


Micronesian Reporter

THIRD QUARTER 1970



**THE SEARCH
FOR MEDICINAL PLANTS
IN MICRONESIA**

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STAFF ARTIST: Nicolas C. Guerrero. **STAFF PHOTOGRAPHER:** Johannes Ngirabuuch. **CIRCULATION:** Maria Guerrero.

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This Quarter's Worth

Before the arrival of westerners, how did islanders take care of "tired blood," "nature's imbalance," "nagging irregularity," "swollen nasal passages," "sour stomach," acne, dandruff, diaper rash, detergent hands, "that just plain aching-all-over feeling," and "the blahs"?

Our cover story tells of nature's real remedy: the medicinal plants of Micronesia, and how the native medical practitioners, seeking relief for the pain and discomfort of man's common illnesses, took a precious plant and buffered it, added quinine, changed its shape, fizzed it, combined it with Indian mulberry .. but no one came up with a better relief for the simple everyday headache than bare *Sis-el-yanged*.

The serious work of researching and recording the long-time use of plants and their possible economic benefits to the Territory, is described this quarter in *The Search for Medicinal Plants in Micronesia*.

As this issue was being readied for the printer, the Congress of Micronesia was considering the report of its Political Status Delegation. There has been some support for independence as well as other endorsement of the U.S. proposal for commonwealth status. The overwhelming majority of Congress, including all view-points, have spoken in favor of maintaining the Delegation's position on four specific principles of free association. Often during the session, legislators have called for more participation by the

citizenry in discussing this vital topic. With the aim of offering a foundation for general debate, the *Micronesia Reporter* is presenting sections of the Congress Delegation's report and a brief portion of the U.S. statement made after the report had been issued.

Five plane arrivals per week now are filling Ponape's hotels to capacity. For travelers who arrive as strangers, here is a written piece that tells how to paint, almost by numbers, the town of Kolonia and the enchanting northern section of the island of Ponape.

And finally, from Palau comes two features: a penetrating interview into the games people play and a look at the history of that district's native money.CMA

Who's Who

...in this issue of the Reporter

CARL A. SALCEDO is a Peace Corps Volunteer who found himself actually assigned to work in the field for which he had been trained. With a degree in botany from the University of Connecticut, he entered the Corps and began service in Palau in 1968 where he taught high school general science and biology and also collaborated in the medicinal plant project with the TT's Entomology Laboratory at Koror. He begins work on his graduate degree in botany at California State College this fall.

JEFFIE GILLESPIE and

STEVE YAGIAN

are Peace Corps Volunteers assigned to Ponape. She, a TESL teacher at remote Anpein, Kitti Municipality, has been working with the Community Development Office during the summer on tourist promotional material. He, a mapper and chartist of great skill, now is also working full time on projects for CD. She's a Maine potato and he's Mick wolverine says Pete Hill, Ponape's CD officer who collaborated on the *On the Go*.

INTERVIEW:

Father Richard Hoar, S.J.

For nearly a century, the Catholic church's small, long, narrow convento has been a fixture alongside the main roadway of Koror leading into the center of town. Generations of Palauans -- earlier on foot, now also in cars and aboard motorbikes -- have passed by. A multitude of islanders has gathered at the nearby chapel to worship, and from the convento, the missionary priests have set out on regular visitations to the half a hundred villages of Babeldaob in the north and to the scattered, large and tiny islands to the south. Through the years, the church site has been an excellent observation post from which to witness the changing relationships between residents of Palau and the four foreign administrations of the past century.

In one of the small rooms, in the summer of 1970, Father Richard Hoar, of the Society of Jesuits, described his impressions of the past twelve years, and recalled thoughts passed on to him by the late Father Richard McManus who had served this populous parish for twenty-two years. Father Hoar, a New Yorker, is a highly-revered rector who entered the priesthood in World War Two and served in his home state and in Maryland before answering the call to minister in the far Pacific. Doing his thing includes, in addition to the normal parish administration, frequent and regular week-long trips by small boat to the countless villages scattered throughout Babeldaob, the Territory's largest island. He pitches in at nearby Mindzenty High School when science instruction is needed. His major in college was physics. He is an active participant in the discussion of community matters and often speaks up when people hesitate to raise an issue or find it difficult to express their opinions. Frank opinions and objective observations are his habiliments and are well-displayed in this interview covering the widest variety of subjects relating to the fascinating district of Palau.

REPORTER: We're primarily interested in Palau today, 1970, but I think for an understanding of today it would be good to go back to some period in history and briefly bring events up to the present time. Perhaps the arrival of the Catholic missionaries would be a good place to start. Just about when was that?

HOAR: It was about 1890. We're weak on this because all of our records here in Palau were destroyed during the war. The German Capuchins, Catholic missionaries, came in the '90's. Whether it was 1891 or 1892, I frankly don't know. It was around that time that they came. They were expelled during the first world war. Again, exactly when I don't know. The Japanese did put out all foreigners once they came in, but about 1921 the Japanese brought back Spanish missionaries.

REPORTER: Had there been pressure by the Palauan people to bring Catholic missionaries back?

HOAR: Yes, and the Japanese understood this. The Japanese brought back

not just Catholic missionaries but they eventually brought in the Protestants and the SDA's.

REPORTER: This was all during the Japanese times?

HOAR: Right, during the Japanese time. They saw and felt this would be a good influence on the people.



REPORTER: At the beginning of World War I, what happened to those missionaries that were here?

HOAR: The Japanese sent them out the first chance they had. You see, the Japanese came into these islands step by step unofficially during the early stages of World War I. They didn't have any kind of a title. They were completely established here by 1920 when they formally started their administration by mandate of the League of Nations. As they came in, they got rid of the foreigners as fast as they could, including missionaries. But the people certainly, from what I understand, did request that they get the missionaries back, but the Japanese themselves felt that it would be a good thing. They actually subsidized the missionaries when they brought them back, although it wasn't very much. They did bring them back and until the "hot" days of the World War II, they gave them quite a bit of liberty. They would not, however, let them run the schools. In fact, they never let them

run the schools.

REPORTER: Earlier when the Spanish missionaries first came, around the early 1890's, what was the structure of the community here?

HOAR: I really can't answer that question. I really don't know. From the pictures I've seen, from the things I've heard, it was still completely along traditional lines.

REPORTER: Based on a chief's system?

HOAR: Very much so. Both the Germans and the Japanese seem to have used the existing structure more than the United States has. We insisted from the beginning that they have elected magistrates. This is a foreign idea. Within the Palauan power structure there is a great degree of flexibility in that the people will not suffer, for long, incompetence in their leaders. They do have ways and means themselves.

REPORTER: Traditionally?

HOAR: Traditionally--of seeing to it that relatively the best men available are their chiefs; they are able to guarantee themselves that much leadership. From what I've heard, the Japanese utilized that. Wherever the Japanese went, immediately they got in touch with the leaders among the people and if you will use the leaders in terms of communicating with the people, to a degree I suppose, you will control the people. But it was a smart and a human thing to do because it disrupted their way of living to a minimum.

REPORTER: When you arrived in 1958, the Americans had been here about a dozen years?

HOAR: Yes, the Navy administration started here about 1946 and in mid-1954 the administration of the Trust Territory was turned over to the Department of Interior.

REPORTER: Through your conversations with people in Palau, do you have any knowledge of the Navy Administration, how they handled traditional leaders, how they initiated the concept of what we call democracy? Do you have knowledge of this?

HOAR: They had a certain amount of

night school and adult education, but the whole thrust, I believe, was simply to try to teach English. I don't think that the Navy was concerned about political education. After the war, things were so disrupted, just to restore some kind of order was a more important thing at that time than talking about the political future. I don't think that anybody was concerned.

REPORTER: Did the traditional leadership continue under Navy Administration? Was there much change?

HOAR: The traditional leadership has continued until today. The degree to which they exercise their authority and their prerogatives is changed because right after the war, things were so badly torn up that nothing was the same, including their exercise of their persuasion--their care for their people. Everything was so upside down that that whole period was one of rebuilding, waiting and seeing. The people really didn't know what to expect from the Americans. The Japanese had told horrendous stories that the Americans would come and kill them all and so on and so forth, so they were not quite sure what would happen.

REPORTER: The rebuilding you speak of was mostly physical rebuilding?

HOAR: Well, I would say resettling. During the war the Japanese took all of the people off of Peleliu and put them on Babeldaob. They were in the process of removing all of the people from Anguar but some did remain. They didn't have time to get them all out. They had almost all the people off Koror and they sent them up to Babeldaob to various places. This caused a whole set of new relationships between the people of Anguar, Peleliu and Koror and the Palauan people in Babeldaob. Because they went up to live in various districts in Babeldaob, naturally they had to form new ties with the people up there. Immediately after the war the problem of resettling, going back home, was such a big problem that, looking back, from what I see, it seems to me nobody was terribly concerned with the political as-



pects of it. It was just trying to get back, trying to build a home or find a home or get a quonset, which many of them did, trying to find where their property was because war changes the face of things. Peleliu and Anguar were totally changed geographically. You could look from one end of Peleliu to another and see no trees - everything was wiped out. So with people going back, the whole thing was where to start again and, in this sense, the political idea, I don't think, was important to anybody at the time.

REPORTER: During the time the United States has been here, many groups have sprung into being or have been re-established. There has been the organization of two political parties and the formation of a district legislature. Palau is well represented in the Congress of Micronesia. The variety of religious groups is growing larger, including the Seventh Day Adventists, Liebenzell Mission...newer groups such as Jehovah's Witnesses. I understand, also, there has been a resurgence of the Modekngei. You have the Sakura-kai and business associations. Let's take a look at some of these and see what we can find about the influence that some of these may have on the operation or administration of Palau at this time. First, what about the two political parties? When did they start?

HOAR: Did you ask why?

REPORTER: I asked when...but why is another good question.

HOAR: With no seasons, years fade into one another. I would say roughly about

four or five years ago. I don't remember, but it's at least that long ago.
REPORTER: And the reason?

HOAR: The reason is they were forced to by the Administration. Advisors were sent out here and explained to them that the best possible way, political-wise, is a two-party system. The American administration said, "You're too small for more than two parties but you have to have at least two parties to make the wheels move," -- the loyal opposition, and so on. It was a brand new idea. They didn't know whether this was good or bad but they said we have to do it, so they did it.

REPORTER: How did they divide -- on what issues?

HOAR: I have a facetious way of describing exactly the difference between the two parties. The Progressive Party says, "Yankee go home" and the Liberal Party says, "Yankee go home right away." Now, I say its facetious, but only to a degree. I don't think this is the division any more. The division, you might say, in the early days was pro-foreign and anti-foreign, to a degree. By that I mean the Progressive Party here was a little more tolerant of the administration. They felt they had to

keep the American Administration, they had to keep the foreigner for a while longer and this was, if anything, their platform. Whereas, from the beginning, the Liberals said "No, let's go back immediately -- as fast as possible, to our traditional way of doing things." I think this was a ploy on their part because it got the votes of the older people. The older folks felt that the Liberal Party was paying more attention to traditional customs and structures and, consequently, when it came to a vote, they followed the Liberal Party because of this feeling that they had from the propaganda that the Liberal Party put out. The Progressive Party, because the issue was raised, said, "Well no, we're not ready yet to go it alone," as it were, "we've got to have this foreigner for a little while longer which is only because we can't handle it." This was, as I recall it now, the way they started. Now, those two issues come up now and again but I don't think there is a division along those lines any more. The parties had been formed, so as even in the States, you can divide families along political lines and they can become a great bone of contention because once a person is committed to a certain way of thinking, whether its religious or political, whatever it might be, he tends to stay committed that way. This is the situation we have now in terms of these political parties.

REPORTER: Is either of the parties supported by a religious group?

HOAR: Certainly among the Catholics, the split is almost down the middle. I don't know. I could not tell you how many of the Catholics are Progressive, how many are Liberal and to me, its a very healthy thing that I don't even know. By that I mean that I don't think that its an issue. I sincerely believe that, in political terms, the religious element is not decisive.

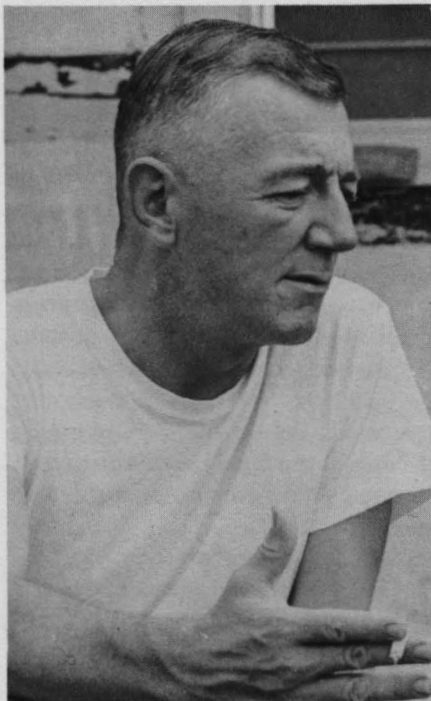
REPORTER: Does that also include the Protestant religions?

HOAR: The Protestant religions, I would say, are even less political. I would say that we are non-political and I would say that the Protestants are even

less political, to their credit. Because of certain strong individuals, in the SDA group, the SDA's would probably be represented as Liberal--as being in the Liberal Party. Whether this is exclusive or not, I don't know but I really think that the religious issue is not in any sense an over-riding principle with regard to adherence to either of the political parties. At this point, to open this discussion a little wider, I would like to say I would like to be rid of both political parties. Palau is too small for two parties. In the United States, we have political parties because it is utterly impossible for an individual to know the candidates that he is voting for so you have to put your trust into a political party and hope that your party will put up good men who will do a good job. Palau is so small, everybody who cares to in Palau, can know quite well who is who. They don't have to know what party he belongs to. But what I'm saying is that in such a small population group where communications are as good as they are in Palau, what is the point of political parties? To me, this has become a most divisive and insidious and hateful thing among the people. They are fighting one another for no reason except power--to gain power. And I do not, personally, believe at this time that it is at all profitable. I believe that it is more divisive and has caused more trouble, more hatred, more sorrow, more greed, than any other single thing that the United States has introduced. Now, I may sound strong on that but I feel strongly, very strongly about it. Maybe it was a good thing for the States, but it was a horrible thing for Palau. What the implications in this are for all districts I don't know, because I don't know the other districts. But, you seem to keep pushing me, trying to find what influence religions to have. I would rather bring it around to what I think are the important issue.

REPORTER: Right--we are exploring to get at the issues as you see them.

HOAR: I don't think that any of the religions, including Modekngei, are important political factions. I think actual-



ly that there is more unity in Palau and I think that this artificial division that was--I won't say forced on Palau--but which they accepted--I think this has done more harm than good.

REPORTER: Well, you say on one hand that there is a lot of unity in Palau and yet you speak of the division between the parties. Is this a real, deep, sharp division?

HOAR: It has become a division. Let me give you some examples: When we have political campaigns, there is a tremendous amount of vilification. The men, an individual and his supporters, campaigning for office, for example, congressmen, and I'm talking about the Congress of Micronesia, will say things about their opponents which lead to long standing bad feelings among the people. Now, almost from the beginning, the political campaigns in this sense between Progressive and Liberal were hard fought and some of the accusations and counter-accusations that have been made, without commenting upon the truth or falsehood of them because I'm talking now about my impression of the whole thing, have led to strong feelings. The feelings remain between the adherents of the one party or of the other party. So what I'm saying is we have introduced a source of division where it didn't exist before and this has nothing to do with religious lines, believe me, nothing at all to do with it. And if I could play God with Palau right now, the first thing I would do is to wipe out the two parties--I would just dissolve them. Maybe this is just stupid. Maybe I'm missing some important things but this is certainly the way I feel about political parties in Palau--I don't see the advantage of them.

REPORTER: We have mentioned several times the Modekngai. Could you describe what sort of organization it is--religious or fraternal?

HOAR: I can describe it only to a degree because it really hasn't yet taken on anything like a definitive shape. Now, a sense, there is no one Modekngai group. The Modekngai, have leaders; for example, here in Koror is one group.

