

OFFICE OF THE GOVERNOR  
GUAM

JAN 31 2002

The Honorable Gale A. Norton  
Secretary  
U.S. Department of the Interior  
1849 C Street, N.W.  
Washington, DC 20240

Dear Secretary Norton:

I am pleased to present to you Guam's latest report on the Impact of the Compact of Free Association. This report provides a complete update using all presently available information through FY 2001 on the costs of providing educational and social services to citizens from the Freely Associated States (FAS) who have migrated to Guam. However, due to very short time between the end of the 2001 fiscal year and the reporting deadline, some agencies have been unable to complete their reporting. Calculating costs requires financial information which is not always readily available.

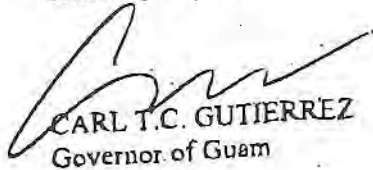
For FY 2001 we have found that the Government of Guam has expended a total of \$27,333,381. We are requesting a reimbursement of \$24,784,529 for services to FAS citizens. However, this amount does not reflect all costs associated with the delivery of Public Health services to Compact citizens. We are still compiling this information and will submit a subsequent report with these costs enclosed by April 2, 2002.

Since FY 1998 when Guam first began recording the costs related to the Compacts, the Guam has recorded \$252,197,155 in costs. We have requested reimbursement for \$203,276,578; we have received only \$38,709,434 in reimbursements thus far. There remains an unfunded federal reimbursement amount totaling \$164,567,144 for the services we have provided FAS citizens over the years.

For some time now, Guam's economy has been in decline to due to the financial uncertainty in Asia, especially in Japan. The recent geopolitical, social and economic effects of September 11<sup>th</sup> have further exacerbated the economic situation. Payment on the unfunded federal reimbursement could greatly help Guam in this time of severe fiscal austerity.

I trust that you will concur with me and support Guam in its effort to recover the costs it has incurred to provide services to citizens of the Freely Associated States.

Sincerely Yours,



CARL T.C. GUTIERREZ  
Governor of Guam

Enclosure

## COMPACT IMPACT COSTS AND APPROPRIATIONS

### Areas' Estimated Impact Costs:

The following table shows annual costs of providing education, health and social services to Micronesian migrants as estimated by Guam, CNMI and Hawaii. The figures have been made as consistent as possible and exclude some costs such as higher education costs. Pre-1998 figures for CNMI and Hawaii are taken from GAO estimates, since these areas did not provide reports for those years. The figure for Guam 2001 is incomplete, for CNMI 2001 not yet available. Declining costs for CNMI in 1999 and 2000 do not reflect reduced Micronesian population, but a more rigorous methodology for measuring impact.

	<u>Pre-1997</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>Total</u>
Guam	\$86.7	\$16.9	\$21.9	\$23.0	\$31.5	\$24.8	\$204.8
CNMI	\$54.0	\$13.7	\$15.1	\$12.3	\$9.2	—	\$105.0
Hawaii	\$29.8	\$12.2	\$12.4	\$14.1	\$17.5	\$17.8	\$103.8
<b>Total</b>	<b>\$170.5</b>	<b>\$42.8</b>	<b>\$49.4</b>	<b>\$49.4</b>	<b>\$58.2</b>	<b>\$42.6</b>	<b>\$413.6</b>

### Federal Assistance for Compact Impact:

From 1991 to 1995, Compact impact assistance was provided through earmarked OIA technical assistance grants totaling approximately \$3 million for Guam and \$1 million for the CNMI. In FY 1995, Congress provided an appropriation of \$2.5 million for Guam and specified that \$1.6 million of the CNMI Covenant grant was to be considered an offset of impact costs. In FY 2001 and 2002, Congress appropriated technical assistance funds not included in the Administration budget. Total grants from FY 1995 on are summarized below; for FY 2001 and 2002, funds added by Congress to the technical assistance appropriation are shown separately:

	<u>FY1995</u>	<u>FY96-2000</u>	<u>FY2001</u>	<u>FY2002</u>	<u>FY2003 budget</u>	<u>Total</u>
Guam bdgt TA add-on	\$2,500,000	\$4,580,000	\$4,580,000 <u>4,989,000</u> \$9,569,000	\$4,580,000 <u>1,800,000</u> \$6,380,000	\$4,580,000	45,929,000
CNMI bdg TA add-on (see note)	\$1,600,000 (see note)		\$998,000	\$500,000 <u>1,500,000</u> \$2,000,000	\$840,000	\$3,838,000 (see note)
Hawaii TA add-on				\$4,000,000		\$4,000,000
<b>Total</b>	<b>\$2,500,000</b>	<b>\$4,580,000</b>	<b>10,567,000</b>	<b>12,380,000</b>	<b>\$5,420,000</b>	<b>53,767,000</b>

note: CNMI's \$1,600,000 in 1995 was not a separate appropriation, but was a part of the guaranteed covenant funding; thus it is not included in the totals.

OIA March 11, 2002

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**IMPACT OF THE COMPACTS  
OF FREE ASSOCIATION ON GUAM**

**FY1988 to FY2001**

Office of the Governor  
Government of Guam  
January 2002

## IMPACT OF THE COMPACTS OF FREE ASSOCIATION ON GUAM FY 1988 TO FY 2001

The Compact of Free Association Act of 1985 (P.L.99-239), implemented in 1986, establishes the relationship between the United States and the Federated States of Micronesia (FSM) and Republic of the Marshall Islands (RMI). The Compact of Free Association Act of 1985 (P.L.99-658), implemented in November 1994, establishes the relationship between the United States and the Republic of Palau. Compact immigration provisions authorize unrestricted immigration into the United States, its territories and possessions, enabling citizens of these nations to enter into, lawfully engage in occupations, and establish residence as nonimmigrant aliens.

In recognition of the possible adverse impact to Guam's economy of providing health care, education, job training and public assistance to the peoples of a foreign nation not domiciled on Guam, Congress promised to appropriate sums to cover costs incurred by Guam resulting from any increased demands placed on educational and social services by immigrants from the Marshall Islands, the Federated States of Micronesia, and Palau (collectively known as the Freely Associated States). Annual reports are to be submitted to the Secretary of the Department of the Interior who "shall review and forward any such reports to the Congress with the comments of the Administration."

This report examines the amount of assistance provided to citizens of the Freely Associated States by Guam for the period FY 1988 to FY 2001. The Government of Guam finds that the cost incurred for providing educational and social services to citizens of the Freely Associated States is **\$203.28 million** with an unfunded federal reimbursement amount of **\$164.57 million**.



**IMPACT OF THE COMPACTS OF FREE ASSOCIATION ON GUAM  
FY 1988 TO FY 2001**

	TOTAL	FY 2001	FY 2000	FY 1999	FY 1998	FY 1997	FY 1996	FY 88-95
<b>TOTAL FISCAL IMPACT</b>	\$252,197,155	\$27,333,381	\$35,062,214	\$26,172,050	\$25,983,616	\$23,642,401	\$16,030,245	\$88,323,609
REIMBURSEMENT REQUESTED	203,276,578	24,784,529	30,233,220	23,684,227	23,965,028	20,972,249	16,030,245	60,607,080
REIMBURSEMENT GRANTED	38,709,434	9,569,000	7,580,000	4,580,000	4,580,000	4,725,434	4,580,000	3,095,000
BALANCE	164,567,144	15,215,529	25,653,220	19,104,227	19,385,028	16,246,815	11,450,245	57,512,080
<b>EDUCATION</b>	108,551,319	17,046,370	17,046,870	10,843,842	10,843,842	13,156,532	9,152,320	30,451,543
1. Department of Education /a	108,551,319	17,046,370	17,046,870	10,843,842	10,843,842	13,156,532	9,152,320	30,451,543
<b>PUBLIC SAFETY</b>	26,577,206	1,809,213	3,454,770	2,177,058	2,399,542	2,106,135	1,887,542	12,742,946
1. Guam Police Department	11,684,281	882,815	814,190	952,541	1,205,018	986,634	864,144	5,968,939
2. Department of Corrections /a	5,803,230	—	1,723,507	300,837	300,837	300,837	300,837	2,876,375
3. Guam Fire Department	9,089,695	926,398	917,073	923,680	893,687	809,664	722,561	3,897,632
<b>HEALTH AND WELFARE</b>	68,148,053	5,928,946	12,731,580	10,663,327	10,721,644	5,699,582	4,990,383	17,412,591
1. Dept. of Pub. Hlth and Soc. Services /a	45,807,883	— /c	7,306,163	5,699,582	5,699,582	5,699,582	4,990,383	17,412,591
A. Medicaid Program	— /b	— /c	2,079,712	— /b	— /b	— /b	2,180,420	3,681,657
B. Medically Indigent Program	— /b	— /c	2,426,883	— /b	— /b	— /b	2,206,151	3,886,127
C. Public Assistance Programs	— /b	— /c	2,799,568	— /b	— /b	— /b	603,812	9,044,807
2. Guam Memorial Hospital Authority	21,340,170	5,928,946	5,425,417	4,963,745	5,022,062	—	—	—
<b>DISPLACEMENT COSTS</b>	48,920,577	2,548,852	2,728,994	2,487,823	2,018,588	2,670,152	4,958,466	27,716,529
1. Guam Housing & Urban Renewal	14,286,479	144,312	442,284	—	—	956,378	2,834,796	9,908,709
A. Low-income Public Housing	4,841,206	0	7,608	—	—	822,572	683,637	3,327,389
B. Section 8 Housing	9,445,273	144,312	434,676	—	—	133,806	2,151,159	6,581,320
2. Guama San Jose Program	689,548	— /c	116,868	—	—	—	—	572,680
3. Guam Community College	15,901,578	819,727	945,087	1,060,405	1,009,444	1,457,399	1,691,756	8,917,761
4. University of Guam	18,042,972	1,584,813	1,224,755	1,427,418	1,009,144	1,212,753	3,266,710	8,317,379

Notes: Costs for FY88-95 are detailed in the Government of Guam's FY1995 Annual Report, "Pacific Immigration Impact: Effects of PL 99-239 on the Island of Guam, FY 1989 to FY 1995."

Displacement costs (Federal funds) are detailed in the Government of Guam's FY1998 Annual Report, "Pacific Immigration Impact: Effects of PL 99-239 on the Island of Guam, FY 1989 to FY 1998."

a / Based on FY1997 data from Enesi & Young report projected to FY1996, FY1998 and FY1999 as applicable

b / Included in totals

c / Data currently unavailable; will be submitted by April 2, 2002

— / Data not available

## IMPACT OF THE COMPACTS OF FREE ASSOCIATION ON GUAM FY 1988 - FY2001

### General Notes

1. Costs for FY88-95 are detailed in the Government of Guam's FY1995 Annual Report, "Pacific Immigration Impact: Effects of PL 99-239 on the Island of Guam, FY 1989 to FY 1995."
2. Data for FY 1996, FY 1997, FY1998 and FY1999 are based on Ernst & Young's "Analysis of Compact Impact Costs, Fiscal Year Ended September 30, 1997" if information is not otherwise available.
3. "Displacement Costs" are as reported and included in the amount identified as "Total Fiscal Impact".
4. Reimbursement is requested only for the six (6) agencies listed in the table "Impact of the Compacts of Free Association on Guam: FY 1988 to FY 2001".
5. "Baseline" refers to the Freely Associated States (FAS) population on Guam prior to the implementation of the Compacts of Free Association (pre-Compact total and school-age populations). These figures are subtracted from current totals as these FAS citizens are not a part of the "increased demand" for services occurring after the implementation of the Compacts according to the Department of the Interior guidelines for computing Compact Impact costs.
6. Information provided in this report is generally from the individual agencies unless otherwise noted.
7. "n/a" means "not available" or "not reported".

## EDUCATION

### 1. Department of Education

The Department of Education provides a free public education for all of Guam's children. Under Guam law (17 GCA 6102), it is the duty of any parent, guardian or other persons having control or charge of any child between the ages of five and sixteen years to send the child to a public or private full-time day school for the full-time for which such schools are in session. The Compact of Free Association affords FAS citizens the right to attend school on Guam without special permit. No period of residency is required. The cost to the Department of Education for the education of students from the Freely Associated States is calculated by multiplying the number of FAS students enrolled in Guam's public school system by the per pupil cost, or the mean cost methodology. Department of Education costs are based on local appropriations only and does not include principal or interest of construction bonds.

The above methodology provides conservative estimates of the cost to educate FAS students. DOE officials point out that children who come from FAS families demand more of their teachers and the school system in general than do other students. Factors such as limited English proficiency, socio-economic status, grade level completion, lack of records, and adjustment problems are not incorporated in the per pupil cost.

DOE enrollment decreased from 31,677 students in FY 2000 to 30,681 students in FY 2001, a decrease of 3.14 percent. However, FAS student enrollment increased from 3,425 to 3,617 students, an increase of 5.61 percent and accounting for almost 12 percent of DOE's total enrollment in FY 2001 (SY 2000-2001).

The Department of Education continues to be the largest single agency Impact cost. For FY 2001 (SY2000-2001) the cost to educate 3,530 FAS students (total enrollment minus baseline) at an average cost of \$4,829 per pupil was \$17,046,370.

### 2. Guam Community College

The community recognized the need to develop Guam's human resources. In 1977, Guam Community College was created (Public Law 14-77) to provide educational programs that leads to an associate degree, certificate, a high school diploma or GED. In response the community, GCC also offers continuing education, community education and short term specialized training. English as a Second Language, Adult Basic Education and Adult High School are offered to prepare students for college. Finally, secondary

vocational education programs are offered at Guam's Department of Education high schools. Estimates of expenditures for FAS students was computed by multiplying total College costs by the proportion of student credit hours granted to FAS students. Expenditures includes faculty and staff salaries, supplies, utilities, and all other costs of operations. This cost includes all expenses covered out of federal funding, as these expenditures to the benefit of FAS students would otherwise have been to the benefit of students from the resident population. Total expenditure was adjusted by subtracting the amount of tuition paid by FAS students per credit hour.

FAS student enrollment at Guam Community College is rising after a steady decline since AY 1995-1996, despite the raising of tuition from \$15 to \$50 per credit hour.

### 3. University of Guam

The University of Guam (UOG) is authorized to grant associate, baccalaureate and master's degrees. An applicant seeking admission as a regular student must have successfully completed 12 years of formal education or have passed the General Education Development Test. If an applicant does not meet the regular requirements for admission, the applicant may still be admitted to the University as a special student. As an open admissions institution, admission tests are not given. However, all entering freshmen are given placement tests in English (i.e., reading, writing, speech, and listening comprehension) and mathematics to determine the level of proficiency and need for placement in remedial classes.

The expenditures for FAS students was computed by subtracting tuition income from the total University costs. The overall cost of operating the University includes faculty and staff salaries, supplies, utilities, and all other costs of operations. This cost excludes the four research facilities of the University. All other costs that are covered by federal funding are included, as these expenditures to the benefit of FAS students would otherwise have been to the benefit of students from the permanent resident population. University costs were divided by the number of student credit hours for the year to determine the cost per credit hour of instruction. The cost per credit hour was multiplied by the number of student credit hours granted to FAS students. Lastly, the amount of federal direct assistance (e.g., Pell Grant, SEOG, etc.) was subtracted to determine the total financial burden to the Government of Guam.

Enrollment at the University of Guam has been cyclic. However, the number of FAS students has remained at about 4% of the student population over the last five year. Since AY 1996-1997, there has been a steady increase in the number of credit hours completed per FAS student from just over 5.5 credits hours to 6.7 credit hours in AY 2000-2001.

Department of Education						
	SY 2000-2001	SY 1999-2000	SY 1998-1999	SY 1997-1998	SY 1996-1997	Previous AY*
Total Enrollment	30,681	31,677	31,987	n/a	33,429	---
FAS Student Enrollment	3,617	3,425	n/a	n/a	3,009	---
FAS Students minus baseline **	3,530	3,338	n/a	n/a	2,922	---
Total cost of operations	\$148,170,641	\$176,203,829	\$154,716,032	n/a	\$167,202,312	---
Local funds	\$148,170,641	\$157,531,686	\$154,716,032	n/a	\$150,647,572	---
Bus operations	n/a	4,500,000	n/a	n/a	---	---
Federal funds	n/a	14,172,143	n/a	n/a	16,554,740	---
Average Student Cost	\$4,829	\$5,115	\$4,837	n/a	\$4,506	---
FAS Student Cost	\$17,046,370	\$17,073,870	\$10,843,842	\$10,843,842	\$13,166,532	\$39,603,863
Accumulated Total	\$108,578,319					

\* SY 1986 to 1996

\*\* Baseline is 87 (FAS students enrolled prior to implementation of Compacts)



**Guam Community College**

	AY 2000-2001	AY 1999-2000	AY 1998-1999	AY 1997-1998	AY 1996-1997	AY 1995-1996	Previous AY*
Total cost of operations	\$15,088,955	\$16,517,798	\$17,407,720	\$16,626,208	\$17,290,298	\$16,396,955	---
Total credit hours completed	55,455	46,830	50,055	49,485	47,846	48,542	---
Cost per credit hour	\$272	\$353	\$348	\$336	\$361	\$338	---
Tuition per credit hour	\$50	\$50	\$30	\$30	\$30	\$15	---
Adjusted cost per credit hour	\$222	\$303	\$318	\$306	\$331	\$323	---
FAS credit hours completed	3,697	3,122	3,337	3,299	4,398	5,241	---
FAS educational costs	\$819,727	\$945,087	\$1,060,405	\$1,009,444	\$1,457,399	\$1,691,756	\$8,917,761
<b>Accumulated Total</b>	<b>\$15,901,578</b>						

\* AY 1988 to 1995

**University of Guam**

	AY 2001-2002a	AY 2000-2001	AY 1999-2000	AY 1998-1999	AY 1997-1998	AY 1996-1997	AY 1995-1996	Previous AY*
Total cost of operations	\$24,085,075	\$61,168,452	\$57,962,190	\$56,100,329	\$52,696,769	\$55,469,869	\$51,074,148	—
Income and fees received	\$3,806,593	\$9,667,537	\$9,797,505	\$6,856,140	\$6,175,266	\$6,576,500	\$6,576,499	—
Adjusted operation costs	\$20,278,485	\$51,500,915	\$48,164,685	\$49,244,189	\$46,521,503	\$48,893,369	\$44,497,649	—
Total number of students	3,125	10,390	11,473	12,126	11,510	10,131	3,654	—
Total credit hours completed	35,904	70,186	79,886	83,963	83,068	68,008	87,355	—
Cost per credit hour completed	\$565	\$734	\$603	\$586	\$560	\$719	\$509	—
Total number of FAS students	128	418	408	488	462	401	260	—
FAS credit hours completed	1,630	2,793	2,673	3,087	2,584	2,213	6,413	—
FAS educational costs	\$920,950	\$2,050,052	\$1,611,819	\$1,808,982	\$1,447,040	\$1,591,147	\$3,266,710	—
Total federal reimbursement	\$238,815	\$465,249	\$387,064	\$381,564	\$437,896	\$378,394	\$0	—
Annual impact cost	\$682,135	\$1,584,813	\$1,224,755	\$1,427,418	\$1,009,144	\$1,212,753	\$3,266,710	\$8,317,379
<b>Accumulated Total</b>	<b>\$18,725,107</b>							

\* AY 1988 to 1995

a Fall data only

### PUBLIC SAFETY

1. Guam Police Department

The Guam Police Department (GPD) serves to preserve the peace, protect life and property, and enforce the laws. Police protection is provided uniformly to each person on Guam, including visitors and military personnel and dependents while they are on civilian lands. Expenditures for general police protection services to FSM/RMI citizens is determined by apportioning GPD's fiscal year expenditures by the percent of FSM/RMI citizens living on Guam to the de facto population of Guam, less an estimated baseline of 637 persons living on Guam prior to Compact enactment. In FY 2001 the cost for police protective services for FAS citizens was \$882,815.

2. Department of Corrections

The goal of the Department of Corrections is to protect the public from the destructive action of law offenders through care, custody, control, rehabilitation, and reintegration. Operating costs of the Department of Corrections includes all divisions since all inmates receive services from all divisions. The cost per confinement day was computed by dividing the total operating costs by the average daily census of inmates multiplied by 365 days per year. The total cost of confinement of FAS citizens is equal to the average daily operating cost multiplied by inmate days.

3. Guam Fire Department

The Guam Fire Department (GFD) functions to protect Guam's residents from injury and property loss caused by fires, and also operates Guam's ambulance, EMT, and search/rescue services. Fire Department services are provided to all Guam residents, irrespective of citizenship or residency status. The cost of providing services to Guam's FAS population was calculated by dividing GFD's total FY expenditures by the de facto population of Guam (including visitors), and multiplying the result by the percentage of FAS citizens (with the baseline of 637 persons subtracted) residing on Guam. In FY 2001 the cost for GFD protective services for FAS citizens was \$926,398.

**Guam Police Department**

	FY 2001	FY 2000	FY 1999	FY 1998	FY 1997 *	FY 1996	FY 88-95
FY budget for general protective services	\$18,408,793	\$17,823,947	\$21,690,821	\$27,500,000	\$22,896,324	\$22,330,168	----
Total population of Guam (de facto)	169,217	166,245	161,769	159,703	158,702	166,544	----
FAS population on Guam	8,752	8,231	7,741	7,635	7,545	7,062	----
FAS baseline population	637	637	637	637	637	637	----
FAS population minus baseline	8,115	7,594	7,104	6,998	6,908	6,445	----
Percent of total population	4.80%	4.57%	4.39%	4.38%	4.35%	3.87%	----
Cost of general protective services for FAS citizens	\$882,815	\$814,190	\$952,541	\$1,205,018	\$996,634	\$864,144	\$5,968,939
<b>Accumulated Total</b>	<b>\$11,684,281</b>						

\* Source: Executive Budget FY 1998

### Department of Corrections

	FY 2001	FY 2000	FY 1999	FY 1998	FY 1997	FY 1996	FY 88-95
Total operating expenditures	n/a	n/a	---	/a	\$15,161,184	---	/a
Personnel	n/a	n/a	---	/a	n/a	---	/a
Operations	n/a	n/a	---	/a	n/a	---	/a
Average daily census	n/a	n/a	---	/a	n/a	---	/a
Average daily costs	n/a	\$97.71	---	/a	\$109.29	---	/a
<b>Adult Correctional Facility</b>							
Total number of FAS inmates	n/a	37	---	/a	n/a	23	---
Total number of FAS inmate days	n/a	13,505	---	/a	2,910	7,608	---
Baseline FAS inmate days	n/a	687	---	/a	687	687	---
inmate days less baseline	n/a	12,818	---	/a	2,223	6,921	---
Total Adult Correctional Facility costs	n/a	\$1,252,447	---	/a	n/a	---	/a
<b>Adult Detention Facility</b>							
Total number of FAS detainees	n/a	566	---	/a	n/a	238	---
Total number of FAS detainee days	n/a	4,896	---	/a	n/a	7,581	---
Baseline FAS detainee days	n/a	75	---	/a	n/a	75	---
Detainee days less baseline	n/a	4,821	---	/a	n/a	7,506	---
Total Adult Detention Facility costs	n/a	\$471,060	---	/a	n/a	---	/a
Total FAS expenditures	n/a	\$1,723,507	\$300,837	\$300,837	\$300,837	\$300,837	\$2,876,375
Accumulated Total	\$5,803,230						

Note: Department of Corrections costs for FY1996, FY1998, and FY1999 are based on Ernst & Young's report for FY1997 carried over for these three fiscal years.



