

FIRST REGIONAL COMPACT IMPACT DISCUSSION
(Adelup, Guam, June 26-30, 1992)

REPORT

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REPORT

Bureau of Training



*For the City of Saipan
Federated States*

OFFICE OF THE GOVERNOR
LUPRIMAN I MAGALANG
AGANA, GUAM 96911 U.S.A.

DEC 10 1991

The Honorable Amata Kabua
President
Office of the President
Republic of the Marshall Islands
Majuro, Marshall Islands 96960

Hafa Adai Mr. President:

I write to you in the hope that we can together address an issue that greatly affects both of our political jurisdictions, and one that can be solved more effectively by working closely with each other. The issue I speak about is that of migration by citizens of the Federated States of Micronesia and the Republic of the Marshall Islands into Guam and the CNMI. Please allow me to offer you a perspective of our view on this issue.

Guam is a part of Micronesia. Our respective islands are part of the Pacific family, and all of us are ever so aware of the importance family plays in our cultures. Time and time again, the people of Guam have risen to the challenge of providing a better life for our families. Now more than ever this challenge goes beyond our immediate families, to our extended families, our neighbors from the Federated States of Micronesia and, the Republic of the Marshall Islands who have come here in search of opportunities.

While most of the citizens of the Freely Associated States will successfully adjust to Guam's lifestyle and cultural values, the barriers toward adjustments these immigrants face are considerable. The Compact of Free Association's "habitual resident" status of RMI and FSM citizens requires our creative efforts in developing programs for these families to adjust upon arrival here. Although the federal government sees those from the Freely Associated States as non-permanent residents, citizens who arrive here can, and probably will remain on Guam for many years to attend school, seek employment, raise families and become long-time members of our community. Thus, the Government of Guam has a vested interest in ensuring that the special needs of this rapidly growing group are met.



Commonwealth Now!

The Honorable Amata Kabua
Page 2

We have shared in times of typhoons and natural disaster, the Guam Department of Education realizes the unique educational needs of FSM students and has teachers who work in the "language other than English" (LOTE) program, we also provide medical service to every man, woman and child on Guam, including our FSM population. As our friends from Chuuk and Pohnpei, Yap and Kosrae arrive, at times without a place to stay, Catholic Social Services shelters those who cannot find a place to live. Indeed, we have contracted the services of both the Catholic Social Services and the Guma San Francisco to provide meals and temporary housing for these incoming migrants. We are helping FAS citizens find jobs, and helping them understand what they will encounter. When legal assistance is needed, our government funds attorneys through the Public Defenders Office. We want to give your children the best possible education, but many times they lack the paperwork needed. Bringing vaccination records, guardianship papers, and school records will reduce delays and help us place a child into the proper class as soon as possible, giving them the best chance at success, and will ensure that their medical needs are being met. Standard identification procedures still need to be established so that your people can get jobs easily, and meet financing requirements for homes and automobiles.

As you can see from these few examples, the people of Guam have opened their arms in aid to your people. People are a valuable resource to share -- your citizens are helping to fill the labor shortage developing on Guam due to rapid economic development while enjoying the opportunities we can provide. We are also looking toward the future, when the FAS citizens can take the skills they learn here, the education they receive at our schools and university, bringing those back to your islands as your country embarks upon an economic future of its own.

I am personally committed to seeing that the citizens of the Freely Associated States who come to Guam have that opportunity. In fact, I have sponsored several students from your islands, and currently have a young lady who is an FSM citizen staying with my family as she pursues her education. Many of your leaders went to college with me, and share my desire to work towards the day when the Pacific is a center of cultural, economic and political success. But this cannot be achieved by any one of us alone. It is the collective effort that all of us must commit to for our dreams and aspirations to become reality.

The most recent project that I have overseen is one that I hope we will be able to work on together. I have received from the US Department of Interior (DOI) funding for a program designed to inform, educate, and assist all FAS citizens who wish to come to

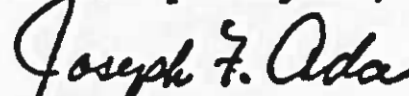
Guam, or who already live here, with the realities of adjusting into our community. The Government of Guam and our private sector have already committed to a share of the project, we are now in the final planning stages before implementation. This program involves producing videos and pamphlets that will help your citizens prepare for their arrival on Guam. Once here, the program envisions a center where all information on housing, jobs, education, health care, and many other topics will be available to FAS citizens in their own language. This program is seen as a need by many of your people that currently live on Guam, and we are putting forth our best effort to see this become a reality. But again, I cannot stress enough the need for your help in starting this program.

With this in mind, and if it pleases you, I would like to propose a meeting of the leaders of the Federated States of Micronesia, the Republic of the Marshall Islands, the Commonwealth of the Northern Marianas and Guam --- possibly in Kolonia sometime in late February or early March, or any other venue or date that would meet our respective schedules --- so that we could discuss matters and reach consensus on the course we will take together.

Along this line, may I further propose that our respective staffs initiate discussions and pursue preliminary proposals for consideration during the meeting of leaders. My Chief of Staff, Ms. Lou Pangelinan, will coordinate with your designated staff to work out the precise details. My hope is that we jointly, and with the assistance from the U.S. Federal Government as promised in the Compact of Free Association, establish a variety of programs and regimes for easing the transition resulting from the migration of your citizens to Guam.

I am indeed hopeful that we will mutually benefit from our collective thoughts and proposals, such as from a gathering of our leaders. I therefore eagerly look forward to commencing this important undertaking, and with your appointment of a designated staff, we can begin preparations at the earliest possible date. Si Yu'os Ma'ase' for your kind attention.

Sins eru yan magahet,



JOSEPH F. ADA
Governor of Guam



*Secretary of Tourism
Federated States of Micronesia*

OFFICE OF THE GOVERNOR
LUPRMAN / MALAY LANE
AGANA, GUAM 96911 U.S.A.

DEC 10 1991

The Honorable Bailey Olter
President
The Federated States of Micronesia
Kolonia, Pohnpei 96941

Hafa Adai Mr. President:

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Commonwealth Now!