In Meyungs there will be another. In each village in Babeldaob and Peleliu there will be another. They don't have a canon law. They don't have a fixed way of doing things, so that an individual community in its Modekngai effort, if you will, will run things pretty much the way they please. Now, what exactly unites them, I think is mainly the word. The main appeal, the big thing, the way I see it, is they say, "This is Palauan; it's not a foreign import." More than anything else this is, I think, the greatest appeal of the Modekngai for the Palauan today -- because there has built up through the years a resentment of all things foreign because the thing that's imposed by the foreigner always diminishes the individual. I don't care how good, benign, salubrious, wonderful and all the rest of it, any foreign gift is, it is resented bitterly inside and out. This is true for Palauans as well as anybody else. Why is America hated all around the world? Because we keep handing things out, among other reasons. My father used to say, "You lend somebody something and you have made an enemy," or, "You don't lend it to him and you've made an enemy". If you give him something, he's got to pay you back; he's in your debt so that every week that he's paying it back he hurts, he bleeds a little, he has lost his self-respect to that degree. The big appeal of the Modekngai is that they say, "This is ours! Catholic, Protestant, SDA, all the rest of them, they are foreign." They say this is a Palauan religion, a Palauan god, for Palauans. This Christianity bit and so on, that's foreign. This is hard for the Christian Palauan. It is a mistake to call Christianity foreign in the sense that it is not Palauan. Christianity is a universal human institution; in other words, it is equal for Americans, Japanese, Africans -- you name it. Christianity of itself does not have a national tie-up, but it's easy to understand why the Palauan will say this Modekngai bit is ours and I would say that this is its chief attraction for the Palauan. Now what has it become? It has become more and more a cooperative. They have ac-



complished together some very significant things; I'm speaking economically. For example, the building up of T-dock down there. In two stages, over a period of a few weeks, they filled in a relatively huge area just by man-power. Well, they came from all over Palau to help. Because it's Palauan, all the people in Koror helped them by preparing food for them--Modekngai or not -- Christians, everybody. This is in Palau; this has to be done and it's done willingly. But as I say, the Modekngai movement is something more and it's something less than a religion, in my opinion.

REPORTER: This provides the individual Palauan, then, with a basis for religion, for supporting his strong feeling of nationalism, as well for some economic help.

HOAR: Yes, I would say very much so.

REPORTER: From what you have said I have the impression that while there might be some rivalry among these many groups in Palau, there is no sharp division, speaking politically. How about economically? Is there any large group, or is there any real competition between business groups that is dividing the community?

HOAR: In Palau, the successful businessmen, the relatively wealthy businessmen, are still few. You can count them on two hands easily. Less than 25 years ago all Palauans were financially equal. They had all lost everything during the war. In a short time the more enterprising ones had small bakeries or stores. They grew rapidly and expanded their

products and multiplied their enterprises. This was made possible not only by their hard work and the need for such services, along with the wages paid by the government, but also because of the ingenious Palauan system of rapid exchange of money. It seems that almost everyone is always in debt, but the credit lines are good and the cash flow follows very rapidly. I think that almost all money must change hands about three times a day in Palau! However, in the current situation we do have a widening gap between the haves and the have-nots. Perhaps an income tax will slow down the process. If not, here, as in so many other places, we will one day have a clash between the rich and the poor. Immediately, I do not see it as an issue because Palauans are traditionally accustomed to thinking in terms of "high" and "low" clans and they have great respect and admiration for success in every form.

REPORTER: So summing up, in your opinion there is a division within but over-all unity politically among Palauans; there is no strong division economically, and the church's influence is not great either politically or economically. Then, when people refer to the "power struggle" or "power structure" in Palau, just what is it they are talking about?

HOAR: What they are talking about is the traditional way of governing in Palau as opposed to the imposed foreign administration. The traditional way in Palau is through relatively hereditary chiefs. I say relatively meaning this: that within each village, and here in Koror almost within a hamlet, you have a chief, a *rubak*. This means that he is the recognized leader of that place. For example, let's take some place like Aimaliik. Aimaliik is a district on the map, it is geographical place, in addition to that, it's a series of villages. Each one of those villages has a traditional *rubak*, or chief, the number one man in that village. Now, I say it's not completely hereditary. He is chief because he is in a certain family. But when he dies or is replaced, all of the leaders of that clan, that large family, will have a say in de-

termining who will replace him. Whether it will be his younger brother or a nephew, or whoever it might be, it will be somebody in that clan and in that sense it is set. But just who it will be? It's not necessarily the next oldest man in the blood line. This is not the way it happens in Palau, and this is one of the genuises of Palau that they, by and large, avail themselves of good leadership. A leader in Palau is not simply a *rubak*, or chief. He is not just a man who sits and takes obeisance -- who just gets glory or tribute. A chief in Palau is a man who works for his people, who takes care of them. He is for them--it is something like Chief Petrus was saying, in Truk. I don't know Truk and its system but I do know here, the revered chiefs are men who actually did great service to their people and they got a great deal of devotion and obedience from their people because they served them well. I'm giving only a little fraction of an explanation of what existed traditionally and still exists. The people, having the feeling that this made the wheels go around for so long, have much greater faith in that system of theirs than a modern political system, if you will. It was really more than that; it was also economic, because traditionally the chief would say when they work, and where they work and what they do. But he never did this capriciously. A good chief always found out really what the people needed and wanted to do and then told them to do it -- not exclusively, but I mean this is the way they are used to working so this is the system that they have faith in. Now, the administration, the Trust Territory administration, is something that they had nothing to say about. It came into existence because of the war, after the war. Almost naturally, I will say, it is distrusted because it's foreign and it's new. Whenever something is imposed, if you are a human being, you tend to distrust it. You tend to fight it, you chafe under it, you can't be at ease or at home under it, nor can they. This is quite natural. There are so many issues that tend to create a division. The United States to

the Palauan seems to have unlimited resources. If the United States doesn't do a good thing, here, any given good thing an individual thinks of: "let's have better roads," "let's have this, let's have that," the reason becomes, "Oh, the U.S. doesn't want to do it. That's why they don't do it." What I'm trying to explain is the feeling that the people have against the administration. They feel that the United States is here because the United States wants to be here; therefore, the United States should pay something for being here. As I say, it's not a whole picture for them but they deeply resent things that the administration hasn't done. I say this happens, to a degree, because of lack of political understanding and practicality as well. But to get back to the distinction -- the Palauan power structure, if you will -- I don't use that as a dirty term. Power structure almost of itself is a bad term. But I don't mean it in that sense. I'm talking about the traditional way in which they accomplish things here. Through the modern democratic process, the people have found more and more voice, and they are starting now to become more reflective. What had been their way of doing things through their traditional chiefs? As they reflect on it, I think that they are saying, "it was better in the old way. Maybe it wasn't American justice but it was much more just from our point of view than anything we have seen so far." Consequently, they are tending to try to strengthen and to renew their traditional ways of doing things. And, the big issue here is land. The administration is seen as the enemy because the administration holds control over so much land. Over 80% of Palau is supposedly public domain. Now without going into the justification that the administration has had for doing it that way, just taking the whole fact, the Palauan resents it and says, "Why can't we have our land back?" The administration seems to them quite capricious. The administration gives it back in Anguar, Peleliu, Arakabesang -- but not in Koror, not in Babeldaob. Now, individual pieces of land; for example, the transmitter site,

a farm, a right of way for a water line, power line, for a government building, for a school, suddenly take on greater monetary value. The Palauans individually and collectively see themselves as being robbed of payment for that land because the government, "the enemy," is using it. The sad part of this, and you can't say everything at once, is that it is for their advantage that there be a transmitter site here, that there be a dam, that there be water and power. They know this, but they still feel that it's theirs and they should have a say about it. I'm talking about land now which is considered public domain and that to a degree they should be remunerated. Even the remuneration isn't important to them they say, and to a degree it's not. For example, on the proposed new communication site at Airai -- the way the people put it was this: "Just admit it's our land, Mr. Government, and then we'll give it to you. You can have your transmitter site, but at least admit that it's ours." The people would not take government to court and the government's case evidently was never strong enough for the government to take the people to court. Nobody wanted to call in the U.S. Marines to put the people off the land which is what it would have taken. I mean, the government dickered and dallied and fiddled, but never physically tried to put the people off that site, which is right. They shouldn't have done it physically, but the thing was never settled legally and it's still hanging fire. What I'm saying is that what the people said at the time was, "Just admit that it's ours and not yours and we'll give it to you -- you can have your transmitter site." The government was not willing to do that so that's where it stopped. This issue, the land issue, I will say it still the biggest thorn in the side of the Palauan people, and to a degree, in the administration's side. The administration says, "Let's not be jejune about this; a great deal of this land was legitimately acquired by the government, whether it was Japanese or American -- don't let's lie about it." The government says, furthermore, the government doesn't want



land, just to have land. The government is rightly concerned that it be equitably distributed one fine day, that it be wisely used, and that the government be not imposed upon in providing the services that they have to in terms of land. I mean, they need it for schools and buildings, dams and so forth. In the bad feeling, the distrust, that exists between the Palauans and the government, the biggest single thing is the land problem. They feel "it's ours". They don't feel that the government represents them. This, as I say, is hard for us Americans. When you first hear it you can argue against it, you can say, "Well, look at your hospitals, look at your schools, look at all the rest of it" -- all of which is true. They have tunnel vision on this point. They say, "All that's there because you want it there. You're satisfying yourself, Mr. American, by putting that there. We didn't ask for it. You're doing your thing when you do that. Now, let's give us our land. Stop fooling around." It's a funny way of looking at it, but it's a human way of looking at it. They say, "Why me? Why do I have to lose my skin for you to do all those great and wonderful things that you do? Why me? Why don't I at least get my share in terms of some just, equitable remuneration, or at least just some say-so about how my land is used?"

REPORTER: Do you feel that, at the present time, there is more emphasis involving Palauans in the decisions?

HOAR: Infinitely more. This is a good thing. It is here in spite of what I've said. Now, one of the real problems that the government has is trying to find out actually what the Palauans think and want. For example, right now Van Camp is here and talking about renewal, renegotiation, reaffirming, whatever it is, of their contract and I am utterly certain that on the part of the government and on the part of Van Camp that the first thing they want is to find out what the Palauans, THE Palauans, not one or two Palauans, but in general what do the people feel, think and want. This is not easy to find out. It really isn't.

REPORTER: What is the stumbling block to learning what the people want?

HOAR: Number one, the people in general do not share their Palauan knowledge and power. They are going to be very, very slow in revealing what they think because when they say what they think, they've lost their bargaining hold. They have what I would call an island mentality which is partly peace at any price, partly keep your mouth shut, partly don't show your hand -- it's involved in their whole culture. The reticence in expressing your opinion is a way of living with them, it's a virtue, it's a way of doing things, plus the fact that in this they look for leadership. An individual might have an opinion but it's very difficult for him to express it until he finds out what his chief thinks, what the elders in his family think -- it's a rather involved cultural thing. You can't just go up to any given Palauan and say, "What do you think about this?" If he does really proffer his opinion he doesn't want you to say what it is. He will do so as a favor to you as a foreigner, or to me as a foreigner, but he doesn't want it acted upon --

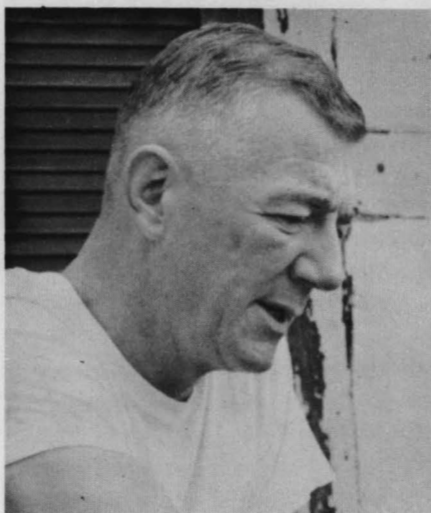
REPORTER: Does the Palauan feel that the Congress of Micronesia is foreign because it has non-Palauans in it, or is it a step in between?

HOAR: I don't think that they feel it is foreign. They think of it as a foreign vehicle -- something that has been put upon them by the foreigners. They have, I think, a great deal of pride in the Con-

gress of Micronesia in the sense that they see the Congress of Micronesia twisting the lion's tail, the tiger's tail, to make him squeek. To this degree they are sort of happy with them. I frankly don't see much communication between Palauans in general, the man on the street as it were, and the Congress of Micronesia. The men of the Congress of Micronesia feel that they know what their people think and want and they know what's best for the people because they, willy-nilly, take on the mentality of a Palauan leader. I don't think that they would be at all embarrassed to make decisions that they think would be good for the people -- not so much because they are elected which they can say they are, but its the way a Palauan leader thinks and feels.

REPORTER: So we have a bewildered administration trying to find out what is the direct channel to the thinking of the Palauan people. In your opinion what is the source of this information? Is it the Legislature, is it the two high chiefs?

HOAR: I don't think it's either of them. If you talk about a given issue, you can take a poll to a degree but the question is larger than that. They don't want to express themselves on any given issues because they don't see what the consequences of it will be and there is an attitude or feeling that is all pervasive which simply makes them distrust the government completely. We, the Americans, are issue oriented. In a sense, we say, "Okay, here's a problem. Let's get a consensus on it, let's attack it and let's solve this problem." This point of view cannot be foisted upon them, if you will. They don't look at it that way, they start saying, "Well, how about next week and if we do that, then what -- and where do we go from there?" And all of a sudden the thing takes on tremendous ramifications and the result is that the individual, and even the leaders are very slow in saying what they think. The conference last night, the VanCamp conference, started off with, "Okay, anybody got anything to say?" The president of Van Camp made a little speech about what they are doing a-



round the world. Palauans were then asked, "What do you think?" The first two or three Palauans that spoke came up saying, "What are your plans?" They did not say at all, "Well, here's what we would like," or "Here's what is good," or "This is what we think is bad". They didn't say that and I doubt that they ever will. All they wanted was Van Camp to say what Van Camp wanted to do and then they would sit back and try to figure out what would be best for them to say or do.

REPORTER: What has been happening this year, in 1970? We have had an outward appearance of Palau that has been constant over a period of years. There was the anti-military look. There was the appearance that was not anti but still not close to the administration. There were traditional leaders who have remained in their powerful traditional and elected positions and suddenly this year we have a traditional high chief who was defeated for elective office. We have the Seabee's, a member of the military, being invited down into Palau. We have a resolution by the legislature highly commending the administration. What is taking place now in Palau to bring about these changes to what was the previous outward appearance?

HOAR: I think that basically they are beginning to realize and to understand that they do have a great deal to say about what's going on here. Even with

the foreign, if you will, administration. They are beginning to realize this. They are beginning to look at individual issues; for example, the Seabees. Without worrying about the process which I just tried to describe. They are beginning to say, "Look we're missing out on a good thing, if we don't get the Seabee's here. It does not necessarily mean that if we invite the Seabees to come in, tomorrow the U.S. military will take over Palau." They are starting to see things like this and as a group they are starting to react a little more positively. This thing is gradually getting over to them, I think, that there are many many ways in which the administration is not the enemy. Even if it is, they are beginning to see to a degree how they can influence and control the administration. Which is what the administration wants, but this mutual trust is going to be a long time abuilding. I think it's starting, in a sense. Those are ramifications of it, -- not so much the high chief being defeated.

REPORTER: What brought that about? It was not a landslide victory.

HOAR: No.

REPORTER: Is this significant? The fact is that he was not elected by a mere 25 to 50 votes, whatever it was.

HOAR: I've thought it over and frankly I just don't know. It might be that the people figured that Judge Fritz has been running for a long time and we'd better give him a chance at this. I have a feeling which I can't prove or define that the people kind of take turns. They say well it's his turn, or it's the Liberal Party's turn, or it's the Progressive Party's turn -- I have this feeling. It's not something you could prove. There is something inside them -- they want to keep things equal, I think. They really don't want to see this big division so they'll go one way one time and they'll go the other way another time. Its a feeling I have but I can't prove it. The island mentality comes into this, Part of it is: let's keep the peace at any price if it's at all possible. They are highly competitive but at the same time, traditionally, there's no way to get away from here. You live on a small island, take

Sonsorol or Tobi. You can't say, "I can avoid this guy." You can't avoid this guy or his family can't avoid your family so they learn to live with things which others never had to learn to live with because others can always move out, go someplace else, seek another's company. This way of thinking is an important thing for the Administration to understand or try to understand when someone asks a question like, "Well how come the high chief lost and Fritz won?" I can't prove this but I rather think that the people figured, "well, it's his turn."

REPORTER: You have mentioned the existence of this gap between the administration, the United States, and the people of Palau. Just about a year ago during Secretary Hickel's very dramatic visit to the Trust Territory along with the new High Commissioner, Mr. Johnston, one of the goals expressed a greater involvement of Micronesians. In decision making, there was the goal of decentralization which we have seen taking place over the past year. Now you have a district here, the only district at the present time, with Tom Remengesau, a hometown boy as a DistAd and Haruo Remeilik Deputy DistAd who is also a Palauan. Do you feel this is going to help bridge this gap that you have been describing?