**Guam Fire Department**

	FY 2001	FY 2000 *	FY 1999 *	FY 1998 *	FY 1997 *	FY 1996	FY 88-95
FY budget for general protective services	\$19,317,604	\$20,076,222	\$21,033,614	\$20,395,031	\$18,577,977	\$16,671,564	---
Total population of Guam (de facto)	169,217	166,245	161,769	159,703	158,702	166,544	-----
FAS population on Guam	8,752	8,231	7,741	7,635	7,545	7,082	-----
FAS baseline population	637	637	637	637	637	637	-----
FAS population minus baseline	8,115	7,594	7,104	6,998	6,908	6,445	-----
Percent of total population	4.80%	4.57%	4.39%	4.38%	4.35%	3.87%	-----
Cost of general protective services for FAS citizens	\$926,398	\$917,073	\$923,680	\$893,687	\$808,664	\$722,561	\$3,897,632
<b>Accumulated Total</b>	<b>\$9,089,696</b>						

\* Source: Executive Budget (FY 1997, FY 1998, FY 2000, FY 2002)

**Guam Fire Department, Emergency Medical Services, CY 2000**

Citizenship (Code)	Calls for Service	Cost per Call	Cost for Services
Guam/USA (01)	11,290	\$125	\$1,411,250
Federated States of Micronesia (02)	1,518	\$125	\$189,750
Republic of the Marshall Islands (03)	49	\$125	\$6,125
Republic of the Philippines (04)	1,972	\$125	\$246,500
Other (05)	988	\$125	\$124,750
Unknown (06)	177	\$125	\$22,125
<b>Accumulated Total</b>			<b>\$2,000,500</b>

## HEALTH, WELFARE AND HOUSING

### 1. Public Health and Social Services

The Department of Public Health and Social Services (DPHSS) consists of four divisions which fall under two broad functional areas of services, public health and social services. The overall responsibility of the Department in the provision of health services is to promote, protect, and maintain the health of Guam's residents by providing a variety of programs which stress the prevention of disease and disability, and by meeting the needs of the medically under-served population.

The Public Health Division and the Environmental Health Division fall under the Department's health function. The overall responsibility of the Department in its provision of social services is to remove social barriers which prevent persons from obtaining and maintaining the basic necessities of life, including medical care, nutrition, and employment, and to strengthen family life. The Public Welfare Division and the Senior Citizen Division fall under its social service function.

Of the many programs under DPHSS's Divisions and Bureaus, two programs under the Division of Public Welfare's Bureau of Health Care Financing (Medicaid and Medically Indigent Program) and one under the Bureau of Economic Security (Public Assistance) account for over 85 percent of the cost of providing services to FAS citizens since the implementation of the Compacts.

#### A. Medicaid

Title XIX of the Social Security Act authorizes the Medicaid program. Medicaid is an entitlement program in which the federal government participates with states in the cost of medical provider payments for needy individuals. Medicaid eligibility has traditionally been linked to those eligible for either AFDC benefits or the Federal Supplemental Security Income program for the aged, blind, and disabled. Medicaid is a locally matched program.

#### B. Medically Indigent Program

The Medically Indigent Program is 100 percent locally funded and is administered by the Bureau of Health Care Financing under P.L. 18-31. MIP provides assistance to low income families and to individuals who have tuberculosis, Parkinson's dementia, diabetes or irreversible kidney failure.

### C. Public Assistance Programs

Public Assistance programs are locally matched federal welfare programs, including Aid to Families with Dependent Children (AFDC), Aid to the Blind, Aid to the Totally and Permanently Disabled, and Old Age Assistance. The General Assistance Programs is a 100% locally funded program.

AFDC is Guam's largest public welfare program. AFDC provides direct cash payments to needy families with dependent children. Established by Title IV-A of the Social Security Act, AFDC is a state-managed program. However, the federal government (through the U.S. Department of Health and Human Services) and the states share program costs, and the federal government provides broad standards for eligibility and program requirements. HHS has provided Guam with written documentation that citizens of the FAS nations meet eligible alien criteria.

Public assistance for the aged, blind and disabled has been replaced by the Supplemental Security Income (SSI) Program in most U.S. jurisdictions. However, SSI has not been extended to Guam. Therefore, separate federal assistance programs for the blind, aged, and disabled continue to be administered.

A fourth program, the Food Stamps Program under the Bureau of Economic Security, is also monitored because of its tie-in with the AFDC program. Originally authorized in 1964 to improve the nutrition of low-income households, the Food Stamp Program is intended to make up the difference between participants' expected contributions to food expenses and the amount needed to purchase a nutritionally sound, low-cost diet. AFDC program recipients must meet certain eligibility requirements to qualify for food stamps, including alienage. Although FAS citizens are not eligible to participate, regardless of need, FAS families do receive food stamps on behalf of dependent U.S. citizens. No reimbursement is sought for the Food Stamp program, which is 100 percent federally funded.

Guam's methodology for computing welfare and medical program costs is to include the locally funded portion of cash outlays and medical benefits paid on behalf of FAS program clients in Guam's reimbursement request. In FY 2000 this amounted to \$7,306,163 for the Medicaid, Medically Indigent and Public Assistance programs, a \$1.5 to \$2.0 million increase over previous years. Although FY 2001 data is not available for comparison, no real decrease in costs is expected until the changes in eligibility and benefits in the new federal and local welfare laws have been fully implemented.

## 2. Guam Memorial Hospital

Guam Memorial Hospital Authority (GMHA) is a governmental, non-profit institution serving the people of Guam. As the sole hospital on the island, no patient is denied hospital care and services by reason of place of residence or ability to pay. Prior to the Compacts, FAS citizens were Trust Territory citizens, and as such, received medical care from Department of Defense at the Naval Regional Medical Center.

Guam Memorial Hospital costs represent unpaid bills which fall into three categories: Medicare, FAS government referrals, and self-pay. For FY 2001, the self-pay arrears represented 98 percent of the total. In particular, FAS citizens from Chuuk State owed GMH \$4,420,025 or almost 73 percent of the total. Over the last four fiscal years FAS arrears has averaged over \$5 million a year.

In the past, the FSM state governments have pledged to honor the bills of patients they referred to GMH, and the FSM national government has pledged to make payment for patients under the FSM Government Employee Insurance Plan. However, the hospital must bill FSM and other FAS citizens directly if they receive treatment as walk-in, self-paying patients (those with no referral and no health insurance).

## 3. Guam Housing and Urban Renewal Authority

The Guam Housing and Urban Renewal Authority was established under Public Law 6-135 in 1962. The Authority was created as a public housing agency within the meaning of the United States Housing Act of 1937, as amended, and as a local public housing agency within the meaning of Title I of the Housing Act of 1949, as amended. It is tasked to manage and operate projects established for low-income families with the purpose of providing safe, decent, and sanitary housing for families of low income. GHURA is 100 percent federally funded through the Department of Housing and Urban Development. The Guam Housing and Urban Renewal Authority manages three assisted housing programs: Low-Income Public Housing, Section 8, and the Tumon Elderly Project.

The Government of Guam does not seek reimbursement through Compact provisions for the use of GHURA's housing programs by FAS citizens because GHURA and its programs are 100 percent federally funded. However, Guam considers the cost of providing housing assistance to the continuous in-migration of low-income families from the FAS a displacement cost (expenditures to the benefit of FAS citizens that would otherwise have been to the benefit of the permanent resident population.).

**Department of Public Health and Social Services**

Program	FY 2001	FY 2000	FY 1999/a	FY 1998/a	FY 1997/a	FY 1996	FY 90-95
Total Cost	Total						
General Administration	\$57,627,714	n/a	\$6,788,049	\$6,788,049	\$6,788,049	\$8,385,526	\$18,482,753
Division of Public Welfare	\$362,772	n/a	\$120,924	\$120,924	\$120,924	n/a	---
Bureau of Health Care Financing	\$49,629,089	n/a	\$5,699,582	\$5,699,582	\$5,699,582	\$5,781,194	\$17,412,591
Medicaid Program	---/b	n/a	---/b	---/b	---/b	\$4,386,571	\$7,567,784
Medically Indigent Program	---/b	n/a	---/b	---/b	---/b	\$2,180,420	\$3,681,657
Bureau of Social Services Administration	---/b	n/a	---/b	---/b	---/b	\$2,206,151	\$3,886,127
Child Protective Services	\$113,903	n/a	n/a	n/a	n/a	\$113,903	---
Bureau of Economic Security	\$113,903	n/a	n/a	n/a	n/a	\$113,903	---
Public Assistance	---/b	n/a	---/b	---/b	---/b	\$1,280,720	\$9,844,807
Food Stamps /d	---/b	n/a	---/b	---/b	---/b	\$603,812	\$9,844,807
Division of Public Health	\$2,707,303	n/a	\$2,030,395	n/a	n/a	\$676,908	---
Bureau of Community Health Services	\$6,444,872	n/a	\$936,929	\$666,887	\$666,887	\$2,437,120	\$1,070,162
Bureau of Communicable Disease Control	---/b	n/a	\$155,359	---/b	---/b	\$1,199,102	\$246,588
Bureau of Professional Support Services	---/b	n/a	\$87,045	---/b	---/b	\$204,112	\$69,408
Souther Regional Community Health Center	---/b	n/a	\$263,773	---/b	---/b	\$362,063	\$339,643
Bureau of Family Health and Nursing Services	---/b	n/a	\$144,052	---/b	---/b	\$81,246	\$17,487
Division of Senior Citizens	\$557,261	n/a	\$121,801	\$89,416	\$89,416	\$590,597	\$397,036
Division of Environmental Health	\$633,720	n/a	\$211,240	\$211,240	\$211,240	\$167,212	---
<b>Displacement factor</b>	\$572,680	n/a	n/a	n/a	n/a	n/a	\$572,680
<b>BSSA - Guma San Jose</b>	\$572,680	n/a	n/a	n/a	n/a	n/a	\$572,680

/a \*Analysis of Compact Impact Costs, Fiscal Year Ending September 30, 1997\*, prepared by Ernst & Young, LLC for the Bureau of Planning, September 1999.  
 /b Included in Division of Public Welfare total  
 /c Program income exceeds costs  
 /d Child-only households covering U.S-born children



Guam Memorial Hospital Authority							
	FY 2001	FY 2000	FY 1999	FY 1998	FY 1997	FY 1995	FY 88-95
Cost of services to FAS citizens	\$5,928,946	\$5,425,417	\$4,963,745	\$5,022,062			
<b>Accumulated Total</b>	<b>\$21,340,170</b>						

- Note: 1. Guam Memorial Hospital cost represent unpaid bills.  
 2. Guam Memorial Hospital costs for FY1998 and FY1999 do not include Palauan citizens.

Guam Memorial Hospital Authority - FY 2001				
	Total	Government	Medicare	Self-pay
Federated States of Micronesia	\$5,271,356	\$11,904	\$9,286	\$5,250,166
Chuuk	\$4,336,011	\$8,446	\$7,540	\$4,320,025
Kosrae	\$116,461	\$0	\$373	\$116,088
Pohnpei	\$639,976	\$2,571	\$0	\$637,407
Yap	\$178,905	\$887	\$1,373	\$176,646
Republic of the Marshall Islands	\$0	\$0	\$0	\$0
Republic of Palau	\$657,590	\$10,240	\$79,351	\$567,999
<b>Total Arrears</b>	<b>\$5,928,946</b>	<b>\$22,144</b>	<b>\$88,637</b>	<b>\$5,818,165</b>

**Guam Housing and Urban Renewal Authority**

	FY 2001	FY 2000	FY 1999	FY 1998	FY 1997	FY 1996	FY 88-95
<b>Low Income Public Housing</b>							
LIPH budget	n/a	n/a	n/a	n/a	n/a	\$2,801,811	—
FAS housing costs	\$0 /a	\$7,608	n/a	n/a	\$822,572	\$683,637	\$3,327,389
<b>Section 8</b>							
Section 8 budget	n/a	n/a	n/a	n/a	n/a	\$12,997,942	—
FAS Section 8 housing costs	\$144,312	\$434,676	n/a	n/a	\$133,806	\$2,151,159	\$6,581,320
Cost for FAS housing services	\$144,312	\$442,284	n/a	n/a	\$956,378	\$2,834,796	\$9,908,709
<b>Accumulated Total</b>	<b>\$14,286,479</b>						

a No families from the FSM or RMI were residing in Public Housing

## SUPPLEMENTAL DATA

The first two tables in this section are provided to document the development of the population estimates for the defacto population of Guam and the number of FAS citizens residing on Guam for impact cost calculations requiring this information. The third table show the cost of providing services to FAS citizens for all reporting agencies. It includes expenditure for which Guam is not claiming reimbursement.

### 1. FAS Population on Guam

The FAS population estimates are based on the Ernst & Young report modified with data from Censuses and surveys on FAS citizens conducted over the last ten years.

### 2. Population of Guam: 1990 to 2001

Impact cost calculations requiring the use of the defacto population of Guam are based on this table. Resident population estimates were based on available information during that year and not adjusted or corrected in subsequent years.

### 3. Compact Cost for All Government of Guam Agencies

This table shows all available impact cost information including cost not requested in Guam's reimbursement request from all reporting agencies. Costs for "Previous FY" are detailed in the Government of Guam's FY1995 Annual Report, "Pacific Immigration Impact: Effects of PL 99-239 on the Island of Guam, FY 1989 to FY 1995."

FAS Population of Guam: 1987 to 2001

	1987	1988	1989	1990	1991	1992/c	1993	1994	1995/d	1996	1997/e	1998	1999	2000/e	2001
Resident Population /a	127,510	129,306	131,619	133,152	136,773	137,885	143,403	146,714	151,724	155,225	146,328	149,178	151,965	154,805	157,554
FAS Population /b	3,085	3,520	4,061	4,737	5,184	5,682	6,238	6,858	7,550	7,082	7,545	7,635	7,741	8,231	8,750
Federated States of Micronesia	—	—	—	2,808	3,172	3,453	—	—	—	—	6,860	—	—	7,524	—
Chuuk	—	—	—	1,919	—	4,030	—	—	—	—	5,353	—	—	5,871	—
Kosrae	—	—	—	101	—	220	—	—	—	—	272	—	—	298	—
Pohnpei	—	—	—	589	—	872	—	—	—	—	947	—	—	1,039	—
Yap	—	—	—	199	—	331	—	—	—	—	286	—	—	316	—
Republic of the Marshall Islands	—	—	—	71	—	162	—	—	—	—	125	—	—	—	—
Republic of Palau	—	—	—	1,858	—	—	—	—	2,276	—	—	—	—	—	—

NOTE: TOTALS DO NOT SUM DUE TO THE COMBINING OF SURVEY DATA AND POPULATION ESTIMATES

- /a Mid-year population estimates, except for 1990 (Census of Population and Housing)
- /b Analysis of Compact Impact Goals, Fiscal Year Ending September 30, 1997, prepared by Ernst & Young, LLC for the Bureau of Planning, September 1999. (modified by survey data and reports)
- /c Rubinstain, Donald H., "1992 Census of Micronesians on Guam", University of Guam, 1993.
- /d 1995 Census of Palauans Living on Guam, University of Guam and Bureau of Planning, November 1996 (Palau became independent in 1994)
- /e Micronesian Islanders on Guam: 1997, Population Bulletin 3, Bureau of Planning, November 1998.

Population of Guam: 1990 to 2001												
	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Resident Population*	133,152	136,773	137,885	143,403	145,714	151,724	155,225	146,328	149,178	151,965	154,805	157,554
Tourist Arrivals**	753,015	726,349	888,941	777,283	1,011,538	1,295,559	1,377,134	1,411,447	1,204,288	1,107,890	1,269,171	1,293,926
Average Length of Stay (Days) ***	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.20	3.19	3.23	3.29	3.28
Daily Average Tourist Population	6,189	5,970	7,306	6,389	8,314	10,648	11,319	12,374	10,525	9,604	11,440	11,663
Total Population (de facto)	139,341	142,743	145,191	149,792	155,028	162,372	166,544	158,702	159,703	161,769	166,245	169,217

Source: Office of Vital Statistics and Office of Planning and Evaluation, Department of Public Health and Social Services; Guam Visitors Bureau

\* Estimates, except for 1990 and 2000 (Census of Population and Housing)

\*\* Fiscal Year (October to September)

\*\*\* Estimated for 1990 to 1995



**Compact Impact Costs for All Government of Guam Agencies \***

	Total Cost	FY 2001	FY 2000	FY 1999	FY 1998	FY 1997	FY 1996	Previous FY
<b>Accumulated Total</b>	<b>\$269,468,269</b>	<b>\$27,920,781</b>	<b>\$39,512,506</b>	<b>\$27,260,517</b>	<b>\$27,072,083</b>	<b>\$26,627,083</b>	<b>\$28,693,773</b>	<b>\$92,381,527</b>
<b>Education</b>								
Department of Education	\$108,551,319	17,046,370	17,046,870	10,843,842	10,843,842	13,166,532	9,152,320	\$30,451,543
Guam Community College	\$15,901,578	818,727	945,087	1,060,405	1,009,444	1,457,399	1,691,756	\$8,917,761
University of Guam	\$18,042,972	1,594,813	1,224,755	1,427,418	1,009,144	1,212,753	3,266,710	\$8,317,379
<b>Public Safety</b>								
Guam Police Department	\$11,684,281	852,815	814,190	952,541	1,205,016	996,634	864,144	\$5,968,939
Department of Corrections	\$5,603,230	—	1,723,507	300,837	300,837	300,837	300,837	\$2,876,375
Department of Law	\$2,105,753	—	—	—	—	—	—	\$2,105,753
Public Defender Services Corporation	\$929,122	—	365,582	—	—	—	74,670	\$0
Department of Youth Affairs	\$605,195	318,072	212,453	—	—	—	—	\$99,920
Department of Commerce **	\$98,920	—	—	—	—	—	—	\$3,897,632
Guam Fire Department	\$9,089,695	926,398	917,073	923,680	893,687	608,664	722,561	\$81,064
Department of Military Affairs, Office of Civil Defense	\$81,064	—	—	—	—	—	—	—
<b>Health, Welfare and Housing</b>								
Department of Public Health and Social Services	\$57,627,914	—	10,395,288	6,788,049	6,788,049	6,788,049	8,365,526	\$18,482,953
Department of Mental Health and Substance Abuse	\$1,950,013	234,328	—	—	—	562,385	1,071,815	\$81,485
Guam Memorial Hospital Authority	\$21,340,170	5,928,946	5,425,417	4,953,745	5,022,062	—	—	\$108,386
DIS10 - Division of Vocational Rehabilitation ***	\$143,386	35,000	—	—	—	—	—	\$62,664
Guam Housing Corporation/Guam Rental Corporation	\$655,098	—	—	—	—	331,872	260,562	\$9,908,709
Guam Housing and Urban Renewal Authority	\$14,286,479	144,312	442,284	—	—	956,378	2,834,796	—
<b>Employment Services</b>								
Agency for Human Resources Development	\$266,799	—	—	—	—	—	46,718	\$220,081
Department of Labor, Guam Employment Service	\$304,281	—	—	—	—	45,580	21,358	\$237,343

\* Includes Government of Guam agencies for which reimbursement is not requested.  
 \*\* Customs and Quarantine Division, before it separated from Commerce  
 \*\*\* Department of Integrated Services for Individuals with Disabilities



**Study of the Impact of the Compact of the Freely  
Associated States on the Commonwealth of the  
Northern Mariana Islands (CNMI)**

**Fiscal Year  
2000**

June 2001

Prepared for  
**The CNMI Government**  
**Pedro P. Tenorio, Governor**

By  
**The Department of Commerce**  
**Frankie B. Villanueva, Secretary**

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## **Executive Summary**

This study examines the costs of delivering social and medical services to CNMI immigrants originally from the Federated States of Micronesia, the Republic of Palau, or the Republic of the Marshall Islands (collectively referred to as Freely Associated States, or FAS). Researchers obtained service utilization data from five CNMI government agencies and derived estimated service provision costs incurred by the CNMI government for fiscal year (FY) 2000. Qualitative interviews with agency staff were also conducted to gain insight into current data collection procedures and to assess agencies' information technology and analytical resources.

Specifically, data were gathered from the following agencies: Division of Youth Services, Office of the Public Defender, the Public School System and the Departments of Public Health and Public Safety, respectively. Agency staff submitted documentation on the total caseload and estimated number of FAS recipients.

Results are largely illustrative, as no agency presently has the capacity to measure service use by a participant's date of CNMI immigration. In the absence of such data, estimates produced on service utilization are based on participants' ethnicity, which may overstate the number of FAS citizens receiving services, since an individual of FAS ethnicity may in fact, be a US citizen. At the same time, it appears that FAS individuals utilize services at rates higher than their proportion in CNMI's general population. To simply apply the estimated 2000 FAS population rate (3.64%) or estimated annual growth rates to service use likely underestimates the impact these individuals have on local allocations.

In order to conduct a more accurate cost analysis, agencies must collect information on participants' citizenship status and migration date, a somewhat laborious process that competes with the time demands of service delivery. Measuring new variables has implications for agency staff who must modify and reproduce registration forms, train interviewers, learn to code and clean data for errors, and edit information systems to accommodate new variables. Agency staff have collaborated with the research team to begin the processes of data collection and storage. It is our hope that subsequent *Impact of the Compact* reports will offer more precise service utilization figures and to that end, we have built sustaining partnerships with participating agencies. In the interim, data presented in the current report provide a snapshot of the costs of delivering services to persons of FAS ethnicities. Results from this best effort are discussed below.

Overall, our review of agency documents estimates that the CNMI government spent \$9,237,547 in fiscal year (FY) 2000 to deliver social and medical services to FAS individuals (see Table 1 below). This figure represents a decrease from prior years, due largely to greater scrutiny by the research team and improved

statistical analyses. Each year, study findings are likely strengthened, as the team and participating agencies become more accustomed to the methodological rigors of examining relevant data. Agencies are eager to produce reliable numbers; they simply require assistance throughout the data collection and analytical processes.

