Micronesian Reporter

SECOND QUARTER 1971

CONGRESS '71

Bonifacio Basilius

TRUSTEESHIP in TURMOIL

David Q. Maratita • Jon A. Anderson

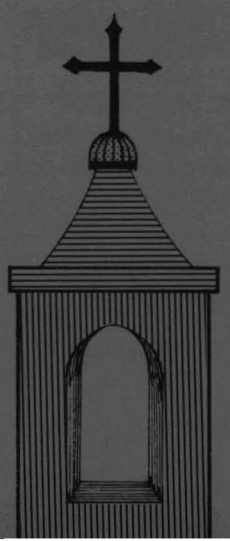
Trusteeship Agreement
for the
United States Trust Territory
of the Pacific Islands

Preamble

WHEREAS Article 75 of the Charter of the United Nations provides for the establishment of an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent agreements; and

SPANISH CAPUCHINS in the CAROLINES

Francis X. Hezel, S.J.



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This Quarter's Worth

. . .Stranger than fiction.

It is likely that Micronesians have never before been more aware of the existence of the Congress of Micronesia than they have been in the last two or three months.

It has seemed that each week has brought a new chapter in the history of the Trust Territory, and the course of events has often seemed somehow unreal. Consider the following:

--Challenges to the validity of the election of a Senator and three Representatives from Palau District, touching off intense behind-the-scenes power struggles that end with the seating of the Senator and a special election to fill the House seats;

--Passage of the first Micronesian income tax law, touching off emotional oratory from members of the Marianas delegation to the Congress and bitter denunciations of the Congress by Marianas District leaders;

--Adoption of a resolution announcing the intent of the Marianas District to secede from the Trust Territory, "by force of arms, if necessary," on a unanimous vote by the District Legislature;

--A raging fire, the work of unknown arsonists, completely levelling the House and Senate chambers of the Congress, just a day after the secession resolution is passed, linking the two events in debate, if not in fact, and forcing the premature adjournment of the Congress with most of its work left undone;

--The decision to meet in Special Session in Truk District (setting a precedent which some say dictates that the Congress will never again meet on Saipan) followed by four weeks of frantic preparations in Truk to welcome the Congress and make the members feel "at home;"

--Typhoon Amy, with winds of more than 100 miles an hour, sweeping across Truk two days before the Special Session is to convene, bringing the people of the District out as no one has ever seen before to clean up the mess and be ready for the Congress anyway, with just two days delay for the opening of the session;

--An announcement from the five Senators and Representatives from the Marianas that they are boycotting the Special Session to support their District's Legislature in the move to secede from the Trust Territory, a boycott somewhat aborted when four of the five ultimately arrive in Truk as a deeply divided delegation.

It is against this background that we are heavy on politics, Territorial and International, in this issue. We take you through the January-February session of the Congress, and add an update from Truk. We introduce you to the Honorable Franklin Haydn Williams, newly appointed as President Nixon's personal representative to negotiate with the Micronesians on the issue of future political status. And in a pair of articles, we offer some thoughts on what's happening in the Marianas and on what a lot of people talk about but few have actually read, the Trusteeship Agreement.

On other subjects, we present the first part of a paper on the work of the Spanish Capuchin missionaries in the Caroline Islands at the turn of the century. The paper will be concluded in the Third Quarter issue of the Reporter. Our On The Go this quarter will guide visitors to Palau District around Koror, where the new Continental/TraveLodge hotel has just opened. *J.M.*

Who's Who

. . . in this issue of the Reporter

BONIFACIO BASILIUS has been a regular contributer to the Reporter's District Digest. He has covered several sessions of the Congress of Micronesia for the Micronesian News Service. Boni is now Administrative Assistant to Palau's District Administrator, and has supplied not only the story on the Congress, but also the On The Go feature and his regular District Digest report.

DAVID Q. MARATITA is Marianas District Public Affairs Officer, and is known to several thousand Saipanese as "the man who reads the news" on the Trust Territory's only television channel. David has served in the past as an agriculturist and as District Economic Development Officer. He has also served in the District Legislature as Parliamentarian.

JON A. ANDERSON joined the Public Information Dvision at TT Headquarters at the beginning of the year. He has been in daily touch with events since that time as Bureau Chief of the Micronesian News Service. This issue, Jon offers a report on the Special Session and some background on the Trusteeship Agreement.

FRANCIS X. HEZEL, S.J., teaches at Xavier High School in Truk, and is coordinating a Social Studies curriculum project that is being used in most Trust Territory secondary schools, producing a one-year course in Micronesian Studies for high school seniors. He is "an avid collector of material on Micronesia and a devotee of the antiquities."

INTERVIEW:

Bailey Olter

Bailey Olter is one of those people who might qualify for the Reader's Digest "Most Unforgettable Character" series. He is one of those people about whom there are dozens of anecdotes, some myth, most fact.

The Reporter found him on a Sunday evening at the tables outside Ponape's Kaselehlia Inn, Scotch at hand, surrounded by friends and others who claimed him as a relative. He had returned to Ponape from Saipan only a few days before, unhappy and disappointed with the turn of events that so abruptly ended the First Regular Session, Fourth Congress of Micronesia. On his return he had immediately immersed himself in the business of reorganizing the construction crew that has been helping him build a hotel. This particular Sunday evening was the end of a weekend in which the Senator had spent most of one day atop a bulldozer clearing land at the hotel site, and a good part of another operating a machine that was turning out concrete blocks. He works hard, and works at enjoying himself when he is not otherwise occupied. The commanding voice, the raucous laugh signal his presence, and there were times when he seemed to be everywhere during the Reporter's week in Ponape.

The Senator is one of many members of the Congress who has been one with the political growth of his home district and of Micronesia. The official biographies say he has just turned 39, and that he is from Mokil. He has meshed his career in the Senate of the Congress of Micronesia with higher education at the University of Hawaii: a degree in Political Science; Vice-President of the Senate in the First Congress; graduate studies in oceanography on a National Science Foundation grant; Chairman of the Senate Ways and Means Committee in the Second, Third and present Congresses; a member of the Future Political Status Commission, its successor, the Status Delegation, and now the Joint Committee on Future Status. Now, too, there is the possibility of further study.

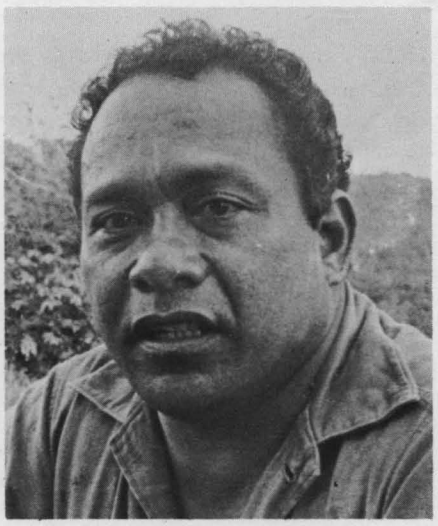
In a land of quiet peoples, Bailey's brashness, his obvious love of being alive, and the intensity with which he lives each day (a day at the Congress as intensely as a day spent at sea fishing or SCUBA diving off Ponape), are characterized by some as arrogance. The life-style might better be described as a personal pride in self-sufficiency. He is his own man. Or perhaps more appropriately, Bailey Olter catches his own fish, plants his own taro.

REPORTER: Do you think the burning of the Congress of Micronesia building is going to have an effect on the future political status question?

OLTER: No effect whatever. I don't think it will hasten a decision or delay it.

REPORTER: What are your own feelings about the fire?

OLTER: I was there, watching the building burn, before the whole thing came down, in the early morning. Our house was one of the next ones down the hill from the Congress. Domnick (Representative Charles Domnick from the Marshalls) ran in and woke us up.



Our Speaker was there, too, the speaker of the District Legislature, Itor Harris. Bethwel (Bethwel Henry, Speaker of the House of Representatives) was there, too. We were up there among the first people who got there. I was disgusted. Burning one building or all the buildings down . . . that's not going to solve any problems or do anybody any good. I don't see violence as an alternative to anyone's problems--mine, yours, or anybody's.

REPORTER: Were the Congressmen angry?

OLTER: In the meeting we held before we decided to adjourn, the Congressmen

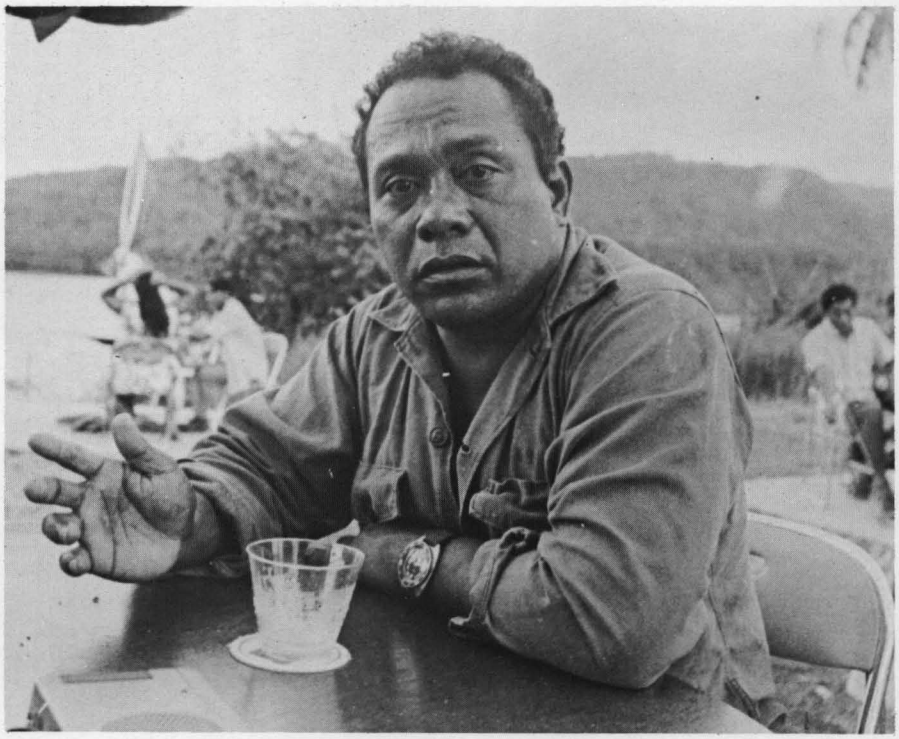
were very silent. It was very hard to get a feeling of the mood of the members. Probably less than ten sentences were spoken. The Marianas delegation expressed their regret, which I don't think they should have done. After all, no one knew who did that job. It could have been a Ponapean, it could have been a Palauan, it could be anyone. I think there was a great feeling of disappointment; so much so that most of the members didn't even want to go up and see the building.

REPORTER: The Congress first moved into that building in 1965, and that was the year you appeared as Micronesian Advisor to the U.S. Delegation at the United Nations Trusteeship Council hearings.

OLTER: I think that may have been the first speech that was written by a Micronesian for presentation at the U.N. The year before, there had been a lot of criticism of somebody in the administration for having written the speech for Santos (Vicente Santos of the Marianas), so when we went up, I had to write my own. John DeYoung (then Assistant Commissioner for Public Affairs) didn't tell me anything about it until I was in New York. "Where's your speech," he said. I said, "What speech?" "Oh, you're supposed to give a speech tomorrow." So I said, "Oh, sure, I'll give a speech." And I wrote the speech that night.

REPORTER: In that address six years ago, you seemed to be saying that there was a long way to go in the political development of Micronesia. Yet in this past session of the Congress, you spoke in one debate about the fact that you were a little bit annoyed that a lot of people attach the label "premature" to Micronesian efforts to move ahead. Has there been that much change in six years?

OLTER: I think so. I think the rate of development as far as schooling is concerned has been much faster. When I was in school, in fact, each district was



allowed only one scholarship . . . one person . . . and you know that the rate has multiplied many times over that now. And not only in education has there been development, but in many other areas, too.

REPORTER: Would you say that there has been enough progress so that Micronesians are ready to make a decision now on future political status?

OLTER: I think the Micronesians are ready, at this point, to make the decision.

REPORTER: What do you think the decision would be?

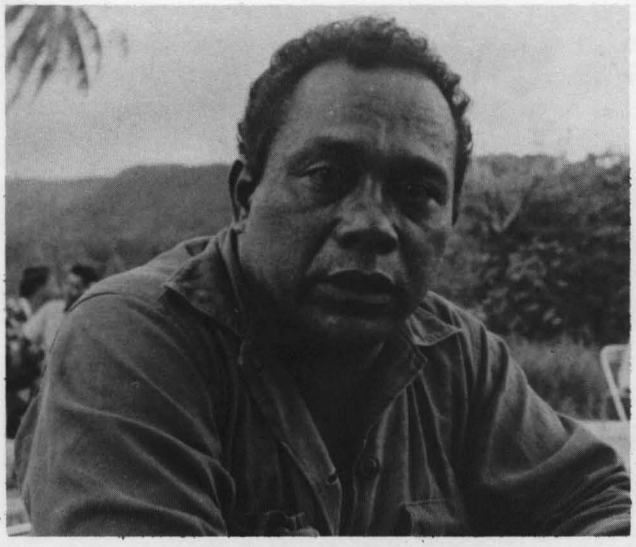
OLTER: I will hold with the Status Commission stand that a form of association with the United States--not a permanent association, and not an association so that Micronesia is a part of the U.S.--but a very friendly relationship with the U.S. would be best. The association should be such that whatever the U.S. wants in the area, the U.S. can be offered, and that whatever the Micronesians want from the U.S., the Micronesians can get.

REPORTER: I noticed in reading through the journals of the summer, 1970, session of the Congress, when nearly everyone committed himself on the status issue in public statements on the floor of the House and the Senate, you made no much commitment.

OLTER: I was glad that the Ponapean delegation on the whole, with the exception of one or two, did not make vocally on the floor any commitment to any stance. But as a member of the Status Commission, yes, I stand behind the position that some form of association with the United States, agreeable to both parties, would be best. Whether or not it will be possible to find such an arrangement, that's another question.