HOAR: Yes, I think it will, I think it is helping and I think it will continue to do so. It will be a bit of a bloody process on both sides but I very definitely think it will help to bridge it because Tom and Haruo are Palauans and while there might be some things that they can't put into words that would satisfy an American in terms of the power structure, but they feel, think, act as Palauans. Haruo is new in the administration at this particular point, although he was with the courts and legislature for a long time. But Tom is utterly and completely aware of the things and the feelings that I'm speaking about. His agony at present is how can he honestly represent the government and how can he also try to introduce legitimately the Palauan way of doing things -- I'm talking now

about the Palauan political structure. So the agony in a sense is being lived out in that one man. He's got to try to do both. This is what I meant earlier when I said it will come -- it has to come and therefore it will come, short of a cataclysm which would throw us into another complete political system. But it certainly will come. Just because there is now a Palauan DistAd doesn't mean that all of a sudden the people are going to trust the administration -- by no means. Will it help? I think it will help. How Tom will do it? Tom has his own ideas, very definitely. I have talked to him about many individual things. This problem of the dichotomy, he understands very well. How to go about trying to get some more unity, is a problem he will live with day by day. I don't know whether he has an over-riding philosophy which is going to help him in this, an idea, a touch stone, I don't know. But it will help, I think it will help very much.

REPORTER: I suppose there wouldn't be a complete feeling of unity between the Micronesians and the administration until there is a Micronesian High Commissioner or Governor -- until our executive branch is, at the top level, Micronesian, along with our legislative branch.

HOAR: Even with that I'm not so sure. As long as the bills are being paid by the United States, the Micronesian knows, to a degree, that the control is in the hands of the United States. So I don't think that even having a Micronesian High Commissioner would completely solve this. I don't see a complete solu-

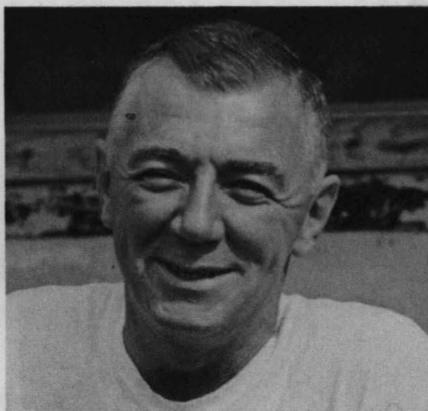
tion -- I just see a *modus vivendi* that hopefully will come about. Until Micronesia is the master of its own political destiny there never will be a complete solution. As long as the place is supported financially and controlled politically by the United States; until they have real independence, or a real partnership with the United States, there won't be complete trust in the administration. And making a Micronesian High Commissioner or making a Micronesian a District Administrator won't do it either.

REPORTER: So much, you feel, depends upon economic stability -- being able to pay your own way.

HOAR: Right. It's human nature and it's also true here.

REPORTER: And I guess it could occur here through an association with the United States or independence. . . .

HOAR: They could go independent tomorrow, but who wants to tighten his belt that much. To go independent is suicide. I mean they could do it, but who wants to go commit suicide? The value is not that great to independence. The only obvious alternative is to seek the best deal they can politically. I have no doubt that it will be some sort of association with the United States. Commonwealth or something else, I don't know. But we've gone so far now that the decision really has been made. I'm saying economically it's been made. They all have automobiles now and all the rest of it. They are living on the American standard of living and enjoying it. To go backwards, is almost too much to ask of human nature. So I say that the decision has been made. Their leaders know that, I think they know that so the question now is how to learn to live with it, how to express it, how to formulate it, how to arrange it so that the people get the maximum amount of human dignity possible, that the people can go on. That's the question. The working out of details is going to be a bloody hard thing for all. But I think they see that is what is going to happen here. I don't know whether I'm right or I'm wrong but that's the way it seems to me at this time.



A black and white photograph of a man in a forest, holding a plant stem, with the title text overlaid.

THE SEARCH FOR MEDICINAL PLANTS IN MICRONESIA

by Carl Salcedo

No one knows how the first men discovered plants that had medicinal value. It must have been a process of trial and error by which primitive man acquired knowledge in determining which plants were useful medicinally and likewise which plants were poisonous and which were palatable. No doubt the healing power of certain herbs, leaves, fruits, and plant juices must have been discovered accidentally. These observations must have been handed down from generation to generation to become the working knowledge of early medicine men.

Many of the drugs used by the ancients are employed in much the same manner by today's medical practitioners. About half of the drugs used in modern medicine are plant derived. For example, digitalis, used in the treatment of heart failure and quinine, used for malaria, are derived from medicinal plants with long histories.

According to Goodman and Gilman in their study titled, *The Pharmacological Basis of Therapeutics*, "Digitalis or foxglove was mentioned in 1250 in the writing of Welsh physicians. It was described botanically 300 years later by Fuchs (1542) who gave it the name *Digitalis purpurea* because the flower resembles a finger and is purple. Foxglove was used internally or locally for a number of unrelated diseases ranging from epilepsy to skin ulcers."

Quinine is the chief alkaloid of cinchona, the bark of the cinchona tree indigenous to certain regions of South America. For centuries the bark was employed in medicine as a powder that was taken for the fever of malaria. In 1820 two scientists, Pelletier and Conventon, isolated quinine and cinchonine from cinchona.

Emiliano Adelbai, a rubak knowledgeable in medicines, is shown preparing a medicine from the bark of Bduul (Barringtonia racemosa L. Blume ex DC.).

So it is still in Palau that certain people are knowledgeable in the healing power of certain plants. Their ancestors must have experimented hundreds of years ago and learned which plants had healing powers. This knowledge became highly secretive and was passed down from generation to generation.

Under the supervision of Robert P. Owen, Trust Territory Entomologist at the Entomology Laboratory in Koror, a study of Palauan medicinal plants was begun in September of 1968. Owen had hoped to do such a study for some time but had never had the personnel to carry out such a project. The original intent of our work was to record the medicines used by many of the older Rubak (men) and Mechas (women) of Palau. This was to include learning what the medicines were used for and learning which plants were used.

Since many of the Palauan cures are highly secretive, it was felt that they should be recorded before the old practitioners died with their secrets. Recording this knowledge for Palauan history and culture was the initial phase of the project. The second phase would later be to chemically test for basic substances, such as alkaloids, which are chemical structures common to many drugs with biological activity. This work was carried out by Dr. Brian Katcher, Peace Corps Volunteer Pharmacist, who ended his term of service in June of 1969, and myself.

To date, all the villages in Babeldaob, Koror, Peleliu, Angaur and Kayangel have been surveyed. A few plants remain to be identified by scientific name and tested before the study is completed. A Palauan anthropologist, Miss Katherine Kesolei, aided me in the beginning stages of my survey. Together we spent three months going to each village and hamlet searching for people who would give us information. Kathy's awareness of her people, language, and customs proved to be invaluable. Much of the knowledge we collected wouldn't have been possible without her direction. Our usual procedure would be to

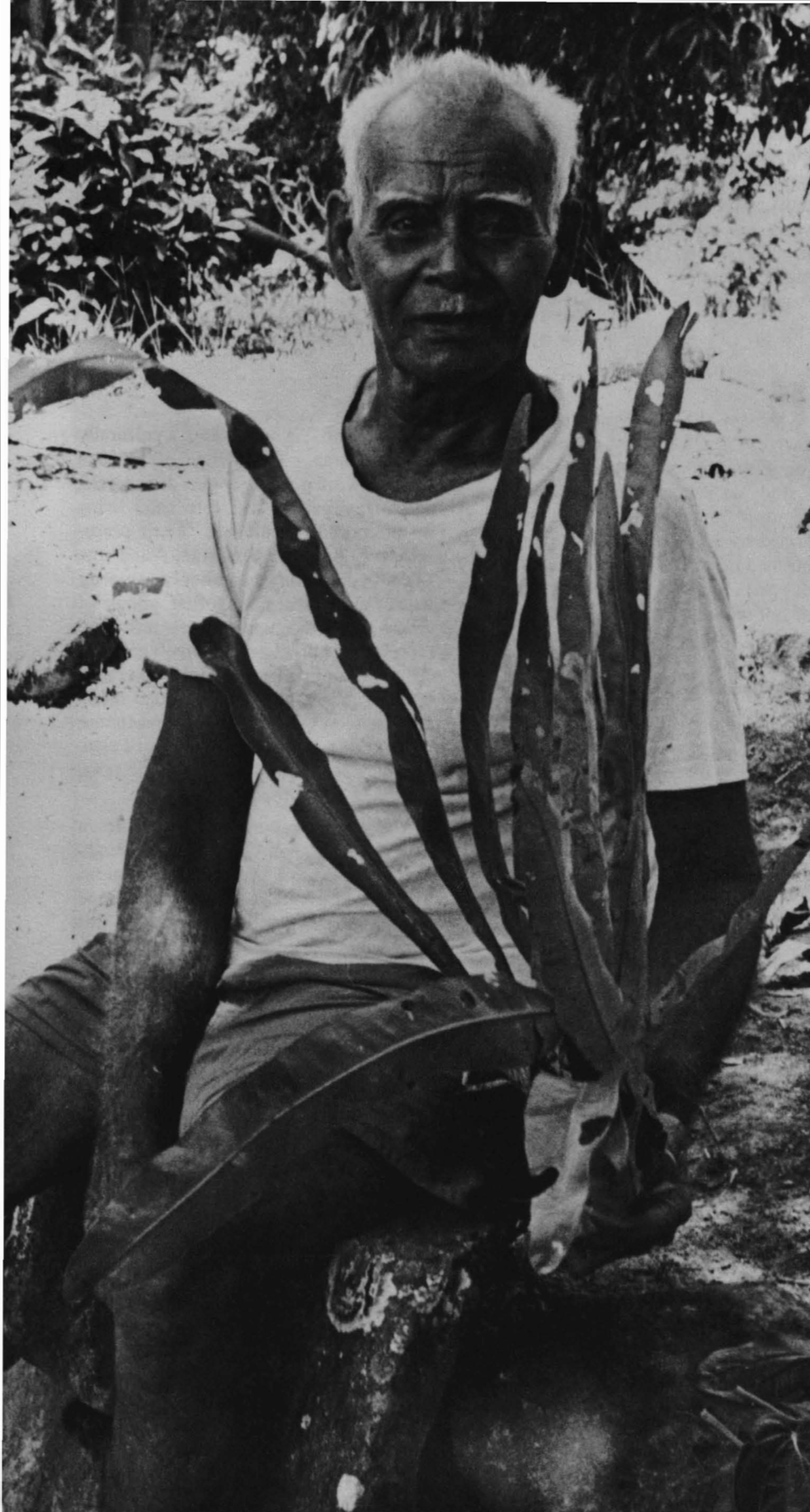
spend a few days in a village, carefully finding out which people knew about medicines, then interviewing them. Later I spent over a year-and-a-half, beginning in January of 1969, surveying villages for more information, rechecking the data, gathering medicinal plants for identification by Palauan and scientific names and chemically testing them.

Work of this sort enters a culturally sensitive area. Knowledge of Palauan medicines are preciously guarded secrets, and many people still earn their living by prescribing medicines. Their preparation is secretly performed, and the patient pays for a particular remedy with food, money, or other goods of value. Most Palauans know a few common cures, but the more involved cures are kept confidential. People who make their living by practicing Palauan medicine generally come from a particular place within the clan structure of Palau. Some practitioners have gained material wealth and social recognition.

Usually these cures are passed down from father to son or mother to daughter. Sometimes a deserving child learns the secrets of his parent. Usually one person in the family will receive this knowledge. Another way to learn medicinal plant cures would be to live at the household of a skilled practitioner for a period of time in a student-teacher relationship.

The daily living of Palauans is intimately tied up with their environment; traditionally this has been the case. In diagnosing sickness, the characteristics of plants are used; for example, the position of coconut fruits facing the sun and the movements of certain trees. The activities of birds and dogs are also observed in diagnosing sickness.

Thus much of the attitudes and values of most Palauans are tied in closely with their environment. Medicines cannot be prescribed unless they are asked for and sincerely desired by the person taking them. Cases are treated individually, and no doubt the person's psychological state has a role in his recovery.



Recognizing all the above values and attitudes, we many times had to explain that the project is in the interest of the Palauan people and in the interest of science. We met with some opposition, but on the whole, results have been most encouraging. To date, over seven hundred cures for about two hundred ailments have been gathered.

We have discovered that Palauans have a medicinal plant for almost every ailment. These medicines include cures for headaches, stomach aches, diarrhea, fish stings, cuts, wounds, festering sores, venereal disease, and tuberculosis, as well as plants that increase fertility and natural contraceptives and abortives, to name a few. Many of these medicines are still used even though there is a well staffed modern hospital in Koror, the district center.

In preparing medicines, various parts of the plant are used -- leaves (old and young), stems, stipules, flowers, fruits, inner and outer bark, and roots. Coconut oil is often used as a base in mixture with various plant parts. Many different species of plants are used, the number to date being well over two hundred.

Most of the cures we have found are traditionally Palauan. Another source of Palauan cures is the *Modekngai* religion, a fairly recent religion combining traditional Palauan religion with Christian and Yapese elements. Medicinal plants play an important part in the *Modekngai* religion.

Richiriki Remeliik, a rubak well known throughout Palau for his knowledge of medicines is shown discussing the medicinal properties of Buk'l Belum (Asplenium nidus L.).



A plant called *Sis-el-yanged* (Palauan name), *Cordyline fruticosa* (scientific name), or *Ti* plant (common name), is used by itself and with other plants. It's name *yanged* implies that it is heavenly, the legend being that the plant was taken from God. *Sis-el-yanged* is used to ask permission from God to cure a person. Pastors or people in the *Mo-dekngai* religion skilled in medicines have the power to use this plant. The topmost stem and leaves are used; usu-

ally they are placed in water and pounded. For general sickness such as colds, headaches, and upset stomachs the liquid is drunk and applied to the affected areas. This same liquid is also used to bless objects such as homes or spearguns.

There is also a ritual of hitting the person all over with the topmost part of the *Sis* plant. After this the person drinks the ground-up plant with water. This process helps the practitioner to diagnose the sickness and prescribe another medicine.

A few examples of some common traditional cures include the following. A tree called *Müch*, (*Terminalia catappa* L.) or Tropical Almond, is used to stop the bleeding of cuts. The plant also helps to heal infections. The very young leaves are chewed or pounded, the resulting mixture of plant and juice being squeezed on the affected area. The masticated leaves should be left on the cut and wrapped with a piece of cloth or bandage. In limited bacterial studies with *Staphylococcus aureus*, a common bacteria, *Müch* has shown anti-bacterial properties.





Another medicinal plant is *Bdel* (*Macaranga carolinensis* Volkens), this plant is used to stop diarrhea. The bark of the young stems is scraped and freshly fallen leaves are gathered. They are pounded together, put in a pot with water, boiled, and drunk morning, noon, and night.



A plant called *Ngei*, (*Morinda citrifolia* L.), or Indian mulberry has a variety of uses, the leaves, fruits, and stipules being the parts used. For sprained muscles coconut oil is first applied to the leaves. The leaves are placed over a fire until they are wilted. The warm *Ngei* leaves then are placed over the sprained area. The area is massaged with the leaves, repeating this daily until the pain is gone.

Illustration by Takeshi Suzuki





A common remedy for festering sores and cuts is *Kesuk*, (*Codiaeum variegatum* L. Bl.), or Croton. The plant is a common ornamental shrub here with brightly colored red, yellow, and green leaves. A stem is broken off and the juice of the plant is squeezed onto the affected area.

These cures are just a sampling of the number collected thus far. Besides recording the cultural heritage of a people, our study is carrying out basic ground work for possible new drugs. Many pharmaceutical firms have scientists in the field doing work similar to our own. The results of our alkaloid testing has yielded twenty one plants which contain alkaloids six of these contain strong alkaloids; which may not be known to science. Five hundred gram dried samples of these plants are being collected and are being sent to the University of Hawaii for further testing. If anything is found it could open the possibility of a new economic income for Micronesia. The following describes how just such a drug, hydrocortisone, was derived from a plant source.

Hydrocortisone together with many synthetic hormones used in modern medicine today comes from a plant source. The predecessors to these drugs came from animal sources but were too expensive to be used on a wide basis.

Workers in the 1950s seeking other sources for these drugs, the steroids, turned to plant sources.

