch residents now had immigrants [predominantly from Turkey and Morocco] living next door, with whom they were unable to speak and whose habits were very different. In the living situation as it existed in the Old West at the time, the fact that people lived close to one another, and that there was a certain interdependence, did not lead to a greater understanding among the Dutch residents for the immigrant population. On the contrary, it was a process in which the idea one had of immigrants 'being different' was reinforced, because Dutch residents . . . could see for themselves that various 'alleged' inequalities were genuine inequalities, e.g. the specific role patterns for men and women, education, and other mores, standards and values" (de Jong, 1989, p. 145).

Additional research and planning on migration to (and from) Guam are needed. Efforts to control immigration should be familiar with the legal and social ramifications of such efforts as experienced in the U.S. and other areas of the world.

Guam's Unique Situation: The Compact of Free Association Act of 1985.

Public Law 99-239 is known as the Compact of Free Association Act of 1985. Under Title I, Section 104(e)(6), the law authorizes to be appropriated "for fiscal years beginning after September 30, 1985, such sums as may be necessary to cover the costs, if any, incurred by the State of Hawaii, the territories of Guam and American Samoa, and the Commonwealth of the Northern Mariana Islands resulting from any increased demands placed on educational and social services by immigrants from the Marshall Islands and the Federated States of Micronesia." (Emphasis added.)

Title II, Section 201, Title One, Article IV, Section 141 of the law delineates the categories of persons from the Marshalls and the FSM (citizens of the Trust Territory who have become citizens of the RMI and the FSM, persons who acquire citizenship there by birth, naturalized citizens of the RMI or FSM who have certification of residence for five years after naturalization, persons with rights to citizenship as shown by certificates of lineal descent) who have the permission of the U.S. Attorney General to enter, be lawfully employed and establish residence "as a nonimmigrant" in the U.S. and its territories and possessions: The law defines the CFA population on Guam as nonimmigrant--despite the appellation of "immigrant" in Title I, Section 104(e)(6). The right to establish habitual residence in the U.S. or its territories/possessions is subject to the laws of the respective area. The law does not confer on RMI or FSM citizens the right to establish residency for naturalization or to petition benefits for alien relatives. Nor does it prevent them from acquiring such rights or from acquiring lawful permanent resident alien status.

Under Section 142 of Article IV, citizens or nationals of the U.S., its territories, and possessions "may enter into, lawfully engage in occupations, and reside in" the RMI and the FSM and establish habitual residence according to the laws of the respective jurisdiction. The law further states that the respective governments "shall accord to citizens and nationals of the United States treatment no less favorable than that of other countries." There seems to be very little movement from the U.S. and its territories into the Compact states, and it is unknown how this section of the law is enforced.

P. L. 99-239 provides the legal backdrop for assessing impacts of Compact migration.

Documenting Compact Impact through a Systems and Systematic Approach

In the introduction to this report, the purpose of the Guam Agency Survey was stated to be:

1. To document and describe the impact immigration from the Compact of Free Association (CFA) states (the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI)) has on the mission or mandate of agencies of the Government of Guam (GovGuam) and selected private agencies and on their ability to provide service to the people of Guam.

2. To identify areas of impact requiring federal or other assistance and to gather information to support requests for assistance.

In many respects, it is easier to recount agency representative descriptions of impact than it is to document impacts. In perhaps too many instances, the final statement on impact for an agency has been: Data on ethnicity of clients are not available. For this survey, data on ethnicity--whether for Compact immigrants or other groups--has been most readily available for federal programs already in existence, such as WIC, Medicaid, and Food Stamps, and more readily available from private agencies under contract to GovGuam agencies, such as Catholic Social Services, than from government agencies.

If Compact impact is important to the Government of Guam, and the annual reports to the U.S. Congress indicate that it is economically important, then it is necessary to implement intra- and inter-agency data collection procedures that fully substantiate impacts. A systems approach is needed for several reasons.