REPORTER: You think there is a question that there might not be an agreement?

OLTER: I think it depends entirely on the United States. The Micronesians, I think, have decided where they stand. The question is now with the U.S., especially the U.S. Congress.



REPORTER: During the '71 session of the Congress not very much was said about political status. Why do you think this is?

OLTER: I think the situation has come to the point where the Congressmen have already decided what status they want, so that it is irrelevant to even talk about it. The only necessary talk now is the talking with the U.S. to see what the U.S. will accept or not accept.

REPORTER: But Senator Tmetuchl from Palau said during the session that everything else *except* status is irrelevant until some kind of decision is made. He said that all of the talk about economic development and so forth in the first five weeks of the session was a waste of time until the status course is set.

OLTER: That is true in some ways. But the next move will be between the new Status Commission and the U.S. negotiators.

REPORTER: Do you make any predictions on when a decision on status will be made?

OLTER: No, I make no predictions. I, myself, as one person, am ready. But as to when the machinery will be set up leading to a decision by the people, I cannot even begin to guess.

REPORTER: More like twenty years, or more like five years?

OLTER: No predictions.

REPORTER: You have been with the Congress of Micronesia since its beginnings as have many of the Senators and Representatives. In fact, when you look back at the rosters of Congressmen over the years from the Inter-District Advisory Committee to the Council of Micronesia to the Congress, you see many of the same names over and over again. Do you feel that there is being created an elected elite in Micronesia?

OLTER: No, I don't think so. At this point it's very flexible and the public is very open minded. In fact, I was surprised in the first election at the candidates the people chose to represent them in the Congress. It was much, much more liberal than I thought it would be. I thought it would be much more sectional than it was.

REPORTER: But what happens in a district like the Marshalls, or Yap, or others where men run unopposed many times? This is true even here in Ponape, where the election results last November seemed to indicate that there was no serious opposition to those elected last year.

OLTER: That depends on what you mean by "serious opposition." I think the last election in Ponape, for instance, was quite serious. It was perhaps not very open, the opposition, but perhaps an underground challenge, but nevertheless it was there. It is true that maybe the results didn't show it.

REPORTER: Do you feel that the voters are politically aware of what is happening at the Congress, or during an election campaign?

OLTER: This depends on the district I think. But also I think that the people are aware of what they want, and that in many cases it doesn't matter how much campaigning you do. In fact, sometimes, when the place is small and everybody knows everybody else, campaigning might create a negative effect. I think when you talk about awareness, there may not necessarily be awareness of what a candidate has done at the Congress, but there is an awareness of the candidate as a man, as a person, what he is in his everyday life, and that this may carry more weight when it comes to choosing their representatives.

REPORTER: You seem to be involved in quite a number of projects in your own "everyday life." Among other things, you are building a hotel here on Ponape. How is that project coming along?

OLTER: It stops everytime the Congress takes me away. When I come back, it starts again. But to me this hotel is just a hobby. When I have not too much work to do, on the weekends, holidays and whatnot, I work on it. I like construction work, building something, no matter what it is. Building and designing, this is my hobby.

REPORTER: Hobby or not, you are building a hotel. At one point early in the 1971 session of the Congress you pushed rather vigorously for a hotel room tax. You didn't feel that this would keep people out of the Trust Territory and out of your hotel?

OLTER: No way. I think I could own the biggest hotel in the T.T., and I would still put a tax on it, because hotels are lucrative businesses, and they should pay the taxes just like the copra cutter who sweats it out, or the fisherman, or whatever. But as far as this hotel tax bill, it was still in committee at the time the Congress suddenly had to adjourn.

REPORTER: What about your other plans for the future? Are there other irons in the fire besides your hotel?

OLTER: Yes. I am in line for a law scholarship, and I have in fact gone to several universities to scout out campuses and facilities and whatnot. Pittsburgh, Michigan, Houston, California, UCLA. But I haven't decided which one to take on. All of them look very good.

REPORTER: What would happen to your seat in the Senate?

OLTER: I have been thinking of going to school between sessions, but if that's not possible, then I'll surrender the seat in the Congress and go full blast on my studies. It is also possible that I may decide not to study the law now, and instead take up one of the science branches. I have more credits in the sciences than other fields.

REPORTER: You have done work in oceanography, and now you're thinking about law. You seem to be quite versatile.

OLTER: That's the way a man should be. He should not be stuck behind a desk in any way, at any time he doesn't want to be.

REPORTER: What does Bailey Olter think about Bailey Olter?

OLTER: Bailey Olter is everything under the sun. And he is ready to move to any country and be competitive if competition is called for. And that's the way everyone should be. I was a teacher before for twelve years, and every student I turned out I tried to put that in them. The philosophy of education in the T.T. is that you only teach so much because the student is going to be in the T.T. Hell, I don't believe in that. I believe that when I turn out a student he should be versatile enough to live under the sky, in any country, whether it be the U.S., or Russia, or whatever. When he moves there, he should be ready to make a living by his own hard sweat, whether it be farming or fishing, or in a chemistry lab or a physics lab. Everyone has to face life in reality, not in fantasy. Many people try to run away from life, and, for example, taxes and a tax system. They are living in fantasy. The most important thing in life is to be true to our words and to our acts. If we want a government, we must be able to support it to the point that we are able. And that's why we have taxes.

REPORTER: What has influenced your life to strive for this versatility, this life sytle, these goals?

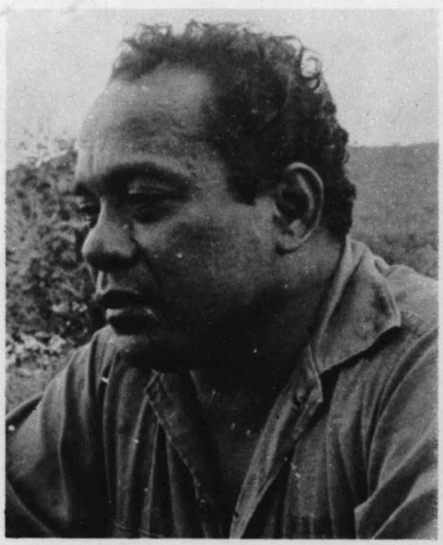
OLTER: Well, if you will forgive me, it all started in my childhood. On Mokil it is very shameful to ask for food when you are hungry, or even to borrow a canoe or borrow anything. If you are a man, you should be able to have the same things the next man has. You don't borrow. You've got to sweat it out, whether you buy it with your own money, or build it yourself. So every man on Mokil has a boat and a canoe and a house, everything to himself. If he must borrow, everyone laughs at him.

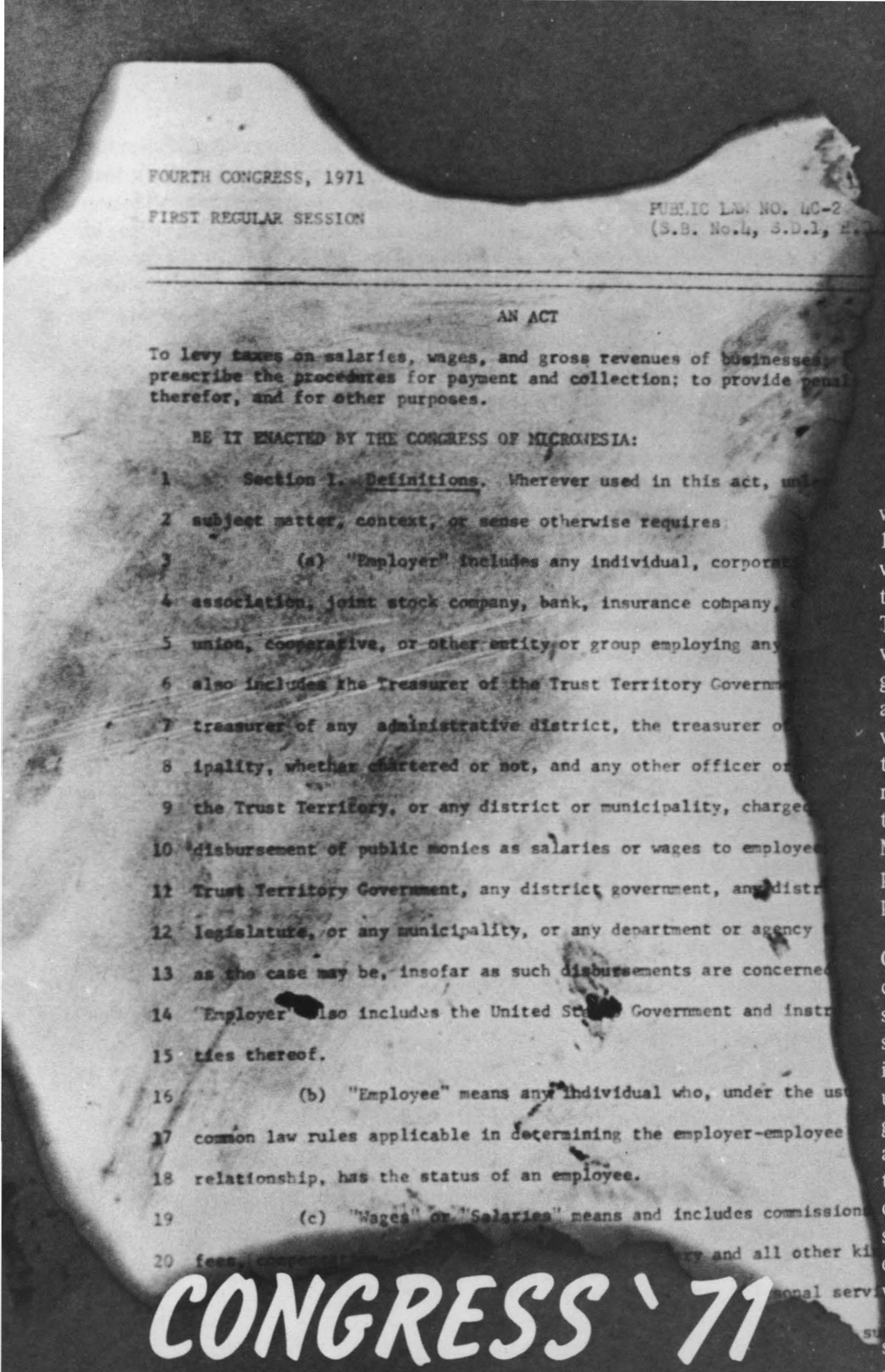
REPORTER: Do you feel that the money economy has broken down this temperament among Micronesians?

OLTER: Too much so, at this point. For example, the very administration budget that we're working with gives too much--a paternalistic type approach to Micronesia. It is weakening the Micronesian, the very fabric that holds each to his upbringing. Mokil is one of the smallest atolls in the T.T., only three, four hundred people, and a land area of about one-fourth square mile. The U.S. grant has an effect only of creating jobs, and this is no good. Next, people will be asking for more, just like a camel and a tent, right? His foot first, and pretty soon he's pushed the master out of the tent. That I don't believe in. At this point, we're making the people of the T.T. more and more dependent on someone else. I'm not a business major, or anything like that, but just on common sense it seems to me that we're doing nothing but running an employment agency. We tried to remedy this in our examination of the budget last year, and recommended cuts in the operating budget. But the administration restored 98 percent of the cuts. It was better in the construction budget--many of our recommended changes were accepted.

REPORTER: Would one way of making people less dependent on the government payroll be to cut back on budget ceilings? They seem to keep going up.

OLTER: Not necessarily. I think until the T.T. government can set up substantial ventures in the economic sector there can be no cutting back. I don't think that as of today we are setting up anything that will allow the T.T. to take care of itself.





FOURTH CONGRESS, 1971

FIRST REGULAR SESSION

PUBLIC LAW NO. 4C-2
(S.B. No.4, S.D.1, H.

AN ACT

To levy taxes on salaries, wages, and gross revenues of businesses; prescribe the procedures for payment and collection; to provide penal therefor, and for other purposes.

BE IT ENACTED BY THE CONGRESS OF MICRONESIA:

Section 1. Definitions. Wherever used in this act, unl subject matter, context, or sense otherwise requires

(a) "Employer" includes any individual, corpora association, joint stock company, bank, insurance company, union, cooperative, or other entity or group employing any also includes the Treasurer of the Trust Territory Governm treasurer of any administrative district, the treasurer o ipality, whether chartered or not, and any other officer or the Trust Territory, or any district or municipality, charge disbursement of public monies as salaries or wages to employe Trust Territory Government, any district government, and distr legislature, or any municipality, or any department or agency as the case may be, insofar as such disbursements are concerne Employer also includes the United St Government and instr ties thereof.

(b) "Employee" means any individual who, under the us common law rules applicable in determining the employer-employee relationship, has the status of an employee.

(c) "Wages" or "Salaries" means and includes commission fees, and all other ki

CONGRESS '71

by Bonifacio Basilius

The Third Congress of Micronesia was brought to a close in the summer of 1970 with resounding speeches, all of which, with varying degrees, challenged the United States Government and the Trust Territory Administration on just what the shape of the future government of Micronesia should be like and how that end was to be achieved. It was the Third Congress that laid down the "four basic principles and legal rights," a move which served notice to the United States Government that Micronesians have assumed a tough posture in their negotiations for more political autonomy.

Toward that goal, the Third Congress placed great emphasis on capital improvements throughout the six districts, a direction calculated to strengthen the Micronesian infrastructure which would be the base upon which the new Micronesian government would be built. In the final analysis, the Third Congress increased the momentum for an early determination of the future political status of Micronesia, and it was expected that the Fourth Congress would pick up the pace and move even faster with top level discussions on the status issue. It was even speculated in some quarters, particularly among Micronesia's youth, that the Fourth Congress would establish the machinery to conduct actual negotiations of points on the status question, instead of mere exchange of position papers which has characterized past meetings with representatives of the United States Government.

It was not to be that way. Moreover, the Fourth Congress convened in Saipan on January 11, 1971 with a sour note and adjourned literally in whispers nine days short of its regular, fifty-day session following a smoldering fire that reduced the legislative chambers to ashes. What was more tragic was that these events brought to the fore and in glaring reality the oft dismissed possibility that Micronesia might disintegrate into isolated island groups, lacking economic and political cohesion, once the rein of government is turned over to the Micronesians themselves. But this is running ahead of the story.