The Honorable Bailey Olter
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Along these lines I would like to request that Mr. Wilton Mackwelung, FSM Liaison for Guam, be allowed to sit on a steering committee for this program, to represent your government. I hope I can count on your support as we both work for the good of all of our people.

With this in mind, and if it pleases you, I would like to propose a meeting of the leaders of the Federated States of Micronesia, the Republic of the Marshall Islands, the Commonwealth of the Northern Marianas and Guam --- possibly in Kolonia sometime in late February or early March, or any other venue and date that would meet our respective schedules --- so that we could discuss matters and reach consensus on the course we will take together.

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I am indeed hopeful that we will mutually benefit from our collective thoughts and proposals, such as from a gathering of our leaders. I therefore eagerly look forward to commencing this important undertaking, and with your appointment of a designated staff, we can begin preparations at the earliest possible date. Si Yu'os Ma'ase' for your kind attention.

Singeru yan magahet,

Joseph F. Ada
JOSEPH F. ADA
Governor of Guam



Territory of Guam
Federated States

OFFICE OF THE GOVERNOR
L'ESPLANADA MAGALAH
AGANA, GUAM 96910 U.S.A.

JUN 22 1992

Ms. Stella Guerra
Assistant Secretary
Office of the Secretary
Territorial and International Affairs
United States Department of Interior
Washington D.C. 20240

Hafa Adai Assistant Secretary Guerra:

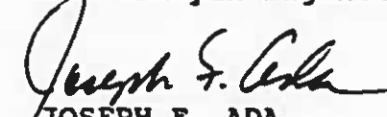
It is my honor to invite you to attend the first Regional Summit of Micronesian Leaders, which will be held on Guam, June 29 - 30, 1992. The Summit will bring together the heads of state of the Federated States of Micronesia, the Commonwealth of the Northern Marianas and Guam. The purpose of the Summit is to discuss strategies and programs that address the transition and resettlement of Compact citizens choosing to leave their home islands under provisions of the Compact of Free Association.

It is my hope that discussions held here will lead to increased coordination of efforts to our Compact nation population, and that such efforts will lessen culture shock and hasten their integration into our community, our schools and our work force.

In addition, the Summit will provide a forum to discuss the efforts of the Department of Interior-funded Education and Orientation Programs now under development on Guam. We will seek guidance from FSM leaders in designing relevant programs. We will also request the assistance of FSM leaders in disseminating the information produced on Guam in their home islands. I hope that progress will be made in this area also.

My warmest regards and wishes that you will be able to attend the Summit of Micronesian leaders as your presence will no doubt be mutually beneficial to all concerned.

Sins eru yan magahet,


JOSEPH F. ADA
Governor of Guam

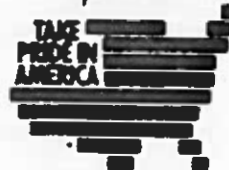


Commonwealth Now!

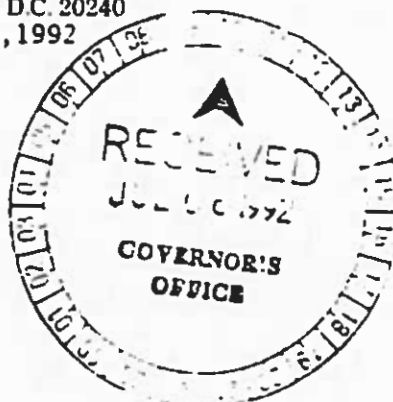


United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, D.C. 20240
June 25, 1992



The Honorable Joseph F. Ada
Governor of Guam
Agana, Guam 96910



Dear Governor Ada:

Thank you for your letter of June 22, 1992, inviting me to attend the June 29 - 30, 1992 meeting on Guam of Micronesian leaders. Unfortunately, my schedule does not allow me to attend. However, I would like our representative on Guam, Mr. Tony Palomo, to attend on my behalf.

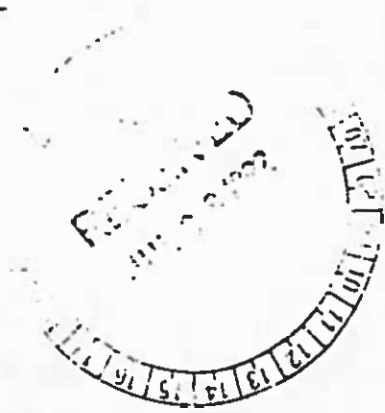
We recognize the unique geographical, cultural, and economic ties which create a need for increased communication, interaction, and governmental coordination among Guam, the Commonwealth of the Northern Mariana Islands, and the Compact states, especially the Federated States of Micronesia. There is a clear need for regional leaders to discuss and plan for the transition and settlement of Compact state nationals who migrate to Guam to take advantage of the economic opportunities there.

The Department of the Interior is pleased to have worked with you to provide technical assistance to develop the Education and Orientation Programs. All the best in your efforts to address the many issues that you have outlined.

With every good wish, I am

Sincerely,

Stella Guerra
Assistant Secretary
Territorial and International Affairs



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 - No. 2 Micronesian Meeting Place**
 - No. 3 Compact Impact Steering committee**
 - No. 4 Joint Guam/FSM/CNMI Actions**
 - No. 5 Identification and Data Collection**
 - No. 6 Federal Assistance for Compact Impact**
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I.

INTRODUCTION

The Compact Impact Discussion Meeting brought together for the first time regional leaders from Micronesia to address issues of migration resulting from P.L. 99-239, Compact of Free Association Act of 1985.

The primary purpose of the Meeting was to develop long-term regional strategies to resolve mutually perceived concerns.

The meeting began with a two-day series of working group sessions where leaders of the region had the opportunity for open dialogue and exchange of ideas.

The meeting resulted in the signing of eight joint agreements by the heads of state and their representatives.

The meeting was hosted jointly by the Government of Guam, the Federated States of Micronesia, Chuuk State, Yap State, Pohnpei State, and the Commonwealth of the Northern Marianas.