A systems approach will begin by defining:

1. The problem: impact of the Compact of Free Association;
2. Basic terms: who the CFA immigrants are;
3. Information that is necessary and relevant to determining and substantiating impact;
4. Methods for obtaining the necessary and relevant information.

The final stages will include:

5. Collection, Reporting, and Evaluation of information.

Compact Immigrants. In terms of financial reimbursement for Guam, impacts of the Compact migration (see the discussion of P.L. 99-239 above) refer to:

1. In-migrating citizens of the FSM and RMI;
2. Their arrival in Guam after September 30, 1985;
3. Any increased demands placed on educational and social services by these immigrants.

Types of Data to be Collected. Some types of data needed for identifying the increased demands on educational and social services may come from sources other than the educational and social service agencies.

1. Optimally data from prior to September 30, 1985, should be used as baseline data. In many cases, however, these baseline data are either not available at all or are not readily available for analysis, as in the cases where data on FSM and RMI citizens are grouped with all other Trust Territory citizens.

2. After September 30, 1985, annual (either fiscal or calendar year) data on entry to and exit from Guam by citizens of the FSM and RMI are needed to determine the net immigration of these groups to Guam. For example, although in 1992 among the 876,000 visitors to Guam the CVB recorded 21,456 Micronesians (from the FSM, presumably), records of multiple visits/arrivals per person and the numbers of persons who returned to the FSM were not obtained in this survey, and it is not clear that these have been recorded.

Necessary and Relevant Information. What is necessary and relevant information for substantiating increased demand on educational and social services? In many instances, agencies already have much of the information for substantiating increased demand on their services. Information that is necessary includes: Identification of the educational and social services; total numbers of clients of the agency and its services; ethnicity data on clients according to federal categories (white, black, Hispanic, Native American, Asian) and categories of Asian/Pacific islanders by country and/or island of origin or ethnic group; age and sex data may be relevant for particular kinds of service, such as in education and health care; comparison of use of services by the CFA immigrants to total use and use by other ethnic groups in Guam, to look at the total and all its parts; sources and levels of funding--local or federal.

Several examples of types of relevant information are listed by service sector in Table 71. The outline of data types is suggestive rather than comprehensive.

Table 71

Suggestions of Relevant Data for Substantiating Compact Impact on Agencies by Social Service Sector

| Social Service Sector | Data Relevant to Compact Impact |
|---------------------------|---|
| Housing/Homeless Shelters | Age, sex, marital status of shelterees Length of stay (dates) Types of additional services needed Amount of time in shelter Amount of social worker (or other shelter employee) time expended in service for client Frequency of returns to shelter if such occur. |
| Health and Medicine | Number of visits per client Number of services used by client/client family Types of service most in demand by ethnicity Insurance status Types of payment Default rates Amount and kind of prenatal care Types of follow-on referrals |
| Education | Language test results by grade level/ethnicity Achievement test results by grade level, ethnicity, and primary language Numbers of referrals to LOTE, Special Ed or other special services within DOE Relative amount of class day spent in special services by ethnicity of student Numbers of referrals outside DOE Attendance, truancy, compared by ethnicity and grade level (data possibly available at schools) Number and frequency of transfers between schools/school systems Amount of time per referral, transfer Amount of time, number of efforts, spent in securing necessary identification documentation Amount of time student is unable to be in school due to lack of necessary information |
| Public Safety/Police | Arrest rates for all crime types Traffic accident rates Victimization data Number of crimes per perpetrator Referrals to other agencies Types of rehabilitation program Recidivism |
| Fire | Calls for service by ethnicity Calls for service by house type (wood, tin, concrete) Ambulance service calls by type of call, ethnicity |
| Courts | Prosecutions Level of sentencing by crime Sentencing to Community Service by ethnicity Default on Community Service by ethnicity Backlog of cases by crime, ethnicity |
| Employment | Types of training, public and private |
| Transportation | Ridership by ethnicity (may have to be done by survey) |

Data Collection Points. In most agencies data collection methods and data collection points already exist. They require little adjustment to collect the types of data needed, such as ethnicity, place of birth, date of entry to Guam. Points of entry to specific systems currently existing include: School registration and Home Language Survey; medical registration at GMH or DPHSS; public assistance applications (public housing, Public Health, Food Stamps, etc); village registration. It is important to collect data for everyone, not just the CFA immigrant communities. Similar data on Palauans may soon be needed as baseline data should the Palauan Compact be enacted.