As the Fourth Congress convened on Saipan in January, it discovered to its dismay that the routine procedure of examining the credentials of newly elected members had assumed a critical level of consideration which, in essence, would test the credibility of the Congress as a unified and functioning legislative body. We now know that the Congress weathered that test and that it came out with its reputation intact. But this was achieved at the cost of strained personal relationships among members that were to take their toll as the Congress continued its work.

Briefly, what confronted the Congress in its early days was this. During the congressional election held in November of 1970, the Liberal Party of Palau won all the contested seats in that district. The losing candidates (members of the Progressive Party) immediately petitioned the Election Commissioner to declare the results of the election void and illegal, claiming that numerous irregularities occurred during the conduct of the election. They listed five counts that they alleged took place during the election. Most serious among these included: persons who voted whose names were not on the registration lists; persons who voted more than once; and tampering with absentee ballots.

Palau's Election Commissioner denied the petition on the grounds that a recount would not change the results of the election as ballots that may have been illegal were not segregated from the rest of the votes. Explaining this situation to the High Commissioner, the Election Commissioner reported in part:

"As the election progressed it became more and more apparent that many people who had in fact registered to vote were not listed on the registration lists in the various precincts. Consequently, after reviewing the situation with the candidates and chairmen of both parties and due to the obvious extent of this problem, at approximately 4 o'clock in the afternoon on election day I made the general announcement over the radio indicating that anyone who was qualified to vote should immediately go to their precinct, show age and residency within the precinct and if their names were not in the registry to write in their names on the registry and at that time he or she would be given a ballot to vote. This procedure was followed in the precinct during the last several hours of the election and created a total write-in vote of 857 out of a total of 4,538 for this district."

After the denial of the petition by the Election Commissioner, the Progressive Party took its protest to the Court. The Trial Division of the High Court, after affirming that the Congress of Micronesia was the sole judge of the qualifications of its members, gave this opinion:

"After having carefully considered all of the foregoing, it is abundantly clear that there were serious and numerous irregularities in the election. This court is deeply concerned over these irregularities but nevertheless must grant defendant's motion to dismiss. In so doing, this Court does not condone any of the irregularities which were so clearly present and trusts that corrective action will be taken by proper authorities to prevent any recurrence of such regretable acts and omissions which took place during the balloting and which led to understandable concern, not only on the part of plaintiffs, but also on the part of the public and this Court."

This was the situation the Fourth Congress faced on its opening day. Reduced to its simplest explanation, the credentials problem of the Palau delegation posed two immediate questions the Congress had to answer. These were: (a) should Congress tolerate violation of its own laws (in this case the election law) in favor of popular will as expressed through the polls, and (b) what consequences, bloody or otherwise, would arise from a decision to declare the Palau elections null and void. The Congress had no precedents on which to base its decision. Furthermore it was very much conscious of the fact that it was writing its own history and that a wrong decision could spell the beginning of its own end. With so much at stake, the Congress adopted a procedure which not only disappointed those pessimists who saw in these events the early demise of the Congress but also served to deflate the high tension that was beginning to revolve around this issue. Without fanfare the Congress leadership arranged the swearing-in of other new members and delayed the Palau delegation question for "further study." In the meantime each house created a committee to study and report on the issue.

The credentials committees of both houses heard witnesses from the administration and the two political parties involved. However, despite the Congress' cautious move, the issue was still being watched with considerable interest. This was intensified when the hearings were limited to executive sessions. The Senate credentials committee came out first with its report which was in two parts: the majority opinion which recommended not to seat

senator-elect Roman Tmetuchel and a minority opinion which recommended seating him on the ground that the election irregularities that may have taken place were not large enough to upset his victory at the polls. Its House counterpart soon followed suit and submitted its report which recommended that the elections held in November of 1970 in Palau be declared null and void. The House of Representatives adopted its committee's recommendations and that settled the issue for that chamber. In the Senate it was a different story. With adroit manuevering, Senator Lazarus Salii (a member of Palau's Liberal Party) moved to delay action on the credentials report "until the members have had a chance to study its contents in depth." The Senate concurred and with this "breather" in his pocket, Salii launched some high powered private lobbying for the adoption of the minority opinion of the credentials committee.

When the Senate report came out for a vote, Salii turned out to be the winner. With a 6-5 vote, the Senate adopted the minority recommendation of its credentials committee, thus seating Roman Tmetuchel as a fullfledged member of the Senate. We will never know what promises were made and what favors were exchanged as the voting was by secret ballot, but this was clear -- the action indicated in no unmistakeable terms the desire on the part of the Senate to balance Congress' decision on the credential issue. It achieved the desired effect. The decisions of both houses of Congress were accepted by the political parties concerned and helped clear the way for the smooth conduct of the re-elections that subsequently took place in Palau in March.

The House of Representatives voted to declare the results of the election null and void, and the seats of the three Representatives from Palau District remained empty for the Regular Session.

The Senate voted by secret ballot to accept the minority opinion of its credentials committee in favor of seating Senator-elect Roman Tmetuchel.

With the credentials problem out of the way, the Congress assumed an atmosphere of weariness that became almost palpable as time went on. Day after day, the Congress met in short sessions, most of which were limited to introduction of bills and resolutions. The Congress seemed content to let most of its work be done by committees, with the end result that not much action took place in debates on the floor. This approach, aside from being a nightmare for news reporters, created a justifiable suspicion on the part of many observers that perhaps Congress was not too anxious to reveal its deliberations to the public for reasons known only to the legislators. Other speculation was that Congress, in its final hours, would come out with a voice much louder and more dramatic in effect than any of those that had previously been spoken in its chambers. The latter, at the time, seemed to hold more validity.

A close analysis of the measures introduced revealed that, in sharp contrast with past sessions, the Fourth Congress' first regular session received a tremendous number of bills and relatively few resolutions. This indicated that the Congress had become very

conscious of its own power and that it was going to exercise it. "The days of begging for this and that," as one Congressman put it, were out, and this time Congress was going to legislate and not beg for favors. This attitude was best summarized in a statement made by Senator Andon Amaraich of Truk who, upon being swamped with a number of resolutions for consideration by his committee, acidly remarked: "At the beginning of this session I made up my mind to throw out the window any resolution that will come my way and only consider those bills that may be assigned to my committee."

Sprinkled over the span of forty days during which Congress was in session were several conspicuous events which underscored the general direction the Fourth Congress undertook for itself. Most prominent among these was the introduction and passage of what is now the first Micronesian income tax law. The measure itself was not a new subject. The Third Congress had the year before passed similar legislation which was subsequently vetoed by the High Commissioner. The new version of the bill, which differs from the previous measure only in the rate of taxes to be imposed, was largely the work of Senator Bailey Olter of Ponape. He introduced the measure and guided it through intricate legislative hearings and debate until it cleared both houses of Congress. The passage of this measure raised impassioned opposition from the Marianas delegation from both houses, but to no avail. The impact of this law is yet to be seen, and we have to look at it in a different context to understand why Congress was determined to have a tax law on the books. This is important because from this observer's point of view, the possible revenue to be derived from this act could cause an unusual hardship to the average Micronesian wage-earner which, on the surface, no elected official would wish to impose on his constituents if he wished to retain his position. What took place then was a classic tactic of sacrificing a minor advantage to gain a major objective in an area where the Trust Territory Administration holds complete control -- the Trust Territory budget program.

Secretarial Order 2918 which created the Congress of Micronesia specifically restricted its budgetary power to locally raised revenues. Authority to allocate the annual Federal grants, now close to sixty million dollars, rests solely with the Executive Branch. Thus for all practical purposes, the High Commissioner still exercises one of the major functions of the government which should be the province of the Congress of Micronesia. Both sides understand the legal technicality in the U.S. laws that necessitates this provision in the Secretarial Order, but as long as it remains this way Congress will continue to feel that it is being shortchanged of one of its basic prerogatives. The Administration has tried to involve Congress in the allocation of the annual Federal grants and has made it a policy for Congress to review the budget, and recommend changes where necessary, before final submittal to Washington. This procedure has been practiced in recent sessions, but the recommendations of Congress have not always been adopted by the Administration, an attitude that has caused understandable irritation on the part of Congress.

The tax measure which the Fourth Congress enacted had two purposes: first, to raise revenue to finance the various programs that have been written into law; and secondly, to emphasize its legislative prerogative in the area of public finance. The latter motive is perhaps the more important of the two in the long run because the Congress of Micronesia can no longer be accused of being a "legislature without the power of the purse." The income tax law, in terms of political development, put Washington on notice that Micronesians are ready for more self-government and that they are ready to contribute their share, however painful, for the cost of running a more autonomous government than now exists in the Trust Territory. This line of reasoning is reinforced by the types of measures that were introduced in both houses of Congress. Of over one hundred bills introduced, more than seventy-five percent dealt with economic development for the Trust Territory. Obviously, the Fourth Congress realized that for Micronesia to be self-reliant economically, it is imperative that legislation conducive to economic growth must be enacted and that it should be tailored to meet Micronesian needs and capabilities. The bulk of this legislation was aimed at correcting existing economic development policies rather than establishing new and aggressive guidelines for the territory's economic development. In this connection, the Trust Territory Administration received blistering attacks from members of Congress, not so much for what they had not done, but rather for the many errors and omissions which they claimed originated from a point of view completely contrary to Micronesian interests. The unexpected early adjournment of the Fourth Congress' first regular session prevented concrete assessment of this proposed legislation, and to speculate on its possible outcome serves no useful purpose. What we can say is that the first session of the Fourth Congress promised the "year of economic development" in that series of steps that has been taken toward the settlement of the status question. It ended in fiasco, but this direction has been pointed out and it remains for future sessions to complete it.

If development of any political movement toward self-government is to be measured and assessed on past and

current events, the approach taken by the Congress of Micronesia is grossly out of step with these yard sticks. Most national movements take shape and gather momentum around common causes championed by charismatic leaders who can rally civil support for their implementation. The Congress of Micronesia cannot lay claim to a common culture as a foundation for a national government. It also cannot utilize a dominant religious ideology, that time honored factor which shaped the destinies of so many nations, simply because it does not exist. What Congress is relying upon is a series of developmental steps which, when brought to final conclusion, will have formed a cohesive political unit among the six districts so that they can be called a unified nation. There was the Congress of national identity, prominent for its selection of the national flag and adoption of the T.T. Code as the basic law of the land; the Congress of educational advancement where sweeping educational reforms were enacted into laws; the Congress of capital improvement, outstanding for its emphasis on transportation, communication and public facilities; and the Fourth Congress which was to be the Congress of economic development. On February 20, 1971, a devastating fire burned the Congress of Micronesia to the ground, thus forcing its early adjournment. The future of Congress is uncertain, but one thing is clear -- its years of comaraderie and the benign atmosphere are gone and what lies ahead is hard work and more hard work.

The concrete foundation of the Senate and House chambers have been cleared of the charred debris that remained after the February 20 fire. There are those who speculate that the Congress will never again meet on Saipan.

THE SPECIAL SESSION

by Jon A. Anderson

There was just a slight mood of apprehension as the members of the Congress of Micronesia gathered in Truk last month for their Fourth Special Session. It was to be the first session ever held away from Saipan, and that perhaps contributed to the mood.

The First Regular Session on Saipan had ended in February in a fire and the inevitable subsequent confusion. The fire had been, in a sense, a severe blow to the still growing prestige of the Congress, and an even more severe blow to the unity of Micronesia, coming as it did in the midst of strident cries from the Marianas for secession.

If there was apprehension in Truk though, there was also a hopeful feeling that things would settle back to normal. The fire had been an unusual occurrence, and it was considered just a coincidence that it happenened when it did. Perhaps, in Truk, there would be a new-found sense of unity and purpose. But nature and politics seemed to conspire against this hope.

Even before all of the congressmen had arrived in Truk, a devastating typhoon swept through that district, striking hard at the district center of Moen and raising serious doubts of whether the special session could be held at all. The building which was to house the session had been badly damaged, thousands of people were homeless and there were questions about the availability of power and water.

In a series of meetings, the Truk leadership impressed upon the Congress and the High Commissioner their desire to host the session despite the typhoon. It was finally decided to postpone the opening for two days, and to extend it by three days to allow extra time to complete the work. Repair work was done with amazing speed, and by Wednesday, May 5, the district legislature building was ready and the session was under way.

Politics then stepped in to give the Congress an even more severe headache. The hope of working together, of rebuilding the unity of the Congress, was undermined when the entire delegation from the Marianas failed to show up. From Saipan came word that they would boycott the special session, and a troubled and perplexed leadership struggled to carry on in the face of this newest crisis.

Here was a totally new situation, the absolute refusal of an entire district delegation to work within the system. Was the February rhetoric of secession in the Marianas now to be carried out? Was all hope of holding the six districts together, at least through the first stages of new political status negotiation, now lost?

It might have been, but for the action of one member of the Marianas delegation, Felipe Atalig, in breaking the boycott. Amid cries of "traitor" he flew alone to Truk, shortly to be followed by three of the other members of the delegation who, it seemed, had come to Truk only because Representative Atalig was already there. Only one congressman, Representative Herman Guerrero, continued the boycott through the entire session.

For their part, the four Marianas congressmen in Truk made speeches declaring their willingness to cooperate with the Congress, and to work within the Congress to make their singular views on future status known. They had apparently decided to make the best of the broken boycott, and felt that their point had been made. It was not entirely convincing, but the Congress leadership accepted their return to the fold with gratitude that a difficult situation had been solved, sort of. The legislative work could begin.