Syntex Laboratories, a U.S. firm, was the first to discover a relatively simple chemical process which converted an extract from a Yam (genus *Dioscorea*), that grows wild in Mexico, into the hormone hydrocortisone (this same yam, Palauan name *Belloi*, grows wild in Palau and is used as a medicinal plant). This yam grows abundantly in Mexico, thus plant material is not a problem. Today Syntex is an international drug firm with a large factory in Mexico that produces the starting materials for the steroids used in modern medicine.

Every manufacturer of steroids in the United States is dependent upon Syntex's yams for their production of synthetic anti-inflammatory drugs, male and female hormones, and even birth control pills.

In September of 1968, while relaxing on one of Palau's beautiful rock island beaches, our team member Brian Katcher, had reason to think of these yams

when he stepped on a stonefish. He was immediately rushed to the hospital where, in addition to pain killers, a large systemic dose of hydrocortisone was administered. This prevented the shock and subsequent drastic fall in blood pressure that is sometimes fatal in stonefish encounters.

Thus, with research and experimentation, other drugs, like hydrocortisone, digitalis, and quinine may be found from plant sources. Modern science in its search for new drugs does well to look to the old in its search for the new. Our work represents only a beginning in the chain of events in drug development. Hopefully, the people of Micronesia will realize the importance of work of this kind and will make a determination as to where it will go from here. Thus, the secrets of the medicine men in Palau may benefit modern medicine and also the Micronesian economy.

From both sides of the Pacific have come plans for

A Bridge of Lasting Partnership

but. . .a first look at the drawings reveals some changes must be made.

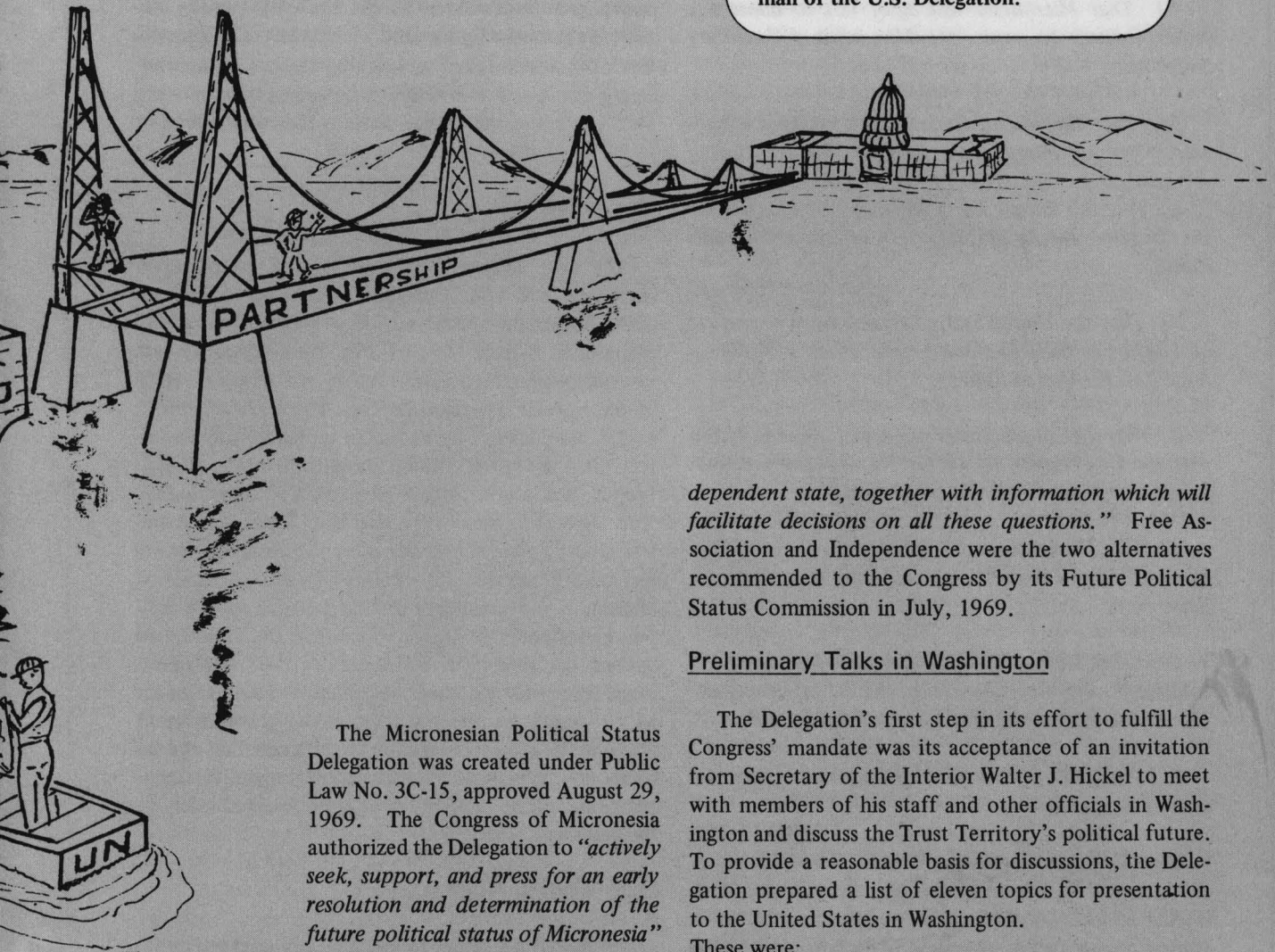


Illustration by C.M. Ashman

Introduction

The report of the Micronesian Political Status Delegation is a further chapter in the continuing investigation of the eventual status of the current Trust Territory of the Pacific Islands. It is not the Congress of Micronesia's first consideration of this subject and it is not - as the contents of this report will make clear - the last. The following report attempts to define how far we have come in our current investigations, where we are now, and what future prospects are.

Presented here, without comment, are sections of the Report of the Political Status Delegation of the Congress of Micronesia, along with an excerpt from the subsequent statement by the Chairman of the U.S. Delegation.



The Micronesian Political Status Delegation was created under Public Law No. 3C-15, approved August 29, 1969. The Congress of Micronesia authorized the Delegation to *"actively seek, support, and press for an early resolution and determination of the future political status of Micronesia"*

and to *"take part in preliminary discussions regarding the relations which shall in the future prevail between Micronesia and the United States and the specific provisions of law and other measures which shall serve to formalize these relations."*

In carrying out these tasks, the Delegation was directed to adhere *"to the desires and policies of the Congress of Micronesia, as expressed by resolutions or otherwise."*

In Senate Joint Resolution No. 63, the Delegation's mission was further defined. It was directed *"to identify the major political, legal, and administrative questions which will have to be decided in the event that Micronesia chooses to enter into free association with the United States, and likewise those which will have to be decided if Micronesia chooses to become an in-*

dependent state, together with information which will facilitate decisions on all these questions." Free Association and Independence were the two alternatives recommended to the Congress by its Future Political Status Commission in July, 1969.

Preliminary Talks in Washington

The Delegation's first step in its effort to fulfill the Congress' mandate was its acceptance of an invitation from Secretary of the Interior Walter J. Hickel to meet with members of his staff and other officials in Washington and discuss the Trust Territory's political future. To provide a reasonable basis for discussions, the Delegation prepared a list of eleven topics for presentation to the United States in Washington.

These were:

- 1) *That the people of Micronesia will draft and adopt their own constitution;*
- 2) *That the Micronesians will be assured that there will be no confiscation of their land and no military bases will be established in the islands without full consultation and consent of the Government of Micronesia and fair compensation; that land currently held, controlled or possessed by the United States under lease or other arrangements will be renegotiated;*
- 3) *That the United States, subject to certain exemptions, limitations, and conditions, will conduct Micronesia's external affairs and provide protection from outside aggression and consult with Micronesia*

before entering into international obligations with respect to Micronesia;

4) That Micronesia will agree not to allow any other country to enter into Micronesia for military purposes;

5) That the United States will agree to an early settlement of Micronesia's postwar damage claims;

6) That the United States will remove all barriers to the free movement of Micronesians into the United States;

7) That the United States will also agree to remove all barriers to the free movement of goods from Micronesia into the United States;

8) That the United States will seek full consultation with the Government of Micronesia in matters of shipping, civil aviation and communication;

9) That Micronesians will have access to the United States Ninth Circuit Court and the United States Supreme Court;

10) That Micronesia will continue to have access to banking facilities in the United States, to the use of United States currency and postal services; and

11) That the United States will guarantee financial aid to Micronesia.

Your Delegation arrived in Washington at the end of September and, for approximately three weeks, conducted preliminary talks on these eleven topics with a United States Delegation composed of representatives from the Departments of the Interior, State and Defense, and observers from the Senate and House Committees on Interior and Insular Affairs. The Honorable Harrison Loesch, Assistant Secretary of the Department of the Interior, served as Chairman of the United States Delegation during the Washington talks (and later during the Saipan talks).

No conclusions were reached during these preliminary discussions in Washington. On the eleven topics presented, the United States Delegation generally agreed in principle with your Delegation's basic position, with the outstanding exception of the question of land control in Micronesia. Your Delegation insisted that the people of Micronesia should have unqualified control of land in Micronesia and that any United States use of land for military purposes should be subject to

negotiation between the Governments of Micronesia and the United States, while the United States Delegation presented a formula for the acquisition of land which gave the President of the United States the ultimate power to acquire land in Micronesia. The two Delegations also failed to reach agreement on another important point - whether any association between Micronesia and the United States will be permanent or in the form of a revocable compact.

Executive Meetings

The next exchange between United States representatives and your Delegation occurred in January 1970, during the special session of the Congress of Micronesia on Saipan. At that time, your Delegation was informally presented a draft bill by Assistant Secretary of the Interior, Harrison Loesch. The draft bill, which would have made Micronesia an unincorporated territory of the United States, like Guam or the Virgin Islands, was found to be almost totally objectionable. Your Delegation maintains that such a bill is in manifest conflict with the intent of the Trusteeship Agreement, with the direction pointed by the Congress of Micronesia in its mandate to your Delegation, and with the basic premises upon which the Delegation had opened discussions in Washington. Your Delegation indicated its total opposition to any United States act which would provide for the internal government of Micronesia. Your Delegation maintained that the internal government of Micronesia - its design, its administration, and its control - should be reserved solely to the people of Micronesia.

U.N. Visiting Mission

On March 18, your Delegation met with the 1970 United Nations Visiting Mission on Saipan. Mission members inquired about the Washington talks of the previous October. Your Delegation reviewed the areas that had been discussed but, because of the very preliminary nature of the sessions, did not attempt to assess areas of agreement or disagreement. The role of the United Nations in terminating the Trusteeship Agreement and the processes and procedures involved in such a termination were also discussed.

Discussions on Saipan

At the invitation of your Delegation, discussions with United States representatives were resumed on Saipan from May 4 to May 8, 1970. In these discussions, the United States was represented by an official

delegation of the Executive Branch of the United States Government. Its members were Assistant Secretary Harrison Loesch, Chairman, and Mr. Thomas Whittington, from the Department of the Interior; Messrs. Claus Ruser, Sam Peale and U.S. Ambassador to the Trusteeship Council S. Harry Wright, from the State Department; and Commander Al Kuhn and Lieutenant Colonel Thomas Stockton from the Defense Depart-

ment. In these sessions, the United States Delegation was not accompanied by any representatives from the United States Congress or its committees, as had been the case during the Washington talks.

The May talks on Saipan were surely as thorough and detailed an exchange of viewpoints as has ever occurred between authorized Micronesian and United States representatives.

Statement of Principles of the U. S. Delegation

The U.S. Delegation wishes to set forth for the Micronesian Delegation, the Congress of Micronesia and the Micronesian people the essential elements -- the principles -- of an offer for a new political status for Micronesia. This offer is made in response to the initial statement of intent of the Micronesian Political Status Commission last April expressing a preference for a status of self-government in free association with the U.S. and seeks to take into account subsequent developments including the discussions and exchanges which have taken place between the Micronesian and U.S. Political Status Delegations. It is therefore an expression of U.S. views on the total package of rights, obligations and privileges -- for both parties -- which would be involved in a political association between the U.S. and Micronesia. Obviously, some elements of this status would be subject to revision, particularly in translating these principles into formal proposals. They do, however, provide a basis on which the United States believes a future status -- beneficial for both Micronesia and the U.S. -- can be built.

It is the intent of the U.S. offer to provide for Micronesia those rights which the United States has always considered at the heart of its political system -- the rights to life, liberty and the pursuit of happiness. The provision for self-government in the U.S. offer -- the basic control by Micronesians of all branches of government -- provides the people with the opportunity to shape their own identity -- to protect, preserve and develop a Micronesian culture and way of life. The support to be provided by the United States for Micronesian development, with priorities set by the Micronesian Government, will give meaning to that identity; it will give Micronesia the tools with which to build. Finally the protection provided for Micronesia in the U.S. offer will insure permanence, security, and stability to the people of Micronesia. Micronesia -- whose history has demonstrated its strategic importance to many nations -- will know, as will the world, that it is assured of U.S. defense whenever needed and at no cost to itself.

Commonwealth of Micronesia

The U.S. offer contemplates Micronesia becoming a Commonwealth of the United States. Such an association does not mean a series of treaty relationships between two independent political entities; rather it involves much closer ties. In essence, Micronesia would become a part of the United States and would as a result assume certain obligations and receive certain rights and benefits.

This offer would provide Micronesia with internal self-government -- Micronesian control in all three branches of government. It would also define Micronesia's relationship with the United States in a manner which we believe is consistent with current Micronesian thinking: neither a relationship so close as that of a "state" nor one implying future evolution as is the case with an "unincorporated territory." Micronesia would be a Commonwealth in permanent association with the United States.

Under Commonwealth status, certain powers will be reserved primarily to Micronesia, others will be shared with the U.S. Government, and a few will be reserved primarily to the Federal Government.

Internal Self-Government

1. Structure of the Government -- The U.S. Constitutional system is based on a republican form of government, with three separate branches and a bill of rights for the protection of the people. These three requirements would have to be met by Micronesia, as they have been by the other political sub-divisions of the United States. Aside from these limits, and minor ones (such as the need for one paramount court for the Commonwealth), the Micronesian people would be able to establish a governmental structure of their own choosing.

The method by which these choices would be made by the Micronesian people should be decided by mutu-

al agreement provided there is prior agreement on the basic principles of Micronesia's new status as described herein. For example, the Micronesian people could hold a constitutional convention to define an internal government structure consistent with the terms of relationship between the Commonwealth and the Federal government. This is only one possibility, and others could be considered if the Congress of Micronesia so wishes. These are, however, merely questions of implementation and not of basic principles.

2. Powers of the Commonwealth -- In general, control of Commonwealth affairs would rest with the government of Micronesia. It would decide what roads needed to be built what hospitals or utilities provided, what harbor facilities constructed. It could take steps to protect and further Micronesian culture. The Micronesian Government could create and operate an educational system of its own choosing -- a curriculum fitted to the needs and traditions of Micronesia -- so long as free and equal education was provided to all.

The Government of Micronesia would control economic development. It would be able to provide incentives to agriculture, fishing and industry -- e.g. through loans, tax credits, or subsidies. It would be able to establish zoning laws, environmental control regulations and other requirements both to restrict the areas where economic enterprises may function and the conditions under which they may do so. Since Micronesians would be able to exercise absolute control over the sale or long-term lease of land to non-Micronesian residents, they would, therefore, be able to maintain effective control over the activity of non-Micronesian investment in the Commonwealth.

Thus, in terms of local matters and within the limits of Micronesia's dependence on financial support from the Federal government, the powers of the Commonwealth government would be extensive.

Relationship with the Federal Government

In an association such as that proposed by the U.S., there would, of course, also be many areas where the jurisdiction and responsibility of the Federal and Micronesian Governments would be shared and others where the Federal government would clearly have the predominant if not the exclusive role.

1. Shared Responsibilities

A. Legislative Power -- In the absence of U.S. or Micronesian Constitutional limitations or applicable U.S. law, the Congress of Micronesia would have full legislative authority. It is the intent of the Federal

system to place as much authority and power in the political subdivision as possible. While both the U.S. Congress and the Congress of Micronesia would have authority to legislate for the Commonwealth, in practice federal legislation applicable to Micronesia would probably more often result from the Commonwealth seeking benefits of the Federal government than from any effort to apply federal regulations or authority.