Data Collection, Reporting and Evaluation. Data can be gathered within the agencies in most cases. As indicated in Table 61, a survey of bus ridership may be needed to identify the use of the transportation system and needs of riders. Drivers have schedules to maintain and would be unable to gather the data on ethnicity.

Data should be reported annually (by fiscal or calendar year, or both, as a minimum, quarterly or monthly if possible) and compared to the baseline (1985 data if possible) and the preceding year to evaluate increases (decreases) in impact of Compact immigration.

Recommendations

Four broad recommendations emerge from the data collected and analyzed in the survey of the Guam agencies. Rather than budgetary recommendations, these are recommendations for improvement in communication: Intra-agency, interagency, and between Gov Guam and the U.S. federal government.

1. Define the Compact impacts more clearly. Procedures for data collection that will substantiate impacts were outlined in the preceding section.
2. Realign agency service with community needs. Assess agency use patterns by various sectors of the community (ethnicity, age, population distribution) and align budget and service allocations according to needs. Greater interagency communication and planning are also needed.
3. Increase heterogeneity of agency personnel. Employment figures for major GovGuam agencies show there are few persons within the agencies who actually know and understand the languages and cultures of the Compact states and even fewer CFA employees. In two areas, at minimum, representation of the immigrant minority is critical to agency success: In education -- for improving communication with speakers of the CFA languages and for providing educational role models for CFA students; in public safety, especially the police force, for reducing negative police-community relations.
4. Provide cross-cultural training to current agency employees. Cross-cultural communication and interaction training also help accomplish cultural bridging. Policy makers, agency directors, and agency members who serve and are in face-to-face contact with the CFA

immigrant community, in particular. Seminars are available locally within the private sector; several hotels provide cross-cultural training to their staff members. Increased communication between these segments of the private sector and the agencies could be beneficial.

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GUAM AGENCY SURVEY

Interviewer:

Date:

| | |
|--------------------|-----------|
| NAME OF AGENCY | ADDRESS |
| DIRECTOR | TELEPHONE |
| PERSON INTERVIEWED | TELEPHONE |

What is the stated goal or mandate of the agency?

What is the mission to be accomplished or the service provided by the agency?

Who are the clients?

What impact has the Compact of Free Association had on the mission statement of the agency or its office(s)? (Rank from 0 to 5, or Slight, Moderate, Great) Explain.

How long has impact been felt?

Number of clients served by agency (total/CFA/non-CFA)

Has the immigration created a demand for a change in the extent, quantity and/or the type of service offered? Explain.

What effect has a demand for change in extent, quantity, type of service had on the extent, quantity, and type of service provided, in general and specifically, for the long-term residents of Guam? Has it displaced them?

on the quality of service provided, in general and specifically, for the long-term residents of Guam?

Do language problems or cultural/psychological/social differences exist that affect mission achievement? Explain.

Does the agency have an affirmative action plan (yes/no)? (DOA hiring?)

How many CFA employees currently?

Does it have hiring goals for CFA employees?

or Plans to include CFA employees as general work force? to meet changes in demand or problems in dealing with CFA clients?

What are perceptions of the agency or interviewee of CFA citizens as Potential customers or clients Potential employees
That is, describe an FSM Micronesian or Marshall Islander:

What special needs or special problems do CFA citizens pose as Potential customers or clients Potential employees

Clientele of the Agency

How many clients--total-- are served per day/week/month/year? (Mark one.)

How many CFA clients are served per day/week/month/year? (Mark one.)

