

**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.

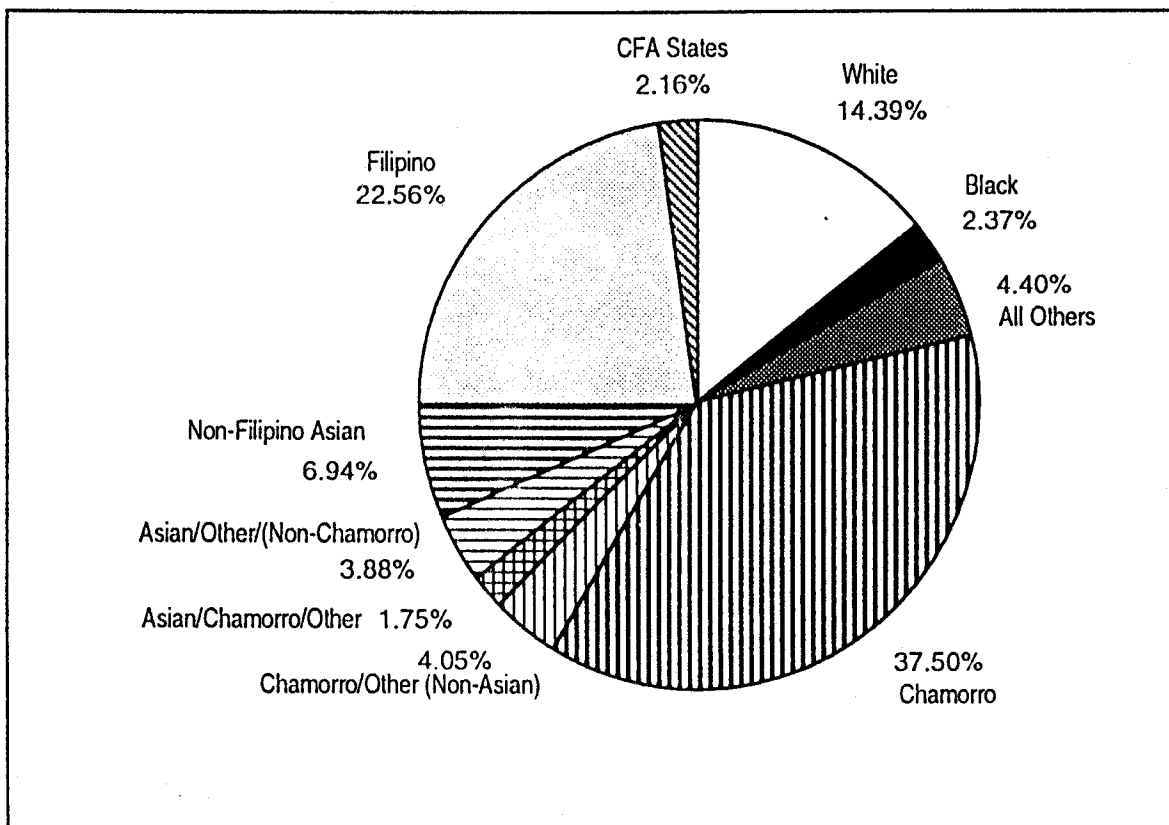
The study was conducted in two stages: A brief survey of the Guam Mayors' Council, and a longer survey of Guam agencies, mayors of impacted villages, and selected private agencies.