Moreover, to ensure that Micronesia has a voice in any proposed federal legislation affecting the Commonwealth, Micronesia would have a non-voting delegate in the House of Representatives. Such a delegate would represent Micronesia on committees and on the House floor, and, depending on his abilities, would also be able to exercise considerable influence. The delegate from Puerto Rico, for example, has been accorded virtually all the rights and privileges of a Member of Congress except the right to vote.

With regard to the federal statutes now in effect, Micronesia would join in a commission to be appointed by the President which would survey all such statutes and recommend to the Congress of the United States those which should be made applicable to the Commonwealth of Micronesia. The Commission would also recommend as to which federal statutes should be made applicable.

B. Judiciary -- Micronesia would have local courts of its own choosing which would enforce and interpret local laws. In addition, the U.S. Federal Court system would be expanded to include Micronesia. This would establish a Federal District Court for Micronesia with jurisdiction over violations in the Commonwealth of the U.S. Constitution, federal laws or treaties and certain other cases. The Circuit Court of Appeals and the Supreme Court of the U.S. would also be available for appeals both from decisions of the paramount Commonwealth Court and of the Federal District Court.

C. Taxation and Budgetary Support -- The U.S. offer would make U.S. federal income taxes applicable to Micronesia, with the additional proviso that all such taxes collected in Micronesia would be retained for disbursement by the Commonwealth. Alternatively, federal income taxes could be made inapplicable in Micronesia, but since this would result in a substantial reduction in potential revenues, the requirement for local taxes would increase.

Regardless of the sum of these taxes, the total of local revenues would be matched by an equal sum from the U.S. Treasury which would be credited to the Treasury of Micronesia and would be available for local appropriation. To the extent that local revenues plus the matching funds might be insufficient to provide for the budgetary needs of the Commonwealth, the U.S.

Congress would be authorized to appropriate additional funds for specific purposes, as needed. Obviously, the larger the local revenues, the larger the matching fund. Clearly, as the Commonwealth's direct dependence on the U.S. Congress for monetary support lessens, there will be fewer limitations for the establishment of economic priorities by Micronesians. It is for this reason that local collection of U.S. federal income taxes appears to be in the interest of the Commonwealth.

D. Land and Property Control -- All property, real and personal including all of the so-called public lands now held or controlled by the Trust Territory would be turned over to the Government to review the need for that land now held under agreement with the Trust Territory Government and to enter into new agreements for those lands considered necessary for the public purposes.

The Government of Micronesia would be free either to retain such public property for the public good or to make it available for private ownership. The Government of Micronesia would also be free, of course, to establish Commonwealth eminent domain procedures.

In the event the Federal government should have need for an interest in land in Micronesia for public purposes, it would first seek to acquire such interest through negotiations with the owner thereof. Any long-term use or acquisition would require prior approval by a Micronesian commission. If unable to obtain required interest in land in this manner, the Federal government would have the right to inform the chief executive of the Commonwealth of its needs and the terms of compensation considered equitable. This proposal would be forwarded to the Congress of Micronesia for review both as to need and adequacy of compensation. Disputes between the Federal government and the Congress of Micronesia concerning compensation would be referred to the paramount Commonwealth Court. Further review could be had in the Federal District Court, and thence, as appropriate, to the Court of Appeals for the Ninth Circuit. Appeal procedures would also be available for the individual whose property is involved. Any property acquired by the Federal government through such procedures would only be for public purposes and would revert to the original owner or his heirs five years after it ceased to be so used. These procedures would be unique to the Commonwealth, with no other political subdivision of the U.S. being accorded the same extent of review and consultation, in particular, the right of review by the legislature.

E. Other Areas of Shared Jurisdiction -- A number of Federal agencies might become involved in various aspects of Commonwealth affairs. In many cases such

involvement would be in the form of programs of assistance, such as in health and education, which the Commonwealth would be free to seek or not as it saw fit; naturally, if such assistance were sought the accompanying conditions would also have to be met. In other areas, such as those covered by the Federal regulatory agencies, Micronesia would be subject to and benefit from certain rules and standards and regulations in the interest of safety, health, and the welfare of its people. Micronesian interests would thus be coordinated not only in the total U.S. picture, but internationally as well. Micronesia's voice would be heard prior to decisions on such matters. As noted above, Micronesians will also participate in a commission to examine existing U.S. statutes and to make recommendations as to their applicability to Micronesia.

2. Areas Reserved for the Federal Government

A. Foreign Affairs -- The President is responsible for the formulation and implementation of foreign policy for all of the United States -- the states, the territories and Puerto Rico. This would be true of Micronesia as well. The President, using the power and prestige of the United States as a whole, seeks to follow a policy or policies which will bring benefits to the people as a whole.

Although this power is reserved to the Federal government, this does not mean that Micronesia would be cut off from the outside world or forbidden direct contacts with foreign individuals and officials: quite the contrary. So long as Commonwealth interests in such contacts are consistent with U.S. national policy, the Federal government would assist and encourage the Commonwealth government. This would be particularly true with regard to Micronesian efforts to increase commercial contact, whether in terms of trade or tourism, and would also extend to cultural contacts and other matters. Where policy is directly involved, Micronesian views would be welcomed and would receive sympathetic attention. There is an office in the State Department specifically responsible for assisting states, territories and commonwealths in making legitimate contacts and in insuring their views are heard.

B. Defense -- Micronesian security would be assured in a climate that would for the first time guarantee genuine self-government. Moreover, the costs of such security which would be immense for an area the size of Micronesia, will be borne by the U.S. and will not be a drain on Micronesian internal development. Moreover, being part of the United States is not likely to make Micronesia more of a target; in view of modern strategic weaponry, any attack against the United States

would almost certainly concentrate on major population and industrial centers, thus bypassing Micronesia.

C. Status of Micronesians -- Micronesians would in effect be offered a choice between two statuses. The U.S. proposal would provide the current citizens of the Trust Territory with the status of U.S. nationals, but they could, by simple application to the Federal Court, become U.S. citizens. These are the only two types of status existing in the U.S. system (aside from resident aliens). This would not preclude the Commonwealth from establishing criteria for legal residency in Micronesia.

D. Freedom of Trade and Travel and Equality for All within the U.S. -- The U.S. Constitution provides for freedom of trade and travel between all parts of the United States; these provisions would also extend to Micronesia. This would allow free access into the U.S. for Micronesian goods, and Micronesian travel for any reason, including business, studies or pleasure.

E. Postal, Currency and Banking Regulations -- The Federal Government reserves the right to issue currency and to run the postal system, and would include Micronesia in that system. Federal banking laws would also apply to the Commonwealth and would tie it into the U.S. commercial banking system.

Micronesian Response to United States Proposal

Your Delegation finds the United States proposal unacceptable. Although it is not without some attractive features, the United States proposal sacrifices Micronesian interests on several basic issues: control of land, control of laws, and control of any further consideration or change of political status. Your Delegation maintains that such controls cannot be granted to any non-Micronesian power, however friendly. The right to control the use of Micronesian land, to control laws applicable in Micronesia, and to unilaterally change political status cannot be compromised or shared. These rights, your Delegation maintains, are nonnegotiable.

Your Delegation does, however, recognize that the United States proposal offers several substantial advantages which might not be obtained under a status of Free Association or Independence. By becoming a permanent part of the United States, Micronesia would be eligible for assistance under numerous United States Federal programs. United States citizenship for Micronesians would also bring several financial advantages such as guaranteed minimum wages and educational opportunities. The United States Congress would also be more likely to continue long-term financial and technical aid and development programs under such a relationship. While acknowledging the substantial benefits of the United States proposal, your Delegation declared:

"We recognize that under free association, or as an independent state, we might be treated less generously than would be the case if Micronesia became a Com-

monwealth. To some extent, however, this would be counteracted by the greater freedom we would possess to seek assistance elsewhere. But, fundamentally, our position is that the legal rights we consider essential to the effective protection of a Micronesian identity cannot be bartered for financial and economic advantages."

In our concluding section, following this chapter, your Delegation will seek to assess the underlying disagreement between the United States and Micronesia positions. In this chapter, we will confine our analysis to the United States proposal, without commenting on what it suggests about the nature and rationale of American interest in Micronesia.

(1) Control of Land

a. United States governmental power over public and private lands in Micronesia

Under the terms of the United States proposal, the United States Government would have the right to retain the land it now holds as military or government retention areas. In addition, the United States Government would retain the power to take privately-owned Micronesian land and land controlled by the Government of Micronesia for public purposes of the United States. In commenting on these retained powers, the United States Delegation contended their proposal "would provide protection of Micronesian control of land to the maximum degree possible and consistent with the interests of the American political family, including the Commonwealth of Micronesia."

Your Delegation replied as follows:

"...Because of our circumstances, as well as of our traditions, we insist that Micronesian control of land must be unqualified. This does not mean that a Government of Micronesia would not be ready to enter into negotiations with the United States for the lease of certain areas. Moreover, in making this statement, we are fully conscious that the United States would be the more powerful partner to such negotiations. But, on the issue of legal control, we are unable to agree to any compromise. This, indeed, has been one of the primary motives for insistence upon a relation of free association."

b. Non-Micronesian ownership of land

Under the terms of the United States proposal, Micronesians would become United States nationals or United States citizens. Therefore, unless special restrictions were established, non-Micronesian American citizens would enjoy full rights to purchase Micronesian land. Realizing that Micronesians desired some means to control the sale of land in Micronesia to non-Micronesian citizens and businesses, the United States proposal established "legal residency" as a means of controlling non-Micronesian ownership of land. While your Delegation recognized and appreciated the United States attempt to provide some safeguards of Micronesian land ownership, it doubts that such safeguards can be established within the context of the current United States proposal.

(2) Control of Law

The basic document of Government in Micronesia, the Constitution, would be limited or restricted by the fact that it could not contain provisions contrary to the United States Act establishing the Commonwealth relationship or the Constitution of the United States. As to subsequent legislation in Micronesia, the United States Congress, as well as the Congress of Micronesia, would have the authority to legislate for Micronesia. Micronesia would have no more than an advisory role in determining which United States laws would be applicable in Micronesia. No law enacted by the Congress of Micronesia could be inconsistent with the Constitution of the United States, laws of the United States, or treaties entered into by the United States. Thus, the people of Micronesia's right to draft and adopt their own Constitution and the Government of Micronesia's right to legislate and govern in the best interests of its people would be severely limited by the substantial powers retained by the United States Government and

subject to its multiplicity of policies and interests, both within and outside Micronesia.

(3) Control of Future Status

The single most objectionable feature of the United States proposal is that Commonwealth status would be permanent and irrevocable. In the Future Political Status Commission's Statement of Intent and later report, as well as this Delegation's position statements, Micronesian representatives have consistently pressed for a status which is unilaterally terminable. Your Delegation has emphasized that any relationship with the United States would be negotiated in good faith, would be solemnly undertaken, and would be intended as an open-ended, long-term partnership. But your Delegation also insists that Micronesia's relationship with the United States must, in the final analysis, be free--freely entered into and freely continued.

The United States proposal, however well-intentioned, would make Micronesians an insignificant, remote minority at the mercy of whatever changes in policy, politics, and administration occur in the United States. Of course, Micronesians would hope that the association between Micronesia and the United States would prosper, and that it would survive any and all shifts in United States policy. Still, times and nations change and if, as a result of such changes, the quality of the relationship between the United States and Micronesia were to deteriorate, Micronesia must have the power to alter or, after due process, to end that relationship. While your Delegation can look forward to, and work towards, an enduring relationship with the United States, it cannot support an arrangement which would make that relationship permanent from the very beginning.

Because the United States proposal crucially compromises Micronesian powers in the areas cited above, your Delegation found that the proposal was unacceptable. Another measure of the proposal's unacceptability can be found in its substantial failure to respond to any of the four principles and legal rights which your Delegation offered as a non-negotiable component of any future association with the United States.

(1) While your Delegation stated that "sovereignty in Micronesia resides in the people of Micronesia and their duly constituted government," the effect of the United States proposal would be to make Micronesia a part of the United States, with large, undefined residual powers retained by the United States Government.

(2) Your Delegation proposed "that the people of Micronesia possess the right of self-determination and may therefore choose independence or self-government

in free association with any nation or organization of nations." By its rejection of the Micronesian concepts of Free Association and Independence, the United States Delegation, whatever its theoretical stand on Micronesian self-determination, raises some doubts as to whether its actual practice conforms to the above proposition.

(3) Your Delegation proposed "that the people of Micronesia have the right to adopt their own constitution and to amend, change or revoke any Constitution or governmental plan at any time." While the United States proposal does allow for the drafting and adopt-

ing of a Micronesian Constitution, it does not acknowledge or recognize that such action is the right of the people of Micronesia. Instead of acknowledging this right, it "authorizes" the people of Micronesia to adopt their own Constitution, within certain restrictions and limitations.

(4) Your Delegation proposed "that free association should be in the form of a revocable compact, terminable unilaterally by either party." The United States insistence on a permanent relationship which has its basis in a United States Act is in direct conflict with this proposition.

Conclusion

As the previous chapters will have made clear, discussions between the United States and Micronesian Delegations did not lead to any major agreement about Micronesia's future political status. The United States Delegation did not accept Micronesian concepts of Free Association and Independence, and the Micronesian Delegation found the United States proposal for Commonwealth status unacceptable.

It seems clear, then, that the two Delegations arrived at something of an impasse concerning Micronesia's future. It remains for us to ask: Why are the two sides at such a distance in their thinking about the future of these islands? What are the origins of this conflict?

In its closing statement in the May talks, the United States Delegation stated that "we had hoped for a more forthcoming approach by the Micronesian delegation in recognizing and seeking to relate your position to the very real United States concerns and practical limitations, of which we have previously spoken, in seeking to arrive at a mutual accommodation."

Perhaps this alleged lack of a "forthcoming approach" on the part of your Delegation may be a reason that no agreement was reached. However, in view of the above statement by the United States Delegation, your Delegation wishes to suggest some other factors which might have also contributed to the failure to reach agreement:

(1) *First and foremost, United States security interests in Micronesia seem to be the overriding consideration in their offer and in the position of the United States Delegation on Free Association and Independence, especially on the issues of unilateral termination and control of land. The United States undiminished and inflexible strategic interest in Micronesia was underscored by the United States Delegation's official*

statement that "From the United States viewpoint, the security situation in the Pacific region, which was recognized in 1947 in the strategic trust arrangement, remains essentially unchanged."

(2) *Second, the position of the United States seems to be based upon its past experiences with its territories and possessions, and the precedents and types of relationships which have been established in conjunction with its territories and possessions. Thus, the United States seems reluctant to seriously consider a unique relationship for Micronesia. In the past it has offered Micronesia the status of an unincorporated territory similar to Guam or American Samoa. It now seeks to fit Micronesia into the Commonwealth slot, based upon a status similar to that of Puerto Rico.*

(3) *Third, the two Delegations approached the May discussions in different manners. Your Delegation hoped to center discussions on the major issues and questions to be resolved, and to reach agreement on general propositions defining a new relationship of free association. The United States Delegation entered the May discussions with a firm proposal, and hoped to center discussions upon it. The result was that since the United States had a firm offer from which it was not authorized to deviate in substance, it was faced with the prospect of defending or selling its previously determined positions, rather than freely discussing the principles or issues raised by your Delegation. Moreover, the United States Delegation showed slight inclination to discuss such a topic as Micronesian claims which, although not directly related to the question of status, should be resolved before any change in status is made.*

(4) *Lastly, there is the matter of the attitude of the United States Delegation and its apparent misunderstanding or misinterpretation of the wishes and desires of the people of Micronesia. There seems to be implicit in the United States offer and position, the attitude or belief that most of the people of Micronesia desire to become Americans and for their islands to become part of the United States, and that this is naturally so. There also seems to be an attitude on the part of the United States Delegation that it can best determine what is the best status for Micronesia, offer this status to the people of Micronesia, and have their decision approved. In other words, they believe the future status of Micronesia should be determined by what they decide to offer, rather than what the people and their leaders choose.*

Since there appears to be an unresolved conflict in the attitudes of the two parties, your Delegation reaffirms its position that the Micronesian people must attain full self-government.

Your Delegation believes that if the people of Micronesia are to preserve their identity and individuality and obtain full self-confidence and human dignity, the means must be established whereby the values, traditions, and cultures of Micronesia are preserved. Your Delegation maintains that only a Government of Micronesia, internally self-governing with full Micronesian control of all its branches, can adequately preserve the Micronesian heritage, and enhance the identity, individuality, and dignity of the people of Micronesia.