As Table 1 shows, local CNMI government agencies allocated an estimated 10.9% of total local expenditures to assisting the FAS population. The proportion of local expenses allocated to FAS recipients comprised 31.1% of Division of Youth Service expenses, 12.1% of Department of Public Health expenses, and 14.7% of Department of Public Safety local expenses. Additionally, the Office of the Public Defender designated one-quarter (23.6%) of its expenses, and the Public School System set apart 5.6% of its local expenses to serving FAS needs.

Since the main objective of this study is to assess costs incurred by the local CNMI government in providing services to FAS individuals, only local costs are considered in Table 1 below.

Table 1

<b>Overall Cost of Service Delivery to FAS Individuals Residing in the CNMI by Agency, FY 2000</b>			
Agency	Total Local Costs	Local Costs Allocated to FAS	% of Local Costs Allocated to FAS
Div. of Youth Services	\$753,040	\$235,933	31.3%
Dept. of Public Health	33,073,380	4,004,932	12.1%
Dept. of Public Safety	13,667,181	2,011,666	14.7%
Office of Public Defender	664,076	156,630	23.6%
Public School System	36,244,398	2,828,386	5.6%
Total	\$84,402,075	\$9,237,547	10.9%

The proportion of local expenditures allocated to serving FAS populations has increased or decreased over time depending on the agency. As table 2 below indicates, the percentage of local Division of Youth Services costs allocated to FAS participants increased from 18% in FY 1998 to 26% in 1999 and now to 31.3% in 2000. The percentage of local costs used by FAS individuals interacting with the Department of Public Safety also increased from approximately 10% in FY 1999 to 14.7% in 2000, although both estimates are substantially lower than for FY 1998 (23.6%).

Longitudinal data from the Department of Public Health reveal a decrease in the percentage of expenses allocated to FAS persons, although estimates are likely attributed to improved statistical analysis over time. FAS patients accounted for 19% of DPH local expenditures in both FY 1999 and FY 1998, compared to 12% of local expenses in FY 2000.

As Tables 1 and 2 show, the percentage of local Public Defender funds allocated to FAS clients has increased from 21% of local costs in FY 1998 to approximately 24% in FY 2000. Public School System expenses allocated to FAS students decreased from 7.5% in FY 1999 to 5.6% in FY 2000 due to the sudden drop in FAS student enrollment (from 712 to 539 citizens). However, the declining FAS enrollment is likely to be an aberration and is expected to increase again in the future. Additionally, PSS local expenditures for FAS students are higher if costs are calculated based on the variable ethnicity rather than citizenship.

Table 2

Historical Costs of Providing Services to FAS residents of the CNMI FY 1999 and FY 1998						
Category	FY 1999			FY 1998		
	Total Local Expenditure	Cost Allocated to FAS Persons	% Allocated to FAS Persons	Total Local Expenditure	Cost Allocated to FAS Persons	% Allocated to FAS Persons
Division of Youth Services	761,515	195,941	25.73%	893,076	160,907	18.02%
Dept. of Public Health	39,777,489	7,580,809	19.06%	39,688,986	7,468,402	18.82%
Dept. of Public Safety	14,610,500	1,522,073	10.42%	17,600,000	4,155,969	23.61%
Office of Public Defender	644,076	153,919	23.90%	600,756	130,599	21.74%
Public School System	41,016,168	3,177,244	7.75%	41,016,168	3,121,928	7.61%
Total	\$ 96,809,748	\$ 12,629,986	13.04%	\$99,798,986	\$ 15,037,805	15.07%

In sum, this study attempts to produce estimates of the costs of providing services to FAS-ethnic individuals residing in the CNMI for FY 2000. Results should be interpreted with caution, as agencies must modify their data collection procedures to obtain necessary citizenship information. That notwithstanding, it is our hope that estimated costs provide policymakers with useful insight into FAS service utilization in the CNMI.



## **Introduction**

Since 1997, the Commonwealth of the Northern Mariana Islands (CNMI) Department of Commerce has conducted annual assessments of the estimated costs of providing services to citizens of the Federated States of Micronesia (FSM), the Republic of the Marshall Islands (RMI), and the Republic of Palau (ROP). Individuals from these sovereign island nations (collectively referred to as Freely Associated States, or FAS) obtained unrestricted access to the CNMI under contractual agreements with the United States in what are known as the Compacts of Free Association.

In order to evaluate the fiscal impact of providing services to FAS citizens, the Department of Commerce has elicited annual information from the following CNMI government agencies: The Division of Youth Services (DYS) within the Department of Community and Cultural Affairs, the Department of Public Health (DPH), the Department of Public Safety (DPS), the Office of the Public Defender (OPD), and the Public School System (PSS). Together, these agencies offer an extensive array of critical social and medical services to CNMI adults and children. Information on service utilization from these agencies provides a partial snapshot of the effects of FAS migration on the CNMI economy.

The primary objective of this study is to document and describe the costs associated with administering services to the FAS population. CNMI government agencies have reported increased demand for services among these individuals, many of whom migrated after implementation of the Compacts of Free Association. Results from this study do suggest that individuals from FAS ethnic groups use CNMI services at disproportionately high rates. For example, although representing approximately 4% of the CNMI population, 12% of all Department of Public Health hospital patients in FY 2000 were individuals who reported an FAS ethnicity at registration. At the extreme, FAS individuals comprised 44% of all obstetrics patients and 59% of patients receiving hemodialysis services in FY 2000 according to DPH data. The percentage of local funding allocated to FAS patients in the Public Health system has increased each year since the first *Impact of the Compact* report was conducted (CNMI Department of Commerce, 1999).

The research team has performed this evaluation to provide insight into the challenges of measuring service utilization in the CNMI, as well as to supply policy makers with data necessary to make informed decisions. The Compacts of Free Association pledge remuneration to the CNMI for any deleterious impact of unrestricted FAS migration. However, corrective action may only be taken upon a thorough review of relevant data sources.

## **Background**

The Commonwealth of the Northern Mariana Islands (CNMI) comprises 14 small islands in the northwestern Pacific Ocean. Just north of Guam, the CNMI lies approximately 3,200 nautical miles west of Honolulu and 5,500 miles west of Los Angeles. Following World War II, the United States Government served as Trust Territory administrator of the Northern Mariana Islands in exchange for military use of the land. In 1976, the "Covenant to Establish a Commonwealth in Political Union with the United States of America" was signed by the President of the United States. The Covenant, implemented in 1978, defined the CNMI as a self-governing political entity with special ties to the United States.

Over the past two decades, efforts to open CNMI's economy to the world have resulted in profound changes to the size, composition and structure of the population. As a result of accelerated immigration, the number of CNMI residents quadrupled from 16,780 individuals in 1980 to 58,846 individuals in 1995 (CNMI Department of Commerce, 1980 and 1995). The Census of Micronesian Migrants counted 66,559 CNMI residents (Department of Commerce, 1998), which represents a population growth rate of approximately 4.19% per year between 1995 and 1998. Applying this average annual growth rate to the CNMI population for the years 1999 and 2000 yields estimates of 69,348 and 72,255 persons respectively. Results from the Census 2000 will provide a more timely and accurate population count, however data are not yet available at the time of pressing.

Immigration has also dramatically altered CNMI's ethnic composition during the last twenty years. Whereas indigenous Chamorro and Carolinian persons represented the majority of CNMI residents in 1980 (72%), they comprised 27% of all persons in 1995 (CNMI Department of Commerce, 1999). More recent data show that Filipinos (30.1%), Chamorros/Carolinians (21.9%), and Chinese individuals (18.7%) comprise the three dominant ethnic groups in Saipan, the capital city where 90% of the CNMI population resides (CNMI Department of Commerce, 1999).

Actual numbers of CNMI residents from FAS states increased slightly during the 1980-1995 period, although the influx of Asian migrants has reduced the ratio of FAS individuals to CNMI's diminutive overall population size. The number of FAS citizens residing in the CNMI increased from 1,543 persons in 1980 (representing 9% of the population) to 3,327 in 1990 (7.6%) and to 3,664 individuals in 1995 (6.2%). Data from the 1998 Micronesian Census revealed a total of 4,469 FAS migrants and their children living in the CNMI, representing 4.4% of the total population. Despite the relatively small proportion of CNMI residents from FAS states, evidence from the current study suggests that this population tends to utilize social and medical services at rates higher than their population count.



Since the mid-1980s, the CNMI has relied primarily upon the garment and tourist industries for its employment, exports and production. Economic reform policies produced sharp increases in business revenues, permit applications, and the Gross Island Product equivalent (Bank of Hawaii, 1997). Sales and receipts from manufacturing more than doubled from \$264,467,000 in 1992 to \$762,080,000 in 1997 (US Department of Commerce, 1999). In fact, the CNMI was the only Pacific Islands economy that grew in the early 1990s, and this growth was unequivocally tied to the apparel, construction, and tourist industries (Bank of Hawaii, 1997).

Economic expansion, however, began to slow with the significant devaluation of major Asian-Pacific currencies in 1997. According to data collected by the CNMI Department of Finance, Business Gross Revenue (BGR) has been steadily declining since 1997 (see CNMI Department of Commerce, 2000). Total BGR was \$1.98 billion in 2000, \$2.11 billion in 1999 and \$2.24 billion in 1998. Decreases in the collection of taxes and fees have accompanied the decline in business revenue since 1997.

Data from the Marianas Visitors Authority also show that the number of CNMI tourists decreased 29% between 1996 and 2000 (CNMI Department of Commerce, 2000). In fact, the number of Korean visitors to the CNMI dropped 85% between the years 1996 and 1998 (from 187,900 to 27,800 respectively) and growth has been slow in recent years. The MVA indicates that 68,000 Korean citizens visited the CNMI in FY2000.

The CNMI Department of Finance also reports that the number of new business license applicants dropped 39% from 1,026 in FY 1996 to 629 in FY 2000 (CNMI Department of Finance, 2001). The total number of renewed applicants also fell approximately 16% from 2,993 in FY 1996 to 2,517 in FY 2000. The Department of Finance posits numerous contributing factors to the decline in business license applications, however, the Asian economic crisis and concomitant decline in tourism top the list. Other explanatory factors include insufficient demand for the business or product, bankruptcies, price competition, high overhead costs, and product over-saturation (e.g. taxis flooding the market). The Foreign Investment Office of the CNMI Department of Commerce also speculates that many business owners have opted to cease some, but not all services for which they have licenses. This trend may help to explain the decrease in renewal applications during the 1996-2000 period.

Indeed, there is evidence that current Asian economic conditions continue to negatively effect CNMI's efforts at sustaining development. Foreign investors from Taiwan, for example, are reportedly ambivalent about embarking on new CNMI business ventures due to the persisting economic slowdown (Saipan Tribune, 2/21/01). Such reluctance exacerbates existing fears among CNMI business leaders that the World Trade Organization's removal of trade quotas in

2005 will signal the demise of a once-profitable garment industry (CNMI Business Development Center, 1999).

In the context of steadily decreasing revenues from a prolonged economic recession, the CNMI government has been absorbing much of the cost of service provision to FAS migrants who utilize services at disproportionately high rates. The primary objective of this study, however, is not to endorse a particular political view, but to provide information from which others may draw conclusions. Results should be interpreted with caution, as data collection practices across participating CNMI agencies are limited.

Lastly, it should be noted that the many positive contributions of FAS immigrants are well recognized, though beyond the scope of this particular study. In addition to enriching society through social and cultural mechanisms, long-term migrants contribute economically by helping to offset tax collection, shore up the labor force, and by strengthening a consumer base. Unfortunately, data presented in this report exclude any positive impact FAS migrants have on the CNMI due to the many methodological challenges of measuring such aspects.

## **Compacts of Free Association**

In 1986, the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI) implemented joint congressional-executive agreements with the United States known as the "Compacts of Free Association." In October, 1994, the Republic of Palau (ROP) implemented its own Compact of Free Association with the United States. These agreements articulated future partnerships between the United States and the three island nations, or "Freely Associated States" (FAS). Under the Compacts, the US funds the FAS for a range of development programs, use of US currency, immigration privileges, federal processing of applications for air services, US transportation of mail, and other benefits, in exchange for military use of land. Certain provisions of the Compacts with the FSM and the RMI are set to expire in 2001 and are presently under re-negotiation.

This evaluation was designed to address several key provisions of the Compacts between the FSM, the RMI, and the United States as discussed in Section 104(e) of P.L. 99-239 and with Section 102(a) of P.L. 99-658, Compact of Free Association with the Government of Palau. Section 104(e)(1) of P.L. 99-239 established congressional intent to avoid causing adverse consequences for the US territories, commonwealths, or the State of Hawaii. The US Congress vowed to ameliorate any deleterious consequences that might result from the implementation of the Compacts.

The concerns among CNMI legislators and service providers pertain to Compact section 104(e)(6), which authorizes the US Congress to appropriate sums as were necessary to "cover the costs...resulting from increased demands placed on educational and social services by immigrants from the Marshall Islands and the Federated States of Micronesia." Section 102(a) of P.L. 99-658 applied all of section 104 of P.L. 99-239 to the Compact of Free Association with the Government of Palau.

It is fair to characterize the CNMI as a newly industrialized Pacific Islands region. The transformation from small island economy to participant in the world system accelerated CNMI immigration flows in the late 1980s. Although the majority of individuals migrated from Asia as temporary CNMI workers, migration rates among FAS migrants increased over this period as well. However, census data show that FAS citizens tend to move to the CNMI for reasons other than employment, unlike Asian immigrants who are required by law to return home after a specified time period (CNMI Department of Commerce, 1995). This study examines various sociodemographic and economic characteristics of persons from FAS ethnic groups to help sharpen our understanding of the population and to draw inferences about the fiscal impact of increased service use among these persons in need.

## **Methodology**

The narrative below is organized into two sections on the research methods employed in this study. We first describe the overall theoretical and analytical approaches of the CNMI Department of Commerce research team and then briefly discuss the methodology used by agencies in estimating FAS service costs. Greater detail on agencies' data collection methods is provided in the subsequent section titled "Agency Data Collection Procedures" as well as throughout this report under each agency account.

The present study generally conforms to the structure of prior *Studies of the Impact of the Compact of Freely Associated States on the CNMI* prepared by the CNMI Department of Commerce. Additional information on FAS citizens is presented to reveal historical population trends and an overall portrait of the community. Data gleaned from qualitative interviews with agency staff also supplement the findings presented in this report.

The research team initially sent data sheets to all participating agencies, requesting information on the characteristics of clients and their use of services. Site visits were held with selected agencies to assess their existing data collection methods and general capacity to upgrade collection and analysis efforts (discussed further in the section "Agency Data Collection Procedures"). The CNMI team conducted qualitative interviews with agency staff at various occupational levels, including computer programmers, accountants, and data entry intake staff.

Assessing service utilization requires the compilation of specific information from agencies, depending on the nature of services administered. Agencies were asked to participate in this study because of their far-reaching consumer base and wide range of services. Moreover, efforts were made to examine the same type of agencies that were evaluated in Guam's *Compact Impact* reports. CNMI Department of Commerce staff met with agency directors to ascertain the type of information gathered as well as strategies to improve data collection. Targeted technical assistance provided to selected agencies involved modifying existing intake processes to enhance the reliability of study results as well as to strengthen subsequent annual reports.

Specifically, study results are based on interviews with participating government agency staff as well as a review of the following information sources:

- Agencies' cost calculation and service utilization data sheets;
- Frequency distributions of CNMI's inmate population as provided by the the Department of Corrections;



- Spreadsheet cross-tabulations on CNMI's arrested population provided by the DPS agency Criminal Justice Information Systems (CJIS).
- Government personnel figures, as obtained from the Director of Human Resources;
- Prior studies on the Impact of the Compact of Free Association conducted annually by the CNMI Department of Commerce (FY 1997, 1998 and 1999) used for comparative purposes;
- The 1998 Northern Mariana Islands Commonwealth Code;
- Enrollment levels for public education obtained from PSS representatives;
- Historical costs of DC&CA, DPH, DPS, OPD, and PSS, as provided by representatives of those agencies;
- Historical demographic data captured in censuses; and
- Newspaper reports and social scientific research journal articles.

The analytical approach agencies used for this evaluation depended on the type of services administered. In some cases, agencies reported figures on the total number of "participants" during FY 2000, as well as the number of participants from FAS ethnic groups. Additionally, agencies reported local and federal financial information to measure the costs associated with delivering services to the total CNMI and FAS population.

As in prior annual reports, agencies employed one of the following strategies in determining the costs associated with providing services to clients of FAS ethnicities:

1. Direct Cost Method, or
2. Percentage of Total Cost Method

Where possible, agencies applied the direct cost method to each of their service recipients. In other cases, due to the lack of data, the percentage of total cost method is used. Each analytical section of this report includes a description of how agencies calculated service utilization costs. The CNMI research team calculated cost estimates using census figures from the Micronesian Census of 1998 when an agency could not produce data disaggregated by ethnicity.

Table 3 below shows the different cost calculation methodologies used for each agency participating in this study. Information on local and federal expenditures is provided in tables throughout the report, as this method offers greater clarity in understanding the actual costs of operating a particular department. However,



only local funding for FAS service provision is used in the calculation of costs to the CNMI government.

Table 3

<b>Cost Allocation Methodology</b>	
<b>Department Name</b>	<b>Cost Allocation Factor</b>
Division of Youth Services	Direct Cost Method
Department of Public Health	Both Methods
Department of Public Safety	% of Total Cost Method
Public Defender's Office	% of Total Cost Method
Public School System	% of Total Cost Method

### **Methodological constraints**

Determining the magnitude of migration can be a daunting task due in part to methodological constraints as well as the dynamic nature of social movement (Guest, 1998). Language barriers, movement, and fear of deportation among migrants pose challenges to survey researchers and the enumerators who actually collect information in the field. In order to minimize the impact of these constraints in the Micronesian Census analyzed in this study, the Department of Commerce recruited enumerators from the same ethnic background of the migrants to be counted. Employing this method reduced the frequency of language barriers and maximized the comfort level among respondents during their interview.

This study examines data on FAS individuals who migrated *after* the respective Compacts of Free Association were implemented in either 1986 or 1994. However, ascertaining an individual's "pre- or post-Compact" status can be difficult, particularly with respect to children whose parents may have migrated to the CNMI at different times (Levin, 2001). The definition of a post-compact FAS migrant will be provided momentarily in this report.

The greatest impediment, however, to conducting this analysis is the paucity of CNMI service utilization data on variables that best capture FAS citizenship status and date of CNMI arrival. Data collection is a challenge to agencies whose primary purpose is to deliver optimal services to the public. In reality, to operationalize the terms "pre- or post-Compact" for analysis means that agencies must modify their registration forms and intake questionnaires, train staff to ask new questions, and to reconfigure their computer databases to accommodate newly collected and coded information. Until now, most agencies collected only data on a respondent's ethnicity or "bloodline" rather than on citizenship status or specific migration date. The service providers collect a wealth of information from consumers, however, they required assistance in creating questions that more reliably measure "post-Compact" status or citizenship. Each department overview in this report outlines the type of information gathered and the strategies employed to improve data collection efforts for subsequent studies.

## **Agency Data Collection Procedures**

Strong data collection methods are critical to conducting any statistical analysis. Without well-formulated questions, organized files, comprehensive data cleaning and coding procedures, analysts and practitioners are apt to draw spurious conclusions about their data. This report devotes attention to the data collection practices of each participating government agency to inform future analytical decisions. Sections entitled "Data Collection" are embedded throughout the narrative that describe specific data collection and management procedures as relevant to Impact of the Compact analyses. Each section is organized to follow an agency's introduction and mission statement summary.

As expected, agencies tailor their administrative records to the specific nature of services they provide. In reality, questionnaire space and interview time with participants is very limited, and staff are faced with the challenge of delivering services while simultaneously attempting to manage a strong system of data collection. Unlike researchers, few service providers have the luxury of "pilot-testing" questionnaires, a critical step in ensuring that questions have internal validity (that they accurately measure what they intend to measure). Once an individual has completed an agency's questionnaires (e.g. registration or intake form, contact sheet, or some other administrative form), staff must edit written mistakes, code responses, and enter the responses into the information systems. Next, data must be "cleaned," or examined for errors that arise from key entry or respondent mistakes. Staff may then run basic statistics on the total sample or select a specific sample, which, for this study includes individuals from FAS ethnic groups.

The goals for staff are usually to obtain basic contact information and client identifiers. One major challenge in conducting this analysis was how to assist agencies with adding new questions to their data collection forms and information systems. Changing procedures even slightly means that new forms must be printed, new variables must be added to the database, and staff must be trained in asking new questions. These seemingly simple tasks, in fact, require staff time and resources and in some cases outside assistance, since agencies may not have autonomous control over their databases (to be discussed momentarily). Moreover, the employees actually conducting the data collection must be informed about the meaning of new questions so they can offer explanations to confused respondents. This issue is particularly important with respect to questions on migration dates into the CNMI, for many persons re-locate multiple times.

The research team has been collaborating with selected agencies to include the items below on all relevant questionnaires. Questions are compatible with the American Community Survey, whose questions are derived from the US Census on Population and Housing form. Specifically, we wish to obtain a service recipient's:



- Gender
- Ethnic origin or race
- Date of Birth
- Place of Birth
- Country of citizenship
- Month/year he or she came to the CNMI to stay. [If he/she entered the CNMI more than once, we wish to know the latest month or year].

Impact of the Compact analyses focus only on FAS individuals who migrated to the CNMI after implementation of their nation's Compact of Free Association with the United States. The aforementioned variables must be included in any such analysis since they help determine a service user's pre- or post-Compact status.

Agencies already collect data on an individual's gender, ethnicity, and date of birth, however, none specifically asks when a person last came to the CNMI to live. Thus, the research team's principal objective in conducting this analysis was to build and maintain strong partnerships with agencies so that this information will be better provided in the future. Agencies are currently at different stages of performing the requested modifications, although a full year of concrete pre- and post-Compact data will not emerge until FY 2002, as FY 2001 draws closer to its final quarter at the time of this pressing. Thus, next year's analysis will likely contain partial data on specific dates of FAS migration to the CNMI. One agency has already begun administering new program registration forms containing critical Compact questions, however other larger agencies are still in the process of meeting with programmers to discuss how to implement the needed changes.

As previously mentioned, qualitative interviews were held with four of the five selected government agencies. The research team did not initially believe it was necessary to meet with Public School officials since relevant data on students' countries of citizenship are already collected. However, it will be necessary to collaborate more closely with school staff for subsequent analyses since additional data on parents is needed.