II. AGENDA WORKING GROUP MEETINGS

PLENARY SESSION June 26, 1992 Governor's Cabinet Conference Room Adelup, Guam

9:00 a.m. - 9:30 a.m.	Opening Remarks
9:30 a.m. - 10:15 a.m.	Education Issues Discussion
10:15 a.m. - 10:30 a.m.	Break
10:30 a.m. - 11:15 a.m.	Health Issues Discussion
11:15 a.m. - 12:00 p.m.	Labor Issues Discussion
12:00 p.m. - 1:30 p.m.	Lunch Break
1:30 p.m. - 2:15 p.m.	Public Safety Issues Discussion
2:15 p.m. - 3:00 p.m.	Housing Issues Discussion
3:00 p.m. - 3:30 p.m.	Break
3:30 p.m. - 5:00 p.m.	Plenary Session

WORKING COMMITTEE SESSIONS June 27, 1992 Governor's Complex Adelup, Guam

9:00 a.m. - 12:00 p.m.	Working Committees
12:00 p.m. - 2:30 p.m.	Drafting Committees
2:30 p.m. - 4:30 p.m.	Review in Plenary

III. AGENDA COMPACT IMPACT DISCUSSIONS

**June 29, 1992
Governor's Cabinet Conference Room
Adelup, Guam**

9:30 a.m. - 10:30 a.m. Welcoming Remarks

**The Honorable Joseph F. Ada,
Governor of Guam**

**The Honorable Resio Moses,
Secretary of Foreign Affairs**

10:30 a.m. - 12:00 a.m. Presentations and Discussions

Education and Cultural Issues

Health Issues

Employment and Transportation Issues

Legal and Financial Issues

Housing Issues

12:00 p.m. - 2:00 p.m. Lunch

2:00 p.m. - 5:00 p.m. Continuation of Discussions

**June 30, 1992
Governor's Cabinet Conference Room
Adelup, Guam**

9:00 a.m. - 12:00 p.m. Continuation of Discussions

IV. DRAFT ISSUES DOCUMENT (GUAM)

DRAFT WORKING PAPER

1992 SUMMIT OF MICRONESIAN LEADERS ON COMPACT ISSUES

GENERAL BRIEFING PAPER FOR PRE-SUMMIT CONFERENCES

MARCH 1992



OVERVIEW

In the Fall of 1986, the Compact of Free Association between the United States Congress and the governments of the Federated States of Micronesia and the Republic of the Marshall Islands was ratified. That comprehensive document was to have far reaching effect not only for the people directly impacted by the change in political status, but also be neighboring jurisdictions of the United States, including Guam and the Commonwealth of the Northern Marianas (CNMI). Due to the proximity of Guam and the CNMI, and their attractiveness as flourishing economic communities, there has been since 1986, a marked rise in migration by citizens of the Freely Associated States to Guam and the CNMI.

The newly signed Compact created a brand new category for those FAS citizens wishing to travel whether for visits or for a more permanent reason, to US states and territories. They were also guaranteed certain privileges and rights under U.S. law including access to educational and social service programs administered by the U.S. state or territory.

The primary source of attraction to FAS citizens migrating to Guam is the blossoming economy. The higher quality of health care and education are also motivating factors. Guam welcomes our Micronesian neighbors, and in doing so, we must be sure that the services received by the migrants while here are responsive to their needs. At the same time, we must ensure that the levels of service to the residents of Guam are not compromised. Therefore, it is very important that the governments of Guam, the CNMI and the FAS cooperate closely in order that we can achieve our common goals.

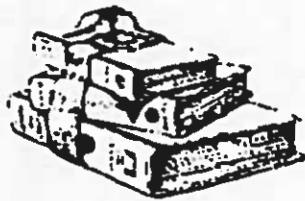
The drafters of the Compact of Free Association foresaw a possible impact upon the social and educational services of these areas, specifically naming Hawaii, American Samoa, the Commonwealth of the Northern Marianas, and Guam in section 104 of the Compact. The wording of PL 99-239 specifically states "it is not the intent of Congress to cause any adverse consequences for the United States territories and commonwealths or the State of Hawaii..." and goes on to establish reporting procedures that would identify any "adverse consequences resulting from the Compact". Additionally, the law authorizes "appropriate(ions) for fiscal years beginning after September 30, 1985... as may be necessary to cover the costs, if any, incurred by ... Guam... 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."

It is upon the basis of PL 99-239 and the sections outlined above that the Government of Guam was first introduced to the issue of "Compact Impact". In spite of the fact that U.S. territories most likely to be affected by the Compact were not consulted, the framers of the Compact understood the need to deal, honestly and earnestly, with the issues that would be raised due to the migration of FAS citizens to the areas named. The Compact thus encourages those governments to submit findings of impact to the President for his required annual report to Congress.

Along these lines, the Government of Guam has secured two Technical Assistance Grants that are structured to examine the issues, collect data, and initiate programs designed to assist those newcomers from the Freely Associated States with an often confusing and complex transition period into a vastly different culture, custom and set of laws; and secondly, to mitigate any displacement of Guam's permanent residents from available social and educational programs by migrants who also qualify for many assistance programs. Additionally, it is the policy of the Government of Guam to attempt to enhance cross-cultural understanding among the people of Guam and the people of the FSM and RMI to create a closer, more understanding community on our island.

This briefing paper will attempt to outline in broad terms, five basic issues that are currently encountered when discussing the issue of Compact immigration. It will also give a general outline of the existing programs designed to address adverse impact, and propose ways in which cooperation between the governments of Guam, the CNMI, FSM and RMI will increase the effectiveness and success of these programs for the good of all of our people.

THE ISSUES



EDUCATION

Of a total of almost 28,000 students, 870 students from the FAS currently attend Guam's public elementary and secondary schools (pre-K through grade 12). This number includes children who migrated to Guam since the implementation of the Compact of Free Association. This number has increased rapidly in the past several years. In 1989-90 there were 434 students from the FAS and in 1990-91 there were 639. The average classroom contains anywhere from 24-28 students and the estimated per pupil cost of providing an education is \$4,300.