Under our present quasi-colonial status, the identity, individuality, and dignity of the people of Micronesia are being suppressed. American power and influence are currently so dominant in Micronesia that Micronesia and its people are being "Americanized" at an ever-increasing rate. This is having a tremendous effect upon all aspects of Micronesian life and society, and it will be impossible to control this influence until the people of Micronesia can establish their own government.

Your Delegation believes for the above reasons, that self-government is essential for Micronesia, and that it is extremely important that it be achieved as soon as possible. So long as the present system is maintained, and the United States influence on Micronesian life and society is allowed to grow unchecked, our ability to preserve the dignity and identity of the people of Micronesia will be severely hindered.

Your Delegation is confident that the views here expressed conform, in the most part, to the views and desires of the Congress of Micronesia, and the people of Micronesia. This matter was discussed in the Report of the Future Political Status Commission. This con-

cern is also shared by the 1970 United Nations Visiting Mission, which made the following statement in its report to the Trusteeship Council.

"The people of Micronesia are far from alone in wishing to preserve the unique qualities of their own way of life, while achieving the benefits of the modern world. But the very size and power of the United States inevitably has under the existing constitutional relationship a large and rapidly increasing impact on, with consequential changes to, many aspects of Micronesian society. Such an impact may well take place in spite of the intentions of the Administering Authority itself; and for that matter it must be said that by no means all Micronesians are opposed to the changes it brings. Nevertheless, the people of Micronesia would clearly be in a better position to decide themselves on any limitations to external influences on their way of life if the Government of Micronesia were in their hands. This would, moreover, be fully in accordance with the letter and the spirit of the Chapter and the Trusteeship Agreement. It is for these reasons that, in spite of the reluctance of many of the Micronesians whom the Mission met to contemplate any early change in the status of the Trust Territory, the Visiting Mission feels that it would be desirable for the people of Micronesia to determine their future status sooner rather than later."

Matters for Consideration

It is difficult to say when, or how, the dispute over Micronesia's future political status will be resolved. Whether that resolution will come "sooner rather than later" is likewise beyond the control of your Delegation. But the fact that negotiations so far have not resulted in an agreement, does not mean that the Congress of Micronesia's activity in this area should be suspended or postponed. On the contrary, for as long as the current impasse continues, the Congress must take steps to see that the day-to-day operations and the year-to-year budgets and the long-term planning of the Administering Authority are not pointing Micronesians towards a political and economic dependence which will foreclose their right to "self-government or independence."

There are steps which should be taken now to increase the degree of self-government in Micronesia and to protect future generation's freedom and power of choice.

Whatever their disagreements - and they are considerable - about Micronesia's future political status, the Administering Authority, Micronesian representatives, and the United Nations have all agreed that Micronesia

must eventually be self-governing. No matter what the name or the nature of Micronesia's future political status, it will surely provide for more self-government than presently exists in Micronesia.

Because any likely change in status will require further self-government, and because more Micronesian control is already necessary to check the American influence on Micronesia's life and social system, it is necessary that certain interim steps be undertaken now to increase self-government, to point this trusteeship in the direction of self-government. We must begin our transition to self-government now, even though the final nature of this government - Free Association, Independence, Commonwealth - has not yet been decided.

Some of the transitional changes which your Delegation believes should be considered are alien to the American system of government, especially to the doctrine of separation of powers. They are designed to increase the policy making influence of the elected representatives of the people of Micronesia. It is these representatives who should have an ever-increasing role in the affairs of the Government of Micronesia, in the executive branch as well as in the legislative, and at both the territorial and district levels.

Your Delegation believes that the doctrine of separation of powers has long been applied in an exaggerated form in Micronesia, and has at times been used as a rationalization for limiting the powers of the Congress of Micronesia and the District Legislature. That doctrine is designed for a system of government in which the executive and legislative branches are approximately equal in power, and where both are responsible to the people. This is simply not the case in Micronesia. The 1970 United Nations Visiting Mission made a similar observation on this matter in its report to the Trusteeship Council. It stated:

"...It seems to the Visiting Mission, as indeed it did to its predecessors, that there is a good case for considering whether the rigid application of the theory of the separation of powers, formulated more than two hundred years ago in radically different circumstances, is the best possible basic constitutional theory to apply to a scattered island community. . . . Micronesians would be well advised to give more thought to simplification as well as decentralization of their system of government. It is obvious to any observer that one of Micronesia's greatest problems is to try to weld together the scattered and diverse populations which constitute the Trust Territory. One must ask whether any system of government dedicated to a separation of governmental power, itself predicated on the existence

in a society of important groups contending for power, is really the best framework in which such a society as Micronesia's should be obliged to make its major political and economic decisions."

The transitional changes which the Congress of Micronesia should consider, and upon which it might want to take action immediately, fall into two general categories: those relating to the central or territorial level, and those relating to the district level.

Territorial Level

1. Executive Council. At the territorial level, the most important change the Congress should consider is the creation of an Executive Council. The Executive Council would consist of the High Commissioner (as Chairman or President), members of the Congress of Micronesia, and senior officers of the Administration. Preferably, the representatives of the Congress of Micronesia would compose at least fifty percent of the voting membership. The function of the Executive Council would be to exercise final decision-making power in the executive branch of the Trust Territory Government.

Insofar as the Council became a forum for the initial formulation of policy, it would enable Micronesian representatives to fill a constructive role in the work of the executive branch. The functions envisioned for the Executive Council could not be fulfilled by a body wholly composed of civil servants. Even if some of these were Micronesians, their obligations as civil servants would prevent them from adequately representing the people of Micronesia.

2. Approval of Appointments. Another transitional change which might be considered at the territorial level is to give the Congress of Micronesia the power of advice and consent in the appointment of the next High Commissioner, and over appointments to all other key positions in the Trust Territory Administration. The latter was recommended by the Committee on Government Organization of the Congress of Micronesia in its report last July, but to date no action has been taken in this regard.

3. Legislative Control of Budget. Another transitional change might be for the United States Congress to immediately match the amount of locally-generated revenues collected by the Congress of Micronesia, and to allow appropriation of such amount by the Congress of Micronesia. This is included in the United States offer of Commonwealth status, but the Congress of Micronesia might consider recommending its implementation at this time, since the present involvement of the

Congress of Micronesia in the apportionment of United States Grant Funds is purely advisory. In addition, the United States should immediately enter into discussions with the Congress of Micronesia to develop a plan for turning control for the entire Trust Territory budget over to the Congress of Micronesia as soon as possible.

District Level

While the Congress of Micronesia should assume increasing control of the Trust Territory's policies, appointments, and budgets, self-government might likewise be accelerated on the district level. While district administrations now function as extensions of the executive branch, your Delegation proposes they assume more of the responsibilities and powers of bona fide district governments. In brief, your Delegation proposes that what are now district administrations become more like district governments. By making district administrations more like district governments and by making the district governments answerable to the people, Micronesia's valued heterogeneity could be safeguarded. Just as the Congress of Micronesia's involvement in the central government will safeguard the over-all Micronesian identity, reorganized district governments could safeguard the interests, identities, and traditions of the individual districts.

Further Steps on Status

There are certain measures directly related to status which your Delegation requests the Congress of Micronesia to consider:

(a) Convening of Constitutional Convention.

Under all three alternative statuses which have thus far been discussed, the internal structure of the Government of Micronesia would be determined in the most part by the people of Micronesia through a Constitutional Convention. The Congress of Micronesia might consider the possibility of convening a Micronesian Constitutional Convention in the near future, before the final political status is chosen. Such a Convention, consisting of members of the Congress of Micronesia and additional members specially elected to it, would not make final decisions regarding the internal structure of government or the future political status; but it would discuss, in detail, the various alternatives open to Micronesia and probably make formal recommendations. The major advantage to calling such a Convention before the final status question is decided is that it would involve a much larger number of Micronesians in determining their future political status.

Because the deliberations of the convention would be public, it would provide an excellent forum for discussion and for increasing the understanding and awareness of the general public of the status question. When the Convention was over, and its members had returned to their homes, the level of discussion in the districts would be much higher, and many more people would be aware of the alternative forms of government available to Micronesia, before they were requested to make a final decision on their future. In fact, this would seem to be the best means of political education available to Micronesia at the present time.

Congress might consider appointing a Constitutional Drafting Committee to prepare basic constitutional draft proposals for consideration by the Convention.

(b) Economic Implications of Free Association and Independence

Whatever its political status, the Government of Micronesia will be expected to account for a much larger share of the cost of operating a government and providing government services than it does at present. The State of Micronesia's economy - its current underdevelopment and its ultimate potential - have a crucial bearing on the Trust Territory's political future. The state of the economy will also influence the amount of financial assistance required from outside sources for some time in the future. This indeed is a "practical consideration" which must be dealt with by the Congress of Micronesia.

The economic policies of the United States in Micronesia have lacked any real long term goals and objectives, despite the fact that the United States is obligated under the Trusteeship Agreement to "promote the economic advancement and self-sufficiency of the inhabitants." Your Delegation recommends that the Congress of Micronesia consider establishing a special committee to conduct an economic survey determining a viable economic plan which is directed toward Micronesian self-sufficiency. This study should include possible investment by and trade agreements with countries other than the United States. It should also have as one of its major goals the determination of the amount of outside financial assistance which will be necessary to support the Government of Micronesia during the time before Micronesia becomes self-sufficient.

(c) Expert Legal Assistance.

Your Delegation believes that the discussions between representatives of the United States Government and the Congress of Micronesia have now reached the stage where, no matter what form of political status is

finally decided upon, the Congress of Micronesia should consider obtaining outside expert legal assistance. The major task in any future discussions or negotiations will be to convince the United States Government of the validity and rightness of the Micronesian position, a task that will require spending a great amount of time in Washington talking to members of the United States Congress and the Executive departments. It therefore might be useful to retain a law firm to assist in this work.

(d) United Nations Participation.

Although discussions so far have involved representatives of the United States and Micronesia, your Delegation remains aware of the need for, and desirability of, United Nations involvement in activities relating to Micronesia's future political status. The current deadlock in our negotiations - the conflict between American and Micronesian positions - particularly calls for a heightened United Nations attention to the problems of this Trusteeship. Your Delegation recommends that the Congress call the attention of the United Nations to the circumstances described in this report and solicits United Nations' study of and counsel in this dispute. Your Delegation further acknowledges the Special Committee on Decolonization's interest in conditions in the Trust Territory and its desire to examine circumstances here at first hand. For its part, your Delegation urges such scrutiny by the Special Committee.

Apart from the role it takes in the settlement of the underlying debate about status, the United Nations can be of assistance in other ways: through its explanation of the issues and questions involved in the termination of the Trusteeship and through its involvement in a program of political education and information for the people of the Trust Territory.

(e) Further Deliberation and Action on Status.

Your Delegation believes that, despite the differences described in this report, there is some advantage in continuing negotiations with the United States. In addition to further dialogue with representatives of the executive branch of the United States Government, there is the possibility of discussions with members of the United States Congress who, although not represented in the May talks, must eventually endorse any change in Micronesia's political status. In any case your Delegation believes that the Congress of Micronesia ought to consider each of the political alternatives on its merits, decide which to endorse, and take steps, or authorize a delegation of members to take steps, leading to its achievement. In short, there are now three alternative arrangements before the Congress and, in order to proceed any further towards a resolution of the status question, the Congress must indicate what its future intentions are.

Summary

Your Delegation must end, as it began, by noting that this was not the first report on Micronesia's future political status, nor will it be the last. The negotiations reported upon were not intended to be final, although the range of disagreement was probably much wider than either Delegation had expected to encounter.

There is a disagreement about Micronesia's future and this means that the Micronesian leaders must continue their efforts to see that the right of the people of Micronesia to determine their own political future will be protected and respected. Because of this disagreement, we must continue to think of our eventual political status, not only as a negotiated future goal, but as a freedom that must be provided for, planned for, and defended, every day.

Statement by Chairman of United States Delegation

By early autumn we hope to have a clearer idea of how the people of Micronesia view our proposal. The (Nixon) Administration proposal is an important step in a series of discussions that were initiated by Micronesian Congress officials in an effort to settle their future status. Although no agreements have been reached, there

has been a full and friendly exchange of views on the principles and procedures involved in a Micronesian association with the United States. The United States Congress is being kept fully informed on our progress. We have not asked them for commitments, nor have we received any, since discussions are still in progress.

ON THE GO

Ponape - Between Flights

with Jeffie Gillespie

Kaselehlia! On your way from here to there, you decided to stop off and "see" Ponape in some two-and-a-half days. When and where to start .. and what to do? Answer: Now, and what and where are up to you.

There are as many ways to experience Ponape as there are people. Your own mood and preference will lead you. Rain or sea spray are almost constant companions .. and a waterfall, stream plunge or shower at the end of the trip will refresh and relax. Ponape's on the near side of standard tourist development, which means it's fresh and informal and personal .. and what happens is up to you.

If you're feeling practical and haven't yet made hotel reservations (which you should do well ahead as space is tight) address: Economic Development Office, Ponape, East Caroline Islands 96941 or write to the individual hotels. Prices listed here are as of summer of 1970. You can try for rooms now at: the Kaselehlia Inn near the end of the causeway from the airport (a BED in a double room for \$4.50/night; meals are \$4.50/day .. now as a government operation .. but due to go private with new rates and arrangements); the Cliff Rainbow Motel overlooking the shore at Niseitamw (\$10, \$15 and \$18 for single, double or triple occupancy of cabins); the Hotel Pohnpei nearby with the same

rates in cabins; or the Kawaii Inn, five minutes south of town along the lagoon shore with rooms for \$5. If you can't get reservations but are flexible, there is always some place to sleep .. it can be exciting, though definitely not standard or fancy.

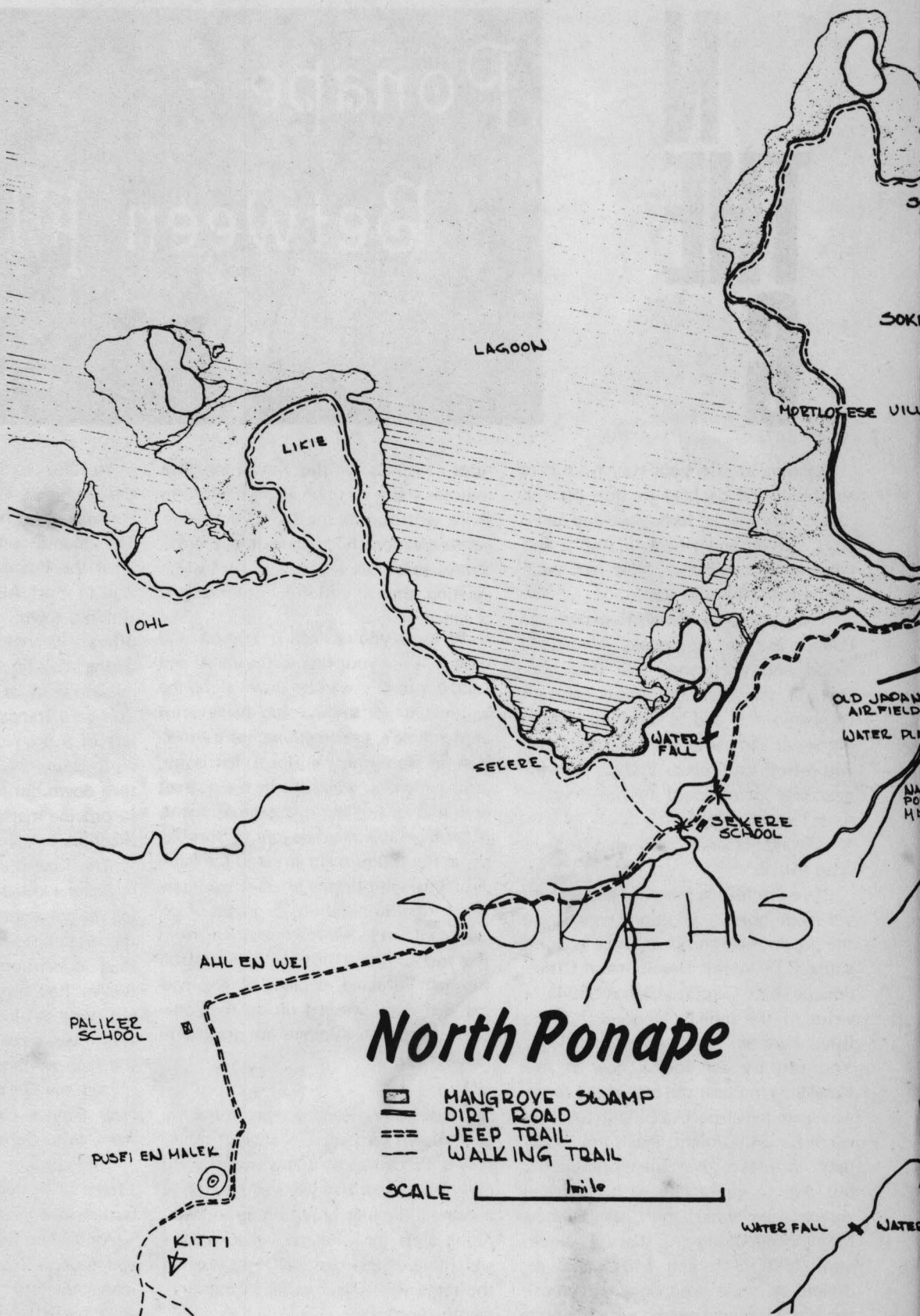
Perhaps you're feeling restless and daring. Cast your fate to the winds and follow a road .. wander down along the waterfront for sashimi and banana-rice at Mendiola's, or something more American at Joe Henry's (local foods by arrangement) .. walk up the main street and find a fish-and-rice establishment, order from the menu-de-jour at Stewo's, or, at the end of main street in the Palm Tree Inn, with drinks after. Investigate the Agriculture Station, its groves of exotic plants and view the mountains from the top of the office building .. stroll through Porakied, a piece of Kapingamarangi Atoll washed up on the Ponapean shore (the Kapingis are great with handicraft).