**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.

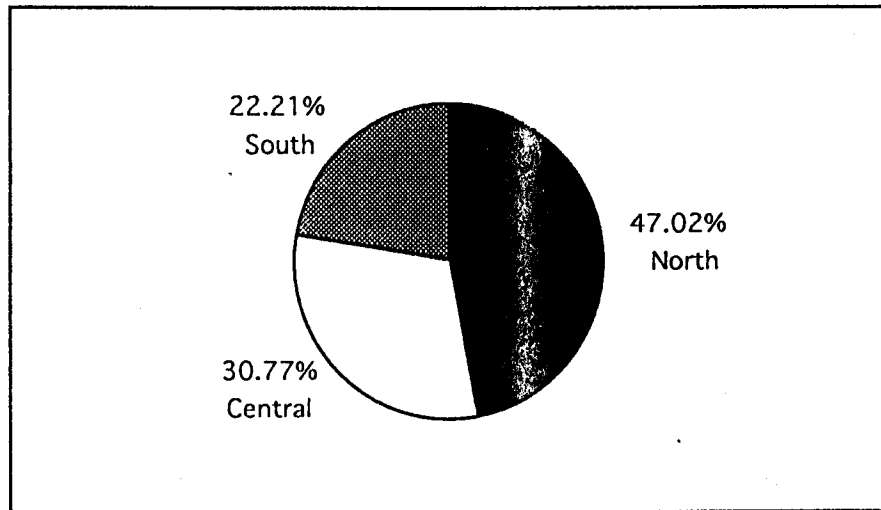


Figure 2. Population Distribution on Guam by Region, 1990 Census<sup>1</sup>

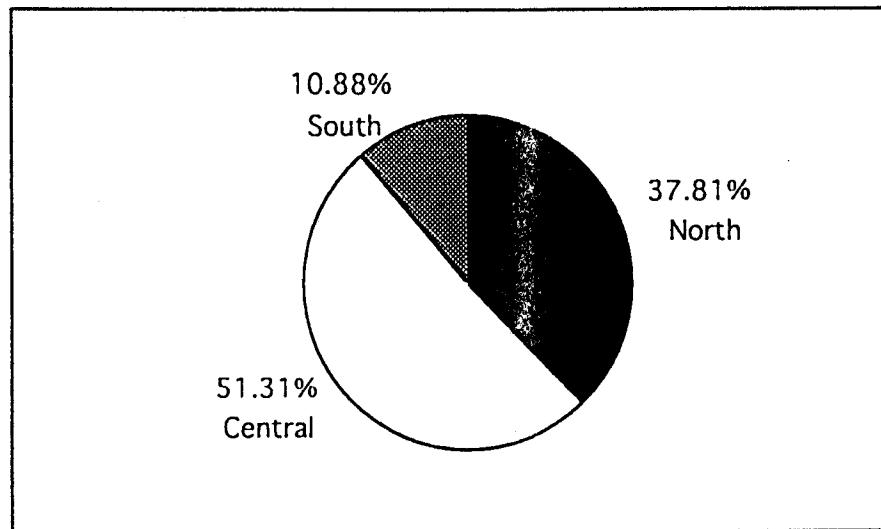


Figure 3. CFA Population Distribution on Guam by Region, 1990 U.S. Census of Guam<sup>1</sup>

<sup>1</sup>North: 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).

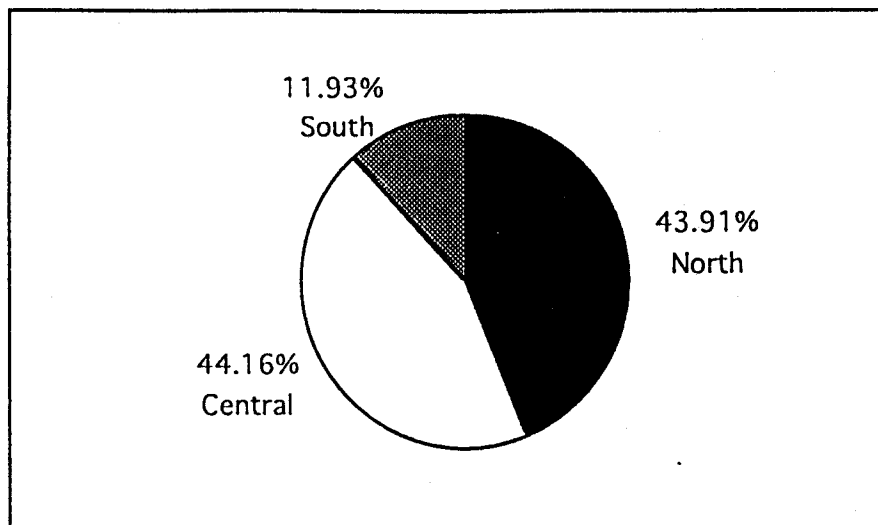


Figure 4. CFA Population Distribution on Guam by Region, 1992 Census of Micronesians on Guam<sup>1</sup>

### 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 Agencies<sup>1</sup>*

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)	●	●	★	○	○	★

<sup>1</sup> 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.