### **FAS Population**

The current study describes sociodemographic and economic characteristics of the FAS population using census and survey data collected by the Central Statistics Division of the Department of Commerce. More specifically, descriptive statistics on FAS individuals residing in the CNMI have been extracted from the 1980, 1990 and 1995 CNMI Censuses of Population and Housing, Social and Economic Characteristics. As total counts of the population, each census provides extensive details about CNMI population dynamics. The mid-decade 1995 Census was conducted to capture rapid demographic changes that occurred in the CNMI between decennial censuses. Finally, results from the 1998 Census of Micronesians in the CNMI are used to provide a snapshot of the

FAS population since Census 2000 data are not yet available. Enumeration, data collection, and analysis for all four censuses were the result of collaboration between the CNMI Department of Commerce and the US Bureau of the Census.

**Definition of Post-Compact FAS Migrants**

For the purposes of this study, "post-Compact" individuals are defined as persons who migrated to the CNMI from the Federated States of Micronesia or the Republic of Marshall Islands after the implementation of the Compacts of Free Association in 1986. "Post-Compact" persons from the Republic of Palau are those who migrated to the CNMI after 1994 upon the signing of their Compact of Free Association. Children of FAS migrants are those not born in one of the FAS and who have at least one FAS-born parent. All children are classified merely as "children of FAS migrants" since it is extremely difficult to determine their pre- and post-compact status (Levin, 2001).

**FAS Population Characteristics**

Table 4 below summarizes the number of FAS individuals enumerated in the 1998 Census of Micronesians in the CNMI. Through snowball sampling, Census enumerators actually collected information on a total of 4,469 persons. Of these individuals, 1,755 (39%) persons were post-Compact migrants and their children, 1,192 (27%) persons were pre-Compact migrants and their children. The remaining 1,522 (34%) individuals were classified as "other persons in households" and are excluded from the present analysis. Individuals labeled as "other in household" were neither migrants nor their children, although their lineage originated in one of the Freely Associated States. Third generation Palauans, for example, were classified as "other persons in the household" since neither they nor their parents were born outside the CNMI. Thus, a total of 2,947 individuals were defined as either pre- or post-Compact in the 1998 Census of Micronesians.

As shown, post-Compact individuals comprised over half (59.6%) of all FAS migrants in the CNMI and approximately 40% of individuals were classified as pre-compact individuals. The majority of all post-compact persons were from FSM (85.6%), 10.1% were from Palau, and 4.2% were originally from the RMI.

Table 4. Percentage Distribution of FAS Individuals in the CNMI, 1998

Characteristic	FAS	%	Palau	%	FSM	%	RMI	%
<b>Total Persons</b>	2947		2154	36.8%	2199	57.9%	116	5.2%
Post-Compact Migrants and Children	1755	59.6%	178	10.1%	1503	85.6%	74	4.2%
Pre-Compact Migrants and Children	1192	40.4%	885	74.2%	289	24.2%	18	1.5%

Source: 1998 Census of Micronesians in the CNMI (see Levin, 2001)

Table 5 below summarizes selected socio-demographic characteristics of FAS immigrants who moved to the CNMI after implementation of their respective Compacts of Free Association. As shown, the post-compact FAS migrant population is nearly evenly divided between males and females, although some variation exists across FAS groups. Overall, over three-quarters (78.8%) of the population is under the age of 30 and the relatively high proportion of never-married reflects this age structure. The median age, where half of all persons are older and half are younger, is 17.4 years for the total FAS population. The median age is youngest among individuals from the Republic of the Marshall Islands (RMI) at 13.5 years. Lastly, the proportion of post-compact individuals who are US citizens varies between 20% and 47% depending on nationality group. One-third (33.6%) of all post-compact persons in the CNMI is a US citizen and Palauans are least likely to have obtained US citizenship (20.2%). Although the proportion of Marshallese US citizens is relatively high (47.5%), this percentage is a result of small population size (N=74).

Table 5. Selected Characteristics of Post-Compact FAS Persons in the CNMI, 1998

Characteristic	N = 1,755							
	FAS	%	Palau	%	FSM	%	RMI	%
<b>Total Persons</b>	1755		178	10.1%	1503	85.6%	74	4.2%
<b>Gender</b>								
Males	883	50.3%	92	51.7%	755	50.2%	35	47.3%
Females	872	49.7%	86	48.3%	748	49.8%	39	52.7%
<b>Age</b>								
<15 years	777	44.3%	65	36.5%	670	44.6%	42	56.8%
15 - 29	605	34.5%	74	41.6%	511	34.0%	21	28.4%
30 - 44	274	15.6%	31	17.4%	233	15.4%	10	13.5%
45 - 59	74	4.2%	6	3.4%	66	4.4%	1	1.4%
60 + years	25	1.4%	2	1.1%	23	1.5%	0	0.0%
<b>Median Age</b>		17.4		18.5		17.4		13.5
<b>% Never Married</b>								
Males 15 yrs +		54.9		75.0		51.6		66.7
Females 15 yrs +		54.1		61.4		52.9		60.0
<b>Citizenship</b>								
US Citizen		33.6%		20.2%		34.5%		47.3%

Source: 1998 Micronesian Census (see Levin, 2001)



Table 6 below summarizes the labor force participation rates among individuals of FAS ethnicities as well as educational attainment for adults aged 25 years and older. According to census data, more than half (60.6%) of FAS individuals over age 16 are employed in CNMI's labor force. FAS men's overall labor force participation rate is 74.5%, and men from the Federated States of Micronesia have the highest participation rate at 75.6%. FAS women's overall labor force participation rate is 48.3%, and Palauan women have the highest proportion of women working for pay (57.1%). Figures for Palauans and those from the Federated States of Micronesia are more reliable than for Marshallese persons since the larger population size offers greater statistical power.

Table 6. Selected Social Characteristics of Post-Compact FAS Population in the CNMI, 1998

Characteristic	FAS	%	Palau	%	FSM	%	RMI	%
<b>Labor Force Participation</b>								
<i>Total Persons Aged 16 +</i>	936		110		796		30	
In Labor Force	567	60.6%	66	60.0%	485	60.9%	16	53.3%
Unemployed	80	8.6%	8	7.6%	65	8.2%	8	25.0%
Not in LF/retired	289	30.8%	36	32.4%	246	30.9%	24	21.7%
<b>Male Labor Force Participants</b>								
<i>Total Males Aged 16+</i>	439		54		373		-	
In Labor Force	327	74.5%	34	63%	282	75.6%	-	
Unemployed	39	8.9%	2	2.9%	33	8.9%	-	
Not in LF/retired	73	16.6%	18	34.0%	58	15.5%	-	
<b>Female Labor Force Participants</b>								
<i>Total Females Aged 16+</i>	497		56		423		-	
In Labor Force	240	48.3%	32	57.1%	204	48.0%	-	
Unemployed	41	8.3%	7	12.5%	31	7.4%	-	
Not in LF/retired	216	43.4%	17	30.4%	188	44.6%	-	
<b>Educational Attainment</b>								
<i>Total Persons 25 yrs +</i>	560		55		487		18	
<b>(Cumulative Percent)</b>								
no education	560	100.0%	55	100.0%	487	100.0%	-	100.0%
8th grade or less	542	96.8%	53	96.4%	471	96.7%	-	100.0%
9th-12th no diploma	415	74.1%	432	78.2%	358	73.5%	-	77.8%
HS graduate	244	43.6%	34	61.8%	201	41.3%	-	50.0%
Some college	85	15.2%	16	29.1%	67	13.8%	-	11.1%
College or more	11	2.0%	3	5.5%	8	1.6%	-	0.0%

Source: 1998 CNMI Census of Micronesians

\* Indicates a population size less than 20

Table 6 above also shows the overall educational attainment for FAS adults aged 25 years and older who reside in the CNMI. Cumulative percentages show that 43.6% of FAS persons have a high school degree or equivalent. Approximately 15% of FAS adults have enrolled in some college and 2% have their college degrees or above. Palauans, as a group, are more likely to have obtained college degrees than individuals from FSM or the RMI.

Although not shown, census data also indicate that 35.6% of post-Compact FAS persons migrated to the CNMI for employment, while 29.5% migrated as the spouse or dependent family member of an employed individual. Approximately 2% of post-Compact FAS persons moved for missionary activities or medical reasons, 14% migrated for a visit or vacation and 18.5% came to the CNMI for schooling. A review of census data showed no significant differences in the reason for migration among specific FAS groups.

### **Average Annual Growth Rates**

Since population data from the 2000 Census are not yet available, estimates of CNMI's population are provided below in Table 7. Population estimates are derived by taking the most recent census years for which data are available (1995 and 1998) and calculating the logarithmic formulas presented in Appendix A of this report. As shown below, the 2000 CNMI total population is estimated to be 72,253 persons assuming growth is comparable to the population growth during the 1995-98 period. A growth rate of 4.09% is applied to the current estimate as there have been no major social or economic changes in the region since last year's annual report. An examination of vital statistics data (e.g. birth and death records) supports the decision to apply the 1995-98 growth rate to current population estimates. Nevertheless, readers should interpret results with caution as projections based on outdated population declines may in fact underestimate the true population of FAS persons residing in the CNMI.

The population of FAS residents in the CNMI grew at an average annual growth rate of 9.1% from 1980 to 1995. However, the average annual growth rate declined to 5.5% during the 1995-1998 period, due possibly to the accelerated immigration of other ethnic groups competing for the region's entry level jobs. Overall, it is estimated that FAS individuals comprised 3.6% of CNMI's total population in fiscal year 2000.

Table 7

FAS Citizens as % of Total CNMI Population & Average Annual Growth Rates (AAGR) Census Years: 1980-1995 & 1995-1998									
Citizen Group	1980 Census	1990 Census	1995 Census	1997 Estimated	1998 Census of Micronesians	1999 Estimated	2000 Estimated	AAGR 80-95	AAGR 95-98
FSM	552	1,817	1,961	1,847	1,792	1,739	1,688	8.82%	-2.96%
RMI	-	108	122	101	92	84	76	N/A	-8.98%
Palau	396	1,407	1,409	1,166	1,063	968	881	8.83%	-8.97%
Total FAS	948	3,332	3,492	3,118	2,947	2,785	2,632	9.08%	-5.50%
Total CNMI Pop	16,780	43,345	58,846	63,763	66,559	69,347	72,253	8.72%	4.19%
FAS Citizens as % of Total CNMI Pop	5.65%	7.69%	5.93%	4.89%	4.43%	4.02%	3.64%	-	-

Source: CNMI Department of Commerce, 2001

### Selected Government Agencies

This section summarizes the number of FAS residents serviced by the Department of Community and Cultural Affairs' Division of Youth Services, the Department of Public Health, the Department of Public Safety, the Office of the Public Defender, and the Public School System and the costs associated with providing such services. It does not address other Government agencies.

#### *Department of Community and Cultural Affairs, Division of Youth Services*

The Department of Community and Cultural Affairs has broad responsibility over a wide range of social services as well as broadcasting, historic and landmark conservation/preservation, and veteran affairs that are outside the jurisdiction of the US government.

Within the Department of Community and Cultural Affairs is a Division of Youth Services (DYS). For the purposes of this study, we are specifically interested in the services provided by this Division. The Division is in charge of the planning, coordination, development, and implementation of programs and services designed to provide developmental and rehabilitative services to youth. They are responsible for the provision of services to all youth including those adjudged to be wards of the Commonwealth with jurisdiction in juvenile cases.

Additional DYS duties include:

- a) To provide youth recreational services, individual and group counseling, outreach, survival education, employability development, and substance abuse prevention activities;
- b) To make service referrals;



- c) To assist community groups which provide/sponsor youth programs as well as to provide relevant training and help groups obtain access to community facilities/resources;
- d) To collect, analyze, and disseminate information and research data concerning youth needs and youth problems in the Commonwealth;
- e) To provide secure care, non-secure care and/or custody for youth determined by the court to require temporary custody; also to provide rehabilitative services such as probation supervision, public service, restitution, non-legal advocacy, placement in residential and non-residential treatment programs and foster care and home studies;
- f) To approve arrangements for the use of private homes and public and private residential care facilities for the care of juveniles under the custody of either the court or the division;
- g) To provide court documentation as well as investigate and certify all prospective foster parents and homes for juvenile placement; and
- h) To provide parent effectiveness training.

### **DYS Data Collection**

The research team collaborated closely with DYS staff to modify a registration questionnaire for the Common Sense Parenting Class, an interactive educational program for adults offered in the CNMI since 1997. Instructors are equipped to offer this six-week course in up to 7 languages, following an abuse-prevention paradigm that promotes social skill-building, anger management, and strengthening of decision-making goals.

The parenting education class questionnaire was chosen as a starting point to understand the scope of work involved in modifying other data collection processes and to capture course data excluded from previous annual Compact reports. The first step was to review variables listed on the class registration form, which included (but was not limited to): gender, birth date, ethnicity, employment status, educational background, marital status, language abilities, income, and the primary reason for taking the class.

Second, a coding sheet was created assigning numbers to corresponding answer choices on the questionnaire, enabling staff to enter data numerically into a computer. The CNMI Department of Commerce analyst then created an Excel database that included all variable fields and assisted DYS staff with the entry of all fiscal year 2000 registration forms. This process familiarized our analyst with items' response rates as well as how individuals responded to questions overall. Compact-related questions were added to the parenting class registration form, which was administered for the first time in April 2001. DYS' new form includes questions on birthplace and the month/year an individual migrated to the CNMI, if applicable. In approximately one year, the sample size of the Common Sense database should be large enough to provide sufficient statistical power necessary to make meaningful conclusions about the student population.

Data on the parenting education class used in the present study are for FAS ethnicity only, since the new citizenship variables were only recently added to the database. Moreover, it should be noted that parenting class data are slightly skewed as the data collection process still needs slight modifications and streamlining. For example, several students identified that their primary reason for taking the course was to enhance their skills as educators or social workers. These open-ended responses were written in sentence form rather than in check-box/multiple choice format, and thus were not analyzed statistically. This information is useful, however, when interpreting the costs of providing services to persons of FAS ethnicities. Is the FAS individual enrolled in the course as a teacher, a court-mandated case, or a self-motivated parent in need of assistance? Although a student's ethnic background is irrelevant to program implementation, future analyses must ascertain course enrollment motivations before making conjectures on the cost of educating FAS persons. To streamline data collection, the team could possibly cross-tabulate new citizenship variables with those yet created for course enrollment motivations (e.g. "primarily work-related," or "first-time parent").

It is hoped that DYS has gleaned useful information about its parenting education students through our ongoing partnership. The data collection, cleaning and analysis processes are laborious, and we are grateful for the Divisions' unyielding cooperation. The main implication of this task is that DYS would have to amend all of its program registration forms in order to assess the true post-Compact characteristics of its participants. Since the amount of work involved in accomplishing this task is daunting, the research team plans to further encourage DYS staff only once study expectations have been more clearly articulated by decision-makers at the federal level.

As a result of our collaboration, staff were able to run basic descriptive statistics on DYS' parenting course population which are summarized in Table 8 below.



Table 8

Selected Characteristics of Students Enrolled in DYS' Common Sense Parenting Class Fiscal year 2000 (N = 202)

Characteristic	N	%		N	%
<b>Gender</b>			<b>Marital Status</b>		
Male	55	27.2%	Single	67	33.2%
Female	142	70.3%	Married	114	56.4%
Unknown	5	2.5%	Div/Sep/Widowed	21	10.4%
<b>Ethnicity</b>			<b>Work Status</b>		
Multi-ethnic	24	11.9%	Unemployed	41	20.3%
Chamorro	79	39.1%	F/T employed	132	65.3%
Carolinian	27	13.3%	P/T employed	25	12.4%
FAS	24	11.9%	Retired/unknown	4	2.0%
Filipino	32	15.8%			
Chinese	7	3.5%			
Other	9	4.5%			
<b>Household Income</b>			<b>Education</b>		
< \$15,000	79	39.1%	Mean Years	12.62	
\$15,000 to \$40k	77	38.1%	S.D.	0.14	
> \$40,000	30	14.9%	Mode	12	
Unreported	16	7.9%	Range	1 to 18	

Source: CNMI Division of Youth Services, 2001

As table 8 shows, females comprise the majority of students in DYS' parenting education classes (70.3%). Over half (52.4%) of participants are Chamorro and Carolinian, and many individuals reporting "multi-ethnic" identification are likely members of these two indigenous groups. Filipino adults comprised 15.8% of students and FAS adults comprised nearly 12% of students. Nine percent of students were from other ethnicities. Most participants were currently married (56.4%) at the time of registration.

Approximately 39% of parenting education students earned less than \$15,000 annually and 38% earned between \$15,000 and \$40,000. Approximately 15% earned more than \$40,000 annually and 8% chose not to report an income. Just under two-thirds of students worked full time (65.3%) and 20.3% were unemployed. Participants had 12.6 mean years of education with little variability as a group.

Two and three-way cross tabulations reveal more detailed patterns but are not particularly relevant to the present study.

## **DYS Service Utilization and Expenditure**

As table 9 below indicates, a total of 1,113 individuals received DYS services in fiscal year 2000. The number of participants increased slightly from 1,080 in 1999. The proportion of service recipients from FAS backgrounds increased from 15.3% in 1998 to 18.2% in 1999 and now to 19.8% in 2000. In sum, individuals from FAS ethnicities accounted for 31.1% of DYS' total local budget in 2000, which represents a sizable increase from 1999 (25.5% of the local budget). Those from the CNMI comprised the majority of DYS service users (65.3%) and service rates among other groups are as follows: 12.2% of all service users were from FSM ethnicities, 7.0% were Palauan, less than 1% were Marshallese, and 14.9% were persons from other ethnicities such as Filipino or Japanese.

Overall, the Division spent \$2,099,020 to carry out its operations in fiscal year 2000. Local expenditures totaled \$753,040 and federal expenses totaled \$1,346,880. Local funding allocated to individuals of FAS ethnicities totaled \$235,933.

Data provided by DYS on specific service units show that FAS individuals comprise 24.6% of all juvenile delinquency cases, 13.9% of Child Protective clients, 25.9% of all shelter clients, and 9.9% of students enrolled in parent education class. In fact, the research team counted 24 FAS adults in the parenting class, or 11.9% of the sample. The number of foster child cases is too small to draw any meaningful conclusions about ethnicity (N = 22).

The Division of Youth Services derived the costs of providing services to individuals of FAS ethnicities by first obtaining the number of FAS clients in each program (e.g. juvenile delinquency cases, child protective services cases). Next, staff identified distinct funding sources and determined which funding source was directly allocated to a specific program category. Staff computed personnel and operating costs for each program, accounting for variations in funding allocations. For example, almost two-thirds of one federal grant is earmarked directly for child protective services and less than 20% is allocated to personnel/administration. Other services receive smaller allocations for operating costs, such as parenting education or foster care, which translates into differential treatment costs, as expected.

The next step in computing service costs was to identify the expenditure allocations per service type. To determine the average costs of providing services to clients of FAS ethnicities, staff divided the total costs of each program by the number of clients served. The number of days served was used as the denominator in calculating the costs of delivering shelter care services and services to juvenile detainees.



Table 9

Division of Youth Services Fiscal Year 2000 Expenditures

Program Category	Expenditure				Number of Participants																
	FAS Local Cost	Avg. Local Cost	FAS Total Cost	Avg. Total Cost	Total Cost	Total Cost Local	Total Cost Federal	Total Pop.	FAS No. of Clients	FAS No. of Days Served	FSM No. of Clients	FSM No. of Days Served	ROP No. of Clients	ROP No. of Days Served	RMI No. of Clients	RMI No. of Days Served	CNMI No. of Clients	CNMI No. of Days Served	Others No. of Clients	Others No. of Days Served	
FY 00 Budget	-	-	-	-	\$2,099,920	753,040	\$1,346,880	1,113	220	1,344	136	603	78	683	6	58	727	1,894	166	234	
Juvenile Delinquency Cases	39,594	316.75	81,816	654.53	332,504	160,912	171,592	508	125	N/A	80	N/A	42	N/A	3	N/A	352	N/A	31	N/A	
Juvenile Detainees <sup>1</sup>	149,415	140.82	192,904	181.81	458,536	355,161	103,375	115	26	1,061	14	579	10	424	2	58	82	1,415	7	46	
Child Protective Shelter Care <sup>1</sup>	3,540	122.07	76,278	2630.25	547,093	25,389	521,704	208	29	N/A	19	N/A	10	N/A	0	N/A	140	N/A	39	N/A	
Foster Care <sup>2</sup>	9,534	33.79	20,892	73.82	70,136	32,000	38,136	58	15	283	13	24	2	259	0	0	35	479	8	188	
Parent Education <sup>3</sup>	4,189	-	19,795	-	93,178	12,629	80,549	22	5	N/A	4	N/A	1	N/A	0	N/A	12	N/A	5	N/A	
Administration/ Programs <sup>4</sup>	642	32.07	15,504	775.23	156,597	6,479	150,118	202	20	N/A	6	N/A	13	N/A	1	N/A	106	N/A	76	N/A	
Cost Allocated to FAS Citizens	31,719	144.18	87,343	397.01	441,876	160,470	281,406	1,113	220	1,344	136	603	78	683	6	58	727	1,894	166	234	
% of Local Cost	235,933		494,532																		
% of Total Cost	31.3%																				
% of Total	23.6%																				
Participant	19.8%																				
FY 99 Budget <sup>5</sup>	27,826	392	38,434	541	1,905,113	761,515	1,143,598	1,080	177	741	108	226	69	515	-	-	635	1,924	159	158	
Juvenile Cases	139,149	211	165,409	251	515,635	434,128	81,507	104	33	659	18	167	15	492	-	-	61	1,319	10	78	
Delinquency <sup>1</sup>	5,018	88	93,607	1,642	604,341	32,400	571,941	368	57	N/A	37	N/A	20	N/A	-	-	231	N/A	80	N/A	
Child Protective Shelter	213	2.60	8,692	106	81,000	2,000	79,000	92	10	82	8	59	2	23	-	-	69	605	13	80	
Foster Care <sup>2</sup>	1,375	0	10,093	-	67,132	11,943	55,189	38	6	N/A	5	N/A	1	N/A	-	-	21	N/A	11	N/A	
Parent Education	-	0	-	-	99,428	-	99,428	96	-	-	-	-	-	-	-	-	-	-	-	-	
Administration <sup>4</sup>	22,359	126	55,366	-	337,828	136,428	201,400	1,080	177	741	108	226	69	515	-	-	635	1,924	159	158	
Cost Allocated to FAS Citizens	\$195,941		\$371,601																		
% of Local Cost	25.73%																				
% of Total Cost	19.51%																				
% of Total	18.20%																				

<sup>1</sup>Based on No. Of Days served  
<sup>2</sup>Based on actual costs; <sup>3</sup>No ethnicity available  
<sup>4</sup>Overhead expense calculated as % of participants  
 Source: Division of Youth Services/Department of Community & Cultural Affairs

## **Department of Public Health**

The CNMI Department of Public Health (DPH) serves as the region's primary health care provider. Specifically, DPH is responsible for maintaining and improving health/sanitary conditions and for minimizing and controlling communicable diseases in the CNMI. Additionally, the Department establishes standards of medical and dental care and oversees the practice and licensing of medical and dental practitioners.