Historically, Ponape was ruled by two known dynasties in ancient times. It was discovered by the western world only a hundred fifty years ago and soon became a popular provisioning and wintering stop for whalers .. with traders and more or less piratical types sharing the stage with missionaries in the nineteenth century.





In 1886 the Spanish arrived and built the Santiago Colony. Months later, Ponapeans burned the town and fort. The Spanish rebuilt and ruled a little until the Spanish-American war. The wall of Fort Alphonso XIII remains in Kolonia town. The crumbling parapet offers a view of mountains and sea, bordering the hospital and the Catholic mission with its school. Inside the mission yard stands a bell tower, all that is left of a pre-World War One, German-built church. The church proper was torn down during the second world war to provide materials for a Japanese fortification.

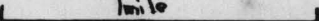
The Kawad clan and their supporters in Sokehs killed three Germans, including the governor, on October 8, 1910, in the first engagement of a rebellion over road construction in their territory. (We've had road problems ever since, but none so bloody, mostly muddy.) It took over three months to quell, with the help of those Ponapeans who supported the German administration, the New Guinea constabulary, and sailors from four German cruisers.

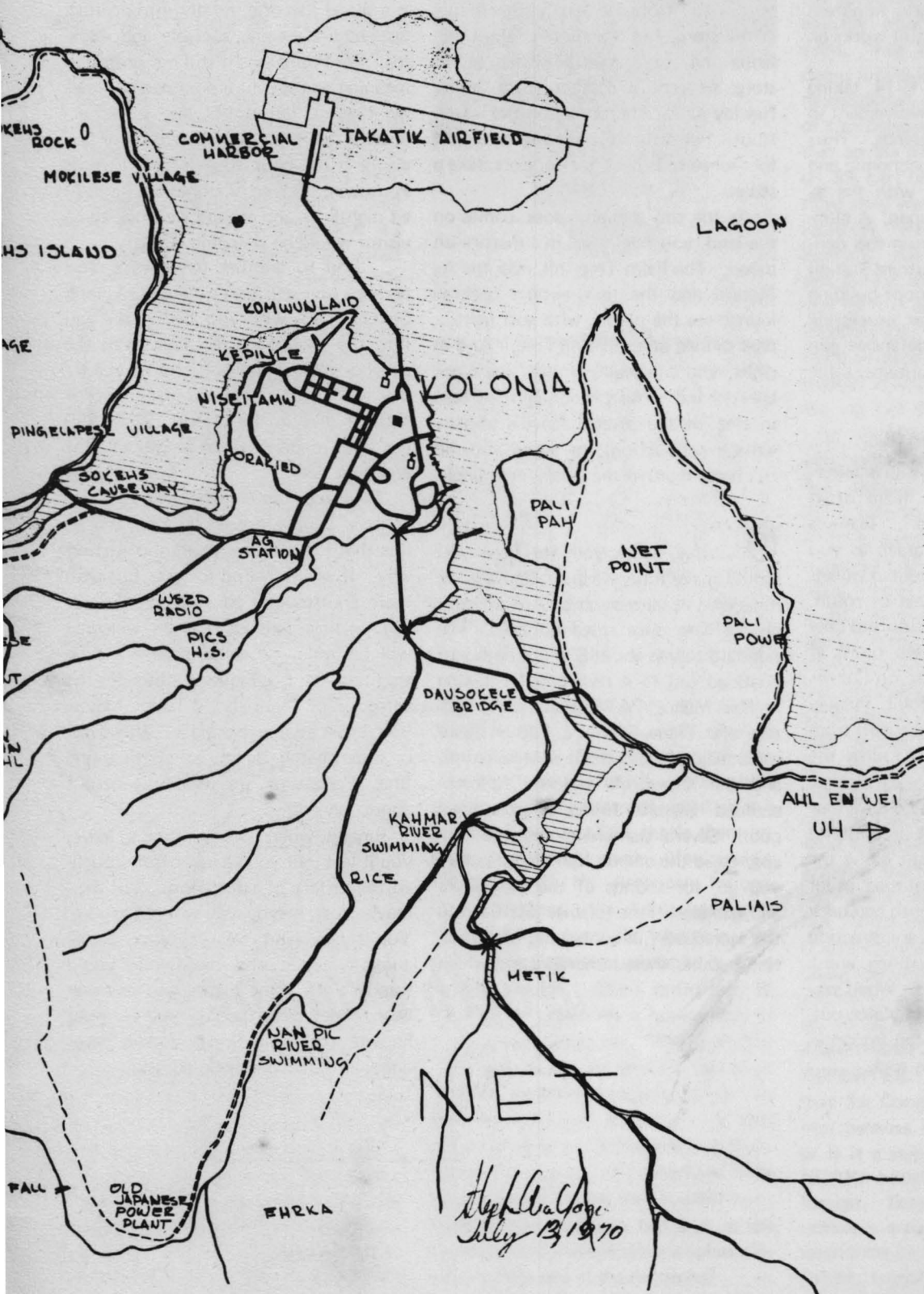
In February of the following year, fifteen of the leaders were executed and buried in a mass grave in Komwunlaid, Kolonia. The Governor, his several aides and four sailors are buried in the German cemetery in Kepihne, Kolonia. Also buried there is another governor



North Ponape

-  MANGROVE SWAMP
-  DIRT ROAD
-  JEEP TRAIL
-  WALKING TRAIL

SCALE  1 mile



who died soon after digging up the bones of Isokelekel, the outsider who overthrew the Saudeleur dynasty and became the first Nanmwarki hundreds of year ago. (And magic still works on Ponape!)

The Japanese came in 1914, taking advantage of Germany's involvement in Europe, to acquire the islands. They encouraged colonization, economic and agricultural development, with the islands considered part of Japan. A number of structures remain from this period, among them the Agriculture Station office, the Public Works shops building on the waterfront, a sugar processing plant in Metalanim, and defensive gun emplacements on the mountains, some within a half-day climb.

The setting of Ponape is all-enclathing foliage rolling down from often cloud-shrouded mountains .. features come to you out of the green as you approach. By foot or on rented wheels you can head out east, west or south. You can go by the Ag Station and take a right .. and the next two rights at succeeding forks and you're on Sokehs island, with villages of Mokil, Pinglap and Mortlock people: the overflow from crowded atolls. You can follow the waterfront south to Dausokele Bridge. Cross the bridge and turn left for a four mile walk (on rough trail) around Net Point. Or continue straight along the ahl en wei, the main coastal road, as far as you please. Or circle south and back across the Kahmar river. Every direction provides vistas, pleasant walking, and a chance to greet Ponapeans. When you return to the bridge, sit and watch outriggers gliding back from the lagoon as the sun sets behind Sokehs rock.

If you'd rather ride than walk, you can take a taxi most anywhere the road goes for less than a dollar. Or you can rent a car: from Bernard Helgenberger at his store, Lee Mendiola at the Kaselehlia Inn, or Martin Christian at his store; or rent a scooter from Johny Hawley at Air Micronesia on the waterfront. For distance, a scooter or rugged four-wheeler is best; for comfort, take a sedan.

As the sun sets and dusk comes on the land, you might feel in a martini-ish mood. The Palm Tree Inn, near the Ag Station and the new airport cocktail lounge are the places, with soft lights .. plus dinner at the Palm Tree. And at night, you can walk through the night breezes and fantasy-moonlight, or take in one of the several movies (mostly vintage production), or apply yourself to one or more of the bars .. and mingle.

One day while you are here you should make a boat trip to Nan Madol, ruins of a canal-crossed city of a lordly people who once ruled Ponape. The standard tour is about \$25 per outboard boatload (up to 4 or 5 people), taking in Nan Madol, PATS (Ponape Agriculture and Trade School .. Father Costigan's major development in Metalanim), and the Kapworohi waterfall, a rock-studded cascade filling a stone-lined pool. Several pamphlets describe Ponape. Read the one on Nan Madol before you go, for sounds of the Saudeleurs and Isokelekel, the tortoise sacrificed to the sacred eel .. a continuing oral tradition peoples these hundred islets, which

otherwise are pretty cold stone.

One night you may want to join in the traditional sakau ceremony. Sakau is a bland narcotic, mildly intoxicating, taste-bud deadening, sociable and relaxing. For Ponapeans it still has profound meaning, as the root is pounded on great bell-ringing, flat stones, and served according to strict precedence. For the visitor it can be a close-in feel of things Ponapean. Dozen of stones are pounded nightly in and around Kolonia, and a visitor would be welcome at many.

.....And so another day dawns, and perhaps you will find someone to climb Sokehs Rock with you, or to take you into the mountains, or to one of the other dramatic waterfalls .. or maybe today you'll rent a boat and just cruise, or fish, or dive in the lagoon (\$10 - \$50 per boat, depending on length of time and boat size).

Take your camera wherever you go .. scenery, people, houses, boats .. there's lots that's photogenic in an uncontrived way. It wasn't set up for you, but with basic courtesy on your side (Polaroids can be nice that way), your welcome will be wide. Ponapeans have a deep tradition of hospitality, although the category of "tourists" is new. Maybe you'll pass people making an earth oven, or some thatch, or a boat. With asking first, Ponapeans are usually generous about photos.

Finally, when it comes time to leave, you'll feel that you've just barely touched the surface of a deep pool .. but then maybe, just maybe, you won't go today! You'll stay and take another plane, another day .. and meanwhile you'll wander into some places you've never been, meet some people you've never known, try some things you've never done, on this unscheduled isle.

DISTRICT DIGEST

a quarterly review of news and events from the six districts

Truk Final inspection of the new Truk hospital was conducted beginning Aug. 17. The result was certification, except for a few minor jobs the contractor hoped to finish very soon. The dental and public health personnel have moved to their clinics nearby. The training program for nurses under the supervision of Sister Francella will continue and the hospital boat will also maintain her lagoon schedules in support of field programs. ..In construction news: site preparation for the new courthouse is underway and work continues on the Continental Hotel at Southfield with a tentative opening date of Oct. 15. Road improvement to the hotel site is moving along. ..Fire destroyed the home of Dr. Ashley Aitkin. Many thanks go to the Civic Action Team for its assistance in saving some of the furniture and other belongings. ..The district field trip vessel M/V Truk Islander suffered engine trouble at sea between Satawal (Yap) and Puluwat. Rescue assistance came from the Navy's USS Wandank and the M/V Palau Islander. Thanks were extended to the crews of both vessels for their timely assistance in the rescue mission. ..Truk lagoon was named as one of the finest scuba diving spots in the world by two men who should know: Paul Tzimoulis, editor of Skin Diver Magazine, and Ken Seybold, president of Bay Travel Inc. of California. After their diving tour, they presented a Japanese helmet to residents of Truk through DistAd Juan Sablan. The war memento, taken from one of the many ships lying on the lagoon bottom, will be decorated with a memorial plaque. The diving duo is seeking a sponsor to establish a museum for Truk so that visitors can see a collection of objects from the deep without having to go underwater.

Marshalls Signs of progress are clearly visible in the district. At Arno Atoll, the road, water catchment and school have been completed through the help and supervision of the U.S. Navy Civic Action Team. Also with the aid of the Seabees, the road to Laura and the Marshall Islands High School cafetorium are nearly finished. Students have been getting training while helping in the cafetorium project. Capital improvements also include new communications buildings near completion, 16 apartments well underway, and the new 10,000 watt broadcast station in the midst of construction. ..According to Jim Pruter, Gen. Mgr. of Lagoon Aviation, their facilities are near completion. Finished is a 24,000 gallon water catchment and the combination hanger/living quarters. In Sept. this inter-island airline is scheduled to receive its first aircraft: a Gruman Super Wedgon, 300 h.p., twin engine amphibian. ..Sea transportation has improved a great deal with the MV Ralik Ratak and Mieco Queen being added to the fleet of field trip vessels. Now trips are being made to the outer islands on monthly schedules. ..The district is saddened by the deaths of two important men in district administration positions: Johnny Silk, elementary school superintendent, passed away in June, and Helmer Lejena, Majuro's hospital administrator, died in July. ..Twelve members of the District Legislature visited the Congress of Micronesia during sessions on Saipan as part of their continuing political education and observations of other lawmakers in action. ..In the latter part of July, Mrs. Elizabeth Farrington, Director of the Interior Department's Office of Territories, concluded her visit to the Terri-

tory's districts with a stop in Majuro. ..Twenty scholarships were awarded to Marshallese students who will be seeking further education outside the TT. These scholarships are funded by the District Legislature through funds collected through local revenues.

Palau The quarter just past saw two significant elections in the Palau District. In the Koror mayoral race, Judge Fritz Rubasch defeated incumbent Chief Ibedul Ngoryakl and became the mayor of the largest municipality in Palau. Former Congressman Minoru Ueki resigned his seat to accept the position of District Director of Public Health Services for Palau. His unexpired term came up for a special election in which Tarkong Pedro defeated Jacob Sawaichi, a former member of the House of Representative from Palau. ..High Commissioner Edward E. Johnston journeyed to Palau to address the 1970 graduating of Palau High School. In his message, the HiCom urged the graduates not to waste much time on irrevocable past wrongs but to concentrate on what could be accomplished in the future. ..While here, High Commissioner Johnston took time to tour and inspect government facilities, including the operations of the Palau shipyard and the Micronesian Occupational Center facilities. ..Admiral Paul E. Pugh, Commander Naval Forces Marianas, addressed the Emmaur High School graduating class of 1970. ..Also this quarter saw former Judge and District Legislator Haruo I. Remeliik sworn-in as Palau's Deputy District Administrator. ..The United

States Navy Civic Action Team arrived during the quarter and is now working on the 1971 MicrOlympic sites. ..On the economic sector, the Van Camp Sea Food Company and officials of the T.T. Government concluded an agreement whereby Micronesian employees of the Camp would be receiving equal compensation with the Okinawan employees. ..The construction of Continental Hotel for Palau is underway and the hotel is expected to be in operation sometime early next year. ..Deputy High Commissioner Peter T. Coleman and the Special Consultant to the HiCom Dwight Heine visited the islands of Angaur and Peleliu where they discussed the economic potentials of these two islands with the local leaders. The people of Angaur and Peleliu requested them to explore the possibility of bringing the tourist industry to the two islands. ..The Palau Legislature during the quarter, adopted a resolution commending High Commissioner Johnston for his effective program of decentralizing the Government of the Trust Territory.