By country/island of origin

Republic of the Marshall Islands

Federated States of Micronesia

Chuuk

Pohnpei

Kosrae

Yap

Other--list (for example, Palau, Philippines)

By village or geographical area on Guam

Substantiation of statistics (applications for service, logs of clients, phone logs, routing slips, etc.; none; other): (Don't have to give these, just identify them.)

List five things that you consider most important in terms of needs, things CFA clients need to know, or things you would like to change about the CFA clients.

- 1.
- 2.
- 3.
- 4.
- 5.

Employees of the Agency

Total number of agency employees

By office location

By type of job

By hierarchic level of job (entry-level, professional, management)

Number of CFA employees

By country/island of origin

Republic of the Marshall Islands

Federated States of Micronesia

Chuuk

Pohnpei

Kosrae

Yap

Other--list

Substantiation of statistics (applications, payroll, logs of employees, list of hires, etc.; none; other)

List five things that you consider most important in terms of needs, things CFA employees need to know, or things you would like to change about the CFA employees

- 1.
- 2.
- 3.
- 4.
- 5.

Relationships between clients and employees

Characterize the relationship (Negative, Neutral, Positive, then explain)

If the CFA are clients and agency members dealing with them are not

If the clients are not CFA and agency members dealing with them are CFA

If the CFA are employees and other employees dealing with them are not

If the employees are not CFA and other employees dealing with them are CFA

If the CFA are employees and supervisors dealing with them are not

If the employees are not CFA and supervisors dealing with them are CFA

Training and advancement

Is on the job training provided to all employees?

Is there any difference in need between CFA and others?

Any difference in treatment?

Are differences in work habits noted?

Regular work attendance

Tardiness

Use of telephone

Other--specific

What documents are needed by or criteria applied to anyone applying for a job?

ID Birth Certificate Passport Police Clearance

Other--specific

Specific criteria

Other criteria

Are any additional documents needed by or criteria applied to CFA applicants?

What types of knowledge, skill, other prerequisites are needed for job?

Education: High school grad Some college College degree

How are job vacancies announced?

Internal only Public media Both Word of mouth\

Other--specific; for example, does Department of Administration do it?

Is effort expended to reach target (immigrant) groups via outreach programs and/or to meet affirmative action goals?

What possibility is there for advancement? What are the steps of advancement?

Automatic Clearly stated Other

What special skill or knowledge can CFA offer this agency? (In terms of agency goal, population needs or other)

What special skill or knowledge do CFA citizens lack with respect to your agency?

As clients

As employees

Are in-service training opportunities given or planned as a way of increasing effective employment of CFA or other affirmative action target populations?

Bridging

Is there anyone in your agency who knows/understands any of the cultures of CFA? If possible identify but assure confidentiality. For example, have any managers ever traveled to the FSM or the Marshalls?

Which culture, basis of knowledge?

Is there anyone in your agency who knows/understands any of the languages of CFA?

Which; and what is the basis of knowledge?

If specific problems/issues exist with regard to serving a CFA clientele or hiring CFA, is there any plan to deal specifically with the immigrant populations and these problems and issues? Or to hire people who can deal specifically with these populations and these problems and issues? (For example, see the next question.)

Would it be advantageous to the agency to hire CFA citizens as interpreters, translators, or consultants to assist clientele from these populations? Or to have available a list of names of people who could be called to assist when such help is needed?

If nothing is done to deal with problems and issues now, how does the future look ?

- 3 months from now
- 6 months from now
- 1 year from now
- 3 years from now
- 6 years form now
- 10 years from now

Are clients or employees treated differently because they are CFA

For example, if an immigrant needs more help, is that extra help and time given?

If your or your agency could get Compact Impact money, how would you use it?
How much would you need?

Directional questions for specific agencies

DOE, courts, DPS, PHSS, etc--any plans to hire people to train current personnel about the languages and cultures of CFA

--personnel from CFA who can serve as translators/interpreters in stymying situations

GMH, Mental Plan--any changes in 5-year plan to meet the mental health needs of the population--if mental health needs differ, if therapy methods differ

Airport

treatment of incoming
count
coming and going

Provision of language data (translation) for necessary information; what is necessary information? (driver's license materials/test, immunization, pollution notices) Collect any data that have been translated.