<sup>2</sup> ● = 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 Panasodda'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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The following pages should be substituted in the master before any more copies are made.

Serious problems <sup>resulted</sup> 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 <sup>1</sup>	

Source: GRC

<sup>1</sup> 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

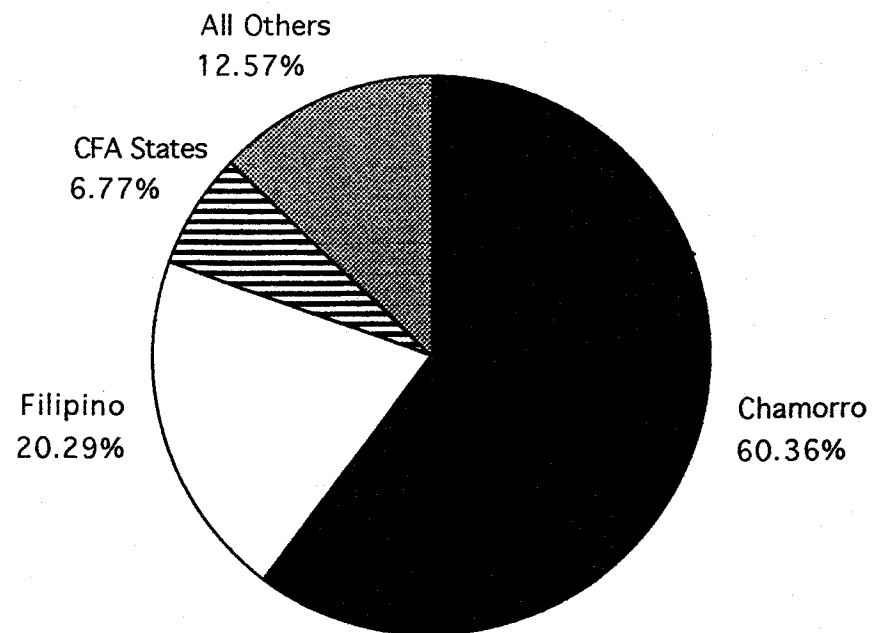
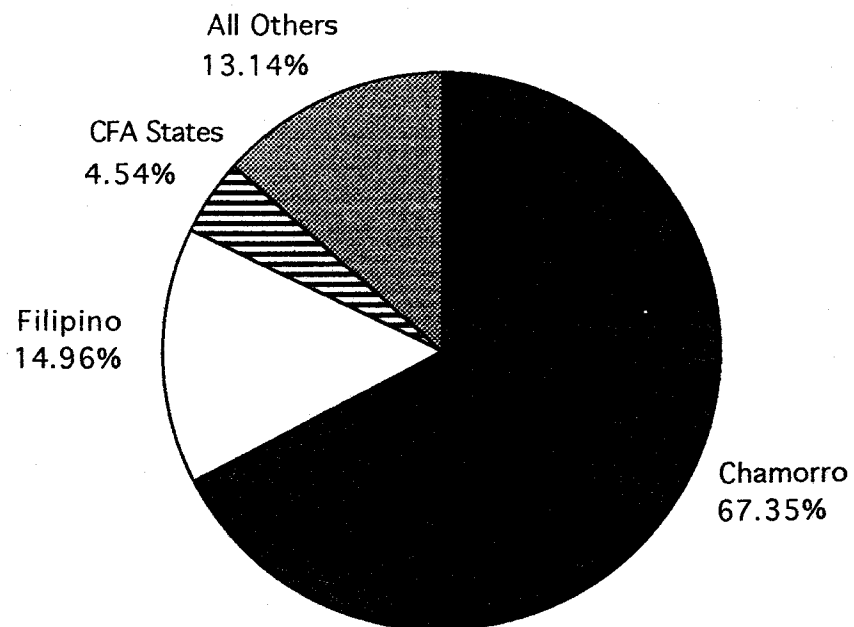


