

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

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EXECUTIVE SUMMARY

Paulette M. Coulter

Micronesian Language Institute, University of Guam
Mangilao, Guam 96923 • (671)734-0140 • FAX (671) 734-0143

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

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

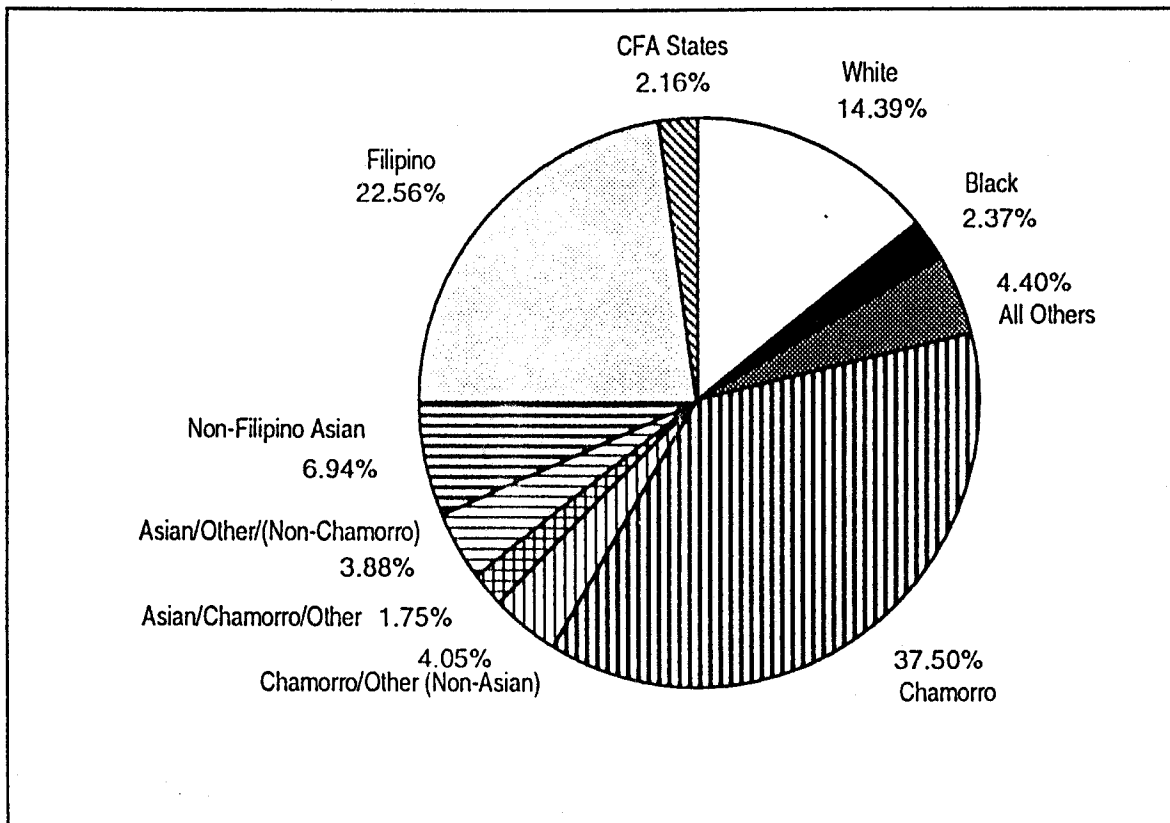
The study was conducted in two stages: A brief survey of the Guam Mayors' Council, and a longer survey of Guam agencies, mayors of impacted villages, and selected private agencies.