These students often have limited English language skills and lack comparable educational background of their peers on Guam. The special attention they require places additional demands upon the schools of Guam to provide an appropriate education for all FAS citizens under the age of 16 years.

Over 57 percent of the students utilizing the Department of Education LOTE program

are from the FSM and RMI. LOTE is an acronym for "Languages Other Than English". Teachers are specially trained to work on the English language skills of students separate from their standard curriculum, so they may be brought up to the same level as their English speaking counterparts.

Both the University of Guam (UOG) and the Guam Community College (GCC) have introduced classes for FAS students to explain the social customs and legal requirements of living on Guam, and offer special counseling, apprenticeship, and cooperative programs.

With limited funding for special programs such as LOTE, there is a cap on the number of students that can be enrolled in such a specialized program. The issue of displacement is thus raised. Because the demand for LOTE services by students from the FAS is great, the children who are permanent residents of Guam who may lack adequate English skills because they speak a different language at home, perhaps Chamorro, Filipino, or some other language, may not be able to take advantage of the LOTE program. It is the feeling of the Government of Guam that the federal government must recognize their responsibility to provide funding adequate to cover the needs of both the newcomers from the FAS and local residents.

Another issue is that of documentation needed by children to properly enroll in school. School attendance is mandatory for all children under the age of 16. But to enroll, students must bring shot records, birth certificates, prior school and guardianship papers. There are also strict laws against a student entering school unless their immunization records are current. Often school enrollment is delayed while needed documents are obtained from home islands. This can be frustrating to both the child and school administrators.



HOUSING

There is no disputing the fact that affordable housing is in high demand and low supply on Guam. Local residents are having difficulty finding apartments they can rent on an average salary, and many cannot afford to buy a home. This problem is even more acute for those FAS newcomers who are looking for shelter.

Need for housing for FAS newcomers is evidenced by the large number of people that seek housing assistance from Catholic Social Services (CSS). In a one-year period over 1500 individuals from the Freely Associated States sought housing assistance. Over 783 clients in 10 months were found temporary homes. This is 57 percent of the total clients that the CSS handled.

In addition, there is another program, Guma San Francisco, that provides immediate housing for homeless people on Guam. Over 68 percent (128 people in 5 month period) of their clientele are from the FAS. With the cost of housing continuing to rise and limited public

funding, there are many FAS newcomers and local residents that are denied help at these institutions simply because there is just not enough housing to meet the demand.

This too is the case for the Guam Housing and Urban Renewal Authority (GHURA). There is a very lengthy waiting list for people who need low cost housing. Section 8 applicants may have to wait over a month for certificates, and even then must pay fair market rent. Those qualifying for Low Income Public Housing (LIPH) may have to wait up to a year. Again the issue of displacement can be raised, as the federal programs only issue a limited number of certificates. Since the signing of the Compact, many FAS newcomers have qualified for the program, and in effect displaced local families. This is stated, not as a means of saying one group is more worthy than the other of housing, but to instead make the point that the federal government needs to live up to their stated responsibility in PL 99-239 in which they assured Guam of increased levels of funding for Compact related impacts. If the governments of Guam, the CNMI, the FSM and RMI can convince Congress of this point, there could be an increase in the numbers of certificates (for the Section 8 program) and funding for low-income public housing projects, and a resulting benefit for all concerned, both local resident and FAS newcomer alike.

Should an FAS resident be able to secure housing, there are other concerns, such as understanding lease agreements and security deposits. In addition there are laws and regulations governing the health and safety of all people, designed to protect, and often not known or understood by FAS newcomers that limit the number of people that can live in a house or apartment.

Simple budgeting is also a new experience for some. For the most part, food cannot be obtained from the land on Guam. All the land on the island is either privately owned-- in which case all fruits, vegetables, and products on that land belong to the owner; or owned by the government, in which case there are strict laws protecting this land and the products on it. Fishing is governed by rules and regulations that guide the type of species allowed to be caught, the methods used, and the locations where people are allowed to fish. The principle way to keep a family fed is to purchase the food from stores, and paychecks must be carefully budgeted to cover housing costs, food and other necessities for the good of the family. It is a very different way of life for some, and one that needs to be understood for their good health and happiness.

In times of disasters such as storms, there is also a large effort put out by the government and community to help those most in need. The last two serious typhoons to hit Guam caused many FAS newcomers to lose their belongings, and many times have their homes destroyed.



LABOR

Guam is in the midst of an economic growth period. Although the rapid pace of development has slowed to a more steady rate in 1992,

there is a current and future need for labor to maintain the tourism industry on Guam. Along these lines, there is also need for labor in the construction industry and in almost every aspect of service and retail sales.

As Guam has a limited population, and does look toward limited alien labor pools to fill some of the jobs, there has undeniably been a need for people to fill jobs. Many of these positions have been filled by newcomers from the FAS. Several large private firms continue to recruit workers directly from their home islands, one notable example is the Guam Palace Hotel Corporation that recruited over 100 people from the FSM to be trained in the hotel industry.

The director of the Guam Employers Council and the Guam Hotel and Restaurant say although there is a need for employees, there is also a need for life skills and vocational training for those newcomers from the FAS. The private sector has been very enthusiastic about assisting the government with programs designed to ease the transition into a new way of life for those people wishing to seek employment in the Guam job market. The Agency for Human Resources Development currently runs training and assistance courses for those people seeking jobs. These services are targeted for expansion and tailoring to the needs of FAS citizens.

Employers most often encounter a need for special attention toward workers from the FAS in several areas. Transportation is an important sub-issue as many of the newcomers from FAS do not own an automobile, and as such have a difficult time making it to the job site. The public transportation system on Guam is not that extensive, and car-pooling only works in limited circumstances. Going hand-in-hand with this problem is that of obtaining a driver's license. The crowded 7-lane highways and 45-mile per hour speed limit are often a shock to someone from the outer islands, for example, and good driving skills are essential. But the lack of available drivers training in the languages of the FSM and RMI often becomes an additional hurdle to moving about on the island.