In terms of total output the special session was a productive one. The Congress passed its major bill in the final two days, a monumental Merit System Act that would completely rework the system of personnel administration in the Trust Territory Government. It included a single pay scale for Micronesians and Americans, and a strengthened personnel board with broad new powers. It grew out of a bitter feeling of frustration with administration attempts to deal with the thorny problem of "equal pay for equal work." An administration-sponsored bill did not accomplish this, and the Congress threw out much of what the administration had proposed. They wrote themselves an act which will more than likely be viewed with considerable dismay by many government officials, but no one could deny that the Congress in passing the bill had achieved a new milestone in its assertion that the government belonged to them, the Micronesians, and they were determined to operate it in an equitable and just way from their point of view. Whether or not the Merit System Act will be signed into law remains to be seen.

The Congress moved to strengthen its role in the operation of the executive branch through another major bill, giving them advice and consent powers over major administration appointments. There was less unity on this bill, however, and many congressmen seemed genuinely reluctant to involve the Congress in the administration in this way. Just why they felt this way was never articulated in floor debate, but many abstained twice in the voting, casting their "yes" vote by their silence. The bill passed, and it too, if signed into law, will open a new chapter in the relationship between the Congress and the executive branch.

There were other major bills--weapons control, amendments to the income tax law, elimination of the copra and trochus shell export taxes--and a number of less significant, but still important measures, fifteen in all. A total of fifteen joint resolutions was also passed, including one giving the Speaker of the House and the President of the Senate the authorization to select the site for next year's Second Regular Session, and another authorizing the Joint Committee on Program and Budget Planning to look into the question of a permanent location for the "capitol of Micronesia."

The official reports say that more than 1,300 homes in Truk District were more than 50 percent damaged, and an additional 600 homes suffered damage up to 50 percent. President Nixon declared the District a disaster area, establishing Truk's eligibility for federal relief funds. Initial reconstruction plans call for expenditure of $2,000,000 for the replacement of dwellings alone. In the photo above, residents of Dublon, an island in the Truk lagoon, clear the road of debris on the day after the Typhoon. Below, a downed coconut palm, a collapsed tin roof. Substantial damage to coconut and breadfruit trees will cause food shortages in the months ahead.

The major issue of the special session was not to be found in the legislation which passed, however. For the Fourth Special Session developed into the most political of meetings, as future status again assumed its position as the dominant, indeed the only, really crucial issue in Micronesia. All other problems and solutions are tied to status, and this was pointed out early in the session in both the House and the Senate. In all, a total of eleven congressmen either delivered, or had inserted into the record, speeches on political status.

A number of these were outspokenly in favor of independence, and a loose "coalition" of members favoring this form of status was also formed during the session. Headed by Representative Henry Samuel (Marshalls), with Representative Hans Wiliander (Truk) as its chief spokesman, the independence Coalition numbers eleven publicly declared supporters, with perhaps two or three more sympathetic to the movement. There are many questions about the degree of committment to independence on the part of many of the coalition members, but its formation could be viewed as strengthening the negotiating position of the Congress *vis-a-vis* the United States. A strong independence faction waiting in the wings, should no agreement on free association be reached, could seemingly do no harm.

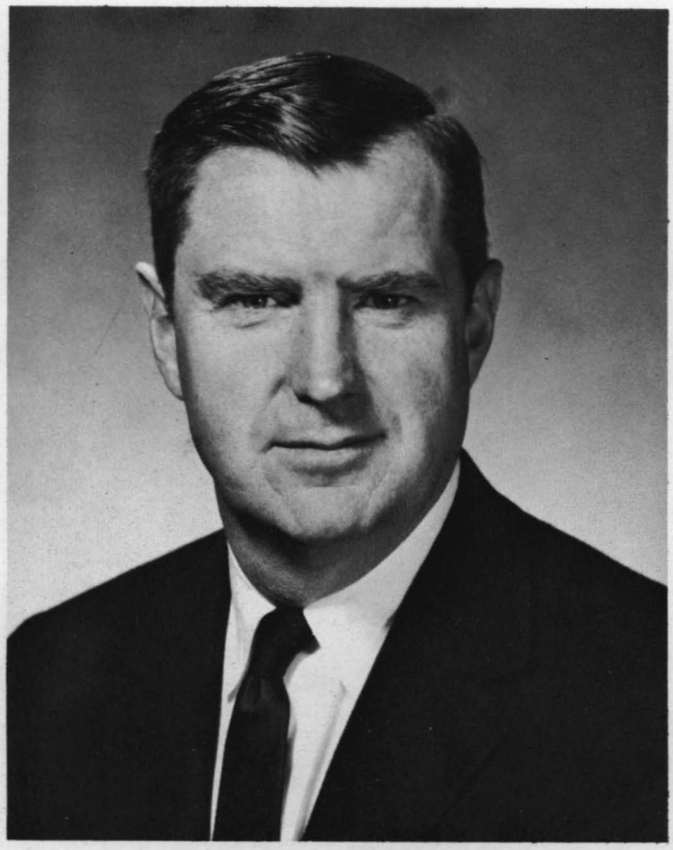
The man in the most difficult position in Truk as these political status maneuverings were being made was Senator Lazarus Salii (Palau). As chairman of the Joint Committee on Future Status he suffered the stings of criticism from the independence advocates, as they accused the Committee of inaction for the past ten months. He felt additional pressure as a resolution was introduced in the House which would have directed the committee to change its bargaining position from one of free association first, and independence second, to just the reverse. The resolution, introduced by Representative Wiliander, carried ten signatures, including some that were not members of the independence coalition.

The resolution never came to a vote, and this appeared to be the result of a compromise. Late in the session, the joint committee announced that it had retained Dr. Thomas Gladwin of Hawaii, an outspoken independence advocate, as a consultant, and Senator Salii came out strongly in a speech declaring that the joint committee would not, under any circumstances, negotiate with the United States until any new position of the U.S. has been subjected to close scrutiny by the committee with the aid of its consultants. The joint committee also dispatched its chairman and co-chairman to New York to "get acquainted" with the members of the United Nations decolonization committee, a move that could only be interpreted as a gesture of independence from U.S. influence, since that committee is anathema to the U.S. Also, a new sub-committee on economic matters formed within the Joint Committee was sent to Japan to discuss possible future aid to either an independent Micronesia or one in loose free association with the U.S.

The Congressmen from the Marianas arrived in Truk a week after the session began. Senator Edward Pangelinan, Representative Carlos Shoda and Senator Olympio Borja (above) followed their colleague, Representative Felipe Atalig, who broke the boycott. The issue remains unresolved, though some leaders in the Marianas remain committed to the idea of seceding from the Trust Territory.

The United States officials now have ample reason to closely examine the upcoming status talks, which could begin in August. They will be facing a whole new ball game, and clearly will not get anywhere without a totally new approach to the question of Micronesia's future. There is some evidence that the U.S. will have a new and much more liberal position, the appointment of Ambassador Haydn Williams being the most hopeful sign. (See following story, page 14)

The Fourth Special Session demonstrated one point clearly. Through both its legislation and its new militance on political status, the Congress of Micronesia showed itself to be already "independent" of undue American influence. There are still serious questions--the problem of the Marianas, for example, is still unresolved--but the Congress showed some tough fiber in Truk, and those who love and respect this Congress and its earnest efforts to forge a viable future for Micronesia could only be impressed and pleased at the actions of the session. A new day is dawning, slowly, for Micronesia, and the end of the Trusteeship Agreement may finally be in sight.



Franklin Haydn Williams

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Not quite a month after the burning of the Congress, President Nixon appointed Dr. Franklin Haydn Williams as the President's personal representative to negotiate with Micronesians on the future political status of the Trust Territory. Dr. Williams has been given the rank of ambassador, indicating that a considerably higher priority has now been assigned to the status issue than in the past.

Ambassador Williams is currently President of the Asia Foundation, based in San Francisco. He brings to his newly assigned task a long and distinguished background in international relations. He has been in government service before, having served as Deputy Assistant Secretary of Defense, and as a member of a number of high level international delegations.

The Ambassador was a member of the U.S. delegation to the Fourteen Nation Conference on Laos in Geneva, Switzerland, in 1961, and was a member and advisor to the Secretary of State at the Foreign Ministers Conference of the Organization of American States in Uruguay in 1962. During that same period, 1961-1962, he was a member of the National Security Council's International Committee on Southeast Asia, and he served that council in another capacity as a member of the Interdepartmental Task Force on the Future of the Panama Canal and Relations with the Republic of Panama in 1962.

He is presently a member of the Executive Committee of the United States National Commission for the United Nations Economic, Social and Cultural Organization (UNESCO), and the U.S. National Committee of the Pacific Basin Economic Cooperation Council. He is also a member of such professional organizations as the New York Council on Foreign Relations and the San Francisco Committee on Foreign Relations.

The new American negotiator has also served a number of academic institutions as a professor and administrator, among them the University of Washington in Seattle and the Fletcher School of Law and Diplomacy in Massachusetts, from which he received his Ph. D. degree in international relations.

A resident of Hillsborough, a suburb of San Francisco, Dr. Williams has been President of the Asia Foundation since 1964. The foundation is an organization which participates through financial grants in the educational, social and economic development of the countries of Asia. The foundation has field representatives in 13 Asian nations from Afghanistan to Korea, and according to Dr. Williams, operates on the principle that "outside assistance should facilitate, but not direct local development." Following this principle, the foundation relies upon "the small grant to encourage local initiative," says Dr. Williams.

The foundation operates within a flexible framework that enables it to vary its priorities from country to country depending on local need and initiative. It has traditionally devoted its major attention to specialized training for young Asians. The foundation believes that the development of human resources must build on a firm base of general education, and, again in the words of Dr. Williams, "Improvement of Asian education systems . . . is a long standing concern of The Asia Foundation."

A quote from the tenets of the foundation perhaps sums up the objectives of the organization best:

"The Asia Foundation believes in the right of the

Status Negotiations

peoples of Asia to shape their own destiny .... The foundation does not impose its ideas or promote American solutions to Asian problems. The work of the foundation is based on the premise that the peoples of Asia themselves must overcome Asian problems and that outside aid and advice can play only a supporting and encouraging role. The Asia Foundation was created in the conviction that a private American organization, sensitive to the needs, aspirations and capabilities of Asian peoples, can play a distinctive role in stimulating Asian development."

The foundation receives most of its operating funds from grants, both from private agencies and from agencies of the U.S. government.

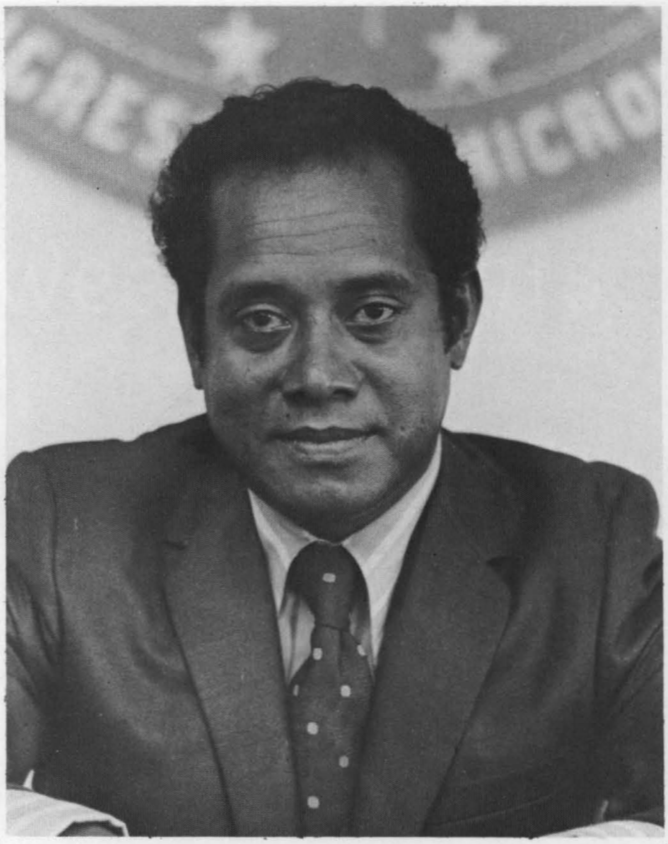
The Ambassador has agreed to make himself available whenever needed for negotiations with the leaders of the Trust Territory, while continuing his work as head of the Asia Foundation. And indications are that the first meetings between the Ambassador and the Congress of Micronesia's Joint Committee on Future Status will take place late in the summer of 1971.

On the day before the Special Session of the Congress convened, the Chairman of the Status Committee, Senator Lazarus Salii, issued a statement outlining the state of the status negotiations from the Committee's point of view.

"The Committee," the statement said, "hopes and expects that, unlike the talks of last year, the coming negotiations will be serious and productive. And it trusts that the United States will join the Committee in striving for a result responsive to the wishes of the people of Micronesia."

There have not been any formal talks between the United States and the Congress' Status Committee since May, 1970. In its formal report and response to those talks, the Congress, in July, rejected a U.S. offer of Commonwealth status for Micronesia, and laid down "four basic principles," characterized as "non-negotiable" in the report. These were:

That sovereignty in Micronesia resides in the people of Micronesia and their duly constituted government; that the people of Micronesia posses the



Lazarus Salii

right of self-determination and may therefore choose independence or self-government in free association with any nation or organization of nations; 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; and that free association should be in the form of a revocable compact, terminable unilaterally by either party.

Senator Salii, in answering questions about the Committee's statement, regarded the appointment of Ambassador Williams as "a hopeful sign," and said that evidence had come to him informally that the United States is reviewing its position, and that this new position is going to be more acceptable to the Congress of Micronesia in terms of the "four principles."

Both Senator Salii, and Status Committee Co-chairman, Representative Ekpap Silk, have met with Ambassador Williams informally in San Francisco. Senator Salii indicated that the Ambassador hopes to visit the Trust Territory this summer, and that it is expected that negotiations could be renewed in the late summer, probably sometime after July. -- *J. M.*

TRUSTEESHIP In Turmoil -- The Marianas

by David Q. Maratita

The transition of political events during the month of February, 1971, brings with it a series of major apprehensions in the Marianas District which demand serious consideration on the part of the indigenous residents of the district involving confrontation between various political leaders both at the district and territorial levels of government.