Characteristics of Guam's Population

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

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

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



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

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

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

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

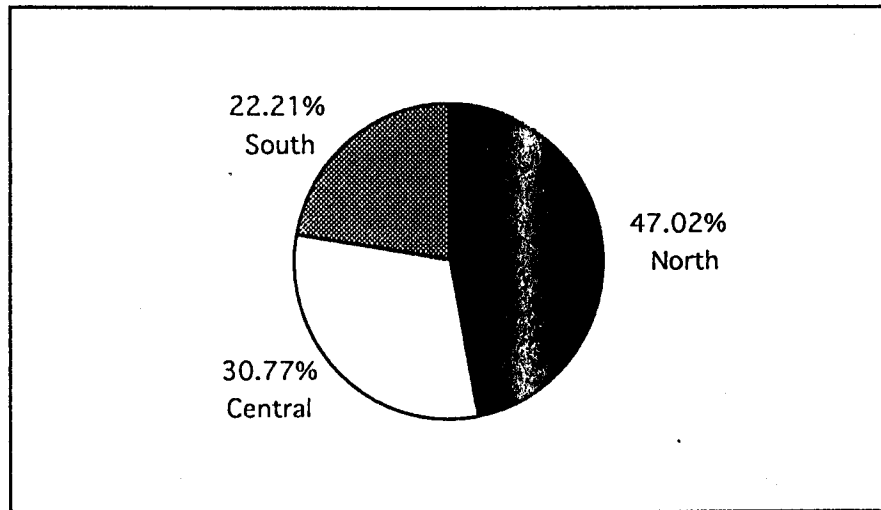


Figure 2. Population Distribution on Guam by Region, 1990 Census¹

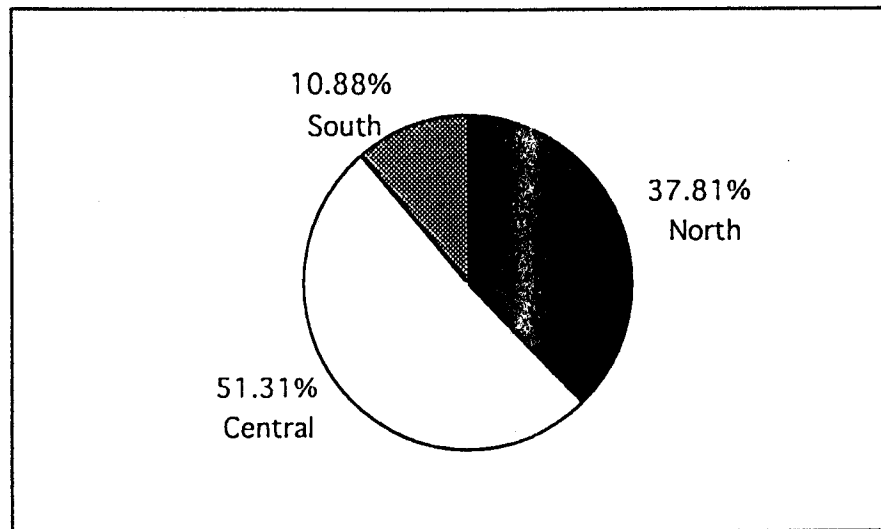


Figure 3. CFA Population Distribution on Guam by Region, 1990 U.S. Census of Guam¹

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

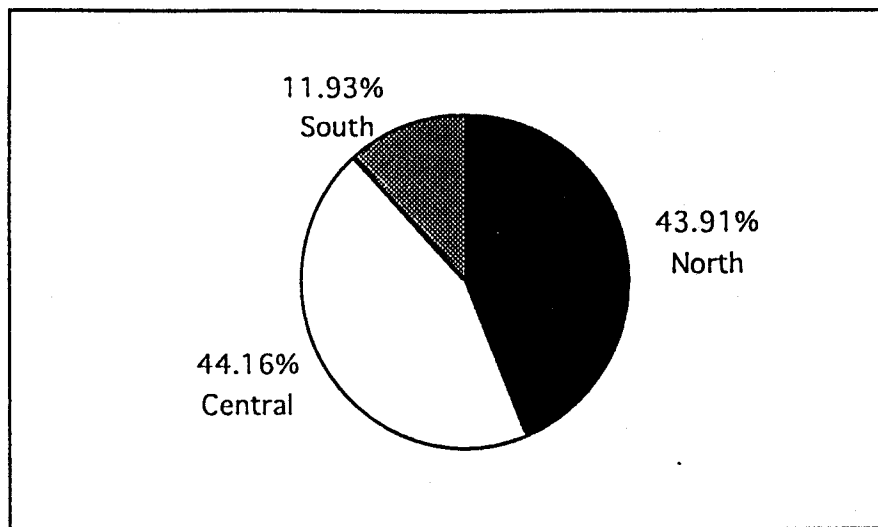


Figure 4. CFA Population Distribution on Guam by Region, 1992 Census of Micronesians on Guam¹

Study 1: Survey of the Mayors' Council

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

Key Findings

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

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

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

Key Findings

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

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

2. Nature of Impacts on Villages

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

3. Nature of Impacts on Housing

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

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

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

4. Nature of Impacts on Health and Medicine

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

5. Education

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

6. Public Safety/Legal

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

7. Transportation and Employment

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

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

Problems and Needs

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

Table 2
Areas of Impact Perceived by Selected Agencies¹

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

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

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

Potential Solutions and Uses of Compact Impact Aid

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

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

Recommendations

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

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

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

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

2. Realign Guam Agency Service Patterns to Meet Community Needs

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

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

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

4. Provide Cross-Cultural Training to Current Agency Employees

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

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

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

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

Table 3
Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

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

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

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

Table 3, page 3

Potential Impact Reducing Solutions and Expenditures Proposed by Respondents

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

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

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

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Paulette M. Coulter

Micronesian Language Institute, University of Guam
Mangilao, Guam 96923 • (671)734-0140 • FAX (671) 734-0143

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

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

Most impact tables come out very badly.

Thank you,

P. M. Coulter
2/11/94

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

EXECUTIVE SUMMARY

Paulette M. Coulter

Micronesian Language Institute, University of Guam

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

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

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

Characteristics of Guam's Population

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