All persons seeking employment must present their potential employer with proof of work eligibility in the U.S. This is best done in the form of an Employment Authorization Document available from the U.S. Immigration and Naturalization Service (INS). A Social Security card is also required by all employers. Many jobs also require health certificates. Understanding the need for the proper paperwork and clearances would help FAS newcomers find steady jobs.



HEALTH

Perhaps the most pressing medical issue is the shortage of trained medical personnel. Most local residents have some access to health insurance. Through their jobs, or through relatives, they have some avenue of paying the high cost of medical care. Unfortunately many FAS newcomers do not have health insurance or referrals from their home islands, and they often have difficulty in

paying for medical services. Doctors have brought to a head the need for some solutions to the problem of non-payment by demanding that the Government of Guam pay for services rendered to patients that are treated at the hospital, but who cannot pay the bill. They indicated that if this was not done, doctors may have no choice but to leave the island, which would hurt not only the local residents, but also those FAS newcomers seeking medical attention, especially in the area of obstetrics and pediatrics.

Should FAS newcomers continue to come to Guam with the intention of receiving free medical service, the resulting strain could severely damage the island's health care system for all those who use it.

FAS newcomers also have found welfare and public assistance programs, for example the Medically Indigent Program (MIP) helpful in easing their transition. These programs again are limited in funding, and there is a need to address the issue of displacement.



PUBLIC SAFETY

The criminal justice system of Guam is a complex one, and one that is extremely foreign to most FAS newcomers. A person who comes from a different culture and legal system undoubtedly has trouble with the concepts inherent in the local legal system. That is evident on Guam as a significant percentage of the FAS newcomer population has had encounters with the legal system.

At the Public Defender's Office, government funded attorneys see many FAS newcomers for a variety of needs ranging from juvenile cases to criminal cases. On the average, FAS newcomers comprise 15 percent of their total caseload. FAS newcomers are often, however, in need of special attention, again because of a lack of understanding of English and the complex justice system. They also account for 47 percent of warrants for failures to appear for a scheduled court appointment. Since the signing of the Compact there has been a marked increase in the amount of criminal cases handled by the justice system. Some of these cases involve lack of knowledge of the law, where the perception by an FAS newcomer differs vastly from the local law.

Often, the gravity of an offense is compounded, when the lack of understanding of rights, lack of proper identification, or lack of English language skills will result in the incarceration of a person. This could have been avoided if there had been education and an understanding of the laws of Guam.

There are other important problems that could be avoided such as the lack of proper paperwork for guardianship of a minor. Children that come to Guam without their parents must have a legal guardian before they can enroll in school, or be treated at the hospital.

EXISTING PROGRAMS

There are two Technical Assistance Grant Programs currently being undertaken by the Government of Guam in the area of Compact Impact.



DATA COLLECTION

As P.L. 99-239 mandates the U.S. Immigration and Naturalization Service (INS) provide information on Compact immigration for an annual report to Congress and because INS has been unable to fulfill this requirement, a Technical Assistance Grant for \$138,000 is in effect for data collection. The data is being used to provide information to Congress to support all of the issues mentioned above.



INFORMATION AND EDUCATION PROGRAM

A Compact Impact Steering Committee was set up through Executive Order 92-4, along with five (5) issue area subcommittees. A total of over 65 people including government officials, interested citizens, and the business community are involved. These committees have been formed to handle Technical Assistance Grant G-61 in the amount of \$630,000. This grant has two main functions.

The first function is to produce audio, video and written material in English and in the major languages of the Compact States to be distributed on Guam and in the home states. This material would include information on the requirements and necessities of living on Guam. It is essential that there be close cooperation among the governments of Guam and the Federated States of Micronesia and the Marshall Islands in order for this phase to be successful.

The second function would be to set up a center in Mangilao where a staff of three (3) will manage a coordination program that will work on enhancing existing GovGuam and private sector programs designed to help Compact migrants. It is very important that this program enhance the existing work of the FSM Liaison Office, and not duplicate their functions.

V. RESOLUTIONS



Resolution No. 1

PUBLIC INFORMATION AND EDUCATION PROGRAM

Relative to supporting the implementation of a comprehensive public awareness program on the requirements for living on Guam for the benefit of citizens from the Federated States of Micronesia who migrate to Guam; this program to contain information on education, housing, labor, health and public safety requirements.

WHEREAS, the Compact of Free Association between the United States and the Federated States of Micronesia allows for free movement of FSM citizens into US areas; and

WHEREAS, the proximity of Guam and the Commonwealth of the Northern Marianas and their flourishing economic conditions have attracted FSM citizens to seek employment and educational opportunities in these areas; and

WHEREAS, since 1986 when the Compact of Free Association was implemented, there has been a marked rise in movement of FSM citizens to Guam and the CNMI; and

WHEREAS, Guam and the CNMI recognize the mutual benefits derived from the migration of FSM citizens into these areas and welcome their brothers and sisters here; and

WHEREAS, the governments of Guam and the CNMI also recognize the difficulties being experienced by FSM citizens in adjusting to lifestyle and culture in these areas, and wish to help ease these difficulties by offering needed programs; and

WHEREAS, the government of Guam has embarked on an education and public awareness campaign that would provide necessary information to FSM citizens prior to migration to Guam on what to expect on Guam, to include information on requirements and necessities of living on Guam;

NOW, THEREFORE, BE IT RESOLVED that the governments of the Federated States of Micronesia, CNMI and Guam work closely together in ensuring that the information and education program is produced within 6 months, and be it further

RESOLVED that the education program consist of audio, video and written materials, translated into the major languages of the Compact states, to be distributed on Guam and in the home states of FSM citizens, and be it further

RESOLVED that the program inform FSM citizens that school attendance on Guam is mandatory for all children under the age of 16 and that it describe documentation and certification requirements such as immunization records, birth certificates, prior school records and guardianship papers, if applicable, which are needed by children to enroll in schools on Guam and the CNMI, and be it further



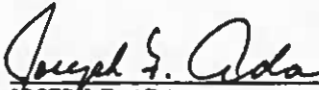
RESOLVED that the program provide FSM citizens with accurate information on housing opportunities and practices on Guam and the CNMI, particularly the scarcity and costs of rental units, and be it further

RESOLVED that the program inform FSM citizens of employment documentation requirements such as needing to have a social security number and a positive identification card in order to get a job on Guam and the CNMI, and be it further

RESOLVED that the program give FSM citizens a realistic picture of the capabilities and costs of health programs on Guam and the CNMI, and be it further

RESOLVED that the program inform FSM citizens of some of the basic requirements by the criminal justice systems on Guam and the CNMI, such as the law mandating that all drivers on Guam obtain a valid driver's license and must have car insurance if operating a vehicle on Guam, and must comply with other laws that may differ from the perception of an FSM newcomer.