If CFA problem, what are possible solutions?

Mayors: Do CFA make more or less demands; same or different kinds of demands; subject of more or fewer complaints--what type?

Any expectation that liaison/ interpretation will be set up at mayoral level

GUAM AGENCY SURVEY--EMPLOYERS

| | |
|--------------------|-----------|
| NAME OF BUSINESS | ADDRESS |
| DIRECTOR | TELEPHONE |
| PERSON INTERVIEWED | TELEPHONE |

What is the type of business? What is the service provided ?

Who are the clients?

What impact has the Compact of Free Association had on the agency or its office(s)?
(Rank from 0 to 5, or Slight, Moderate, Great)

Over what period has an impact been felt?

Number of clients served (total/CFA/non-CFA) (estimate total and indicate percent of clientele who are from the FSM or Marshall Islands)

Has there been a demand for change in the extent, quantity and/or the type of service offered because of immigrants from FSM or MI? (Describe)

Has any such demand affected the quantity and quality of service provided for the long-term residents of Guam?

Do language problems or cultural/psychological/social differences affect the business's service?

Agency affirmative action plan (exist/not)

Hiring goals for CFA employees

Number of employees currently (total,/CFA)

Plans to include CFA employees
as general work force
to meet changes in demand or problems in dealing with CFA clients

Employees of the Agency

Total number of agency employees

By office location

By type of job

By hierarchic level of job (entry-level, professional, management)

Number of CFA employees in each level described above:

Please complete for those years appropriate:

| Year | Total Employees | Chuuk | Pohnpei | Yap | Kosrae | Marshalls | Other |
|-------------|--------------------|-------|---------|-----|--------|-----------|-------|
| 1986 | | | | | | | |
| 1987 | | | | | | | |
| 1988 | | | | | | | |
| 1989 | | | | | | | |
| 1990 | | | | | | | |
| 1991 | | | | | | | |
| 1992 | | | | | | | |
| Other--list | | | | | | | |

Substantiate the statistics (Indicate type of records kept: applications, logs of employees, list of hires, etc.; none; other)

What are perceptions of CFA citizens as
Potential customers or clients

Potential employees

What special needs or special problems do CFA citizens pose as
Potential customers or clients

Potential employees

List five things that you consider most important in terms of needs, things clients
from the Compacts of Free Association need to know, or things you would like to
change about the CFA clients

1

2

3

4

5

List five things that you consider most important in terms of needs, things employees
from the Compacts of Free Association need to know, or things you would like to
change about the CFA employees

1

2

3

4

5

Relationships between employees

Characterize the relationship (negative, neutral, positive)

If the CFA are clients and personnel dealing with them are not

If the clients are not CFA and personnel dealing with them are CFA

If the CFA are employees and other employees dealing with them are not

If the employees are not CFA and other employees dealing with them are CFA

If the CFA are employees and supervisors dealing with them are not

If the employees are not CFA and supervisors dealing with them are CFA

Job Training, Advancement and Cultural Understanding

Is on the job training provided to all employees?

Is there any difference in need between CFA and others?

Any difference in treatment?

Are differences in work habits noted?

Regular work attendance

Tardiness

Use of telephone

Other--specific

What documents are needed by or criteria applied to anyone applying for a job?

ID Birth Certificate Passport Police Clearance

Other--specific

Specific criteria

Other criteria

Are any additional documents needed by or criteria applied to CFA applicants?

What types of knowledge, skill, other prerequisites are needed for job?

Education: High school grad Some college College degree

How are job vacancies announced?

Internal only Public media Both Word of mouth\

Other--specific

Is effort expended to reach CFA target groups via outreach programs and/or to meet affirmative action goals

What possibility is there for advancement? What are the steps of advancement?

Automatic Clearly stated Other

What special skill or knowledge can CFA offer this company? (In terms of goal, population needs or other)

What special skill or knowledge do CFA citizens lack with respect to your company?