Micronesia is by all means undergoing a transitional change, not in the mere sense of its cultural aspects, but rather in a political sense of the word. And as such political transitional change occurs, the social, educational and economic factors are also inter-related. The secession movement by the Mariana Islands District Legislature and the burning of the Senate and House Chambers of the Congress of Micronesia have but beclouded the issues long expressed by the political leaders of the Marianas District.

As a matter of reviving or recalling the political development in the Marianas District, let's first go back into the early years of the history of this area. The Mariana Islands were one political entity during the Spanish regime from the 16th to the late 19th century. Separation of the Island archipelago took place soon after the Spanish-American War, when Spain, after losing the war in 1898, ceded the island of Guam to the United States under the Treaty of Paris. Spain then sold the remaining islands north of Guam to Germany together with other Micronesian islands for roughly $4-million. In April, 1899, Germany took official possession of these islands as her colony.

When World War I erupted, Japan as one of the allied powers, forcibly took the Mariana Islands in 1914, along with other German possessions in the Carolines and the Marshall Islands. Guam being an island possession of the United States since 1898 was never under another nation until Japan invaded it in early World War II; it was recaptured by the Americans in 1945.

Following the capture of the Mariana Islands by the Americans in World War II, a new political power was soon amalgamated, and the people again fell under control of a new nation. The United States nevertheless took upon itself the task of obligating an enormous rehabilitation effort to the people. There began the paradoxical "Americanization" of the inhabitants of the Mariana Islands.

The future political status of the Mariana Islands has yet to be determined in spite of the subjectiveness of the people of this district by declaring themselves "ready to be Americans". To simply say that the Marianas people are ready to become Americans may be correct, but, at the same time, debatable. The core of the discussion and analysis of this essay is therefore centered upon the desire of the people of the Marianas to recognize some form of affiliation with the United States and by what methods this can be achieved.

My purpose in writing about the political aspirations of the people of the Marianas District should not be construed as personally motivated by the tide of events of the "secession" movement, but rather as how I see it from the point of the changing political behavior of people. My analysis of the existing situation in this District is purely my own personal observation.

Politics in the Marianas District has sort of become a way of life to many people here. The two major political parties found today, the Popular and the Territorial parties are examples of progress in the development of politics. Both parties became active in the year 1957 when a mayoralty contest for the Municipality of Saipan was held between candidates Ignacio V. Benavente (now Presiding District Court Judge) and Elias P. Sablan (now deceased). Benavente was under the banner of the Popular Party while Sablan ran as the Territorial Party candidate.

The birth of these two political parties came about inevitably as a result of efforts to better the administration of the Municipality of Saipan. Saipan at the time was a separate District itself, comprising the islands of Saipan and Tinian and the rest of the Islands North of Saipan. Rota Island, by virtue of its separation from the administrative jurisdiction of Saipan District in 1952, was a separate District by itself, too. However, its governmental affairs at the municipal level did not have any bona fide political parties active enough to stir followers as did her neighbor islands to the North.

Saipan politics in the early 1950s were based on the prospect of the formation of a Greater Marianas Union which would provide for more complete autonomous local government. However, the islands were under the jurisdiction of the U.S. Military Government and there was not much the indigenous people could do. It was apparent that although the Administering Authority desired to encourage the political advancement of the people of the Northern Marianas within the limits of their capabilities, there was the feeling that the people were not prepared to assume the broad powers of government. The people, however, countered that they could govern their own local affairs as exemplified by the existance of the Saipan Congress. Thus, the High Commissioner somewhat reluctantly approved requests which resulted in drafting what is now called the Charter of the Municipality of Saipan.

Similarly, Rota as a separate District was granted its charter as a municipality on October 28, 1957. Prior to it being a fully chartered municipality, that island's local affairs were under the sole direction of a chief commissioner, although the title was nothing more than a name. Rota's local government was a little bit precarious in that the legislative branch, the Municipal Council, was chaired by the Mayor himself. Its awkwardness is obvious: whenever a bill or an ordinance introduced by the Mayor himself becomes law, he, himself, must enforce it.

Political developments in the Marianas gained momentum in 1962 when Saipan District and Rota District were combined into a single unit called the Mariana Islands District. The era of a new political unit began, in that Saipan, as the District Center, was selected as the provisional capital of the Trust Territory of the Pacific Islands. Moving the Trust Territory Headquarters from Guam to Saipan, after the changeover from the U.S. Naval Administration, was a smooth transition to actual Trust Territory soil - Saipan.

Organizing the District level of government was soon considered essential and to be of utmost priority. Party leaders in the Popular and the Territorial Parties were quick in reminding the Administering Authority a district-wide legislative body was necessary. The Honorable Francis Mahoney, the first District Administrator of the Mariana Islands District under the new set up, was receptive to the proposal and started working for a charter convention.

The Charter Convention for a district-wide legislature body was called in 1962. Delegates from Rota, Tinian and Saipan were elected for this historic convention. From Rota came leaders like Melchor S. Mendiola, Prudencio T. Manglona, Benjamin T. Manglona and Albert M. Toves. And from Tinian, Antonio S. Borja, and Henry Hofschneider Sr. were selected. The Saipan delegation was comprised of Elias P. Sablan, Vicente N. Santos, Olympio T. Borja, Jose C. Tenorio, Francisco C. Ada, William S. Reyes, Juan S. Pangelinan, Dr. Benusto Kaipat, and Juan A. Sablan. The delegates worked for days in drafting the charter which would be the working guide for the legislative body that was to be formed. The painstaking efforts were finally rewarded when, in January, 1963, the Charter of the Mariana Islands District Legislature was signed by High Commissioner Wilfred M. Goding.

With the District Legislature then created, the next step, was the election of representatives to this august body. The charter provided that in the first election, representatives from the municipalities would be: eleven from Saipan (added to which one representative from the islands North of Saipan), three representatives Rota, and one representative from Tinian.

While Rota and Tinian did not experience difficulties in selecting their representatives to the District Legislature, the representatives from Saipan were having a big fight politically between the rival parties, the Popular and the Territorial Parties.

Election campaigning on Saipan at that time was a major event and all kinds of issues were involved, from re-integration with Guam to those racial in nature. The Popular Party's main theme in their campaign was the desire to re-integrate with Guam because of historical lineage -- the people of Saipan are Chamorros like the people of Guam. Discrimination against the Carolinians was most predominant in the course of their campaigning. The Territorial Party, on the other hand, explained that they did not practice discrimination against their fellow Carolinians, who formed about one-third of the population on Saipan. As a matter of fact, they said that they were even drafting Carolinian candidates into the party's slate for the District Legislature, because they did not believe in any discriminatory practices, especially on an island so small as Saipan.

So strong was the Popular Party in pushing for re-integration of the Northern Marianas with Guam that they won eight of the eleven seats for Saipan in the District Legislature's 16 body membership. Popular Party candidates elected to the First District Legislature were: Vicente N. Santos, Juan S. Pangelinan, Juan Ch. Reyes, Felipe A. Salas, Santiago B. Magofna, Francisco M. Diaz, Antonio R. Camacho, Leon T. Camacho and Benedicto Taisacan (representing the Islands North of Saipan). Territorial Party candidates elected from Saipan were: Olympio T. Borja, Dr. Benusto Kaipat, William S. Reyes. Rota's representatives to the District Legislature (not elected on a partisan basis) were: Melchor S. Mendiola, Benjamin T. Manglona and Roman T. Manglona. The representative from Tinian was Antonio S. Borja.

The organization of the Mariana Islands District Legislature was in way a giant step forward in the political development of the District. Its early deliberations show a concerted effort by a body which developed into a cohesive whole with a character of its own. The members of that legislature had readily demonstrated their deep interest in fulfilling the real human needs of the people they represented. In seeing that there were opportunities for all, they were aware that freedom is a very great blessing indeed, and that with freedom comes very heavy responsibilities. The first few years of legislative work had molded this body into a disciplined one. It showed that the representatives in the legislature had the capacity for thinking and planning beyond their own immediate selves to the larger good of the people of the District.

The leadership of the First Mariana District Legislature was well established. The presidency was under the Honorable Vicente N. Santos, and the president pro-tempore was the Honorable Olympio T. Borja. The District Legislature leadership became a vehicle to get to the Administering Authority the desires and needs of the people of the Marianas.

The two political factions existing in the Marianas District worked toward making politics a way of life. I see this as something essentially beneficial in the sense that party followers seriously discuss issues of importance to the development of the District and its people. This is a healthy sign of participation in the orderly process of a good government, be it at the municipal, district or territorial level.

The creation of the Congress of Micronesia in 1965 further instilled political divisions into the people of the Mariana Islands District. The Popular Party leadership ventured again on to its old campaign platform of "re-integration" with Guam. Because there was not much support for the idea of a Congress of Micronesia, the Popular Party put up candidates for the Senate and House of Representatives seats just for the sake of opposing the Territorial Party candidates. Candidates from the Popular Party for the Senate were Vicente N. Santos and Dr. Francisco T. Palacios and from the Territorial Party, Olympio T. Borja and Jose R. Cruz. Popular Party candidates for the House seats were Daniel T. Muna, Manuel D. Muna and Dr. Carlos S. Camacho. From the Territorial Party, the candidates for the House were Benjamin T. Manglona, Francisco C. Ada, and Juan A. Sablan. Except that Popular Party candidate Manuel D. Muna upset Territorial Party candidate Francisco C. Ada for a House seat, the Territorials captured two Senate seats and two of the three House seats. The Territorial Party was jubilant at such results, as here was an indication that in a district-wide election, the party had strong support.

The Congress of Micronesia elections had paved the way for a district-wide affiliation of party leaderships. Both Popular and Territorial Parties had advocated the need for supporters from the outer islands of Rota and Tinian, and thus was born a greater sense of partisanship. Thus it was that the Territorial Party had drafted one of Rota's favorite sons, Benjamin T. Manglona, to be a candidate for the House of Representatives. The people of Rota, knowing that one their own villagers was a candidate, had given the Territorial Party an overwhelming victory on Rota. Similarly, Tinian gave heavy support because of the many relatives that Manglona had on that island. The Popular Party, however, had concentrated its candidate selections on the island of Saipan. Had they taken a

similar approach to the Territorials in nominating a resident of Rota, there might have been a different situation. Again the Territorials claimed that the Popular Party was being just plain discriminatory.

The events that happened in February 1971, particularly those that have been magnified by the "secession" movement of the Mariana Islands District Legislature and the burning of the Congress of Micronesia buildings, will go down in the history of this area as true milestones.

The question of "secession" from the Trust Territory of the Pacific Islands as called for by the resolution passed during the Fifth Regular Session of the Third Mariana Islands District Legislature, should be studied in depth as to why such a move was even considered by the Marianas. Perhaps the most relevant answer that can be given to the rest of Micronesia is that the Marianas District is ready to stand on its own. This could mean that the people of the Marianas have reached the end of the road in their frustration over the present way that the Administering Authority is running its administration. Perhaps, it could also mean that the Marianas District is no longer a "child" and that it has grown into "adulthood" where some freedom must be achieved at this level. The District Legislature leadership perhaps has felt that political development in the Marianas District has basically reached the stage where the democratic principal of choice -- secession -- must be ultimately adopted.

To secede from the rest of the districts would mean getting out of a "union," the Trust Territory of the Pacific Islands. However, as one outspoken district legislator often puts it, "Did we participate in the formation of the Trust Territory of the Pacific Islands? And by what right did the United Nations in 1945 make the Mariana Islands a part of the trusteeship area without consulting the people?" Certainly none of us living in Micronesia right now were ever considered to participate in the negotiations for the placing of Micronesia in the hands of the United States, as an Administering Authority. But why should we, may I ask! As we were Pacific peoples on small scattered dots of islands, the welfare of the indigenous peoples was the least concern. The world at that time was only beginning to recognize that real people existed on these islands when the war involving the security of nations so rich and powerful came to the Pacific area. But it was different for the people of the Marianas, because there was, even prior to the contact of the war, real awareness that the people of this area were to emerge culturally advanced, as well as socially, educationally and economically advanced.

I feel that the Marianas District Legislature considers that it is time that the people of the district be more concerned about what is happening and what will happen in the Marianas, assuming there are no changes in the present Trust Territory government. I believe to the contrary -- that the Marianas can get a lot more by remaining in the Trust Territory, by maintaining the status quo. Secession from this form of government may be a vital mistake. Similarly, however, condemnation of the act of the Marianas District Legislature in registering support for "secession" should not altogether be castigated.

In my analysis of the "secession" aspirations initiated by the Marianas District Legislature, I can only deduce that the legislators mean to draw the attention of the United States to the point that Micronesians should not be taken for granted. In his closing statements at the February session of the Third Mariana Islands District Legislature, President Vicente N. Santos was emphatically vocal in his desire for the Marianas to go forward in her political development by divorcing herself from the other districts. And he made it plain that he thinks the door is not closed for others to follow the Marianas in her attempt to secede from the present form of the trusteeship government.

Although questions are raised about what the Marianas can do after seceding from the Trust Territory, there is general non-commital. Perhaps not many have thought about what this District would do should it succeed it seceding. I think I can safely predict that the Marianas would have many opportunities for economic posterity if such secession is effected. However, a question which I often times ask myself about whether such a move is possible negates all potential advantages, because I am of the firm belief that the time for such a move has not arrived yet. As a matter of fact, secession should not have been discussed in the first place. Even the word itself is not entirely apt. Instead of the word "secession," it would be more appropriate to be talking of "integration" with the United states.

When I say "integration," this simply means to emphatically call the attention of the Trust Territory Administration to the fact that the Marianas wants a part of the American system of government and that an affiliation is what is wanted. "Secession," though it may sound appropriate to the District Legislature, might be entirely misinterpreted by others to mean seceding from the Administering Authority.

The terminology is indeed debatable, and it did create misconceptions in various sectors of the Marianas community. Its implication has been strongly accepted by the majority of Popular Party followers

who talked of demonstrations supporting secession. They were most especially upset and vocal when the income tax bill was signed into law by the High Commissioner. The tide of events resulted in an almost chaotic situation which to a degree caused certain tensions which appeared to climax with the burning of the Congress of Micronesia meeting chambers. Of course, their has never been any direct link among the secession movement, the tax bill and the Congress fire.