Other DPH duties include:

- Protecting the environment, including air, water, and workplace safety;
- Educating and informing the public to reduce health risks and increase personal responsibility;
- Implementing programs designed for vocational rehabilitation, crippled children's services, infant care, Medicaid, and Medicare;
- Delivering mental health services such as substance abuse treatment and psychological counseling;
- Providing leadership and public health policy development;
- Administering all government-owned health care facilities and public cemeteries; and lastly,
- Compiling, analyzing and publishing vital health statistics, and other information about the general welfare of the inhabitants of the Commonwealth; and
- Offering opportunities for training and the development of public health personnel.

The Department administers health care facilities on each of the three main islands of Saipan, Tinian, and Rota. Patients receive a wide array of preventive and curative services Commonwealth Community Health Center, the region's only hospital facility. CHC is a 74-bed, two-level hospital, which first became operational in 1986. Smaller sub-hospitals are located on the islands of Tinian and Rota.

DPH consists of three divisions described below: the Hospital Division (CHC), the Public Health Division, and the former Division of Mental Health and Social Services, which was recently renamed the Community Guidance Center. In addition, DPH administers the Medicaid and Medical Referral Programs.

The Hospital Division provides primary, secondary, and tertiary health care services for CNMI residents. All federal health programs are administered through the Public Health Division. The Community Guidance Center provides mental health and substance abuse treatment for the community, in addition to support services, community outreach prevention and education services, and referral assistance to other community resources. The Medical Referral Program provides medical care and treatment that are not available locally, by sending



patients approved for medical care and treatment off-island, either to Guam, Hawaii or San Diego, California.

FAS residents no longer qualify for Medicaid assistance in the CNMI unless they require urgent critical care. The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 rendered FAS individuals ineligible for Medicaid, although benefits were not phased out officially until July 1998. The federal Medicaid program serves low-income families with children, low-income elderly, and disabled persons.

### **DPH Data Collection**

As with all participating agencies, qualitative interviews were held with DPH staff to ascertain detailed information on the Department's data collection, storage and analysis processes. During phase one of data collection, individuals complete registration questionnaires before receiving health services. Records on over 120,000 patients have been recorded in the Department's database since its inception in 1992. The number of patient records exceeds CNMI's population as tourists, visitors and contract workers also rely on DPH services. Essential information collected on individuals during phase one includes the following: date of birth, city and state of birth, gender, and ethnicity. Additional data are also collected on employment status, insurance, current residence and religious affiliation, however these variables are not germane to the present study.

Oftentimes, DPH intake staff encounter resistance from newly registering patients when asked to present identification or to answer personal questions that they feel are not pertinent to their treatment needs. Staff point to the difficulty in obtaining data from individuals feeling entitled to health services as a result of the Compacts of Free Association. Intake staff report that some new registrants express annoyance at having to present their passport proving citizenship. It is common for individuals to visit the CNMI solely for health services, and staff report that some of these patients are reluctant to reveal what they believe might be extraneous information. These reports are intended to provide context, however, as no method has been employed thus far to scientifically measure this trend.

DPH records are stored in the "MUMPS" patient registration database that was designed by technologists on a Native American reservation in the US mainland. At present, the reservation still maintains exclusive control of the information system, an arrangement that seriously limits the ability of DPH staff to edit the system. Under the current arrangement, DPH programmers cannot add variables to the database, which would more accurately capture Compact trends. In order to measure pre- and post-Compact FAS service utilization, DPH must ask two additional questions on their patient registration intake forms, that is, what month/year an individual migrated to the CNMI to live and their country of citizenship, which in some cases may be different from birthplace.



At present, we have no knowledge of which questionnaire items produce "low response rates" and thus can only make cursory recommendations on improving existing survey tools. DPH's recently established internal steering committee will be examining methods to improve data management and we look forward to maintaining a partnership throughout this process. In addition, DPH staff are scheduled to meet with a technical consultant in September, 2001 to address the aforementioned constraints. DPH staff have pledged to include the Commerce Department research team in this process so that we may improve data collection for next year's annual Compact report. Furthermore, although the Department currently has little autonomy over adding new variables to the database, staff feel confident that at least one unused variable may be "interpreted" as date of migration and thus used to collect this new information.

### **DPH Service Utilization and Expenditure**

Table 10 summarizes DPH expenditure information for FY 2000 as well as service utilization by FAS ethnicity. For comparative purposes, DPH figures from FY 1999 are provided in Table 11. FY 2000 data show that 12% of all registered patients are from FAS ethnic groups. Services with the highest proportion of FAS patients were hemodialysis (59%) and obstetrics, and services with the lowest proportion were general care (10%), gynecology (9%) and chest/tuberculosis (7%). It should be noted, however, that although 44% of all obstetrics patients were women from FAS ethnicities, they comprise only 10% of all obstetrics visits, a figure more commensurate with their population rate (shown in Table 10a). In other words, 44% of all registered female obstetrics patients were FAS women, they tended to see their doctor less frequently than women of other ethnicities.

DPH data on the number of visits, again, indicate that 12% of all health visits were made by individuals of FAS ethnicities (see Table 10a). Whereas FAS persons made only 7% of all chest/tuberculosis treatment visits, 44% of all hemodialysis visits involved this patient population.

Overall, DPH data indicate that the proportion of FAS patients utilizing services has declined between FY 1999 and FY 2000. Table 10 shows that 18.9% of immunization patients in 1999 from FAS ethnicities, compared to 14% in FY 2000. In fact, the proportion of FAS patients using services has decreased between 1999 and 2000 in almost every program category except for hemodialysis. Thirteen percent of emergency care patients in 2000 were from FAS backgrounds, compared to 18% in 1999. The sharpest declines were noted in Hansen's disease patients (from 56% in 1999 to 23% in 2000) and in general care (28.9% to 9% in 2000).

The Department's total local expenditures for FY 2000 amounted to \$33,073,380, compared to \$32,893,047 during the previous year. Twelve percent of this total, or \$4,004,932 was allocated to delivering health services to FAS individuals. One-quarter (25.5%), or \$1,023,089 of total local expenditures on the FAS

population was spent providing emergency care. This figure represents a decrease in total local FAS expenditures during FY 1999, when \$1,612,260 was spent on emergency care services.

DPH staff estimate the average local cost of services to have been \$723 in FY 2000, a decrease from \$979 in FY 1999. The average total cost of services varied across program categories so that, for example, chest/tuberculosis cases cost \$1,042 on average and immunizations cost \$843 per patient on average.

The Division of Mental Health and Social Services FY 2000 expenditures amounted to \$809,379. Approximately 12% of the total local expenditures was allocated to service delivery for FAS individuals (\$97,461) and visits cost \$645 on average, compared to \$380 estimated for the prior year (see Table 11). The proportion of local mental health and social service expenses allocated to FAS persons increased from 7.3% in 1999 to 12% as mentioned.

DPH data also indicate that 4.4% of all local funding for medical referrals was allocated to persons of FAS ethnicities. The Department's total local expenditure for referrals was \$284,253, and \$12,445 of this total was spent on the FAS population. Additional information on medical expenses for escorting patients to other regions is provided on Table 10.

Overall, the Department's total expenditures increased by \$1,165,540 between 1999 and 2000. Expenditures for FAS patients decreased by approximately \$2.8 million during this time. Although the percentage of local cost allocated to FAS patients decreased significantly from 21% in 1999 to 12% in 2000, the difference is likely due to improved statistical record-keeping and analysis as well as the absence of individuals no longer eligible for Medicaid assistance.

The Medically Indigent Assistance Program (MIAP) was established to assist patients who are now ineligible for Medicaid assistance. The Department of Public Health absorbs the costs of this program, as it is not presently funded in the CNMI. Patients must meet indigent income criteria and pay for services on a sliding scale according to financial ability. At this time, it is not known whether former medicaid receiving FAS patients have joined the new MIAP program or if they have lost access to health care services as a result of the aforementioned Personal Responsibility and Work Opportunity Reconciliation Act of 1996.

In order to calculate costs associated with administering health services to FAS individuals, DPH staff first identify a patient's citizenship status using a variable called "classification of beneficiary" in the information systems. The number of FAS patients is calculated and local FAS expenditure is computed by multiplying the average service cost by number of FAS patients. To derive local expenditures, the number of patients per program category are obtained, divided by the total local funds less dental local funds, which are a separate category.

Table 10

**THE DEPARTMENT OF PUBLIC HEALTH Fiscal Year 2000 Expenditure**

Hospital (CHG) and the Public Health Division

Program Category	Expenditure				Number of Patients									
	FAS Local Cost	Avg. Local Cost	FAS Total Cost	Avg. Total Cost	Total	Federal Funds	Local Funds	% FAS	Total	FAS	FSM	ROP	RMI	Others
Fiscal Year 2000 Expenditure	\$4,004,932		\$4,114,036		\$34,058,590	\$985,210	\$33,073,380		2,255	312	190	105	17	1,943
Immunization	225,426	723	262,918	843	1,900,259	270,975	1,629,284	14.0	2,297	286	195	82	9	2,011
Well Child	206,641	723	206,641	723	1,659,630		1,659,630	12.0	2,297	286	195	82	9	2,011
School Program	92,483	723	92,483	739	630,572	14,262	616,310	15.0	853	128	77	47	4	725
Pediatrics	488,424	723	512,405	758	3,881,695	181,667	3,700,028	13.0	5,121	676	424	229	23	4,445
Family Planning	54,189	723	66,567	888	556,502	103,482	453,020	12.0	627	75	26	48	1	552
Obstetrics	129,331	723	129,331	723	291,898		291,898	44.0	404	179	112	64	3	225
Gynecology	193,636	723	196,292	732	2,140,902	28,974	2,111,928	9.0	2,923	268	122	136	10	2,655
Dental	565,734	723	568,604	726	4,906,113	24,764	4,881,349	12.0	6,756	783	456	298	29	5,973
Postpartum	73,697	723	76,372	749	661,887	23,179	638,708	12.0	884	102	63	38	1	782
Chest/TB	56,357	723	81,268	1,042	1,102,334	337,907	764,427	7.0	1,058	78	53	23	2	980
Hansens	2,168	723	2,168	723	5,058		5,058	43.0	7	3	3	0	0	4
Hemodialysis	76,587	723	76,587	723	130,054		130,054	59.0	180	106	56	50	0	74
Mental Health	4,335	723	4,335	723	32,513		32,513	13.0	45	6	3	3	-	39
Emergency Care	1,023,089	723	1,023,089	723	8,000,470		8,000,470	13.0	11,073	1,416	755	626	35	9,557
General Care	543,335	723	543,335	723	5,238,274		5,238,274	10.0	7,250	752	420	316	16	6,498
Other Specialty Clinics	269,500	723	269,500		2,920,428		2,920,428	9.0	4,042	373	193	172	8	3,669
%FAS	12.11		12.11					12.0	41,688	5,164	2,952	2,062	150	32,524
<b>Division of Mental Health and Social Services*</b>														
FY 2000 Expenditure	97,641	645	97,641	645	809,379		809,379	12.0	1,254	151	81	68	2	1,103
By No. of Visits									[See next table]					
%FAS	12.04													
<b>Medical Referrals</b>														
FY 2000 Expenditure	12,445	384	12,445	384	284,253		284,253	4.0	25	25	12	11	2	0
Expenses for Hawaii**	9,603		9,603		219,342		219,342							
Expenses for Guam	-		-		-		-							
Personnel & All Others	2,842	114	2,842	114	64,911		64,911							
%FAS	4.38		4.38											

Mental Health Services include substance use prevention counseling.

\*\* Includes costs for transportation, subsistence, and professional services for patient and escort.



Table 10a

**THE DEPARTMENT OF PUBLIC HEALTH Fiscal Year 2000 Expenditure**

Hospital (CHC) and Public Health Division

Program Category	FAS Local Cost		Avg. Local Cost		FAS Total Cost		Avg. Total Cost		Expenditure			Number of Visits					
	FAS Local Cost	%FAS	Avg. Local Cost	%FAS	Total Cost	%FAS	Total Cost	%FAS	Federal Funds	Local Funds	Total	% FAS	FAS	FSM	ROP	RMI	Others
Fiscal Year 2000 Expenditure	\$3,853,313		335		\$3,953,109		445		\$985,210	\$33,073,380	\$34,058,590	14.0	2,477	213	110	19	2,135
Immunization	114,674		335		152,088		445		270,975	830,548	1,101,523	14.0	2,477	213	110	19	2,135
Well Child	163,293		335		163,293		335		1,363,681	1,363,681	1,363,681	12.0	4,087	326	143	18	3,580
School Program	43,925		335		46,080		325		14,262	290,709	304,971	15.0	867	131	79	4	736
Pediatrics	483,844		335		509,116		353		181,667	3,478,108	3,659,775	14.0	10,373	1,442	951	447	8,930
Family Planning	48,284		335		60,234		418		103,482	418,124	521,606	12.0	1,247	144	47	96	1,103
Obstetrics	242,760		335		242,760		335		2,487,620	2,487,620	2,487,620	10.0	7,419	724	399	315	10
Gynecology	127,080		335		129,550		342		28,974	1,490,762	1,519,736	9.0	4,446	379	167	199	13
Dental	423,489		335		426,370		338		24,764	3,640,060	3,664,824	12.0	10,856	1,263	694	526	43
Postpartum	40,236		335		42,711		356		23,179	376,882	400,061	11.0	1,124	120	76	43	1
Chest/TB	86,173		335		101,353		394		337,907	1,918,274	2,256,181	4.0	5,721	257	201	55	1
Hansen's Disease	1,677		335		1,677		335		7,377	7,377	7,377	23.0	22	5	0	0	17
Hemodialysis	439,584		335		439,584		335		997,529	997,529	997,529	44.0	2,975	1,311	748	563	0
Mental Health/Psych.	14,753		335		14,753		335		169,664	169,664	169,664	9.0	506	44	3	41	0
Emergency Care	779,246		335		779,246		335		6,043,854	6,043,854	6,043,854	13.0	18,025	2,324	1,272	1,002	50
General Care	606,565		335		606,565		335		6,583,694	6,583,694	6,583,694	9.0	19,635	1,809	948	827	34
Other Specialty Clinics	237,731		335		237,731		335		2,976,494	2,976,494	2,976,494	8.0	8,877	709	575	119	15
%FAS	11.65%				11.61%							12.0	89,254	10,739	6,126	4,374	239
Fiscal Year 2000 Expenditure	\$98,947		202		\$98,947		202		\$809,379	\$809,379	\$809,379	12.0	4,000	489	281	203	5
By No. of Visits																	
%FAS	12.23%				12.23%												
Fiscal Year 2000 Expenditure	\$12,445		-		\$12,445		-		\$284,253	\$284,253	\$284,253	4.0	25	25	12	11	2
Medical Expenses for Hawaii*	9,603		384		9,603		384		219,342	219,342	219,342	-	-	-	-	-	-
Medical Expenses for Guam	-		-		-		-		-	-	-	-	-	-	-	-	-
Personnel & All Others	2,842		114		2,842		114		64,911	64,911	64,911	-	-	-	-	-	-
%FAS	4.38%				4.38%												

Division of Mental Health and Social Services

Medical Referrals

Source: Department of Public Health

\* Includes costs for transportation, subsistence and professional services for patient and escort.



Table 11

Department of Public Health Fiscal Year 1999 Expenditures

GHC and Public Health Division

Program Category	Expenditure				Number of Patients									
	FAS Local Cost	Avg. Local Cost	FAS Total Cost	Avg. Total Cost	Total	Federal Funds	Local Funds	% FAS	Total	FAS	FSM	ROP	RMI	Others
Fiscal Year 1999 Expenditure	\$6,778,333		\$6,911,486		\$32,893,050	\$739,818	\$32,153,232							
Immunization	\$554,061	\$979	\$594,957	\$1,051	\$3,135,615	\$215,535	\$2,920,080	18.97	2,983	566	328	217	21	2,417
Well Child	\$283,883	\$979	\$283,883	\$979	\$1,369,491	-	\$1,369,491	20.73	1,399	290	173	105	12	1,109
School Program	\$171,309	\$979	\$173,695	\$993	\$825,795	\$11,344	\$814,451	21.03	832	175	102	68	5	657
Pediatrics	\$685,235	\$979	\$703,673	\$1,005	\$4,232,089	\$110,890	\$4,121,199	16.63	4,210	700	465	211	24	3,510
Family Planning	\$77,334	\$979	\$115,231	\$1,459	\$678,258	\$223,066	\$455,192	16.99	465	79	29	47	3	386
Obstetrics	\$199,697	\$979	\$199,697	\$979	\$1,105,186	-	\$1,105,186	18.07	1,129	204	126	73	5	925
Gynecology	\$295,630	\$979	\$298,252	\$988	\$1,458,672	\$12,826	\$1,445,846	20.45	1,477	302	160	136	6	1,175
Dental	\$146,237	\$173	\$149,196	\$177	\$841,966	\$16,700	\$825,266	17.72	4,763	844	505	315	24	3,919
Postpartum	\$115,511	\$979	\$117,800	\$998	\$550,066	\$10,688	\$539,378	21.42	551	118	78	37	3	433
Chest/TB	\$115,511	\$979	\$141,177	\$1,196	\$763,312	\$138,769	\$624,543	18.50	638	118	94	24	-	520
Hansen's Disease	\$8,810	\$979	\$8,810	\$979	\$15,663	-	\$15,663	56.25	16	9	6	2	1	7
Hemodialysis	\$8,810	\$979	\$8,810	\$979	\$74,397	-	\$74,397	11.84	76	9	5	4	-	67
Mental Health/Psych.	\$979	\$979	\$979	\$979	\$35,241	-	\$35,241	2.78	36	1	-	-	-	35
Emergency Care	\$1,612,260	\$979	\$1,612,260	\$979	\$9,168,444	-	\$9,168,444	17.58	9,366	1,647	866	731	50	7,719
General Care	\$2,503,065	\$979	\$2,503,065	\$979	\$8,638,855	-	\$8,638,855	28.97	8,825	2,557	2,065	466	26	6,268
* %FAS	21.08%		21.01%						36,766	7,619	5,002	2,437	180	29,147
Division of Mental Health and Social Services														
Fiscal Year 1999 Expenditure	\$47,139		\$47,139		\$970,300	\$327,085	\$643,215	7.33	1,692	124	42	82	-	1,568
By No. of Visits	\$47,139	\$380	\$71,109	\$573	\$970,300	\$327,085	\$643,215	7.33	1,692	124	42	82	-	1,568
%FAS	7.33%		7.33%											
Medical Referrals														
Fiscal Year 1999 Expenditure	\$557,127		\$557,127		\$5,154,601	-	\$5,154,601	8.21	524	43	21	22	-	481
Medical Expenses for Hawaii	\$292,209	\$558	\$292,209	\$558	\$1,906,822	-	\$1,906,822							
Medical Expenses for Guam	\$5,784	\$11	\$5,784	\$11	\$229,826	-	\$229,826							
Medical Expenses for San Diego	\$8,938	\$17	\$8,938	\$17	\$238,421	-	\$238,421							
Expenses for Transportation	\$123,335	\$235	\$123,335	\$235	\$1,233,595	-	\$1,233,595							
Personnel & All Others	\$126,861	\$242	\$126,861	\$242	\$1,545,937	-	\$1,545,937							
%FAS	10.81%		10.81%											

Source: CNMI Department of Public Health, 2000



## **Department of Public Safety**

The mission of the CNMI Department of Public Safety (DPS) is to protect and serve the public with respect, fairness, and sensitivity. The Department is committed to crime prevention, protection of life and property, and the preservation of peace, order, and safety by simultaneously enforcing the law and safeguarding individuals' constitutional rights.

The Department of Public Safety is comprised of three overarching divisions: Police, Fire and the Corrections division. Umbrella agencies include: Bureau of Motor Vehicles, Office of Special Services, Criminal Investigation Bureau, Internal Affairs, Fiscal Affairs and Human Resources, and the recently established General Support Bureau. The Office of Special Services' Criminal Justice Information Systems (CJIS) collects and processes data on offenses and arrests in the CNMI. CJIS provided much of the data used in the present analysis. Finally, the Criminal Justice Planning Agency (CJPA), an umbrella agency under directorship of the Governor, oversees fiscal matters such as the management of criminal justice grants.

The Department's duties include, but are not limited to:

- a) Managing of facilities for persons accused of crimes pending trial and providing correctional training for the rehabilitation of those persons sentenced to prison;
- b) Safeguarding public property and buildings, public officials, maintaining the peace at public ceremonies and official meetings;
- c) Inspecting of motor vehicles and enforcing motor vehicle registration laws;
- d) Responding to boating vessel distress calls;
- e) Providing civil defense;
- f) Reporting the presence of dead animals on public property;
- g) Establishing and participating in training and educational programs relating to criminal justice, crime prevention, fire prevention, and other related matters;
- h) Assisting the courts in service of process, unless otherwise provided by law.

### **DPS Data Collection**

DPS data collection begins with the receipt of a criminal complaint, such as a telephoned statement about a disturbance of the peace. Once the complaint is identified as genuine, information about the complainant is recorded (e.g. name, location, brief description of situation) in the LEMIS database (Law Enforcement Management Information Systems). Officers are dispatched once the complaint is classified and prioritized. Complaints that are not settled on site by a responding officer result in the generation of a LEMIS Police Incident Report. These reports log a suspect's name, sex, date of birth, race/ethnicity, date officer "cleared the report" if applicable, prior number of DUIs or nature of offense, as well as a narrative describing the incident. Often the term "islander" is given for a

suspect's race/ethnicity because most officers obtain this information by sight only. DPS officials are eager to improve the current procedures so that more reliable demographic information can be collected and reported to various agencies (such as consulates, in the case of arrests). Most of the descriptive information appears in the narrative that accompanies the incident report and it is important to note that offenses may not result in arrests. For example, 18% of the 10,564 patrol/traffic complaints were disregarded (*DPS Annual Report, 2000*).