Dated this 30th day of June, 1992 in Adelup, Guam


JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM


RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA


LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 2

MICRONESIAN MEETING PLACE

Relative to supporting the establishment of the Micronesian Meeting Place which is a center that would coordinate programs to enhance existing government of Guam, private sector or FSM government programs to assist FSM citizens in their transition to living on Guam, to establish the center in July, 1992 and to call for widespread support and involvement by Guam citizens and the FSM governments and citizens in the Meeting Place.

WHEREAS, the government of Guam will open the doors to the Meeting Place in July 1992, which is a center to be established on the grounds of the University of Guam in Mangilao to assist FSM citizens on Guam in their transition to living on Guam; and

WHEREAS, the Meeting Place will be set up to enhance the existing work of the Federated States of Micronesia Consulate on Guam and not to duplicate their functions, and

WHEREAS, the Meeting Place is a government of Guam project which is federally funded through a technical assistance grant for a two-year period; and

WHEREAS, the Meeting Place will have a staff of three (3) to manage a coordination program that will work on enhancing existing government of Guam and private sector programs designed to help FSM citizens on Guam;

NOW, THEREFORE, BE IT RESOLVED that the governments of the Federated States of Micronesia and Guam work jointly to ensure the success of the Meeting Place in its public awareness campaign, its community networking and its service brokering, and be it further

RESOLVED that the governments of the Federated States of Micronesia and Guam encourage the director of the Meeting Place to look at successful patterns of networking by other ethnic groups, particularly in the area of housing, and use those models to assist FSM newcomers in transitioning to Guam, and be it further

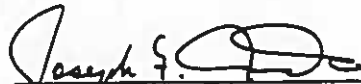
RESOLVED that the governments of the Federated States of Micronesia and Guam ask staff of the Meeting Place to help heighten the awareness of FSM citizens on Guam as to the benefits of carrying identification with them at all times, and be it further

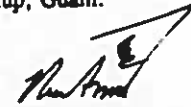
RESOLVED that the governments of the Federated States of Micronesia and Guam encourage staff of the Meeting Place to widely disseminate accurate employment information such as the fact that FSM citizens are eligible to work in government positions, that an INS employee identification card is not mandatory for employment on Guam by FSM citizens, but that a social security number along with positive identification is required for employment on Guam, and be it further

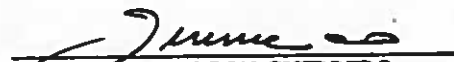


RESOLVED that the governments of the Federated States of Micronesia and Guam request staff of the Meeting Place to encourage Guam employers who recruit and employ FSM citizens to provide housing options for off-island employees from the FSM and where appropriate, their families.

Dated this 30th day of June, 1992 in Adelup, Guam.


JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM


RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA


LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 3

COMPACT IMPACT STEERING COMMITTEE

Relative to calling for more widespread and active participation on the part of Guam's community leaders, mayors, educators and representatives from the private and public sectors and by the FSM Consulate on Guam in the existing Compact Impact Steering Committee and its five subcommittees.

WHEREAS, on January 17, 1992, Executive Order 92-4, promulgated by Governor Joseph F. Ada and Lieutenant Governor Frank F. Blas, came into effect setting up a Compact Impact Steering Committee along with five (5) issue area subcommittees; and

WHEREAS, a total of over 65 people from all cross-sections of the Guam society, including government officials, interested citizens and the business community, are involved in this Compact Impact Steering Committee and its related subcommittees; and

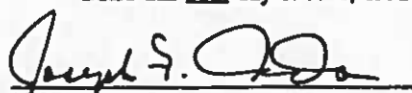
WHEREAS, the Compact Impact Steering Committee was initially formed to address the specific requirements dealing with the establishment of the Compact Impact Public Information and Education Program and the Meeting Place; and

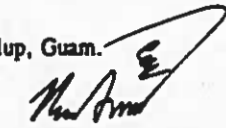
WHEREAS, the Compact Impact Steering Committee will continue to conduct its work which deals primarily with the examination of compact impact issues and calling for the creation and implementation of necessary programs or actions that would lead to assisting those newcomers from the Federated States of Micronesia with an often confusing and complex transition period into a vastly different culture, custom and set of laws;

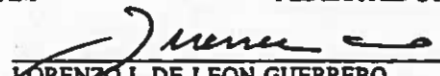
NOW, THEREFORE, BE IT RESOLVED that the governments of the Federated States of Micronesia and Guam agree to lend its support for a more widespread/active involvement in the Compact Impact Steering Committee and its subcommittees by Guam's community leaders, mayors, educators and representatives from both the public and private sectors, and be it further

RESOLVED, that the governments of the Federated States of Micronesia, CNMI and Guam agree to more widespread/active participation by members of the Consulate of the Federated States of Micronesia on Guam and CNMI Liaison Office and in the Compact Impact Steering Committee and its subcommittees.

Dated this 30th day of June, 1992 in Adelup, Guam.


JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM


RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA


LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 4

JOINT GUAM/FSM/CNMI ACTIONS

Relative to the establishment of a mechanism whereby the governments of the Federated States of Micronesia, Guam and the CNMI can work closely together to address issues of mutual concern as they relate to FSM citizens migrating to Guam; and to call for the governments to begin their joint efforts immediately.