"Secession, income tax bill and Congress of Micronesia Building Burned" seemed to be the main talk of the town on Saipan. Some investigators suggested that all these three were tied to the dominant political party of Saipan. However, my own observation, as I am free to express, is that this cannot be interpreted as the making of the membership of the Popular Party nor of its leadership. I am of the firm belief that no political motive was ever involved in the events that transpired simultaneously which seem to indicate a conspiracy. The people of Saipan are not so stupid as to commit such a senseless act as the burning of the Congress of Micronesia's meeting chambers. As peace loving people, we cannot go beyond what is reasonably just and worthwhile. The secession issue and the income tax issue are by their nature political issues among the people of the Marianas, but they are certainly not enough to criminally inspire the burning of the Congress. The Marianas people, if I may say so, are politically mature in the sense that they fully understand what their Marianas District Legislature is for and what they can do in participating in it.

Among a multitude of alternatives for the Marianas people to choose from in the event a plebiscite were to be held, I am with the practical side of their wanting to be affiliated with the United States. How that affiliation can be achieved cannot be immediately resolved. However, this will be mainly a problem of language. Nevertheless, the people have always expressed the wish to become United States citizens. Such a desire was politically supported by both Territorial and Popular Party members, though the roads by which this could be achieved were in different directions, ending at the same destination -- United States affiliation.

The political alternatives most prominent which the Political Status Delegation of the Congress of Micronesia would like the Congress to adopt are either independence or free association. The Micronesian Congress delegation's discussions with the United States delegation in early 1970, at which time the latter offered a Commonwealth alternative rejected by the former, gave me great pain in the heart in that such an offer should be accepted as a gesture of genuine consideration for the general well being of Micronesians. As a Micronesian, I do have the right to be consulted, though indirectly through my representatives in Congress from the Marianas District about whether or not the Commonwealth status offered by the United States is acceptable. I cannot truly comprehend the rationale for the Micronesian delegation's outright refusal of such an alternative just because the United States offered something that was not asked. In the view of the Congress delegation then, the United States should only discuss the Free Association and Independence alternatives that the Congress of Micronesia has requested. I am a believer of that"great adage," "Though you did not ask, accept what you were offered!" As Senator Olympio T. Borja said, "We in the Marianas community do not find the Commonwealth proposal altogether unacceptable." Thus, there must still be a desire in the Congress of Micronesia--and I sincerely urge it--to initiate a dialogue among the peoples of the various districts on whether or not the proposal of the United States was really secondary to what is in the primary interest of the people of Micronesia.

Should Commonwealth status eventually be adopted by the Congress of Micronesia delegation, I am sure the intent of the people of the Mariana Islands District in wanting to be affiliated with the United States in terms of citizenship would be fulfilled and, thus, the recent movement to secede from the Trust Territory might be erased from the minds of those advocating it. And of course, the Commonwealth Status can be a detour around the roadblock to a political status decision for Micronesia, in an orderly fashion.

It is obvious that no matter who said it or how it is said, there is already a pre-determination by the people of the Marianas that America is the nation they want to affiliate with. It may be by re-integration with Guam, free association with America, commonwealth, as an incorporated or unincorporated territory--this is only a matter of semantics. Ultimately, of course, the political destiny of the Marianas will be to "go American."

It has often been said that Micronesians are great imitators, imitating cultures from the West in particular. As a people of no great earth mass, we Micronesians tend to be culturally alien, even to our neighbor islanders. Only during the American administration of the former Japanese mandated

islands have the natives been taught the real value of cultural perservation; because by imitating Americans in their way of living, realistic approaches to our basic cultural patterns became our real concern. Imitation in itself is not an evil animal. In fact, it may have helped people gain confidence by providing people whom they can emulate, and then reflect back on their own social pattern.

The Mariana Islands then may very well be called an "imitator" because of wanting to be within the United States framework of government. The political future of the Marianas lies with the aspirations and dedication of those who work toward the mutual satisfaction of present and future generations.

Should it become necessary that the Mariana Islands District Legislature become arrogant in dealing with the Congress of Micronesia over settlement of the political question for the Marianas, I foresee a great struggle for dominance. The Marianas Delegation to the Congress of Micronesia has in essence determined that the political future of the Marianas must be decided at the earliest possible date. This is indicated by their announced intention to boycott the Special Session of the Congress of Micronesia held in Truk. The boycott is said to be in support of the Marianas District Legislature's resolution advising the United Nations that the Marianas wants out of the present Trust Territory Government. In other words, the secession move by the District Legislature has gained a foothold at least with five members of the Congress of Micronesia. The political development of the Marianas has taken another step with this action by the Marianas Delegation to the territorial Congress.

The Reporter is including in this issue the following complete text of the Trusteeship Agreement. The Agreement is brief, and in some respects, to the point. However, as the article which follows it indicates, much of what today is policy for the Trust Territory of the Pacific Islands is policy based on interpretation and implication rather than specification.

TRUSTEESHIP AGREEMENT FOR THE UNITED STATES TRUST TERRITORY OF THE PACIFIC ISLANDS

PREAMBLE

WHEREAS Article 75 of the Charter of the United Nations provides for the establishment of an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent agreements; and

WHEREAS under Article 77 of the said Charter the trusteeship system may be applied to territories now held under mandate; and

WHEREAS on 17 December 1920 the Council of the League of Nations confirmed a mandate for the former German islands north of the equator to Japan, to be administered in accordance with Article 22 of the Covenant of the League of Nations; and

WHEREAS Japan, as a result of the Second World War, has ceased to exercise any authority in these islands;

NOW, THEREFORE, the Security Council of the United Nations, having satisfied itself that the relevant articles of the Charter have been complied with, hereby resolves to approve the following terms of trusteeship for the Pacific Islands formerly under mandate to Japan.

ARTICLE 1

The Territory of the Pacific Islands, consisting of the islands formerly held by Japan under mandate in accordance with Article 22 of the Covenant of the League of Nations, is hereby designated as a strategic area and placed under the trusteeship system established in the Charter of the United Nations. The Territory of the Pacific Islands is hereinafter referred to as the trust territory.

ARTICLE 2

The United States of America is designated as the administering authority of the trust territory.

ARTICLE 3

The administering authority shall have full powers of administration, legislation, and jurisdiction over the territory subject to the provisions of this agreement, and may apply to the trust territory, subject to any modifications which the administering authority may consider desirable, such of the laws of the United States as it may deem appropriate to local conditions and requirements.

ARTICLE 4

The Administering authority, in discharging the obligations of trusteeship in the trust territory, shall act in accordance with the Charter of the United Nations, and the provisions of this agreement, and shall, as specified in Article 83(2) of the Charter apply the objectives of the international trusteeship system as set forth in Article 76 of the Charter, to the people of the trust territory.

ARTICLE 5

In discharging its obligations under Article 76(a) and Article 84, of the Charter, the administering authority shall ensure that the trust territory shall play its part, in accordance with the Charter of the United Nations, in the maintenance of international peace and security. To this end the administering authority shall be entitled:

1. to establish naval, military and air bases and to erect fortifications in the trust territory.
2. to station and employ armed forces in the territory; and
3. to make use of volunteer forces, facilities and assistance from the trust territory in carrying out the obligations towards the Security Council undertaken in this regard by the administering authority, as well as for the local defense and the maintenance of law and order within the trust territory.

ARTICLE 6

In discharging its obligations under Article 76(b) of the Charter, the administering authority shall:

1. foster the development of such political institutions as are suited to the trust territory and shall promote the development of the inhabitants of the trust territory toward self-government or independence as may be appropriate to the particular circumstances of the trust territory and its peoples and the freely expressed wishes of the peoples concerned; and to this end shall give to the inhabitants of the trust territory a progressively increasing share in the administrative services in the territory; shall develop their participation in government; shall give due recognition to the customs of the inhabitants in providing a system of law for the territory; and shall take other appropriate measures toward these ends;
2. promote the economic advancement and self-sufficiency of the inhabitants, and to fisheries, agriculture, and industries; protect the inhabitants against the loss of their lands and resources; and improve the means of transportation and communication;
3. promote the social advancement of the inhabitants, and to this end shall protect the rights and fundamental freedoms of all elements of the population without discrimination; protect the health of the inhabitants; control the traffic in arms and ammunition, opium and other dangerous drugs, and alcohol and other spirituous beverages; and institute such other regulations as may be necessary to protect the inhabitants against social abuses; and
4. promote the educational advancement of the inhabitants, and to this end shall take steps toward the establishment of a general system of elementary education; facilitate the vocational and cultural advancement of the population; and shall encourage qualified students to pursue higher education, including training on the professional level.

ARTICLE 7

In discharging its obligations under Article 76(c), of the Charter, the administering authority shall guarantee to the inhabitants of the trust territory freedom of conscience, and, subject only to the requirements of public order and security, freedom of speech, of the press, and of assembly; freedom of worship, and of religious teaching; and freedom of migration and movement.

ARTICLE 8

1. In discharging its obligations under Article 76(d) of the Charter, as defined by Article 83(2) of the Charter, the administering authority, subject to the requirements of security, and the obligation to promote the advancement of the inhabitants, shall accord to nationals of each Member of the United Nations and to companies and associations organized in conformity with the laws of such Member, treatment in the trust territory no less favourable than that accorded therein to nationals, companies and associations of any other United Nation except the administering authority.
2. The administering authority shall ensure equal treatment to the Members of the United Nations and their nationals in the administration of justice.
3. Nothing in this Article shall be so construed as to accord traffic rights to aircraft flying into and out of the trust territory. Such rights shall be subject to agreement between the administering authority and the state whose nationality such aircraft possesses.
4. The administering authority may negotiate and conclude commercial and other treaties and agreements with Members of the United Nations and other states, designed to attain for the inhabitants of the trust territory treatment by the Members of the United Nations and other states no less favourable than that granted by them to the nationals of other states. The Security Council may recommend, or invite other organs of the United Nations to consider and recommend, what rights the inhabitants of the trust territory should acquire in consideration of the rights obtained by Members of the United Nations in the trust territory.

ARTICLE 9

The administering authority shall be entitled to constitute the trust territory into a customs, fiscal, or administrative union or federation with other territories under United States jurisdiction and to establish common services between such territories and the trust territory where such measures are not inconsistent with the basic objectives of the International Trusteeship System and with the terms of this agreement.

ARTICLE 10

The administering authority, acting under the provisions of Article 3 of this agreement, may accept membership in any regional advisory commission, regional authority, or technical organization, or other voluntary association of states, may co-operate with specialized international bodies, public or private, and may engage in other forms of international co-operation.

ARTICLE 11

1. The administering authority shall take the necessary steps to provide the status of citizenship of the trust territory for the inhabitants of the trust territory.
2. The administering authority shall afford diplomatic and consular protection to inhabitants of the trust territory when outside the territorial limits of the trust territory or of the territory of the administering authority.

ARTICLE 12

The administering authority shall enact such legislation as may be necessary to place the provisions of this agreement in effect in the trust territory.

ARTICLE 13

The provisions of Articles 87 and 88 of the Charter shall be applicable to the trust territory, provided that the administering authority may determine the extent of their applicability to any areas which may from time to time be specified by it as closed for security reasons.

ARTICLE 14

The administering authority undertakes to apply in the trust territory the provisions of any international conventions and recommendations which may be appropriate to the particular circumstances of the trust territory and which would be conducive to the achievement of the basic objectives of Article 6 of this agreement.

ARTICLE 15

The terms of the present agreement shall not be altered, amended or terminated without the consent of the administering authority.

ARTICLE 16

The present agreement shall come into force when approved by the Security Council of the United Nations and by the Government of the United States after due constitutional process.

TRUSTEESHIP In Turmoil -- The Agreement

by Jon A. Anderson

The events of early 1971 in the Mariana Islands District brought one of the strongest challenges yet made to the document which has formed the basis of United States authority in the Trust Territory of the Pacific Islands since 1947, the Trusteeship Agreement.

In the process, the Marianas political leaders who called for secession from the Trust Territory, and who criticized certain portions of the Trusteeship Agreement, were also demonstrating the fact that the agreement is something of an enigma; everyone is talking about it, but not too many people are really sure what it is or does.

The Trusteeship Agreement for the Former Japanese Mandated Islands, as the agreement is officially called, was first made public in its draft, or proposed form, on November 6, 1946, when then President Harry S Truman announced that the United States was "prepared to place under trusteeship, with the United States as administering authority," the islands that before World War Two had been administered by Japan under a mandate from the League of Nations.

At that time, the President also resolved, at least temporarily, what had become something of an issue in his government at the time, and that was the type of trusteeship to be sought for the islands. U.S. military men were pressing for a "strategic" trust, and by announcing in 1946 that the U.S. would submit the draft trusteeship agreement to the United Nations Security Council at a later date--since it was the Security Council that would have jurisdiction over strategic trust territories--the President made it clear what kind of trusteeship the country was seeking.

The Security Council took up the United States proposal in February of the following year. There was surprisingly little opposition to the trusteeship agreement as proposed by the U.S. from the members of the council. In fact, no state challenged the basic claim of United States control of the islands as a strategic trusteeship, according to the U.S. Navy's historical records of the period. There were some amendments made, and others proposed and rejected, but by and large the trusteeship agreement we have today is the one President Truman proposed and made public in 1946. It was approved unanimously by the Security Council on April 2, 1947.

The U.S. Congress approved the agreement on July 18, 1947, and U.S. civil administration of the Caroline, Marshall and Mariana Islands (except Guam) dates from that time. The Navy, however, continued to administer the area until 1951. The United States thus began administering one of eleven trusts established by the United Nations following World War Two. But it was one with a difference: The Trust Territory of the Pacific Islands was the only "strategic" trust out of the eleven. Today, it and the Australian-administered Trust Territory of New Guinea are the only two remaining.