Currently, no DPS division collects specific information on FAS date of migration into the CNMI. In order to improve our understanding of the costs of serving FAS individuals, Department of Commerce staff met with the DPS Commissioner, division directors, computer programmers, and others to modify existing databases and data collection processes across divisions. The two agencies have maintained an ongoing dialogue on related technical and training issues and expect to have concrete changes finalized by August, 2001. The Commissioner of the Department of Public Safety is very eager to improve data collection systems and has given the research team explicit approval to make modifications to its data collection and management systems.

In addition to collecting information on persons during incident calls, DPS also maintains databases for its Division of Corrections. The Inmate Booking Record database, for example, stores a wealth of demographic and social characteristics such as educational background, occupational history, drug and alcohol history, military service history and religiosity. Variables relevant to this study that are stored and maintained in this database include: gender, ethnicity, citizenship, birthplace and birth date. Date of CNMI immigration is the only Compact-related variable missing from the Division of Correction's database. Once this variable is added to the information systems and corresponding questionnaires, we may obtain precise pre- and post-Compact data on CNMI's inmate population.

### **DPS Service Utilization and Expenditure**

Table 12 below outlines the Department's methodology used in calculating the costs of service provision to CNMI residents of FAS ethnicities. Since not all Divisions in the Department of Public Safety have mechanisms in place to identify persons by ethnicity, the average annual growth rate and the 2000 estimated population was applied to the DPS Fiscal Year 2000 expenditures using the percentage of total cost method, where appropriate.

Table 12

<b>Basis of DPS Cost Allocation to FAS Individuals</b>	
<i>Program Category</i>	<i>Cost Allocation Factor</i>
Traffic Citations	Citation Recipients for FY00
Criminal Arrests	Arrested Population for FY00
Ambulance Unit Runs	Average Annual Growth Rate (95-98)
Inmates	Inmate Population for FY00
Commissioner's Office Administrative Services Criminal Justice Planning Agency (CJPA)	2000 Estimated Population

Only local expenditures are presented in this text, as the report focuses on the costs incurred by the CNMI government for service delivery to FAS residents. Table 13 summarizes fiscal year 2000 expenditures for DPS categorized by division area. As shown, local expenditures totaled \$13,667,181 which is notably lower than the previous year (\$14,610,500).

Table 13

<b>DPS FISCAL YEAR 2000 LOCAL EXPENDITURES</b>	
<i>Classification</i>	<i>Expenditure</i>
Police Division	\$ 4,966,156
Corrections Division	3,018,351
Fire Division	4,055,701
Commissioner's Office	380,822
Administrative Services	1,126,105
Criminal Justice Planning Agency (CJPA)	120,046
<b>Total Expenditures FY 2000</b>	<b>\$13,667,181</b>
Source: Department of Public Safety, Administrative Services	

Three sub-divisions exist within the Department's Police Division: Police Services/Operations, Bureau of Motor Vehicles, and Records/Firearms Identification. Only costs associated with the functional area of Police Operations are examined for this study, an area that includes the following sections: Patrol, Traffic, Boating Safety, Criminal Investigation, and Support and Logistics. Specific budget information provided by the Department includes only Patrol and Traffic sections of Police Operations.

As of March, 2001, DPS employed 117 persons in police service, 90 persons in fire service, and 84 individuals in Corrections. There were 54 civilians working in the police, fire or corrections divisions. Additionally, DPS currently employs 35

individuals in the Criminal Investigation Bureau, 8 individuals in the Boating Safety Unit, and 7 persons in the Commissioner's Office.

### **DPS Police Division**

A total of 10,591 patrol and traffic citations were issued in FY 2000, according to the *DPS Annual Report for Year 2000*. There were 1,267 arrests issued that year, and data provided by Criminal Justice Information Systems (CJIS) indicate that 69% of these arrests were issued for criminal violations, compared to 31% of arrests issued for traffic infractions. Table 14 below shows that the majority of arrestees were male (88.9%) and that the top three ethnic groups represented among arrestees were: Chamorros (23.7%), Filipinos (14.8%) and Palauans (12.2%). Approximately 10% of all arrestees were Chuukese, 2.5% were Phonpeian, and nearly 2% were Yapese, Marshallese or Kosraean (from FSM). Together, individuals from FAS ethnicities accounted for 27.3% of all criminal arrests for Fiscal Year 2000. Although the total number of arrests decreased from 1,523 in 1999 to 1,267 in fiscal year 2000, the proportion of arrestees from FAS ethnic groups actually increased (up from 26.5%).

According to CJIS data, the most common criminal offense among arrested suspects was disturbing the peace (32.3%), followed by assault and battery (23.9%). In fact, the proportion of crimes in the latter category is substantially higher if assaults with deadly weapons are included (6.8%). Approximately 13% of criminal arrests were for theft and for crimes categorized as "other." Only 2.3% of criminal arrests were for the possession of illicit substances in 2000. The remaining criminal arrests were issued for criminal mischief (4.8%) and minors consuming alcohol (3.5%).

Table 14 below also shows that over one-third (38.6%) of traffic arrests were issued for reckless driving and/or driving under the influence of drugs or alcohol. Approximately 16% of traffic arrests were issued for speeding, 10% were for



Table 14

Descriptive Statistics on CNMI's Arrested Population, Fiscal Year 2000

Characteristic	N	%	Characteristic	N	%
<b>Gender</b>			<b>Offense Type</b>		
Male	1126	88.9%	Criminal	876	69.1%
Female	141	11.1%	Traffic	391	30.9%
<b>Ethnicity</b>			<b>Criminal Offense Type</b>		
Chamorro	300	23.7%	Assault and Battery	209	23.9%
Carolinian	133	10.5%	Assault w/deadly weap.	60	6.8%
FAS	346		Theft	116	13.2%
Chuukese	132	10.4%	Disturbing Peace	282	32.2%
Kosraean	5	0.4%	Minor Consuming Alc.	31	3.5%
Marshallese	5	0.4%	Criminal Mischief	42	4.8%
Palauan	155	12.2%	Possession of subst.	20	2.3%
Pohnpeian	32	2.5%	Other	116	13.2%
Yapese	17	1.3%			
Filipino	187	14.8%	<b>Traffic Offense Type</b>		
Chinese	110	8.7%	Reckless Driving/DUI	151	38.6%
Japanese	40	3.2%	Exceeding Speed Limit	63	16.1%
Korean	75	5.9%	Illegal	34	8.7%
Other	76	6.0%	No License	39	10.0%
			Other	104	26.6%

Source: Created from data provided by CJIS, April 2001

driving without a license and 9% were for making illegal turns. The remaining 26.6% of traffic arrests were made for other traffic offenses too numerous to enumerate.

The research team is presently collaborating with CJIS to cross-tabulate data by offenses as well as to create variables that measure citizenship and Compact status rather than merely capturing ethnicity. Examining offenses will more accurately reflect officers' workload as few offenses result in arrests as previously discussed. Two and three-way cross tabulations of the arrest data presented below yielded little added useful information.

As shown in Table 15 below, data disaggregated by arrest type indicate that men and women from FAS ethnicities accounted for a total of 251 criminal arrests and 95 traffic arrests in 2000. Therefore, FAS persons comprised 28.6% of all 876 criminal arrests and 24.3% of the total 391 traffic arrests issued in fiscal year 2000. An average of these two percentages totals 26.5%, which when applied to

total Police Division funding for FY 2000, suggests that an estimated \$1,316,031 was used by FAS individuals. This figure represents an increase from FY 1999

Table 15. Frequency Distribution of Type of Arrest by Ethnicity, FY 2000  
Total Number of Arrests = 1,267

Characteristic	N	%	Characteristic	N	%
Criminal Arrests	876		Traffic Arrests	391	
FAS	251	28.7%	FAS	95	24.3%
Non-FAS	625	71.3%	Non-FAS	296	75.7%

Source: CJIS, April 2001

when \$890,198 in local funding was used to serve the FAS population. It must be reiterated that data provided are for traffic and criminal arrests only and exclude other sections of Police Operations such as the Boating Safety Unit, whose staff respond to hundreds of distress calls throughout the year. Therefore, while gross percentages may initially over-inflate the costs of providing police services to FAS persons, the omission of other Police functional areas may help to offset any major inaccuracies.

A review of CJIS data on the 257 juvenile arrests issued in FY 2000 shows that individuals of FAS backgrounds accounted for 33% of all juvenile arrests. Chamorro youth accounted for approximately 45% of arrests and Carolinian children comprised 12% of arrests. The remaining 10% of juvenile arrests involved youth of other ethnicities.

## **DPS Division of Corrections**

The Division of Corrections is charged with operating safe, humane facilities that serve to incarcerate convicted offenders or individuals awaiting trial. The Division also offers a variety of educational services to inmates as well as a work release and prison industry program. In December 1999, renovations were completed to the Central Male Detention facility, which houses pre-trial detainees. During this time, a new minimal security facility was also opened that houses low-risk inmates and individuals convicted of driving under the influence of drugs and/or alcohol.

Table 16 summarizes fiscal year 2000 data on incarceration rates for individuals of FAS ethnic backgrounds. According to Division of Corrections staff, there were, on average, 156 persons incarcerated per month during the year 2000. Since counts for individual inmates are repeated across each month in the table below, only average numbers are considered. A mean of 24 FAS-ethnic individuals was incarcerated each month in fiscal year 2000. Thus, inmates from FAS backgrounds accounted for approximately 15% of the inmate population each month. The number of Marshallese inmates was excluded from Table 16 since the number of persons was less than 10 (N = 9). Inmates are defined as arrested individuals who spend one or more nights in jail, to either await trial or serve an adjudicated prison sentence. The CNMI does not at this time operate separate facilities for jail and prison (where the former facility holds detainees awaiting trial and the latter serves convicted persons).

The research team did not request recidivist rates for this study but should do so for subsequent reports. Additionally, the team wishes to directly query the inmate population about date of CNMI entry and citizenship to best capture post-Compact status. Surveying the inmate population should pose little difficulty given its relatively small size.

Overall, the number of CNMI inmates has increased substantially since 1999, when a mean of 75 persons per month were imprisoned (the total number across 1999 was 897 persons compared to 1,875 in fiscal year 2000). Accordingly, the proportion of inmates from FAS ethnicities has increased to 15% from 7.7% in 1999.

The total FY 2000 local expenditure for the Division of Corrections, as previously stated, was \$3,018,351, compared to \$2,216,100 in FY 1999. The Division thus expends \$251,529 each month, and \$1,612 per inmate per month (obtained by dividing the average number of inmates per month by the monthly expenditure). This figure compares with the cost for last year provided by the Department of Corrections (\$1,599 per inmate). Since approximately 281 total annual inmates are FAS (15% of 1,875), the cost spent on incarcerating these individuals is estimated at \$452,972 for FY 2000.



Table 16

Incarceration Statistics by FAS Ethnicity For Fiscal Year 2000						
Month	Total Inmates	% FAS	Total FAS	FSM	ROP	Others
Oct-99	129	25.0	32	16 [12%]	16 [12%]	97 [75%]
Nov-99	162	27.0	34	24 [15%]	10 [6%]	94 [58%]
Dec-99	134	22.0	29	10 [7%]	19 [14%]	105 [78%]
Jan-00	134	22.0	30	13 [10%]	17 [12%]	104 [78%]
Feb-00	148	22.0	33	17 [11%]	16 [11%]	115 [78%]
Mar-00	207	23.0	48	29 [14%]	19 [9%]	159 [77%]
Apr-00	160	20.0	32	21 [13%]	11 [7%]	128 [80%]
May-00	156	15.0	23	15 [10%]	8 [5%]	133 [85%]
Jun-00	160	30.0	48	27 [17%]	21 [13%]	112 [70%]
Jul-00	195	27.0	53	31 [16%]	22 [11%]	142 [73%]
Aug-00	150	27.0	41	27 [18%]	14 [9%]	109 [73%]
Sep-00	140	28.0	39	23 [16%]	16 [11%]	101 [72%]
Total	1,875	24.0	442	253 [13.5%]	189 [10.1%]	1,399 [75%]
Additional persons						*34
Total	1,875	24.0	442	253	189	1,433
Average # of Inmates per month	125	24.0	37	21	16	116

Source: Department of Public Safety, Corrections Division

\* There were 34 additional unidentified inmates in the DPS tabulations provided. These individuals are included in the majority category.

**Fire Division**

The Department of Safety Fire Division provides fire fighting and emergency medical services to CNMI's residents. In addition to delivering ambulance transport, the Division also offers a range of public education campaigns such as fire safety, CPR/first-aid training, and hazardous material inspections.

Table 17 summarizes the Division's activity during calendar year 2000. As shown, fire service staff conducted a total of 7,407 runs in calendar year 2000. During this time Fire Division staff conducted 4,514 ambulance runs, 1,152 rescues, 1,101 suppression unit activities, and 640 prevention unit activities. Since data are not organized by ethnicity, the average growth rate for the FAS population is used to calculate the estimated costs delivering of ambulance services to FAS individuals. Using the average annual growth rate of 4.19%, FAS persons are estimated to receive a share of 319 total units in 2000. An estimate of the average cost per run is obtained by dividing the total local expenditure by the number of runs (n = 7,407), which amounts to \$547. This estimate multiplied by 319 runs to FAS individuals translates into a total FAS expenditure of \$174,493.



Table 17

Fire Activity For Calendar Year 2000	
Unit	Runs
Ambulance Run	4,514
Rescue Unit	1,152
Suppression Unit	1,101
Prevention Unit	640
Total Runs	7,407

Table 18 below summarizes DPS total local expenditures by division area as well as the number of "participants" from FAS and other ethnic groups.

Table 18

Department of Public Safety Estimated Expenditure Allocation to FAS Adults Fiscal Years 2000 and 1999										
Program Category	Expenditure			Number of Individuals						
	Local Funds	Federal Funds	Estimated Total Spent on FAS	% FAS	Total	FAS	FSM	ROP	RMI	Others
Fiscal Year 2000	\$13,667,181									
<b>Police Service</b>	\$4,966,156		\$1,316,031							
Traffic				24.3%	391	95				296
Criminal				28.6%	876	251				625
<b>Fire Service</b> Ambulance Runs	\$4,055,701		\$174,493							
<b>Corrections Service</b> Inmates	\$3,018,351		\$452,972	15%	125	24	21	16	-	116
Commis. Office Admin. Services CJPA	\$1,626,973		\$68,170							
Fiscal Year 1999	\$14,610,500		\$1,522,073							
<b>Police Service</b>	6,483,600		890,198							
Traffic				8.9%	4,035	359	194	161	4	3,676
Criminal				26.53%	1,523	404	249	152	3	1119
<b>Fire Service</b> Ambulance Runs	3,544,200		421,722	11.90%	3,681	438	216	208	10	3,243
<b>Corrections Service</b> Inmates	2,216,100		115,016	7.69%	897	69	36	30	3	828
Commis. Office Admin. Services CJPA	2,366,600		95,137	4.02%	66,348	2,785	1,739	968	84	63,563

Source: Department of Public Safety, 2001

## ***Office of the Public Defender***

The Office of the Public Defender's (OPD) duties include defending indigent defendants in criminal cases before the Commonwealth Courts or before courts having appellate jurisdiction over cases before the Commonwealth. Staff render legal assistance to those persons in need of legal counseling and who are unable to afford the services of private counsel. The Office represents the majority of indigent CNMI residents charged with crimes.

### **OPD Data Collection**

The Public Defender requires that all new clients complete a client/witness information sheet upon entrance to the office. The intake form contains 18 short items that primarily elicit information on how best to contact the new client. In addition to providing address information, clients are asked to report their ethnicity, citizenship, workplace and occupational status. In order to assess the actual costs of providing services to post-Compact FAS citizens, the Office would need to include additional items to the questionnaire and corresponding database. Like other participating agencies, the Public Defender's Office collects no information on date of CNMI immigration, date of birth and country of origin. Interviews with staff reveal that the variable citizenship has never been keyed into the computer database. Additionally, the Office of the Public Defender defines its clients' ethnicity by bloodline and cultural background, not by citizenship. It is important to emphasize this point since data provided in Table 19 reflects FAS lineage rather than citizenship status. Therefore, although clients of FAS ethnicities represented 24% of all Public Defender cases in 2000, this percentage reflects those identifying with FAS lineage only; it does not necessarily indicate that an FAS-ethnic client is a citizen of a Freely Associated State. Many FAS juvenile arrestees may in fact be CNMI citizens and to address this serious knowledge gap, the research team is collaborating with the Criminal Justice Information Systems office of the Department of Public Safety.

CNMI public defenders do not collect detailed information on a client's ethnicity or date of migration into the region largely because their primary objective is to provide legal counsel to anyone in need. Many clients are "overstayers," or those who reside in the CNMI illegally beyond their expired immigration date. Data on client ethnicity is at best, an estimated guess, since it has not been collected systematically in the Office due to other pressing priorities.

According to information gleaned in staff interviews, there are five attorneys in the Public Defender's Office who receive approximately 90% of the Court's assigned cases. While the number of court personnel has tripled in the last decade, the size of the Public Defender's office has remained virtually the same. Attorneys were so over-burdened with legal cases in FY 2000 that they established a moratorium blocking the Court from assigning OPD any new cases. In fact, two moratoria were imposed for a period of approximately five months.



The Office's staff shortage was compounded by the increase in volume of criminal cases that has occurred in the past five to ten years. The moratoria's impact will be reflected in the reduced caseloads presented in Table 19.

Public Defender staff have agreed to begin keying in citizenship data into their information systems as part of this ongoing study. However, staff shortages hinder the Office's ability to implement significant changes to data collection and management practices.

### **OPD Service Utilization and Expenditure**

In FY 2000, the Office of the Public Defender handled a total of 933 juvenile, criminal and traffic cases (see Table 19). Specifically, staff handled 77 juvenile cases, 415 criminal cases and 441 traffic cases over the year. The caseload is reduced from fiscal year 1999 (n = 1,134) due to the imposed moratoria on accepting new cases. The Public Defender maintains that there might have been approximately 375 additional cases in the absence of the moratoria.

The Office estimates that 24.3% of all fiscal year 2000 cases involved clients from FAS ethnicities (227 out of 933 cases). Individuals from non-FAS ethnicities accounted for the majority of cases (75.7%). These persons are likely Chamorro or Filipino given data on arrests provided by the Department of Public Safety. FSM clients accounted for approximately 12.1% of all Public Defender cases, as did Palauan persons (12.1%). The Public Defender handled only one case involving a Marshallese client in fiscal year 2000.

The Office's budget expenditure totaled \$664,076 in 2000. The budget remained unchanged from fiscal year 1999 and all funding was provided by local sources. Overall, staff estimate the average cost per case to be \$690, although criminal cases tend to require more time, resources and expertise than traffic cases. A direct application of the average costs or the percentage of cost allocated shows that the local cost allocated to FAS citizens for 2000 was \$156,630 compared to \$153,919 for the previous year. Table 19 summarizes OPD estimates for the allocation of costs for FAS citizens.

Table 19

<b>Office of the Public Defender FY 2000 Expenditures</b>									
Program Category	Expenditure			Number Of Participants					
	Total	Federal	Local	Total	FAS	FSM	ROP	RMI	Others
FY 2000 Budget	\$664,076	-	\$664,076						
Juvenile Cases Handled				77	26	16	9	1	51
Criminal Cases Handled				415	96	49	47	0	319
Traffic Cases Handled				441	105	48	57	0	336
Total 2000 Cases				933	227	113	113	1	706
% FAS Cases	24.3%								
Avg. Cost per Case	\$690.00								
FAS Cost in 2000	\$156,630								
FY 1999 Budget	\$644,076	-	\$644,076						
Juvenile Cases Handled				76	22	9	13	0	54
Criminal Cases Handled				563	131	57	68	6	432
Traffic Cases Handled				495	118	71	47	0	377
Total 1999 Cases				1134	271	137	128	6	863
% FAS Cases									
Avg. Cost per Case	\$568.00								
FAS Cost in 1999	\$153,919								

Source: Public Defenders Office of the CNMI



## **Public School System**

CNMI's Public School System (PSS) is responsible for providing primary and secondary levels of education to children and youth. Its mission is ultimately to empower youth with necessary life skills and to promote the intellectual advancement of all members of the CNMI community.

A total of 16 CNMI public schools were in operation during the 1999-2000 school year (hereafter referred to as SY 1999-00). Two new elementary schools opened during the prior year to accommodate a growing student population. CNMI's Public School System currently includes: 10 elementary schools, 2 elementary/junior high schools, 1 middle school, and 3 high schools.

### **PSS Data Collection**

Parents enrolling their children in the Public School System must complete a registration form that first elicits information on the child's: gender, birth date, country of birth, country of citizenship, ethnicity, disability status and language proficiency. Parents then provide family information, including parents' educational backgrounds, ethnicity, workplace/occupation, residence of the child, and grade level of other children living at home. No information appears to be collected on parents' age, citizenship status or migration date (if applicable). Finally, parents complete a brief medical history as well as emergency contact forms not pertinent to this study.

Since PSS collects information on a student's birthplace and citizenship, it is possible to cross-tabulate variables to assess what percentage of students have become naturalized US citizens. However, as previously stated, the lack of data collected on a parent's country of origin or migration date hampers our ability to determine pre- or post-Compact parental status. Nevertheless, students may be accurately described as "FAS citizens" in this report since records indicate their citizenship status.

### **PSS Service Utilization and Expenditure**

PSS enrollment figures for the period FY 1997 through 2000 are presented below in Table 20. To maintain consistency with other agencies participating in this study, the term fiscal year is applied to the educational system, although PSS in fact follows a September-June school calendar. All data provided by PSS are for the school year starting 1999 and ending June 2000, however all data are labeled fiscal year in the narrative and corresponding tables.

The number of PSS students increased from 9,498 in 1999 to 9,692 in the first quarter of fiscal year 2000. As shown in Table 20, FAS students comprised 5.6% of the student population, a decrease from 7.5% in the previous year. The percentage drop is likely attributed to the steady increase in PSS enrollment

among multi-ethnic students over the past few years (CNMI Department of Commerce, 1999).

Table 20

Number of FAS Students in the CNMI Public School System, Years 1996-97 to 1999-00				
Student Group by Citizenship Status	FY 1997	FY 1998	FY 1999	FY 2000
FSM	338	378	414	339
Palau	142	163	266	174
RMI	36	34	32	26
Other FAS	143	120	-	-
Total FAS Students	659	695	712	539
Total PSS Students	8,658	8,972	9,498	9,143
FAS as % of Total PSS Students	7.61%	7.75%	7.50%	5.9%
Source: CNMI Public School System				

Not surprisingly, the proportion of Public School students from FAS ethnic groups is higher than students who are actual FAS citizens. Table 21 below summarizes enrollment figures by ethnicity for an overall picture of FAS students who are born in the CNMI as well as those who maintain FAS citizenship. Data show that students from FAS ethnic backgrounds comprise approximately 8.5% of the total Public School population. Although Chamorro and Carolinian ethnic groups continue to be the dominant public school population, students from FAS ethnicities represent a sizable minority of students.