As clients

As employees

Are in-service training opportunities given or planned as a way of increasing effective employment of CFA or other affirmative action target populations?

Is there anyone in your company and management who knows/understands any of the cultures of CFA? If possible identify but assure confidentiality.

Which culture, basis of knowledge?

Is there anyone in your company and management who knows/understands any of the languages of CFA?

Which; and what is the basis of knowledge?

If nothing is done to deal with problems and issues now, how does the future look

3 months from now

6 months from now

1 year from now

3 years from now

6 years from now

10 years from now

Are clients or employees treated differently because they are CFA?

APPENDIX B

QUALIFICATION STANDARDS

FOR PUBLIC ASSISTANCE AND FOOD STAMPS

The Standard for Basic Needs and the Other Needs Allowance Table (shown below) are used to determine eligibility and level of benefits for all Public Assistance Programs including OAA, AB, AFDC, APTD and GA.

STANDARD FOR BASIC NEEDS

| FAMILY MEMBERS IN ASSISTANCE GROUP | FOOD | CLOTHING | PERSONAL | HOUSEHOLD | TOTAL |
|--|----------|----------|----------|-----------|----------|
| 1 | 94.00 | 33.00 | 7.00 | 17.00 | 151.00 |
| 2 | 187.00 | 41.00 | 9.00 | 21.00 | 258.00 |
| 3 | 246.00 | 49.00 | 10.00 | 25.00 | 330.00 |
| 4 | 312.00 | 61.00 | 13.00 | 31.00 | 417.00 |
| 5 | 371.00 | 73.00 | 16.00 | 37.00 | 497.00 |
| 6 | 445.00 | 85.00 | 19.00 | 43.00 | 592.00 |
| 7 | 492.00 | 96.00 | 21.00 | 49.00 | 658.00 |
| 8 | 562.00 | 107.00 | 23.00 | 54.00 | 746.00 |
| 9 | 633.00 | 117.00 | 25.00 | 59.00 | 834.00 |
| 10 | 703.00 | 126.00 | 27.00 | 64.00 | 920.00 |
| 11 | 773.00 | 136.00 | 29.00 | 70.00 | 1,008.00 |
| 12 | 843.00 | 146.00 | 31.00 | 76.00 | 1,096.00 |
| 13 | 913.00 | 156.00 | 33.00 | 82.00 | 1,184.00 |
| 14 | 983.00 | 166.00 | 35.00 | 88.00 | 1,272.00 |
| 15 | 1,053.00 | 176.00 | 37.00 | 94.00 | 1,360.00 |
| Each Additional Member: | +70.00 | +10.00 | + 2.00 | + 6.00 | + 88.00 |

NOTE: Recipients who are institutionalized will be provided \$40.00 only of the above standards. thing and personal needs in lieu

OTHER NEEDS ALLOWANCES TABLE

| HOUSEHOLD SIZE | POWER | | | | | |
|-------------------|----------------|--------|-------|------|-----------|-------|
| | SHELTER (ELEC) | WATER | SEWER | GAS | TELEPHONE | |
| 1 | 200.00 | 35.00 | 8.00 | 8.00 | 6.00 | 12.00 |
| 2 | 200.00 | 43.00 | 10.00 | 8.00 | 6.00 | 12.00 |
| 3 | 250.00 | 51.00 | 12.00 | 8.00 | 10.00 | 12.00 |
| 4 | 250.00 | 64.00 | 15.00 | 8.00 | 10.00 | 12.00 |
| 5 | 250.00 | 77.00 | 18.00 | 8.00 | 12.00 | 12.00 |
| 6 | 250.00 | 89.00 | 21.00 | 8.00 | 13.00 | 12.00 |
| 7 | 325.00 | 101.00 | 24.00 | 8.00 | 13.00 | 12.00 |
| 8 | 325.00 | 112.00 | 27.00 | 8.00 | 21.00 | 12.00 |
| 9 | 325.00 | 122.00 | 29.00 | 8.00 | 21.00 | 12.00 |
| 10 | 325.00 | 132.00 | 31.00 | 8.00 | 21.00 | 12.00 |
| 11 | 325.00 | 142.00 | 33.00 | 8.00 | 21.00 | 12.00 |
| 12 and over | 325.00 | 152.00 | 35.00 | 8.00 | 21.00 | 12.00 |

NOTE: When living arrangements are shared with non-eligible persons, only the recipient's actual share of cost (up to the maximum allowance) will be computed.