Figure 6. Relative costs of Food Stamps by major ethnic groups, August 1992



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 <sup>1</sup>			x <sup>1</sup>
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 <sup>1</sup>		x		x		x

<sup>1</sup>Varies 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

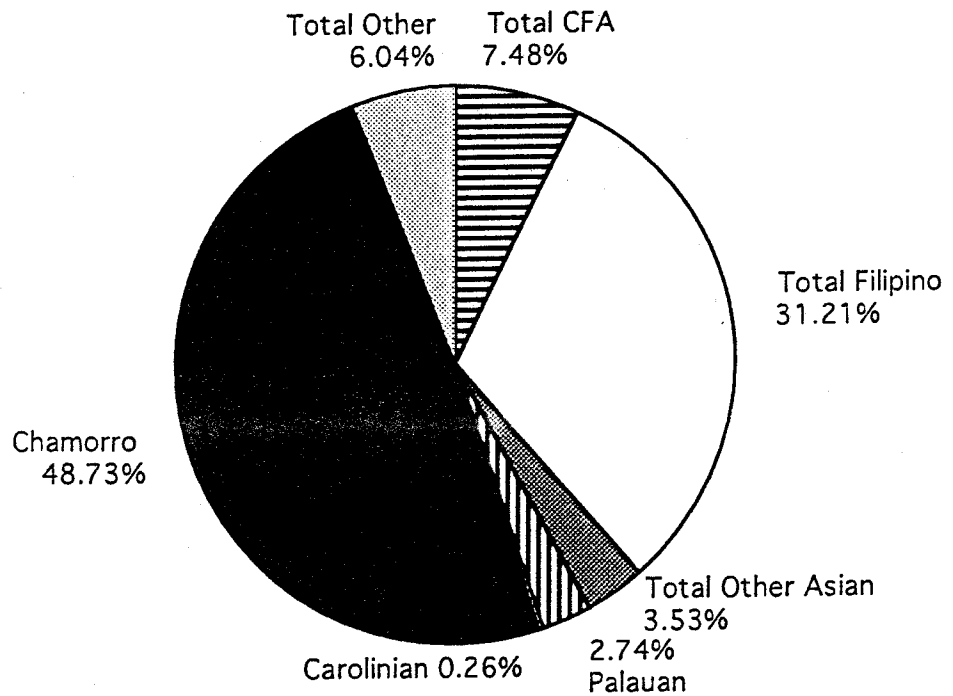


Figure 7. Language distribution of Guam DOE students with Language Other Than English, 1992.

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 <sup>1</sup>	7 <sup>2</sup>
Guam Community College	239 <sup>3</sup>	4
University of Guam	330 <sup>4</sup>	7 <sup>5</sup>

<sup>1</sup> 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.

<sup>2</sup> Figure provided by one CFA teacher; there may be more.

<sup>3</sup> Budgeted in P. L. 20-41

<sup>4</sup> Budgeted in P. L. 21-42

<sup>5</sup> 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 <sup>1</sup>	162	68.6%
	Arrests	NR	19	--	NR	56	--
	Arrest Rate	--	28.4%		--	34.6%	
Rape	Offenses	83	15	18.1%	92 <sup>1</sup>	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 <sup>2</sup>	--	NR	17	--
	Arrest Rate	--	209% <sup>2</sup>		--	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

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

<sup>2</sup>An 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	-- <sup>1</sup>
Unclassified Palau	135	162	149	274	-- <sup>1</sup>
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.

<sup>1</sup>In 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 <sup>1</sup>		x <sup>1</sup>	

<sup>1</sup>DOA 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