Again, PSS data reflect enrollment during the start of the school year, September 1999 since enrollment figures tend to fluctuate throughout the year.

Table 21. CNMI Public School Enrollment by Student Ethnicity, FY 2000

Selected Ethnic Group	Total
FSM	383
Palauan	348
Marshallese	47
Total FAS Ethnicities	778
All Other Ethnicities	8,365
Total PSS Students	9,143
FAS % of Total PSS Students	8.5%
Source: CNMI Public School System	
Students classified as "Other Pacific Islander" are included with non-FAS ethnic groups	

The Public School System's FY 2000 (school year 1999-2000) budget totaled \$53,395,252, which is a reduction from the previous year (\$55,151,700 for school year 1998-99). Last year's *Impact of the Compact Report* erroneously reported FY 1999 information on the Public School System. The Report presented fiscal and enrollment figures starting September 1999, which in fact represent fiscal year 2000 numbers. PSS data beginning September 1999 and ending June 2000 are replicated in the current study and figures that PSS officials have provided us this year will be used in next year's *Impact of the Compact* report. Table 22 below summarizes PSS financial data.

FY 2000 total local expenditures amounted to \$37,730,347 and federal expenditures amounted to \$15,664,905. Data from PSS officials show that \$4,002,676 (or 10.6%) was allocated to FAS citizen students and that, overall, \$2,828,386 in local costs was spent on educating and serving this population. Thus, FAS students utilized 7.5% of the overall PSS local expenditures for FY 2000.

Only local expenditures are used for calculating the costs of service provision to FAS students. Enrollment figures for September 1999 were used as the basis of cost determination as these numbers were deemed most representative of overall enrollment for fiscal year 2000 (which, again, for the school system includes September 1999 through June 2000).

**Table 22**

Public School System FY 2000 Expenditures and Enrollment by Citizenship									
Program Category	Expenditure			Number of Students					
	Total	Federal Funds	Local Funds	Total	Total FAS	FSM	Palau	RMI	OTHERS
Fiscal Year 2000 (School Year 1999-2000)	\$53,395,252	\$15,664,905	\$37,730,347	9,143	539	339	174	26	8,604
% of Total Students	5.9%								
Total Cost Allocated to FAS Citizens	4,002,676								
Local Cost Allocated to FAS Citizens	2,828,386								
Ave. Cost per FAS Student	\$5,247								
Fiscal Year 1999 (School Year 1998-99)	55,151,700	14,135,532	41,016,168	9,498	712	414	266	32	8,759
% of Total Students	7.7%								
Total Cost Allocated to FAS Citizens	4,272,228								
Local Cost Allocated to FAS Citizens	3,177,244								
Ave. Cost per FAS Student	\$4,462								
FY 00 Federal Funds Based on 09/30/99 budget allotments from all accounts. FY 99 CNMI Funds based on P.L. 11-41, as adjusted by gov't-wide reduction in funds + \$1.7 million in additional assistance. Source: Public School System									



According to PSS data, 62.9% of the 539 FAS students were citizens of the Federated States of Micronesia (n = 339), 32.2% were Palauan citizens and 4.8% were citizens of the Republic of the Marshall Islands. Since local expenditure for the 539 FAS students totaled \$2,828,386, the average cost per FAS student was therefore \$5,247.



## Conclusion

This report analyzed the costs of providing services to CNMI migrants from the Federated States of Micronesia, Republic of Palau and the Republic of the Marshall Islands (collectively referred to as Freely Associated States, or FAS). Service utilization data from the following government agencies were examined: Division of Youth Services, Office of the Public Defender, the Public School System and the Departments of Public Health and Public Safety, respectively.

Since no agency presently has the capacity to measure service use by a participant's date of CNMI immigration, results should be interpreted with care. In the absence of specific migration data, estimates produced are based on participants' ethnicity, which may overstate the number of FAS citizens receiving services, since an individual of FAS ethnicity may in fact, be a US citizen. At the same time, it appears that FAS individuals utilize services at rates higher than their proportion in CNMI's general population. To simply apply the estimated FAS population rate (3.64%) or estimated annual growth rates to service utilization likely underestimates the impact these individuals have on local allocations.

In order to conduct a more accurate cost analysis, agencies must collect information on participants' citizenship status and migration date, a somewhat laborious process that competes with the time demands of service delivery. Measuring new variables has implications for agency staff who must modify and reproduce registration forms, train interviewers, learn to code and correct data for errors, and edit information systems to accommodate new variables. Agency staff have collaborated with the research team to begin the processes of data collection and storage. It is our hope that subsequent *Impact of the Compact* reports will offer more precise figures on service utilization in the region and to that end, we have built sustaining partnerships with participating agencies. In the interim, data presented in the current report provide a snapshot of the costs of delivering services to persons of FAS ethnicities. Results from this best effort are discussed below.

Overall, our review of agency documents estimates that the CNMI government spent \$9,237,547 in FY 2000 to deliver social and medical services to FAS individuals (see Table 23 below). This figure represents a decrease from prior years, due largely to greater scrutiny by the research team and improved statistical analyses. Each year, study findings are likely strengthened as the team and participating agencies become accustomed to the methodological requirements of examining relevant data. Agencies are eager to produce reliable numbers; they simply need assistance throughout the data collection and analytical processes.

As Table 23 shows, local CNMI government agencies allocated an estimated 10.9% of total local expenditures to assisting the FAS population. Specifically, the Division of Youth Services allocated 31.1% of its local expenses, the

Department of Public Health earmarked 12.1% of its local expenses, and the Department of Public Safety allocated 14.7% of its local expenses to FAS service provision. Additionally, the Office of the Public Defender designated one-quarter (23.6%) of its expenses, and the Public School System set apart 5.6% of its local expenses to FAS needs.

Since the main objective of this study is to assess costs incurred by the local CNMI government in providing services to FAS individuals, only local costs are considered in the table below.

Table 23

<b>Overall Cost of Service Delivery to FAS Individuals Residing in the CNMI by Agency, FY 2000</b>			
Agency	Total Local Costs	Local Costs Allocated to FAS	% of Local Costs Allocated to FAS
Div. of Youth Services	\$753,040	\$235,933	31.3%
Dept. of Public Health	33,073,380	4,004,932	12.1%
Dept. of Public Safety	13,667,181	2,011,666	14.7%
Office of Public Defender	664,076	156,630	23.6%
Public School System	36,244,398	2,828,386	5.6%
Total	\$84,402,075	\$9,237,547	10.9%

The proportion of local expenditures allocated to serving FAS populations has increased or decreased over time depending on the agency. As table 24 below indicates, the percentage of local Division of Youth Services costs allocated to FAS participants increased from 18% in FY 1998 to 26% in 1999 and now to 31.3% in 2000. The percentage of local costs used by FAS individuals interacting with the Department of Public Safety also increased from approximately 10% in FY 1999 to 14.7% in 2000, although both estimates are substantially lower than for FY 1998 (23.6%).

Longitudinal data from the Department of Public Health reveal a decrease in the percentage of expenses allocated to FAS persons, although estimates are likely attributed to improved statistical analysis over time. FAS patients accounted for 19% of DPH local expenditures in both FY 1999 and FY 1998, compared to 12% of local expenses in FY 2000.

As Tables 23 and 24 show, the percentage of local Public Defender funds allocated to FAS clients has increased from 21% of local costs in FY 1998 to approximately 24% in FY 2000. Public School System expenses allocated to FAS students decreased from 7.5% in FY 1999 to 5.6% in FY 2000 due to the sudden drop in FAS student enrollment (from 712 to 539 citizens). However, the declining FAS enrollment is likely to be an aberration and is expected to increase again in the future. Additionally, PSS local expenditures for FAS students are



higher if costs are calculated based on the variable ethnicity rather than citizenship.

Table 24

Historical Costs of Providing Services to FAS residents of the CNMI FY 1999 and FY 1998						
Category	FY 1999			FY 1998		
	Total Local Expenditure	Cost Allocated to FAS Persons	% Allocated to FAS Citizens	Total Local Expenditure	Cost Allocated to FAS Persons	% Allocated to FAS Persons
Division of Youth Services	761,515	195,941	25.73%	893,076	160,907	18.02%
Dept. of Public Health	39,777,489	7,580,809	19.06%	39,688,986	7,468,402	18.82%
Dept. of Public Safety	14,610,500	1,522,073	10.42%	17,600,000	4,155,969	23.61%
Office of Public Defender	644,076	153,919	23.90%	600,756	130,599	21.74%
Public School System	41,016,168	3,177,244	7.75%	41,016,168	3,121,928	7.61%
Total	\$ 96,809,748	\$ 12,629,986	13.04%	\$99,798,986	\$ 15,037,805	15.07%

In closing, this study has attempted to produce estimates of the costs of providing services to FAS-ethnic individuals residing in the CNMI for the Fiscal Year 2000. Results are still largely illustrative as agencies modify their data collection procedures. That notwithstanding, it is our hope that estimated costs provide policymakers with useful insight into FAS service utilization in the CNMI.

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**APPENDIX A**  
**Population Data**

How to calculate Average Annual Growth Rate:

FP=PP(1+i)^n	Therefore, i, or the AAGR is equal to :				AAGR=(FP/PP)^1/n - 1					
	TRK	BE	PALAU	FAK	F	MAI	ALAI	95-98	80-95	80-95
	95-98	95-98	95-98	95-98	80-95	80-95	95-98	80-95	80-95	
PP	1,961	122	1,409	3,492	948	16,780	58,846	552	396	
FP	1,792	92	1,063	2,947	3,492	58,846	66,559	1,961	1,409	
n	3	3	3	3	15	15	3	15	15	
FP/PP	0.9138	0.7541	0.7544	0.8439	3.6835	3.5069	1.1311	3.5525	3.5581	
1/n	0.3333	0.3333	0.3333	0.3333	0.0667	0.0667	0.3333	0.0667	0.0667	
(FP/PP)^1/n	0.9704	0.9102	0.9103	0.9450	1.0908	1.0872	1.0419	1.0882	1.0883	
AAGR	-2.96%	-8.98%	-8.97%	-5.50%	9.00%	1.1%	-1.8%	8.82%	8.83%	
<b>Decimal Format</b>										
<b>1+ AAGR</b>	0.9704	0.9102	0.9103	0.9450	1.0908	1.0872	1.0419	1.0882	1.0883	
End of Year 1	1,903	111	1,283	3,300	1,034	18,244	61,312	601	431	
End of Year 2	1,847	101	1,168	3,118	1,128	19,836	63,882	654	469	
End of Year 3	1,792	92	1,063	2,947	1,230	21,566	66,559	711	510	
End of Year 4	1,739	84	968	2,785	1,342	23,448	69,348	774	556	
End of Year 5	1,688	76	881	2,632	1,464	25,494	72,255	842	605	
End of Year 6	1,638	69	802	2,487	1,597	27,718	75,283	917	658	
End of Year 7	1,589	63	730	2,350	1,742	30,136	78,438	997	716	
End of Year 8	1,542	57	665	2,221	1,900	32,766	81,725	1,085	779	
End of Year 9	1,496	52	605	2,099	2,073	35,624	85,150	1,181	848	
End of Year 10	1,452	48	551	1,983	2,261	38,732	88,719	1,285	923	
End of Year 11	1,409	43	501	1,874	2,466	42,112	92,437	1,399	1,004	
End of Year 12	1,367	39	456	1,771	2,690	45,786	96,311	1,522	1,093	
End of Year 13	1,327	36	416	1,674	2,935	49,781	100,347	1,656	1,190	
End of Year 14	1,288	33	378	1,582	3,201	54,124	104,553	1,802	1,295	
End of Year 15	1,250	30	344	1,495	3,492	58,846	108,935	1,961	1,409	



**APPENDIX B**  
**Selected Agency Questionnaires**

Common Sense Parenting®  
Registration Questionnaire

Please complete the following information about *yourself* and return this form to your parent instructor at the first class. Please keep in mind that your responses will be kept confidential. We appreciate your cooperation.

Name: \_\_\_\_\_ Today's Date: \_\_\_\_\_  
Last First

Village: \_\_\_\_\_ Island (CNMI): \_\_\_\_\_

Mailing Address: \_\_\_\_\_ Home Ph.: \_\_\_\_\_ Wk. Ph.: \_\_\_\_\_

Employment Status (please circle one):

- (1) Not Employed-not seeking employment (3) Full-time Employed (5) Retired  
(2) Not Employed-seeking employment (4) Part-time Employed

Highest Level of Education Completed: \_\_\_\_\_

Gender:  Male  Female Age: \_\_\_\_\_

What is your Ethnic Origin or Race? \_\_\_\_\_

Are you a U.S. Citizen?  Yes  No-Permanent Resident  No-Temporary Resident

Where you born in the CNMI?  Yes  No -- If no, what month and year did you last come to the CNMI to live? \_\_\_\_\_  
Month Year

Marital Status:  Single  Married  Separated  Divorced  Widowed

Both Parents Attending Class?  Yes  No

Primary Language:  English  Chamorro  Carolinian  Other

Secondary Language:  English  Chamorro  Carolinian  Other

Household Income:  Under \$15,000  \$15-40,000  Over \$40,000.

Please indicate the source most responsible for you seeking parenting classes:

- Past Participant  Court  Social Services  Mental Health  
 Church/Clergy  Self  Probation/Law Enforcemt  Other \_\_\_\_\_  
 Work  Dr./Therapist  School

Please indicate the primary reason you are seeking parenting classes (for example, parent/child conflict; first-time parents; problems with child's schoolwork; etc.):  
\_\_\_\_\_  
\_\_\_\_\_

How many children are you currently caring for (please include students if you are a school teacher)? \_\_\_\_\_



**COMMONWEALTH HEALTH CENTER  
DENTAL HEALTH CARE DIVISION**

GOVERNMENT OF THE NORTHERN MARIANA ISLANDS  
DEPARTMENT OF PUBLIC HEALTH ENVIRONMENTAL SERVICES

**PATIENT REGISTRATION INFORMATION**

PATIENT'S NAME \_\_\_\_\_ HOSPITAL #: \_\_\_\_\_  
LAST FIRST MIDDLE NAME

MAILING ADDRESS: \_\_\_\_\_ PHONE #: \_\_\_\_\_

BIRTH DATE: \_\_\_\_\_ BIRTH PLACE: \_\_\_\_\_

VILLAGE: \_\_\_\_\_ (SINCE WHAT YEAR)  
 FOR HOW LONG: \_\_\_\_\_

SOCIAL SECURITY #: \_\_\_\_\_ SEX: \_\_\_\_\_ RELIGION: \_\_\_\_\_

MARITAL STATUS: \_\_\_\_\_ SPOUSE NAME: \_\_\_\_\_  
LAST FIRST MIDDLE NAME

EMPLOYER: \_\_\_\_\_ PHONE #: \_\_\_\_\_

CLASSIFICATION: PLEASE CIRCLE YOUR RESIDENCE CLASSIFICATION

- 1. U.S. CITIZEN BORN IN CNMI
- 2. U.S. CITIZEN BORN IN OUTSIDE CNMI
- 3. U.S. RESIDENT
- 4. CONTRACT WORKER

Labor Permit#: \_\_\_\_\_ Exp. Date: \_\_\_\_\_ Immigration #: \_\_\_\_\_  
 Exp. Date: \_\_\_\_\_ Passport #: \_\_\_\_\_ Exp. Date: \_\_\_\_\_

- 5. DEPENDENT OF CONTRACT WORKER

Name of contract worker: \_\_\_\_\_

- 6. MICRONESIAN
- 7. TOURIST

Visiting from: \_\_\_\_\_ Passport #: \_\_\_\_\_

- 8. OTHER: \_\_\_\_\_

ETHNIC BACKGROUND:  Chamorro  Micronesian  American  Japanese  
 Filipino  Carolinian  Korean  Other

INSURANCE CO. NAME: \_\_\_\_\_ ADDRESS: \_\_\_\_\_

POLICY HOLDER: \_\_\_\_\_ GROUP #: \_\_\_\_\_ PLAN #: \_\_\_\_\_

IF DEPENDENT, YOUR RELATIONSHIP TO THE INSURED: \_\_\_\_\_

EMPLOYER'S NAME: \_\_\_\_\_ PHONE #: \_\_\_\_\_

EFFECTIVE DATE OF POLICY: \_\_\_\_\_ EXP. DATE: \_\_\_\_\_

IN CASE OF EMERGENCY, PLEASE CONTACT: \_\_\_\_\_ PHONE #: \_\_\_\_\_

RELATIONSHIP: \_\_\_\_\_ VILLAGE: \_\_\_\_\_

EMPLOYER: \_\_\_\_\_

THE ABOVE STATEMENT ARE TRUE AND THE BEST OF MY KNOWLEDGE

PATIENT'S SIGNATURE: \_\_\_\_\_ DATE: \_\_\_\_\_



COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS  
DEPARTMENT OF PUBLIC SAFETY



Division of Corrections  
P.O. Box 500791, Civic Center, Susupe, MP 96950  
Telephone: (670) 664-9061, Facsimile: (670) 664-9065

**INMATE BOOKING RECORD**

<b>TYPE OF INMATE</b>		<b>TYPE OF OFFENSE</b>	
CATEGORY	DPS FILE NO:	DOC INMATE NO:	
COURT CASE 1:		0	
		COURT CASE 2:	COURT CASE 3:
CHARGE 1	CHARGE 2	CHARGE 3	
DATE:	DAY	TIME ADMITTED:	BOOKING OFFICER
SEARCHING OFFICER	ARRESTING AGENCY	DATE OF ARREST:	TIME OF ARREST:
LOCATION OF ARREST:	ARRESTING OFFICER:	TRANSPORTING OFFICER:	

**INMATE GENERAL INFORMATION:**

LAST NAME:		FIRST NAME:	MIDDLE NAME:
AKA/ALIAS:	CURRENT ADDRESS:	HOME PHONE:	WORK PHONE:
OCCUPATION:	NAME OF EMPLOYER:	EMPLOYER PHONE:	
SEX:	ETHNICITY:	CITIZENSHIP:	BIRTH PLACE:
			BIRTH DATE:
AGE:	SOCIAL SECURITY NO:	PASSPORT NO:	HAIR:
			EYES:
			HEIGHT:
			WEIGHT:
PHYSICAL ODDITIES (TATTOOS/SCARS):			
EMERGENCY CONTACT PERSON:	HOUSE PHONE:	WORK NUMBER:	HOUSE ADDRESS:
ATTORNEY'S NAME:	TELEPHONE:	DATE RELEASE:	TIME RELEASE:
			REASON FOR RELEASE:
DAYS IN JAIL:	BAIL AMOUNT:	BAIL RECEIPT NO:	COURT DATE:
			COURT TIME:
NAME OF JUDGE:	NAME OF RELEASING AGENCY	RELEASING AGENCY OFFICER'S NAME:	
RELEASING DOC OFFICER'S NAME	SUPERVISOR'S NAME		



# Public Defender

Commonwealth of the Northern Mariana Islands

## CLIENT / WITNESS INFORMATION SHEET

CASE NO: \_\_\_\_\_  
ARRAIGNMENT DATE: \_\_\_\_\_  
S/C DATE/TIME: \_\_\_\_\_

NAME: \_\_\_\_\_

ETHNICITY: \_\_\_\_\_ CITIZENSHIP: \_\_\_\_\_

HOME TELEPHONE: \_\_\_\_\_ BEST TIME TO REACH YOU: \_\_\_\_\_

WORK TELEPHONE: \_\_\_\_\_ BEST TIME TO REACH YOU: \_\_\_\_\_

MAILING ADDRESS: \_\_\_\_\_ VILLAGE: \_\_\_\_\_

WORK PLACE: \_\_\_\_\_

OCCUPATION: \_\_\_\_\_

WHO CAN WE CONTACT IF WE CANNOT REACH YOU? \_\_\_\_\_

RELATION TO YOU: \_\_\_\_\_ CONTACT PHONE: \_\_\_\_\_

ANY OTHER INFORMATION YOU WOULD LIKE TO GIVE US TO HELP US FIND  
YOU QUICKLY IF NECESSARY:

PLEASE CONTACT US IF YOUR TELEPHONE OR ADDRESS CHANGES.

### THANK YOU!

CIVIC CENTER COMPLEX \* P.O. BOX 10007 \* SAIPAN, MP 96950  
TEL: (670) 234-6215 \* 234-2421 \* FACSIMILE: (670) 234-1009

**COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS  
PUBLIC SCHOOL SYSTEM**

**REGISTRATION FORM**

Name of School: Kagman Elem.

DATE: 4-2-01

School Year: \_\_\_\_\_ Grade: \_\_\_\_\_ **I. STUDENT STATUS**

Type of Action -->> <input checked="" type="checkbox"/> Registration  <input type="checkbox"/> New Registration <input checked="" type="checkbox"/> Returning  Date of last attendance _____	OFFICIAL USE ONLY <input type="checkbox"/> Transfer-in  <input type="checkbox"/> From Outside CNMI <input type="checkbox"/> From Within CNMI  Name of Last School Attended _____  Address _____	OFFICIAL USE ONLY <input type="checkbox"/> Change of Records List Items: _____ _____ _____ _____	OFFICIAL USE ONLY <input type="checkbox"/> Termination  <input type="checkbox"/> Graduate _____ Date _____ <input type="checkbox"/> Transfer Out _____ Date _____ <input type="checkbox"/> Withdrawal _____ Date _____ <input type="checkbox"/> Dropout _____ Date _____  Remarks: _____
--	---	--	--

**II. STUDENT INFORMATION**

1. Student Name: \_\_\_\_\_ 2. Sex: \_\_\_\_\_  
Last Name First Name MI M or F

3. Birthdate: mm/dd/yy 4. Birthplace: Country or Island 5. Citizen: Country 6. Ethnicity: Race

7. Soc. Sec. No.: \_\_\_\_\_ 8. Bus Rider:  Yes  No 9. List Languages Spoken with most proficient first:  
 1st \_\_\_\_\_  
 2nd \_\_\_\_\_  
 3rd \_\_\_\_\_

10. Disabled:  Yes  No If yes, please specify type(s) of disability(ies) \_\_\_\_\_

**III. FAMILY INFORMATION**

Educational Background: Father completed High School: Yes  No  College: Some  AA  BA  MA  Terminal   
 Mother completed High School: Yes  No  College: Some  AA  BA  MA  Terminal

Primary Household Information: Name of Person(s) WITH WHOM STUDENT IS LIVING:  
 12. Living With: (Check One) \_\_\_\_\_ 17. Ethnic Background:  
Last Name First Name  
 1-Both Parents  2-Mother Only  3-Father Only  4-Self  5-Agency Mother \_\_\_\_\_  
 6-Guardian  7-Mother/Stepfather  8-Father/Stepmother Father \_\_\_\_\_

13. Father: \_\_\_\_\_ 14. Mother: \_\_\_\_\_  
Last Name First Name MI Work Place/Company Bus. Phone

15. Address: \_\_\_\_\_ 18. Home Phone: \_\_\_\_\_ 19. Other Phone: \_\_\_\_\_  
Mailing Address (Father/Guardian) Mailing Address (Mother/Guardian)

16. Residence:  CNMI  Village Residence \_\_\_\_\_ 20. Circle grade level of other children in the home:  
CNMI Village Residence P K 1 2 3 4 5 6 7 8 9 10 11 12

**IV. MEDICAL INFORMATION**

EMERGENCY/MEDICAL HISTORY: Enter the name of person (other than yourself) who has agreed to care for and provide transportation for your child if they become ill or injured and you cannot be reached. Enter your family physician who may be contacted when the parent cannot be reached and medical assistance is required.