WHEREAS, the governments of the Federated States of Micronesia, Guam, and the CNMI recognize the mutual benefits derived from the migration of FSM citizens to U.S. areas such as Guam; and

WHEREAS, both governments agree that they must work cooperatively in order to help ease the difficulties being experienced by FSM citizens who have migrated to Guam and the CNMI; and

WHEREAS, immediate action for the exchange of information and joint cooperative efforts on the part of both governments will go a long way in addressing and perhaps resolving some of the problems identified by FSM citizens on Guam and Guam and CNMI's service providers as a result of the FSM migration to the Marianas;

NOW, THEREFORE, BE IT RESOLVED that the governments of the Federated States of Micronesia, Guam and the CNMI agree to the following immediate courses of action that require cooperation and working together in order to ensure their effectiveness in addressing the actual needs of FSM citizens on Guam and the CNMI and the needs of those on Guam who provide services to FSM citizens:

1. To share population data, especially as they relate to the migration of FSM citizens to the Marianas;
2. To call on all leaders on Guam, the CNMI and the FSM to influence FSM citizens in the Marianas to cooperate fully with the upcoming census of the FSM population on Guam to be conducted starting July 1992;
3. To share education-related documents and statistics and criminal justice information on FSM citizens who have migrated to the Marianas;
4. To allow for the exchange of education personnel between Guam Department of Education, the public school system of the CNMI and the public school system in the Federated States of Micronesia for needed on-site school visits;
5. To reinstitute the sponsorship program that would facilitate FSM students in attending school on Guam;



6. To coordinate employment opportunities and training programs, such as the JTPA programs;

7. To work to establish a language translation program in primary FSM languages and to make available this program to health professionals and other service providers in the Marianas who need to implement such a program, such as in the court-ordered alcohol treatment program and in the administration of driver's education and testing program;

8. To recruit and hire qualified FSM citizens fluent in the primary languages of the FSM states into government positions, particularly in the Guam Police Department, the Department of Mental Health and Substance Abuse, Department of Education, and the Department of Labor.

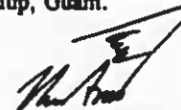
9. FSM, CNMI and government of Guam intensify their efforts in recruiting additional health care specialists, specifically in critical areas such as obstetrics/gynecology and mental health care;

10. To develop a systematic approach to the handling of persons who have been convicted of crimes who may be returned to their home states on a case-by-case basis for rehabilitation purposes;

11. To look at options that would increase housing stock in the Marianas for those in need.

Dated this 30th day of June, 1992 in Adelup, Guam.


JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM


RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA


LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 5

IDENTIFICATION AND DATA COLLECTION

Relative to the formulation of a Plan of Action for implementation of a voluntary identification system for service delivery and data collection purposes, calling for the completion of the plan of action in six months, and to encourage the Guam, CNMI and the FSM Governments to share and exchange information on all data collected.

WHEREAS, the governments of Guam and CNMI recognize the difficulties experienced by migrating FSM citizens in adjusting to lifestyle and culture in these areas, and wish to help ease these difficulties by offering needed programs; and

WHEREAS, the responsiveness of these programs can be enhanced through collection of data on both the migration patterns of FSM citizens, as well as on the programs and services in which they participate; and

WHEREAS, some form of identification is required in order to enroll in the school system, obtain driver's licenses, receive bank services and participate in various government-sponsored programs; and

WHEREAS, the effective implementation of data collection systems that have thus far been instituted currently maintained are hampered by the lack of an identification system for FSM citizens migrating to Guam and CNMI; and

WHEREAS, the Governments of Guam, the CNMI, and the FSM recognize the usefulness of establishing a form of tracking system that would enable the Guam, CNMI and FSM Governments to also identify FSM citizens leaving to these areas and the opportunities, programs and/or services they seek.

NOW, THEREFORE, BE IT RESOLVED that the FSM National Government and the governments of Guam and CNMI will work jointly and cooperatively to identify and institute an acceptable identification system for service delivery and data collection purposes; and be it further

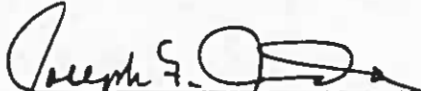
RESOLVED that the FSM Governments and the governments of Guam and CNMI will work jointly and cooperatively to formulate a Plan of Action for implementation of the identification system within six (6) months; and be it further

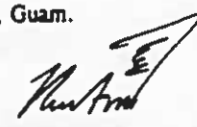


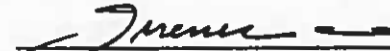
RESOLVED that the use of the identification system is not mandatory but highly recommended as a means for facilitating service delivery and for statistical purposes; and be it further

RESOLVED that the Guam, CNMI and the FSM governments will share and exchange information on all data collected.

Dated this 30th day of June, 1992 in Adelup, Guam.


JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM


RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA


LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 6

FEDERAL ASSISTANCE FOR COMPACT IMPACT

Relative to calling on the U.S. government to fulfill its commitment to provide financial and other assistance to affected U.S. areas, particularly Guam and the CNMI, resulting from the migration of FSM citizens to those areas, and for supporting Guam and the CNMI's efforts in securing necessary federal assistance for Compact Impact.

WHEREAS, provisions of the Compact of Free Association articulate the potential impact that could result from the free movement of FSM citizens into US areas; and

WHEREAS, Section 104 of the Compact of Free Association (US Public Law 99-239) stipulates the intent of the US Congress to redress adverse consequences and to authorize appropriations for such sums incurred by US areas resulting from any increased demands placed on educational and social services by immigrants from the FSM; and

WHEREAS, Guam has submitted a funding request of approximately \$27 million to the US Congress to assist in the delivery of services to FSM citizens who have migrated to Guam.