Yap Japan's Tokai University Research Vessel II called at Yap Port in early March. The people of Yap wholesomely welcomed students, researchers and staff of vessel, and vessel officials invited the general public for visits to the vessel...U.N. Fellowship recipient Francisco Luktun departed for Sydney, Australia, to observe the Australian Government in action, and will later go to New Zealand for training in government functions of that country... Marcelino Melairei was appointed Deputy District Director of Public Works on April 6, and became Acting DDPW while Frank Dupont enjoys home leave...The Political Team, consisting of Luke Tman, Lazarus Salii, Ekpap Silk and Victorio Uherbelau arrived and conducted a political education workshop with the assistance of Deputy DistAd Carl Heine. ..The High Commissioner arrived Yap on April 24 and departed

for Ulithi and Woleai Atolls on April 27, accompanied by Dep. Dir. of Public Affairs Strik Yoma, DistAd Leonard Aguigui, Chief Andrew Roboman, Congressman John Mangefel, PIO Mike Ashman, and Chief of Land and Surveys Paul Dennis. ..The High Commissioner's visit to Woleai was a highlight event to Outer Islands Chiefs since he is the first HiCom to visit the islands of Woleai. ..Two police officers underwent training on Kauai, Hawaii, and Ponape District and the Chief of Police attended the Police Conference at Truk District. ..Samuel Heller, Asst Dir., Pacific Division of the Office of Territories, visited Yap, accompanied by Sam Peale, Political Officer of the Department of State. Fred Radewagen of the T.T. Liaison Office, Washington, also visited Yap to discuss local contracts and labor situations. ..Two Outer Islands students left for Washington, D.C. to attend four years of high school as guests of Dr. Gadjasek. Ten Nursing School applications were sent to the TT School of Nursing for September admission: four from the Outer Islands and six from Yap Proper. Three teachers left to attend the Education Math workshop in Ponape sponsored by the East West Center, and three teachers were selected to attend the Cooperating Teachers Workshop in Palau. ..New staff members welcomed to Yap are Edward T. Dela Cruz, Dist. Agriculturist, transferred from the Marshalls, and Kuniwo Nakamura, Economic Development Officer, from Saipan Headquarters.

Ponape Micronesia Day celebrated with baseball and track (Kitti high scorers, as a team, and Maimi Albert from Metalanim highest individual pointer). ..Temporary dock at end of new airfield opened and Mobil tank farm relocated there...First U.S. purse-seining tuna clipper stops by on exploratory trip...Conferences and training programs busting out all over (re-

flecting it's easier to get to Ponape than it used to be): including NSF math workshop, Special Education program at MTEC for cooperating teachers, Health Planning Council met here, Vocational Education Conference, consultation on possible Community College in Paliker, CUNA credit union course at PATS, Girl Scouts and youth workers' workshops, retraining for health workers -- and maybe even one on training for trainers training trainers!!..The Meitlik river was spanned with a super-bridge, and road continues on through Net towards Uh with Ponape Transportation Board (PTB), T.T. Public Works and Seabees cooperating. PTB getting lots of new road-building equipment and building a new HQ in Net, readying for the big push around the island...New Seabee team in to Kusaie...Two dispensaries, at Tamworohi (Metalanim) and Nan Uh (Uh), complete with health aide quarters built with Health Planning funds, tied with U.S. Manpower Development and Training Act (MDTA) program run by PATS, so building the facilities provided training to young men -- five more to be built this fall and winter on Ponape and one on Kusaie -- the best dispensaries Ponape's got...Thirty women at PATS Skills and Leadership Training summer program (OEO funded), for first time, along with 60 men...Anthropologist Jack Fischer back after 20 years with study of blood pressure as measure of changing life styles. ..Metalanim's Nanmwarki Samuel Hadley off to Japan and Expo-70. Marvin Krebs new DistAd Rep. on Kusaie. Asst DistAd Edmund Gilmar back from a year at Princeton just in time to carry on for DistAd Boyd McKenzie recuperating at Guam Naval Hospital...Ponape Automotive and Marine, Inc., a-building the first garage/service station here for land and sea...Legislature Speaker goes on the job full-time...Third traffic death of the year tied to speed and grim reminder of the problems of change...Four hotels now in operation, and a record 110 tourists visited in June...With 800 motor vehicles registered -- 600 on Ponape and 200 on

Kusaie -- 4-wheelers slightly more numerous than scooters...Ponape Producers' Cooperative Association re-organizing to meet expanding demands for agricultural production and hoped-for export...Thirty-three Peace Corps trainees in Saipan preparing to join the 44 Volunteers now in the district.

Marianas & Hdqrs.

During the quarter, a batch of 173 Peace Corps Volunteers underwent intensive training at the Hopwood Junior High facilities before heading out into the six districts on their first assignments. ..A Guam-TT tourist promotion interim committee has been meeting to discuss the tourism industry for both territories. Hopes are to induce travelers between the States and Asia to plan their trips through the islands of the Pacific. ..Liberation Day, a big event in the district, was celebrated on July 4th with formal programs and community celebrations including sports events and a carnival of several days at the Saipan civic center. Capturing the "victory crown" in the competition for Liberation Day Queen, was Victoria Borja, sponsored by Air Micronesia. ..Official visitors have been plentiful: From Washington, D.C. came Mrs. Elizabeth Farrington Director of the Office of Territories, Rep. Wayne Aspinall, Chairman of the U.S. House Committee on Interior and Insular Affairs, and Rep. John Saylor, ranking Republican member of the Committee. Interior Assistant Secretary Harrison Loesch came from the nation's capitol to talk with members of the Congress of Micronesia during their summer session. Philippine Consul General Estrada made a visit of several days and so did Secretary General of the South Pacific Commission Afioga A. Misimoo, from Western Samoa, who addressed a joint session of Congress early in its session. Head of State Hammer de Roburt of Nauru also called at Saipan. The Committee on Constitution Development from Papua/New Guinea spent more than a week, in-

cluding a visit to Truk, during their wide-spread tour of the Pacific seeking information on government organization and operation. ..New office buildings have been dedicated: Microl Corporation opened its \$80,000 business complex at the main intersection in Oleai and the Bank of America moved into attractive new quarters across from the Royal Taga Hotel. ..An unexpected, difficult ocean journey was made by five chiefs from the island of Satawan, Yap district, to Saipan. The 500-mile journey culminated in a meeting with the High Commissioner. The men were looking for an island to colonize to take care of over-population at home. They also made a pilgrimage to Managaha Island, lying close to Saipan, where their great chief Aghrub was buried many, many years ago. At that time, the visiting chiefs said, their people obtained rights to colonize the Marianas from the Spanish governor who accepted as payment three ropes, two golden cowrie shells, and three women. ..A significant milestone was the issuance of the first land title certificate in the TT. In fact, 18 certificates of title were presented July 31 in the Marianas district as part of the government's land cadaster program. Ultimate goal is a valid title establishing legal ownership for every piece of land in Micronesia. ..Up at Headquarters, a new thrust in training and manpower development is the inau-

District correspondents: Marianas, Patrick; Mangar; Marshalls, Laurence Edwards; Palau, Bonifacio Basilius; Ponape, Peter Hill; Truk, Fermin Likiche; Yap, Carl Heine.

guration of courses developed in cooperation with the University of Nebraska in which TT residents can earn 30 semester hour certificates in the fields of Business or Public Administration. Government and private employees are eligible. High Commissioner Johnston, Sen. Ambilos Iehsi and Rep. Benjamin Manglona spoke before the U.N. Trusteeship Council meeting in New York in early June. ..The Third Congress met in its final regular session beginning July 13. A day earlier, a "Red Mass" was celebrated at Mt. Carmel Church, the first such ceremony in the Congress' history. The single, most widely discussed topic of the session was the report of the Political Status Delegation. It said "no dice" to the U.S. commonwealth proposal but left the way open for further discussion. The major bill passed was an income tax measure covering individuals and businesses. Persons working in the T.T. and earning up to \$10,000 yearly would pay 3% and those with compensation over \$10,000 would pay \$300 plus 10% of the excess of \$10,000. The business tax would be \$40 annually for revenues up to \$10,000 and 1% of the revenues over \$10,000. If signed by the HiCom, the tax goes into effect next January. The single pay plan was deferred upon recommendation of a committee which said the Executive Branch's proposal did not arrive in time to give it full consideration. ..The Secretarial Order covering the administration of the Territory was changed in some sections after Interior Department and Congress of Micronesia consultations. Among the changes: Congress moves its regular sessions from summer to the beginning of the year with a 50-day session now scheduled to begin on the 2nd Monday of January each year; the HiCom can no longer "pocket veto" legislation (if he fails to approve or disapprove within a specified time, the bill becomes law as though he had signed it); and the grant to Congress was upped to \$125,000 annually, with the ceiling for Congress' salaries eliminated, but any salary increase voted by one Congress would not take effect until the next Congress is in office.

Responsive Writings

The following thoughts were received from Jack H. Feller, Jr., a management and hospital consultant in San Anselmo, Calif. Mr. Feller and his family were on Guam for a time last year while he was engaged in a health-care consulting project for the Government of Guam. The time included a brief visit within the Trust Territory. It became an opportunity to "fall in love with Micronesia" he wrote recently, and he expressed some of his feelings upon reading the Second Quarter Reporter's three essays on future political status, "Where Do We Go From Here?"

I have been following with great interest your stories concerning the political future of the Trust Territories. I can speak only as one Mainland American, but if you think your readers may be interested, you may publish this letter. It is my attempt to answer some of the excellent questions being raised by Mr. Uherbelau, Mr. Heine, and Mr. Chutaro in Volume XVIII No. 1.

The question that runs through their article, and seems to be uppermost in their minds, is what the reaction of the United States is, on the part of its citizens, to the status of the Trust Territory. Will Americans accept the responsibilities of a more effective relationship? If the relationship is to be a close one, how much is America willing to spend? What is the attitude of the average Mainland resident? It is sad for me to say, but I believe that there really is no attitude concerning the Trust Territory on the part of the average Mainlanders. I doubt that any but a tiny handful realize that the United States has any responsibilities, or even know what or where it is. For, ourselves, we didn't think about it at all, before. It was through the chance of a professional consulting engagement that we came to know anything about the area.

There is little doubt in my mind that if the information of the average American could be improved, that your reception would be both warm and welcome. The problem is not apathy so much as it is ignorance. The American people have always shown an inclination to help those in need. There is ample evidence of this around the world. Without doubt, if the need were understood by the average American, he would see to it that the vast resources of the United States were fully employed.

To address myself to the basic subject of the three articles, as to what would be best for Micronesia with respect to the United States, it is difficult. I know so little about you (but you know so little about us). If I were a Mi-

cronesian, my heart would agree with Mr. Uherbelau. As an American in a land of freedom, it is easy to understand anyone's quest for freedom, and independence. In my mind, however, I must side with Mr. Heine. For I do not believe that the Trust Territories can pay the price of independence.

If the Territory were to become independent, such independence would be respected by many nations. Unfortunately, as history and the current state of world affairs shows, there are some powerful nations that would, perhaps, not respect it. (There are ways other than invasion to take over a territory.) I don't believe the Trust Territories are in a position either to provide for practical defense measures in the military sense, or in the economic sense either. Therefore, they need a protecting power, who can afford to lend them this type of assistance. The record of the United States of America in this respect is exceptional. Never have we ever assisted anyone with the idea of colonization. The free association idea makes sense to me as an American, as well as an inhabitant at the edge of the Pacific.

I personally, if I were a Micronesian, would not be satisfied with the status quo. The land does belong to the Micronesians, and essentially should be controlled by them according to their own customs. The Trust status, in my opinion, offers the inhabitants of Micronesia too little autonomy for long-term satisfaction.

In summary, I find myself agreeing with many of the statements Chief Mailo expressed during the interviews you have printed. I hope that the youth of Micronesia listen to his wise counsel, for their land is worth preserving. "Modern civilization" is not all that superior to what you have in your Pacific Islands. While we hope you have and will increase the availability of the blessings of medical care, education, and other like benefits, the customs and ways of life of the Pacific should not be allowed to perish.

Native Money of Palau

Once upon a time, travelers passing through the islands of the Pacific could exchange a mirror or an axe or a handful of colorful beads for food, water, sometimes even a parcel of land. How times have changed! Today, some islanders could travel to Boston, to San Francisco, to Honolulu. . . making offers to buy prime real estate. . . with only a handful of beads.

The native money of Palau, rare, beautiful, traditionally coveted, is valued beyond the imagination of most non-Micronesians. The necklace being worn by the lovely young lady photographed for this issue's back cover, is valued above U.S. \$50,000. Is it worth it? Well, who can deny the worth of native Palauan money in the face of occasional cash transactions and business deals with the beads used as collateral and loan values set in dollar amounts.

The Palauan money, from uncertain origins, has been identified as a variety of polychrome and clear glass beads, crescentic bar gorgets, and beads of pottery. All the money is of foreign material and made by a foreign technique. Some of the polychrome beads appear to be of Indian origin. Other pieces were considered by German ethnologists to be types of pottery "enamel" of Asiatic origin.

According to Robert E. Ritzenthaler, who made a detailed study for the Milwaukee Public Museum in 1954, the "money is, or was, involved in such (Palauan) institutions and social phenomena as marriage, divorce, death rites, birth rites, politics, war, status and prestige, reciprocal relations, and religion. That the people themselves regard money as of paramount importance is shown by the fact that its acquisition is a major goal, by the fact that money and recent transactions involving it is a primary topic of conversation among the men,

by the fondling care with which it is handled and stored in the sacred section of the house, and by the high regard accorded the money expert."

Each type of money has its own value in relation to the other types, and even among similar kinds, different pieces have different prices, depending upon quality, size and its history.

Anthropologist Ritzenthaler, in his study, reported that all evidence points to the route of travel to Palau via the direction of Indonesia. Antique polychrome beads were reported in use as money in such islands as Borneo, Sumatra, and Timor. Beads for Sarawak have counterparts in Palau. Antique beads also have been used as money in Melanesia, specifically northern New Guinea.

While the route may appear certain, the ultimate origin is in doubt. A few of the Borneo beads appear to date from the Greek or Roman period, a few are comparable to those from South India and Malaysia, a few are comparatively modern (nineteenth century) trade beads and the great majority, including the chevron and ornamental beads are very difficult to place. Whatever the origin, Ritzenthaler reports it is clear that glass beads were introduced into Indonesia in prehistoric times, and in Sumatra have been found associated with the Dongson Bronze Age, hypothetically dated at 300 B.C.

Of course, folklore has carried along stories of how the money reached Palau. Villages have their own favorite versions. In Anguar, the legend is that a bird gave birth to a fish which in turn gave birth to a girl with supernatural characteristics, who grew to tremendous size and became pregnant with money. Upon being angered, she emptied the money from her large fingers and disappeared. Ritzenthaler's search also discovered the Kayangel story in which a boy was tow-

ed to a strange island by a fish. The boy picked up pebbles which turned out to be money strewn over the beach, and returned with them. Melekeok's abai, lost during WW II, displayed a storyboard telling of a god who visited the community and emptied the money from his testicles.

More likely are accounts such as one which tells of taking the money from two wrecked Portugese ships said to have run aground near Kayangel, and on Ulong, an island between Koror and Peleliu.

Actually about all that is known concerning the early history of the money is that it was observed already in use in 1783, the earliest report on Palau. Captain Henry Wilson whose ship, the Antelope, was wrecked there in that year, reported both the glass and pottery money operating at that time.

An estimate by anthropologist Ritzenthaler placed the number of pieces a little below the 3,000 mark. Today, estimates range from 1,000 to some 1,500. The money system is a frozen one, and there is always some decrease in the number of pieces due to loss and breakage. There are accounts of money

being lost due to accidents such as an outrigger capsizing, or persons, known to have buried their money, suddenly dying without revealing the hiding place. Beads which become cracked or broken must be written off as a loss.

Counterfeiters have had little luck in passing off phoney beads. Ritzenthaler tells of presenting several Venetian polychrome beads to a local leader who said he would accept them as a gift, but that they would never pass as money. The only large scale and successful counterfeiting of Palau money occurred in German times when pieces of imported green glass bottles were cut and ground to resemble a specific type of money. By early Japanese times the pieces had become so numerous that the whole category was nullified and passed out of circulation.

The individual histories of the more valuable pieces are known to certain of the money experts who can relate the origin and subsequent transactions, along with the names of the persons through whose hands the piece was passed down to the present time.

At the present time Palauan native money functions as prestige money.

Every effort is made to keep it within the family, and considerable intrigue goes on in the attempt by a family to acquire important pieces of money. This money is regarded as family, not individual property.

Important money transactions are settled through a formal meeting of representatives from the two bargaining clans. Each group meets separately to determine how much money to pay or to receive. The paying clan will then put some money in a turtle-shell dish and pass it over to the other clan. The amount is always less than they really expect to pay; but this the regular bargaining procedure, and there is always the slight hope that the offer may be accepted. The receiving group already has decided how much the other group can afford to pay and after each person examines each piece, they will say the amount is not enough and pass the dish back. After a discussion, more money is added and the dish returned. And so the bargaining goes on, often for several days or more before the negotiations end with the dish being accepted.

----C.M.Ashman

Back Cover

Eriko Rudimech Singeo
from the
Island of Koror,
Palau,
wearing a necklace of
native money of Palau