The strategic nature of the Pacific Islands trusteeship is crucial to the understanding of the document and what authority it conveys, according to High Commissioner Edward E. Johnston. Under this agreement, "the administering authority would report through the Trusteeship Council to the Security Council, rather than to the General Assembly," he points out. This is the most fundamental difference between the agreement executed for the Pacific Islands and those for the other trust territories, although there are others.

There is a popular misconception, however, that designation of the Pacific Islands as a *strategic* trust territory gave the United States the right to fortify and garrison the islands. The U.S. as administering authority does have that right, and it is contained in Article 5 of the trusteeship agreement, as follows:

"The administering authority shall be entitled:

1. to establish naval, military, and air bases and to erect fortifications in the trust territory;

2. to station and employ armed forces in the territory; and

3. to make use of volunteer forces, facilities, and assistance from the trust territory in carrying out the obligations towards the Security Council undertaken in this regard by the administering authority, as well as for the local defense and the maintenance of law and order within the trust territory."

But this article was not wholly unique to the Pacific Islands strategic trust. Nearly identical provisions were contained in some of the other, non-strategic trusteeship agreements approved in 1946 and 1947 by the U.N., notably those for the trust territories of Togoland, the Camaroons, Tanganyika, Ruanda-Urundi, and Western Samoa. In other words, the United States as administering authority probably could have had the right to fortify and garrison the islands without their designation as a strategic trust.

There are some important differences between the Pacific Islands trusteeship agreement and those of the non-strategic territories. Among the most significant: The United States may specify certain areas of the territory as "closed for security reasons," a right which is not specifically given to any of the other trust territory administering authorities, although most of the other trusteeship agreements contain a clause such as the following: *"The administering authority shall be entitled to take all . . . measures in accordance with the purposes and principles of the Charter of the United Nations as are, in the opinion of the Administering Authority, necessary for the maintenance of international peace and security and the defense of* (the particular territory)." Several areas of the Trust Territory of the Pacific Islands have, from time to time, been closed for security reasons under this provision which is part of Article 13.

The Pacific Islands trusteeship agreement may not be altered or amended, nor may it be terminated, *"without the consent of the administering authority."* This is Article 15, and it is wholly unique to this trusteeship agreement. The amending of the non-strategic trusteeship agreements was provided for in Article 79, Chapter 12, of the Charter of the United Nations, which essentially brings amendments ultimately to the floor of the General Assembly for approval, after being agreed upon "by the states directly concerned, including the mandatory power . . . " Those who call for the United Nations to make changes in, or to terminate unilaterally, the trusteeship agreement for Micronesia lose sight of the fact that the U.N. cannot do so without the specific consent of the United States as the administering authority.

A third difference between the Pacific Islands strategic trust and the non-strategic trusteeship agreements is something called the "most favored nation" clause, which will be discussed in more detail later in this article.

The overall, key difference, however, remains the fact that the Security Council, where the United States as a permanent member has a veto, has the ultimate authority within the U.N. over the trust, and not the General Assembly, where the U.S. has no veto and considerably less influence now than it once had. It is a difference that one cannot afford to forget as he discusses the trusteeship agreement, for it weakens the hand of the United Nations in dealing with the area, and strengthens the hand of the United States.

Another key to understanding the importance of the strategic designation is to examine the "frame of mind" of the U.S. as it formulated its plans for the trusteeship. The military authorities initially argued for outright annexation of the area. The Navy in 1945 had plans for continued military bases at Saipan, Tinian, Eniwetok, Kwajalein, Majuro, Truk, Palau and Ulithi. While most of these planned bases would not have been continued in any case because of cutbacks in military expenditures, it is indicative of the military frame of mind of the period that they were part of the immediate post-war plans of the military in the islands.

In addition, the military men, in positions reflected by statements from the Joint Chiefs of Staff, "did not consider that the basic purpose of the trusteeship system, that is the preparation of the native population for eventual independence, was a valid argument against assumption of full soverignty by the United States, since the population was incapable of assuming an independent status or self government in the forseealbe future." This is according to the history of Navy administration of the Trust Territory of the Pacific Islands. Secretary of the Navy James Forrestal wanted "something tantamount to sovereignty" whatever form the final agreement took, and this was apparently assured to the satisfaction of the military men by designation of the area as a strategic trust.

The initial trusteeship agreement was developed jointly in 1946 by the State, War and Navy Departments, and undoubtedly was heavily influenced by the latter two. In arguments for the proposal before the Security Council, Ambassador to the United Nations Warren R. Austin carefully laid the groundwork for the strategic trust position by outlining in detail the military use to which the islands had been put by the Japanese, and by saying, "Tens of thousands of American lives, vast expenditures of treasure, and years of bitter fighting were necessary to drive the Japanese agressors back from these islands. These islands constitute an integrated strategic physical complex vital to the security of the United States. The American people are firmly resolved that this area shall never again be used as a springboard for agression against the United States or any other member of the United Nations."

In the course of the debate, one amendment was proposed, and the U.S. response to it offers another clue to the American frame of mind regarding the trusteeship in 1947. In Article 6 (1) after the words *"toward self government"* the Representative of the Soviet Union proposed addition of the words *"or independence as may be appropriate to the particular circumstances of the trust territory and its peoples and the freely expressed wishes of the people concerned."* The U.S. made a "qualified acceptance of the language" of the amendment, and accepted the principle involved, but Ambassador Austin stated: "The United States feels that it must record its opposition not to the principle of independence, to which no people could be more consecrated than the people of the United States, but to the thought that it could possibly be achieved within any foreseeable future in this case."

Thus the United States had military interests as its paramount concern in the formulation of the trusteeship agreement, and the country's leaders clearly did not foresee the present political circumstances in the trust territory, wherein both independence and the fragmentation of the trust territory are openly advocated.

So today, 24 years after its implementation, the trusteeship agreement is coming under its most severe challenge from within the trust territory itself. On the one hand, the elected leaders of the Marianas District want out of the agreement in favor of a closer, more permanent association with the United States. And on the other, the Congress of Micronesia, in accepting the Report of the Political Status Delegation, has gone on record in favor of terminating the agreement and establishing a free association relationship with the U.S., or independence as an alternative.

With regard to the Marianas desires, the present imterpretation of the trusteeship agreement is clear, and is voiced by High Commissioner Johnston: "The method of accomplishing any change in the makeup of the Trust Territory would be to first, terminate the trusteeship agreement; then whatever might happen to the Trust Territory could happen. But as long as the agreement is not terminated there is a trusteeship which includes our present six administrative districts and the present boundaries." Legal advisors to the Trust Territory agree, although they also point out that there is nothing specific in the agreement that would prevent fragmentation of the territory; it is proscribed by implication, rather than specification.

The Marianas politicians have also argued loudly that the economic development of the district is stymied by the "most favored nation" clause of the agreement. This clause bears closer examination. It is Article 8 (1) of the agreement, and reads as follows:

"In discharging its obligations under Article 76 (d) of the Charter, as defined by Article 83 (2) of the Charter, the administering authority, subject to the requirements of security, and the obligation to promote the advancement of the inhabitants, shall accord to nationals of each member of the United Nations and to companies and associations organized in conformity with the laws of such member, treatment in the trust territory no less favourable than that accorded therein to nationals, companies and associations of any other United Nation except the administering authority."

This clause, with its key words *"except the administering authority,"* is unique to the Pacific Islands trusteeship agreement. U.S. policy under this clause has been to exclude foreign investment in Micronesia except by U.S. individuals and companies, and this policy is a bitter issue in the Marianas, where Japanese captial stands poised to invest, to hear some people talk, in unprecedented amounts. The High Commissioner does not agree, however, that present policy under the clause is hindering Marianas economic development.

"There are certain people in the Marianas who have a tremendous personal self-interest in bringing Japanese capital into this area," he says. "In my opinion they let this overshadow all other issues. Thus this is not an issue on behalf of their constituents, it is an issue on behalf of their own pocketbooks, and therefore in their public utterances they say it is a major issue in the Marianas.

"I certainly do not agree that the most favored nation clause is hindering the economic development of Saipan or the rest of the Marianas, at least at this point. There are many things that have to be done, even on Saipan--and I would hasten to add that Saipan is far advanced over any other district center . . . in the condition of their roads, the amount of water and sewers and power, and the percentage of their population that have these benefits. Saipan is way ahead of any other area of the Trust Territory," the HiCom points out.

"But," he continues, "even on Saipan we are facing a possibly critical power shortage. We are just in the process of bringing good, clear fresh water to every citizen on Saipan. Water and sewer lines are being installed; a new power plant is being built. Kobler field is inadequate for major air transportation, and we are working toward, within the next year or two, rehabilitating Isley field.

"Whether the capital is Japanese, Okinawan or American, it can't do the job in Micronesia until we get the infrastructure in place, and this is what we are all working so hard toward right now."

Mr. Johnston does hold out some hope for a change in American policy toward the application of the most favored nation clause in the future. "The six district administrators have informed me," he says, "that they are all in agreement that there should be some loosening in the restrictions involving the admission of foreign capital, particularly Japanese capital, into all six districts of the Trust Territory." And, he states, he has conveyed that feeling through the Interior Department to the concerned departments in Washington. They are presently looking at the possibilities of, and the problems revolving around, the opening of Micronesia to foreign capital other than that of the United States.

Thus it is likely that there could be some change in U.S. policy toward this clause of the trusteeship agreement before there is any final termination of the entire agreement. And the agreement itself is likely to remain a political football in Micronesia for some time to come, unless the movement toward a resolution of the political future of Micronesia advances much more rapidly in the next few months and years than it has in the past 24 years. It has been so long since the agreement was implemented that its official title, with its reference to the "former Japanese mandated islands," seems anachronistic. The agreement itself may well be an anachronism in the seventies, but it is an anachronism with which everyone in Micronesia--politician, government official or private citizen--must learn to live, for at least a little while longer.

"It is the profound belief of the Government of the United States and of the American people that the administration of these islands by the United States . . . would contribute both to the maintenance of international peace and security and to the well-being and advancement of the inhabitants of the islands." (Ambassador Warren R. Austin, before the United Nations Security Council; February 26, 1947).

in the next quarter

National Parks for Micronesia--a portfolio of photographs by Robert Wenkam, together with a proposal for a parks system.

Field Trip--takes you on the southwest field trip in Palau aboard M/V Ran Annim to the real Micronesia, with some unexpected side trips.

Kubary: The First Micronesian Reporter--a man, according to our contributor, too long relegated to mere footnotes.

ON THE GO

Koror Between Flights

by Bonifacio Basilius

ALII!

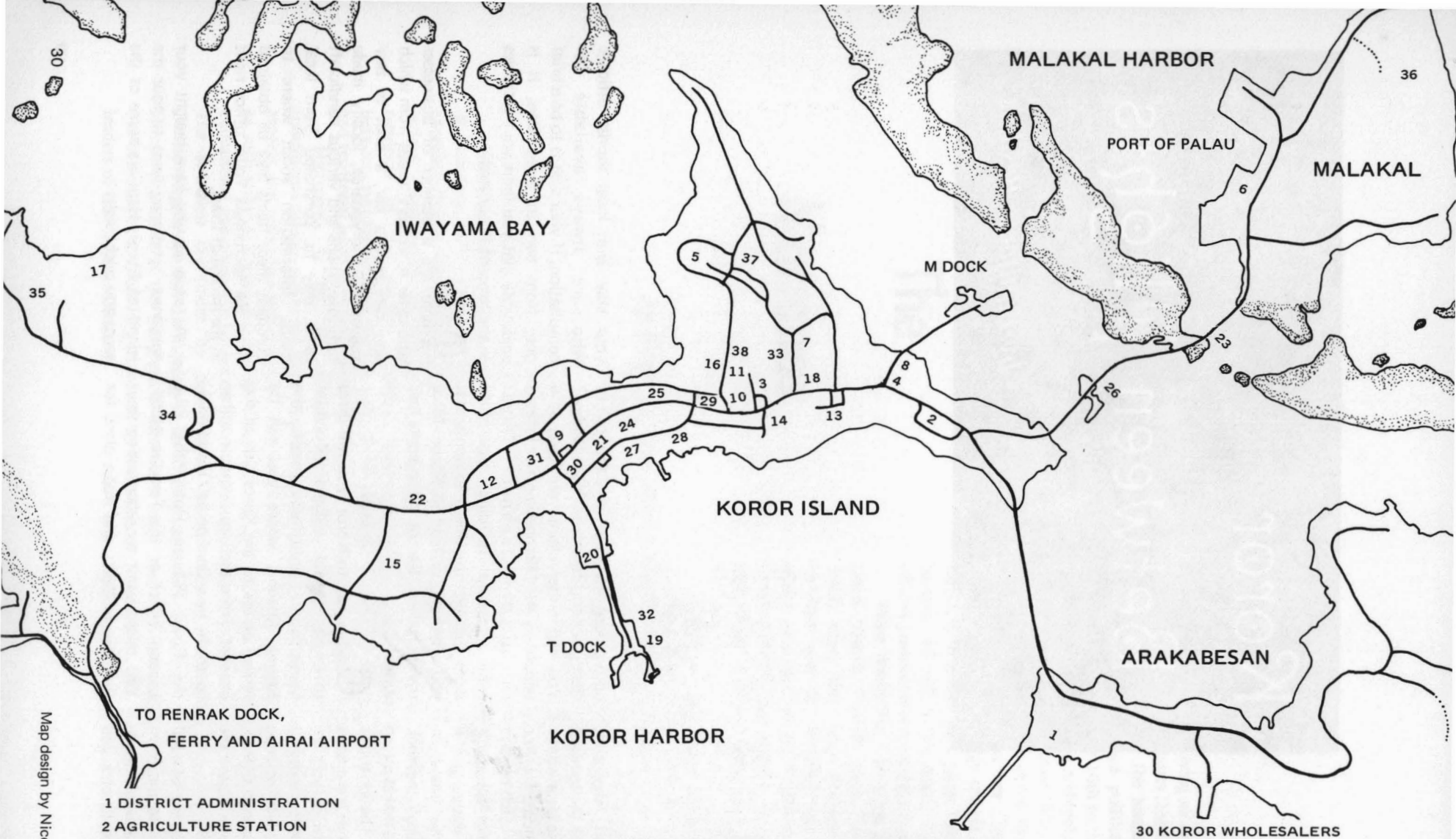
On approaching Palau, the pilot usually tells you to be on the lookout for turtles swimming in the clear waters between the beach and the reef or for tuna boats taking in their catch beyond the barrier reef. Most times you don't see either, but you will always have a breathtaking view of the island of Babelthuap and portions of the rock island clusters as the plane makes a turn southward for a landing. The airstrip is not paved, but the landings are always smooth. Before you know it, you are taxiing to a makeshift terminal conspicuous only for a piece of rope separating incoming passengers from local people who have come to see the plane.