WHEREAS, Guam and the CNMI have become the primary destinations of the migration of FSM citizens; and

WHEREAS, the FSM National Government is cognizant of the migration of its people into these areas, the difficulties these citizens experience in adjusting to a different lifestyle and culture, and the need for additional assistance by these areas in offering programs and services to ease those adjustments; and

WHEREAS, the principals of this meeting recognize the need for joint cooperation and support with one another especially in calling upon the US federal government to assist in the implementation of programs that benefit the FSM citizens in these areas;

NOW, THEREFORE, BE IT RESOLVED that the FSM Governments support the efforts of the governments of Guam and the CNMI to seek US federal funding assistance, particularly the funding request already submitted to Congress, and to include, but not limited to, the following:

1. The Comprehensive Educational Impact Plan prepared by the Guam Department of Education;
2. The Education and Social Services Impact Plan prepared by the CNMI;
3. meeting increased needs of housing on Guam and the CNMI; and
4. developing and distributing a conversational training program in the FSM primary languages for Guam and CNMI's health care professionals, and that a career incentive for professionals pursuing this training be established; and be it further



RESOLVED that a joint effort also be employed to seek US federal assistance to implement on-site visits to FSM by Guam and CNMI school principals whose schools have large concentration of FSM citizens; and be it further

RESOLVED that a joint effort be employed to seek consideration from the US federal government to explore avenues for the issuance of a Social Security card prior to leaving FSM; and be it further

RESOLVED that a joint effort be pursued to insist that the US federal government fulfill its fiscal responsibilities and obligations for increases in Guam and CNMI's health care and public assistance programs, including the availability of Food Stamps to FSM citizens, made necessary by the increased migration of FSM citizens to these areas; and be it further

RESOLVED that a joint effort be pursued to seek US federal assistance to establish a procedure for a pilot program counting the number of FSM citizens entering and exiting Guam so as to continuously update the July 1992 census count; and be it further

RESOLVED that the FSM National Government supports the efforts of the governments of Guam and CNMI in requesting other Compact Impact funding requirements from the US Congress.

Dated this 30th day of June, 1992 in Adelup, Guam.

JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM

RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA

LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 7

FSM ACTION ON HEALTH AND COMMUNITY ORGANIZATIONS

Relative to calling on the FSM government to expand life and medical insurance coverage of FSM citizens coming to Guam and the CNMI and to the establishment of FSM community advocacy organizations to address common concerns in cultural advancement on Guam and the CNMI.

WHEREAS, the Compact of Free Association allows for increased migration of FSM citizens to Guam, which has placed an increasing demand on Guam's already overburdened medical and mental health care services, and has compromised principles of access and equity to health care for the people of Guam without providing the commitment in resources to address such increased demand; and

WHEREAS, all health care services and programs provided by the Government of Guam must be accessible to all residents of Guam, and must be linguistically accessible and culturally appropriate; and

WHEREAS, immigration to the United States removes FSM citizens from their traditional support networks at the same time that they undergo a period of cultural readjustment, contributing to substance abuse, domestic violence, and other health concerns;

NOW, THEREFORE, BE IT RESOLVED, that the FSM National and State Governments be responsible for a feasibility study to explore the possibility of expanding life and medical insurance coverage of FSM citizens coming to Guam and the CNMI; and be it further

RESOLVED that the FSM National and State Governments assist in establishing community organizations of FSM citizens to advocate on behalf of themselves ways for addressing common concerns in cultural advancement on Guam and the CNMI.

Dated this 30th day of June, 1992 in Adelup, Guam.

JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM

RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA

LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS



Resolution No. 8

CULTURAL EXCHANGE

Relative to encouraging cultural exchanges among the various island groups as a means of attaining understanding and sensitivity; to endorse the annual Guam Micronesia Fair to capture the essence of cultural exchange and understanding; and to explore means to enhance and broaden this event.

WHEREAS, the peoples of the Federated States of Micronesia, the Northern Mariana Islands and Guam share an affinity by virtue of their pre-histories, heritage and proximity; and

WHEREAS, at no time in recent history has this affinity become more evident than after the enactment of the Compact of Free Association between the US federal government and the Federated States of Micronesia; and

WHEREAS, the increased population of FSM citizens in Guam and the CNMI has added to the multi-cultural community of people and the diversity of language, culture and social interaction in these areas; and

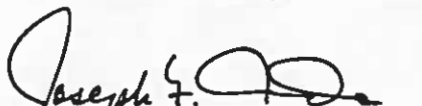
WHEREAS, the principals of this meeting recognize and advocate the need for greater understanding and sensitivity among all people of their cultural heritage and tradition;

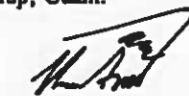
NOW, THEREFORE, BE IT RESOLVED that the governments of Guam and CNMI and the FSM National and State Governments encourage cultural exchanges among the various island groups as a means of attaining this understanding and sensitivity; and be it further

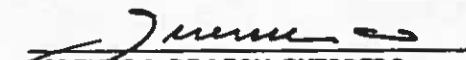
RESOLVED that the principals of this meeting endorse the annual Micronesia Fair held on Guam as a fitting event to capture the essence of cultural exchange and understanding; and be it further

RESOLVED that efforts be explored by the respective cultural arts and humanities agencies of the governments of Guam, CNMI and FSM to enhance and broaden this event.

Dated this 30th day of June, 1992 in Adelup, Guam.


JOSEPH F. ADA,
GOVERNOR
TERRITORY OF GUAM


RESIO MOSES,
SECRETARY OF FOREIGN AFFAIRS
FEDERATED STATES OF MICRONESIA


LORENZO I. DE LEON GUERRERO,
GOVERNOR
COMMONWEALTH OF THE NORTHERN MARIANAS

VI. LIST OF PARTICIPANTS, WORKING GROUP SESSIONS: JUNE 26-27, 1992

Federated States of Micronesia

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Mr. Wilton Mackwelung
Consul General
FSM Consulate (Guam Office)
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Pohnpei State

Health and Social Services Issues

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Housing Issues

Mr. Henry Biza
Legislative Counsel
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Chuuk State

Government

Mr. Ismael Dobich
Department of Public Affairs
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Northern Mariana Islands

Government

Mr. Al Santos
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