21. Emergency Contact Name: \_\_\_\_\_ Relationship to Student: \_\_\_\_\_ Phone No. \_\_\_\_\_

22. Does your child have any health problem:  Yes  No  
 If yes, please list \_\_\_\_\_

23. Is your child on any special medication:  Yes  No  
 If yes, please list \_\_\_\_\_

24. Location of Medical Records:  CHC  FHP  Others: \_\_\_\_\_ 25. Hospital No. \_\_\_\_\_ 26. Health Ins. Policy # \_\_\_\_\_

**ONLY FOR GRADES K-8** **GRADES K-12**

27. Bilingual Enrollment:  Carolinian  Chamorro 28. Student Receives Special Education Services:  Yes  No

I HEREBY AUTHORIZE AND GIVE MY CONSENT TO THE AUTHORITIES OF CNMI PUBLIC SCHOOL SYSTEM TO OBTAIN EMERGENCY MEDICAL TREATMENT. I ALSO AUTHORIZE MEDICAL AUTHORITIES TO PERFORM UPON OR ADMINISTER NECESSARY MEDICAL OR SURGICAL TREATMENT TO THE ABOVE NAMED STUDENT.

29. Signature of Parent/Guardian: \_\_\_\_\_ Date: 4-2-01

Official Use Only: Required documents check list

30. Birth Certificate  Health Clearance  School Transcript  Others

31. \_\_\_\_\_ Registrar or Counselor



EXECUTIVE CHAMBERS  
HONOLULU

BENJAMIN J. CAYETANO  
GOVERNOR

February 20, 2002

Mr. Nikolao Pula, Jr.  
Acting Director  
Office of Insular Affairs  
Office of the Secretary  
U.S. Department of Interior  
Washington, D.C. 20240

RECEIVED  
DIA OFFICE

Dear Mr. Pula:

I am sending you my views on the impact of the Compact of Free Association with the Federated States of Micronesia (FSM) and the Republic of the Marshall Islands (RMI), for your transmittal to Congress in accordance with section 104(e)(3) of P.L. 99-239, as amended by P.L. 106-504.

I would like to commend the General Accounting Office (GAO) on its October 2001 report on the impact of migration from Micronesian nations to Hawaii, Guam, and the Commonwealth of the Northern Mariana Islands.<sup>1</sup> A lot of hard work went into the report, and I am confident that it will help Congress address Compact issues.

I am pleased by the precedent set by the recent \$4 million appropriation to reimburse Hawaii for Compact impact costs, even though the appropriation covered only a small percentage of our actual costs. As you know, we are working with the Department of Interior to prepare a grant proposal to use the \$4 million to improve our public schools' English as a Second Language program.

Compact migration continues to have an extraordinary and fast-growing impact on our public school system. Last year, the number of Compact migrants in our primary and secondary public schools increased by about 28 percent, resulting in costs to the State of over \$13 million for the academic year. This brings our total such costs since 1988 to about \$78 million. (Exhibit A).

During the academic year 2001-02, the University of Hawaii lost over \$1.2 million in tuition

<sup>1</sup> Foreign Relations: Migration From Micronesian Nations Has Had Significant Impact on Guam, Hawaii, and the Commonwealth of the Northern Mariana Islands.



Mr. Nikolao Pula, Jr  
February 20, 2002  
Page 2

revenue as a result of students from the FSM, Marshall Islands, and Palau paying resident rather than non-resident tuition. (Exhibit B-1 to B-4). Such students are almost invariably unable to pay non-resident tuition, and requiring them to do so would have the effect of foreclosing them for getting a college education. We have asked Mr. Albert V. Short, the U.S. State Department Compact Negotiator, to include an appropriate federal educational assistance program in the new financial provisions of the Compact. Realistically, there is no other way to accommodate both Hawaii's interest in receiving adequate tuition payments and the Compact migrants' interest in pursuing a college education.

After education, our greatest expenditures for Compact migrants are for social costs such as health care and welfare. In light of the high percentage of Compact migrants who are poorly educated and live in poverty,<sup>2</sup> we have had to extend a safety net to Compact migrants in the form of a wholly state-funded welfare program. During State fiscal year 2001, the State spent over \$3,473,100 to provide medical and social services to Compact migrants. Some of the costs are shown in the enclosed report of our Department of Human Services (Exhibit C). Other costs are shown in the enclosed report from the Department of Health, which provided about \$345,400 in services to Compact migrants for a number of communicable diseases, including Hansen's Disease (leprosy), hepatitis, and tuberculosis (Exhibit D).

I am pleased by the actions that Congress has taken to restore noncitizens' eligibility for federal public benefits, and I hope that the momentum on these issue continues. The Senate's near-unanimous February 7, 2002 vote to restore food stamp benefits to certain legal immigrants was an important step in correcting the excesses of the 1996 welfare reform act. I urge your office to track the food stamp measures as they move through the House and Senate to ensure that their language is not limited to "immigrants," but is broad enough to include Compact migrants.

I also urge the Administration to restore Compact migrants' eligibility for Medicaid and Medicare. As I explained in my January 31, 2001 letter to Mr. Ferdinand Aranza, two of the primary rationales underlying the 1996 welfare reform act's restrictions on federal public benefits are completely inapplicable to Compact migrants. We hope that the Office of Insular Affairs will be a strong voice on this issue when Congress debates new legislation to replace the welfare reform act when it expires this year.

Hawaii's social costs from the Compact also continue to mount because of compact migrants' impact on the State's criminal justice system. The State's Department of Public Safety estimates that it cost the State about \$189,000 last year to incarcerate 24 inmates who were born in the

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<sup>2</sup> GAO report at 10.



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FSM or the Marshall Islands. The number of persons born in the FSM, Marshall Islands, or Palau who were arrested during the 2001 and 2002 fiscal years were 216 and 205, respectively. (Exhibit E-1 and E-2).

Finally, I urge Congress to rectify the inequities in the Administration's budget proposal for FY 2003. The Administration has not included any funds to reimburse Hawaii for its Compact impact, despite the precedent set by last year's \$4 million appropriation. There is no justification for treating Hawaii so much worse than a U.S. territory. Congress has appropriated a total of \$47.38 million to reimburse Guam for its Compact impact costs.<sup>5</sup> At the time of the \$4 million appropriation for Hawaii, we had incurred costs of about \$86 million, so the appropriation covered only about 4.6 percent of our costs. At the same point in time, Congress had reimbursed Guam for about 23 percent of its total estimated Compact costs.<sup>4</sup> Compact migrants are increasingly choosing to come to Hawaii rather than the Commonwealth of the Northern Mariana Islands, or Guam,<sup>5</sup> so this problem is not going to go away in the near future.

I understand that the Office of Insular Affairs may be able to obtain funding in the upcoming fiscal year for the U.S. Census Bureau to conduct a new census of Micronesians in Hawaii. I urge you to make this a priority so that Congress has the information that it needs to assess and address the Compact's impact on Hawaii.

With warmest personal regards,

Aloha,

  
BENJAMIN J. CAYETANO

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<sup>5</sup> At the time of the GAO report, Guam had received \$41 million. GAO report at 24. In FY 2002, Guam received another \$4.58 million in funds and \$1.8 million in technical assistance, for a total of \$6.38 million.

<sup>4</sup> GAO report at 24.

<sup>5</sup> GAO report at 12-13.

Cumulative Impact of Compact Immigration on the  
Department of Education

Year	No. of Students	Per Pupil Cost	Total Impact Cost	Percent of Increase
1988	227	\$3,580.55	\$812,784.85	
1989	294	\$3,826.41	\$1,124,964.54	38.4%
1990	389	\$4,176.78	\$1,624,767.42	44.4%
1991	467	\$4,943.65	\$2,308,684.55	42.1%
1992	588	\$5,170.00	\$3,039,960.00	31.7%
1993	656	\$5,445.81	\$3,572,451.36	17.5%
1994	798	\$5,684.30	\$4,536,071.40	27.0%
1995	967	\$5,763.72	\$5,573,517.24	22.9%
1996	1090	\$5,694.40	\$6,206,896.00	11.4%
1997	1283	\$5,763.72	\$7,394,852.76	19.1%
1998	1407	\$5,962.15	\$8,388,745.05	13.4%
1999	1521	\$6,031.34	\$9,173,668.14	9.4%
2000	1565	\$6,772.66	\$10,599,212.90	15.5%
2001	2000	\$6,856.36	\$13,712,720.00	27.8%
		<b>TOTAL</b>	<b>\$78,069,296.21</b>	

UNIVERSITY OF HAWAII LOST REVENUE

UH Campus	Total Loss Revenues
Manoa	\$150,622
Hilo	\$530,423
Community Colleges	\$530,046
<b>TOTAL</b>	<b>\$1,211,091</b>

University of Hawaii'i Community Colleges

**Academic Year 2000-2001**

Fall 2000 to Spring 2001	Number Students	Number Credits	Expected Revenues from Tuition1	Expected Revenues from Tuition2	Difference	Total Loss Revenues or Resources
Federated States of Micronesia	143	1924	\$465,608	\$82,732	\$382,876	\$382,876
Republic of the Marshall Islands	27	409	\$98,978	\$17,587	\$81,391	\$81,391
Republic of Palau	23	314	\$75,988	\$13,502	\$62,486	\$62,486
<b>Total</b>	<b>193</b>	<b>2647</b>	<b>\$640,574</b>	<b>\$113,821</b>	<b>\$526,753</b>	<b>\$526,753</b>

1 Non-Resident Tuition \$2904/semester or \$242/per credit hour

2 Foreign Exempt from Tuition Differential \$515/semester or \$43/credit hour

Summer I	Number Students	Number Credits	Expected Revenues from Tuition1	Expected Revenues from Tuition2	Difference	Total Loss Revenues or Resources
Federated States of Micronesia	16	71	\$9,230	\$6,603	\$2,627	\$2,627
Republic of the Marshall Islands	2	9	\$1,170	\$837	\$333	\$333
Republic of Palau	3	9	\$1,170	\$837	\$333	\$333
<b>Total</b>	<b>21</b>	<b>89</b>	<b>\$11,570</b>	<b>\$8,277</b>	<b>\$3,293</b>	<b>\$3,293</b>

1 Non-Resident Tuition \$130/per credit hour

2 Foreign Exempt from Tuition Differential \$93/credit hour

**GRAND TOTAL**

**\$530,046**



**UNIVERSITY OF HAWAII AT HILO**

Foregone Tuition Revenues when students from  
The Federated States of Micronesia, The Republic of the Marshall Islands, and The Republic of Palau  
pay Resident rather than Non-Resident Tuition  
Academic Year 2000-01

	Number of Students			Expected Tuition Revenues				Foregone Tuition Revenues
	Total	Full-time Num	Part-time Num	Sem Hrs	Non-Resident	Full-time rate	Part-time rate	
						Resident	Full-time rate	
<b>ACADEMIC YEAR 2000-01</b>	<b>225</b>	<b>178</b>	<b>47</b>	<b>229</b>	<b>\$716,168</b>			<b>\$530,423</b>
<b>Fall 2000 to Spring 2001</b>								
<b>Total</b>	<b>202</b>	<b>178</b>	<b>24</b>	<b>138</b>	<b>\$704,338</b>			<b>\$530,059</b>
Federated States of Micronesia	118	103	15	78	\$414,830	\$293	\$59	\$305,903
Lower Division	40	37	3	16	\$134,780	\$3,516	\$708	\$107,640
Upper Division	76	66	10	53	\$276,315	\$3,924	\$1,140	\$196,040
Graduate	2		2	9	\$3,735	\$4,980	\$2,016	\$2,223
Republic of the Marshall Islands	37	35	2	11	\$130,329	\$3,516	\$50	\$100,616
Lower Division	26	26			\$91,416	\$293	\$708	\$73,008
Upper Division	11	9	2	11	\$38,913	\$3,924	\$1,140	\$27,608
Republic of Palau	47	40	7	49	\$159,179	\$3,516	\$59	\$123,540
Lower Division	36	31	5	34	\$118,958	\$293	\$708	\$95,004
Upper Division	11	9	2	15	\$40,221	\$3,924	\$1,140	\$28,536
<b>Summer I</b>								
<b>Total</b>	<b>23</b>	<b>0</b>	<b>23</b>	<b>91</b>	<b>\$11,830</b>			<b>\$354</b>
Federated States of Micronesia	13	0	13	48	\$6,240	\$130	\$126	\$102
Republic of the Marshall Islands	5	0	5	28	\$3,640	\$130	\$126	\$112
Republic of Palau	5	0	5	15	\$1,950	\$130	\$126	\$60

Tuition revenues = full-time revenues + part-time revenues. Full-time revenues = number full-time X full-time rate.  
Part-time revenues = number part-time semester hours X part-time rate

**UNIVERSITY OF HAWAII AT MANOA**

Foregone Tuition Revenues when students from  
The Federated States of Micronesia, The Republic of the Marshall Islands, and The Republic of Palau  
pay Resident rather than Non-Resident Tuition  
Academic Year 2000-01

	Number of Students			Expected Tuition Revenues			Foregone Tuition Revenues
	Total Num	Full-time Num	Part-time Num	Non-Resident	Full-time rate	Part-time rate	
<b>ACADEMIC YEAR 2000-01</b>	<b>71</b>	<b>39</b>	<b>32</b>	<b>147</b>			<b>\$150,622</b>
<b>Fall 2000 to Spring 2001</b>							
<b>Total</b>	<b>55</b>	<b>39</b>	<b>16</b>	<b>97</b>	<b>\$229,276</b>		<b>\$150,446</b>
Federated States of Micronesia Undergraduate	25	18	7	41	\$102,551	\$396	\$68,447
Federated States of Micronesia Graduate	18	18	7	41	\$85,536	\$4,752	\$58,320
Republic of the Marshall Islands Undergraduate	7	7	7	41	\$17,015	\$4,980	\$10,127
Republic of the Marshall Islands Graduate	10	3	7	41	\$31,543	\$396	\$20,307
Republic of Palau Undergraduate	6	3	3	20	\$22,176	\$4,752	\$15,120
Republic of Palau Graduate	3	3	3	13	\$5,395	\$4,980	\$3,211
Republic of Palau Nursing	1	1	1	8	\$4,072	\$6,108	\$1,076
Republic of Palau Undergraduate Law	20	18	2	15	\$95,082	\$396	\$61,692
Republic of Palau Graduate Law	16	15	1	9	\$74,844	\$4,752	\$51,030
Republic of Palau Undergraduate	3	2	1	6	\$12,450	\$4,980	\$7,410
Republic of Palau Graduate	1	1	1	6	\$7,788	\$7,788	\$3,252
<b>Summer I, Summer II 2001</b>							
<b>Total</b>	<b>16</b>	<b>0</b>	<b>16</b>	<b>50</b>	<b>\$6,728</b>		<b>\$76</b>
Federated States of Micronesia Undergraduate	8	0	8	21	\$2,958	\$130	\$60
Federated States of Micronesia Graduate	6	0	6	15	\$1,950	\$168	\$60
Republic of the Marshall Islands Undergraduate	2	2	2	6	\$1,008	\$130	\$0
Republic of the Marshall Islands Undergraduate	5	0	5	24	\$3,120	\$130	\$96
Republic of Palau Undergraduate	5	5	5	24	\$3,120	\$130	\$96
Republic of Palau Undergraduate	3	0	3	5	\$650	\$130	\$20
Republic of Palau Undergraduate	3	3	3	5	\$650	\$130	\$20

Tuition revenues = full-time revenues + part-time revenues. Full-time revenues = number full-time X full-time rate.  
Part-time revenues = number part-time semester hours X part-time rate

Department of Human Services  
Data on Recipients from Micronesia, the Marshall Islands, and Palau  
State Funding Only  
Annual Figures for SFY 2001

1. Average Monthly Recipients

	<u>State Aged, Blind, or Disabled Program</u>	<u>State TAONF Program (formerly part of AFDC)</u>	<u>State General Assistance Program</u>	<u>Medicaid-Only Program</u>	<u>TOTAL</u>
Micronesia	108	1,283	48	457	1,896
Marshall Islands	48	544	12	460	1,464
Palau	2	15	0	11	28
<b>TOTAL</b>	<b>158</b>	<b>2,242</b>	<b>60</b>	<b>928</b>	<b>3,388</b>

2. Annual Money Payments (In the form of Welfare Checks)

	<u>State Aged, Blind, or Disabled Program</u>	<u>State TAONF Program (formerly part of AFDC)</u>	<u>State General Assistance Program</u>	<u>TOTAL</u>
Micronesia	\$258,756	\$1,870,320	\$227,640	\$2,356,716
Marshall Islands	\$115,248	\$1,376,328	\$54,108	\$1,545,684
Palau	\$4,392	\$21,252	\$0	\$25,644
<b>TOTAL</b>	<b>\$378,396</b>	<b>\$3,267,900</b>	<b>\$281,748</b>	<b>\$3,928,044</b>

3. Estimated Annual Medicaid Payments (As Payments to Medical Providers)

	<u>State Aged, Blind, or Disabled Program</u>	<u>State TAONF Program (formerly part of AFDC)</u>	<u>State General Assistance Program</u>	<u>State Funding for Medicaid-Only Program</u>	<u>TOTAL</u>
Micronesia	\$478,256	\$1,107,482	\$40,632	\$388,812	\$2,015,192
Marshall Islands	\$212,076	\$815,244	\$9,672	\$393,288	\$1,430,280
Palau	\$8,076	\$12,588	\$0	\$8,964	\$29,628
<b>TOTAL</b>	<b>\$698,408</b>	<b>\$1,935,324</b>	<b>\$50,304</b>	<b>\$791,064</b>	<b>\$3,475,100</b>

The State's Aged, Blind, or Disabled Program is funded entirely by the State. This program was created to assist individuals and couples with little or no income who are not eligible for federally-funded Supplemental Security Income (SSI) or eligible only for partial SSI payments.

The State's TAONF (Temporary Assistance to Other Needy Families) Program is funded entirely by the State. It was created to assist other needy families, such as those with two parents and those with non-citizens, who are not eligible for the federally-funded TANF (Temporary Assistance to Needy Families) Program.

The State's General Assistance Program is funded entirely by the State. This program was created to assist individuals and couples with little or no income who have a temporary, incapacitating medical condition.

The State's Medicaid Program is a partnership between the Federal and State Governments. It is funded with approximately one-half federal and one-half state funds. Recipients under the Aged, Blind, or Disabled Program have their medical bills paid on a fee-for-service basis to their medical providers. Recipients under the other programs are enrolled in managed care medical plans where the State pays premiums to the plans. The plans then reimburse the medical providers with their payments. Recipients who receive Medicaid without a welfare check are in the Medicaid-Only Program. The State's share of the funding for FY 2001 was 46.15%. (This was a reduction from 50% which was used in the calculations for previous years.)

Average Monthly Recipients were based on the average number of monthly recipients for the indicated period.

Annual Money Payments were calculated by multiplying average monthly money payments by 12.

Estimated Annual Medicaid Payments were calculated by multiplying average monthly Medicaid payments by 12. Dental was included. Average monthly Medicaid payments were calculated using the average monthly fee-for-service cost for the Aged, Blind, or Disabled Program and the average monthly medical plan premium payment for the other programs.

**Exhibit C**

Compact of Free Association

Costs Incurred by the State of Hawaii, Department of Health,  
Communicable Disease Division

Calendar Year: 2001

	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Year Total
Hepatitis	\$4,043.03	\$5,436.27	\$4,381.16	\$1,872.75	\$15,733.21
Hansen's Disease	\$55,634.00	\$63,998.00	\$60,376.00	\$69,500.00	\$249,508.00
STD/AIDS	\$0.00	\$0.00	\$660.00	\$0.00	\$660.00
Tuberculosis					
Marshall Islands	\$13,268.63	\$9,262.93	\$16,441.61	\$7,885.22	\$46,858.39
Tuberculosis					
Micronesia	\$7,299.65	\$7,433.92	\$11,220.26	\$6,306.48	\$32,260.31
Tuberculosis					
Palau	\$71.10	\$87.30	\$111.70	\$111.70	\$381.80
<b>TOTALS</b>	<b>\$80,316.41</b>	<b>\$86,218.42</b>	<b>\$93,190.73</b>	<b>\$85,676.15</b>	<b>\$345,401.71</b>



Hawaii Criminal Justice Data Center

State of Hawaii

Arrest and Convictions: Offenders Born In Marshall Islands, Palau, or FSM  
July 1999 - June 2000

Place of Birth	Marshall Islands	Palau	Federated States of Micronesia	Total
PERSONS ARRESTED	113	6	89	208
PERSONS CONVICTED	68	4	59	131
Offense Severity				
Felonies	15	0	7	22
Non-Felonies	95	4	95	194
<b>TOTAL NUMBER OF OFFENSES FOR WHICH CONVICTED</b>	<b>110</b>	<b>4</b>	<b>102</b>	<b>216</b>

Hawaii Criminal Justice Data Center

State of Hawaii

Arrest and Convictions: Offenders Born In Marshall Islands, Palau, or FSM  
July 2000 - June 2001

Place of Birth	Marshall Islands	Palau	Federated States of Micronesia	Total
PERSONS ARRESTED	133	10	108	251
PERSONS CONVICTED	60	6	65	131
Offense Severity				
Felonies	8	0	1	9
Non-Felonies	95	6	95	196
<b>TOTAL NUMBER OF OFFENSES FOR WHICH CONVICTED</b>	<b>103</b>	<b>6</b>	<b>96</b>	<b>205</b>