FOOD STAMP PROGRAM THRIFTY FOOD PLAN

(Effective October 1, 1992)

| Household Size | Gross Monthly Income Level | Allotment | Net Monthly Income | Separate Household Gross Monthly Income Level For Elderly & Disabled |
|-------------------------------|----------------------------|-----------|--------------------|--|
| 1 | \$ 738.00 | \$ 163.00 | \$ 568.00 | \$ 937.00 |
| 2 | 996.00 | 300.00 | 766.00 | 1,264.00 |
| 3 | 1,254.00 | 430.00 | 965.00 | 1,591.00 |
| 4 | 1,512.00 | 546.00 | 1,163.00 | 1,919.00 |
| 5 | 1,770.00 | 649.00 | 1,361.00 | 2,246.00 |
| 6 | 2,027.00 | 778.00 | 1,560.00 | 2,573.00 |
| 7 | 2,285.00 | 860.00 | 1,758.00 | 2,900.00 |
| 8 | 2,543.00 | 983.00 | 1,956.00 | 3,228.00 |
| 9 | 2,801.00 | 1,106.00 | 2,155.00 | 3,556.00 |
| 10 | 3,059.00 | 1,229.00 | 2,354.00 | 3,884.00 |
| 11 | 3,317.00 | 1,352.00 | 2,553.00 | 4,212.00 |
| 12 | 3,575.00 | 1,475.00 | 2,752.00 | 4,540.00 |
| 13 | 3,833.00 | 1,598.00 | 2,951.00 | 4,868.00 |
| 14 | 4,091.00 | 1,721.00 | 3,150.00 | 5,196.00 |
| 15 | 4,349.00 | 1,844.00 | 3,334.00 | 5,524.00 |
| Each additional Member | +258 | +123 | +199 | +328 |
| Guam Standard Deduction..... | \$245.00 | | | |
| Dependent Care Deduction..... | \$160.00 Per Dependent | | | |
| Shelter Deduction: | | | | |
| 1. Without Elderly..... | \$235.00 | | | |
| 2. With Elderly..... | No limit | | | |

STANDARD UTILITY ALLOWANCE

| | ELECTRICITY | WATER | SEWER | GAS | TELEPHONE |
|----|-------------|-------|-------|-------|-----------|
| 1 | 50.00 | 6.00 | 8.00 | 9.00 | 12.00 |
| 2 | 57.00 | 7.00 | 8.00 | 9.00 | 12.00 |
| 3 | 57.00 | 7.00 | 8.00 | 9.00 | 12.00 |
| 4 | 68.00 | 9.00 | 8.00 | 18.00 | 12.00 |
| 5 | 75.00 | 10.00 | 8.00 | 18.00 | 12.00 |
| 6 | 87.00 | 13.00 | 8.00 | 18.00 | 12.00 |
| 7 | 98.00 | 16.00 | 8.00 | 28.00 | 12.00 |
| 8 | 102.00 | 17.00 | 8.00 | 28.00 | 12.00 |
| 9 | 109.00 | 20.00 | 8.00 | 28.00 | 12.00 |
| 10 | 110.00 | 20.00 | 8.00 | 28.00 | 12.00 |
| 11 | 112.00 | 21.00 | 8.00 | 28.00 | 12.00 |
| 12 | 112.00 | 21.00 | 8.00 | 28.00 | 12.00 |

For a household size beyond thirteen (13) and over, use the utility allowance for the household size of twelve (12).