The airstrip is located on top of a hill some seven miles away from the town of Koror, and if you haven't made arrangements for someone to pick you up, you can always get on a tour bus to start your trip to Koror. Your luggage? You can either claim your bags at a temporary Air Micronesia office located in an old Japanese Naval communications building two miles from the airstrip, where it won't cost you anything, or later in Koror, for a transportation fee of fifty cents per suitcase.

On the way to Koror, you will drive through several villages of Airai Municipality, until you reach the Renrak Channel where you will be ferried across to the Koror side of the channel. From there on, you can either go to the new Continental/TraveLodge, the Royal Palauan Hotel, the Blue Lagoon Hotel or the Paradise Hotel. You might want to relax during your first day in Palau, and make plans for your stay with local tourist officials who are always available for consultation. If your visit is to be a brief one, from two to three days, it is adviseable that you limit your activities to the town of Koror itself.

There are a number of businesses who cater to visitors' needs from which you can rent a car, a boat or buy souvenirs. Storyboards, locally made furniture, shells and various handicraft items may be purchased from local shops. Information about where to purchase these items may be obtained from the Micronesia Tours office right in the middle of town.

As soon as you have bought your souvenirs, you may want to tour the island of Koror. Here are some of the spots you might visit:



1 DISTRICT ADMINISTRATION
2 AGRICULTURE STATION
3 CONSTABULARY
4 COURTHOUSE
5 ENTOMOLOGY LAB, WEATHER STATION
6 FISHERIES, VAN CAMP
7 HOSPITAL
8 LAND OFFICE
9 MUNICIPAL OFFICE
10 PALAU LEGISLATURE
11 POST OFFICE

12 CATHOLIC CHURCH AND SCHOOL
13 PALAU HIGH SCHOOL
14 MICRONESIAN OCCUPATIONAL CTR.
15 PROTESTANT CHURCH
16 S.D.A. CHURCH AND SCHOOL
17 CONTINENTAL/TRAVELODGE HOTEL
18 ROYAL PALAUAN HOTEL
19 BLUE LAGOON HOTEL
20 PARADISE HOTEL

21 AICHI'S THEATER
22 BOOM BOOM ROOM
23 CAVE INN
24 EVERGREEN CAFE
25 GEORGE'S THEATER
26 PELELIU CLUB
27 FACTORY CLUB
28 BECHESERRAK STORE
29 HANDICRAFTS OF PALAU, MICRONESIA TOURS OFFICE

30 KOROR WHOLESALERS
31 NECO'S STORE
32 W.C.T.C.
33 ASAHI BALLFIELD
34 GUN EMPLACEMENT
35 JAPANESE SHRINE
36 MALAKAL LOOKOUT
37 PALAU MUSEUM
38 COMMUNITY CTR.

Map design by Nicolas C. Guerrero

The Continental/TraveLodge Hotel which just opened is at the northeastern part of Koror on a site that used to be a Japanese shrine before World War Two. This shrine was one of the few sites outside Japan that contained a specially blessed altar in pre-war years. After the war, the U.S. military occupied it as their headquarters for the Palau Islands. When the military left in the early fifties, the area was reclaimed by vegetation. It was only two years ago that it became accessible to visitors when Continental Airlines began building its hotel on the site.

From there, return to the town to see the Palau Museum. Founded in 1955, the Museum is the oldest of its kind in the Trust Territory, and it houses various handicraft and other artifacts and documents dating back a hundred years. The Museum also maintains a traditional "abai," located near the entomology building. The abai is an authentic, traditional-style meeting house, serving as a showplace for a form of Palauan architecture which is fast disappearing.

For visitors who stay for a week or more, there are several interesting tours to enjoy. For those who are addicted to skindiving, shelling or water skiing, a speed boat trip through the rock islands, a dive in the clear water between Peleliu and Koror, or a walk along the reef at low tide is enough to satisfy even the strongest addiction. And while busy at these activities, you can always stop off at Peleliu to inspect the old battle sites that include deep caves, mountain ridges and treacherous swamps--places that made headlines in the news more than 25 years ago.

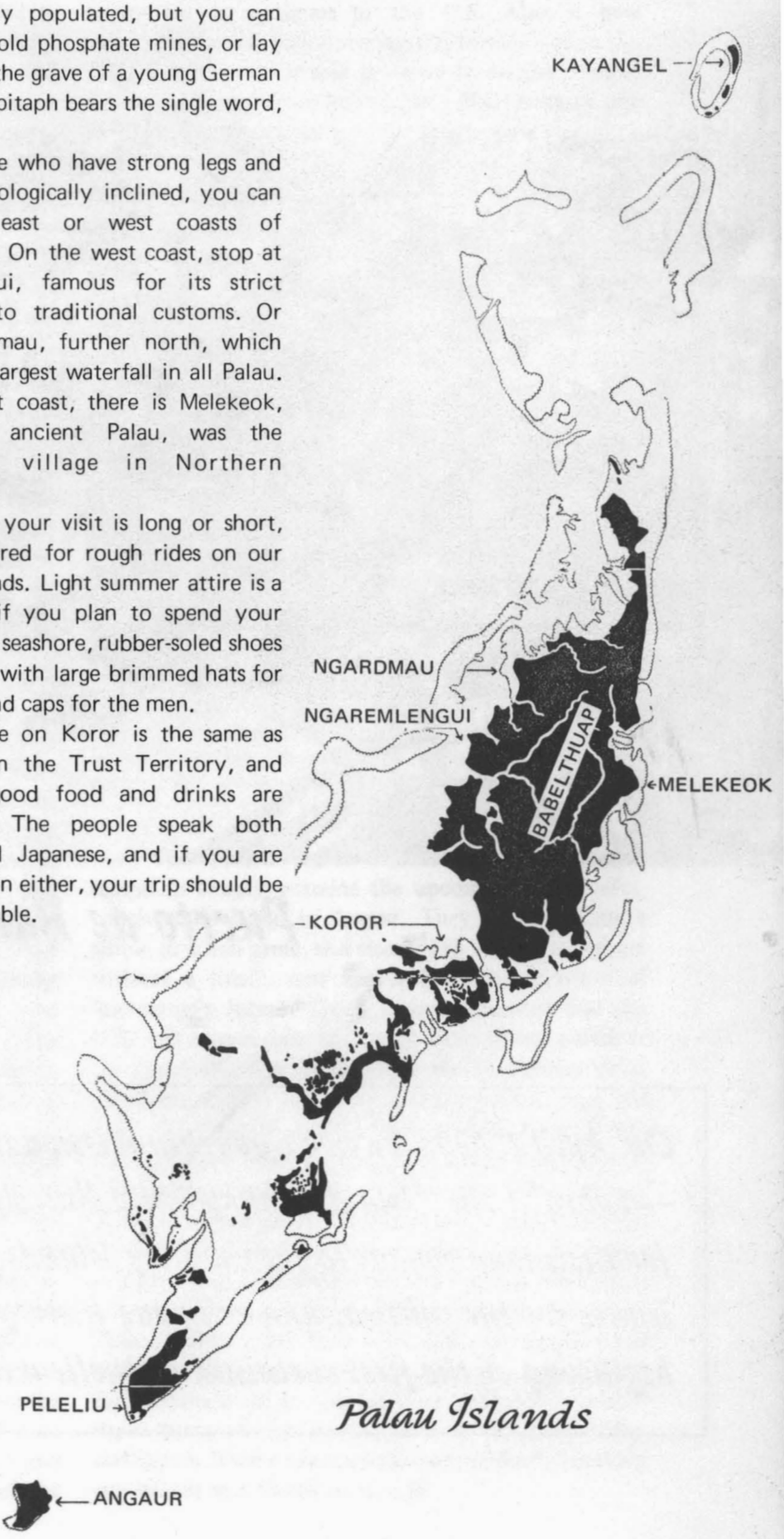
While on Peleliu, it is highly recommended that you visit Chief Obak and obtain permission to visit these places. Chief Obak, with his warm personality, is a subject to visit himself. He speaks good Japanese, understands slow English, and can recount for you events dating back to German times.

If you are on a big boat, forty feet or more, you might visit Angaur, about five miles south of Peleliu. The island is now sparsely populated, but you can inspect the old phosphate mines, or lay a flower at the grave of a young German girl whose epitaph bears the single word, "Warum."

For those who have strong legs and are anthropologically inclined, you can visit the east or west coasts of Babelthuap. On the west coast, stop at Ngaremlengui, famous for its strict adherence to traditional customs. Or visit Ngardmau, further north, which boasts the largest waterfall in all Palau. On the east coast, there is Melekeok, which, in ancient Palau, was the foremost village in Northern Babelthuap.

Whether your visit is long or short, come prepared for rough rides on our unpaved roads. Light summer attire is a must, and if you plan to spend your time at the seashore, rubber-soled shoes are a must, with large brimmed hats for the ladies and caps for the men.

Night life on Koror is the same as elsewhere in the Trust Territory, and rates for good food and drinks are reasonable. The people speak both English and Japanese, and if you are conversant in either, your trip should be most enjoyable.



85 years ago.....

Puerto de Barcelona

On April 1, 1886, twelve Capuchin missionaries--six priests and six brothers --boarded the "Isla de Panay" at a Barcelona wharf and readied themselves for their long voyage to the Caroline Islands. This event was not without significance for the political and religious history of Micronesia, for it marked the beginning of the first sustained Catholic missionary work in the Carolines....

Some fifty years earlier, a French Picpus, Fr. Desire Maigret -- later to become the Bishop of Honolulu -- sailed to Ponape with a companion who died upon arrival. Maigret remained on the island barely six months before returning to the more fertile fields of Polynesia and was never replaced with a successor. Some years later, the American Boards established a foothold in Micronesia by opening missions in Ponape and Kusaie staffed by American Congregationalists and Hawaiian-born second-generation Christians. By 1886 the Protestant mission had successfully expanded to include several of the Marshall Islands and had recently launched a new effort to bring the faith to the islands of Truk, a region that had been by-passed for years by both missionary and sea-captain because of the xenophobic reputation of its inhabitants.

SPANISH CAPUCHINS in the CAROLINES

by Francis X. Hezel, S.J.

Had it not been for the dispute that arose with Germany in the previous year over Spain's long-neglected possessions in the Pacific -- a dispute that resulted in an appeal to Pope Leo XIII and his judgment in favor of Spanish claims to the territory -- it is unlikely that this missionary band would have ever been dispatched. The controversy drew Rome's attention to the fact that the Carolines had been sadly overlooked in the large-scale deployment of priests and religious throughout the Pacific in the nineteenth century. Spanish civil authorities, moreover, were quick to encourage plans for the evangelization of the far-flung islands, for they knew that the Carolines were still very much within the sphere of German influence, however well established the Spanish title to these islands had become of late. It was an eleventh-hour attempt by Spain to consolidate the remains of what had once been a vast empire; and, as in the past, the *padre* and *capitan* were to form an alliance to plant both flag and faith in these islands.

We read in an official report penned by the Capuchin Superior, Fr. Llevaneras, that after 42 days at sea, during which time one of their number took ill and died of fever the Capuchins disembarked at Manila where they were warmly received by members of other religious orders already at work in that part of the world. According to a decree that was formally issued on May 15, 1886, the Caroline Mission was to be divided into two parts that corresponded to the division in the Spanish civil administration between the eastern and western islands. There was to be a superior of each and a mission center set up at the seat of Spanish government. Both local superiors were responsible to the Procurator of the Order's Spanish Province who was also the Superior General of its Missions in Ultramar, Fr. Joachim de Llevaneras. Fr. Llevaneras had accompanied the new missionaries from Spain and was to stay on long enough to see to it that the new enterprise was satisfactorily begun.

The Capuchins had been in Manila scarcely a month and were still busily employed in solliciting donations and preparing supplies for their missions when they learned that the steamship "Manila" would soon be departing for the Carolines. Although the five Capuchins assigned to Ponape (one of the two proposed mission centers) were not able to complete their preparations in time to leave on the "Manila," Fr. Daniel Arbacegui and the religious who were to be stationed in Yap departed on this ship for their new field of labor.

En route to Yap, the ship put in for a few hours at Palau where the missionaries went ashore to pay a diplomatic visit to *Aibedul,* the chief, and his "prime minister." Fr. Arbacegui comments on the extraordinary corpulence of the two royal personages, but adds that the Capuchins were given a gracious welcome by their hosts and offered gifts of fruit. In return, the priest placed around the neck of each one a rosary and a medal of Our Lady. After a pleasant visit, the Capuchins took their leave with a promise to return to Palau -- a promise that was made good five years later when the first mission station was established on that island.

On June 29, the small band of Capuchins finally arrived at Yap, and we are told that almost immediately they went to visit the chief who was supposed to be the King of Yap. Evidently the good Fathers were worldly-wise enough to realize the advantages to be gained in winning the chiefs first and working through them to make their teachings more widespread. As unsophisticated as these missionaries' understanding of cultural processes may have been, they demonstrated again and again that at least they had no illusions about the possibility of making conversions without the approval of the chiefs. On this particular occasion, however, they had to be satisfied with a respectful greeting from the wife of the chief since the chief himself had gone out for the day. We are pointedly told of the woman's attempt to modestly cover her bare bosom with her long hair and arms as she received her missionary guests -- a gesture that must have met with the full approval of the Capuchins.

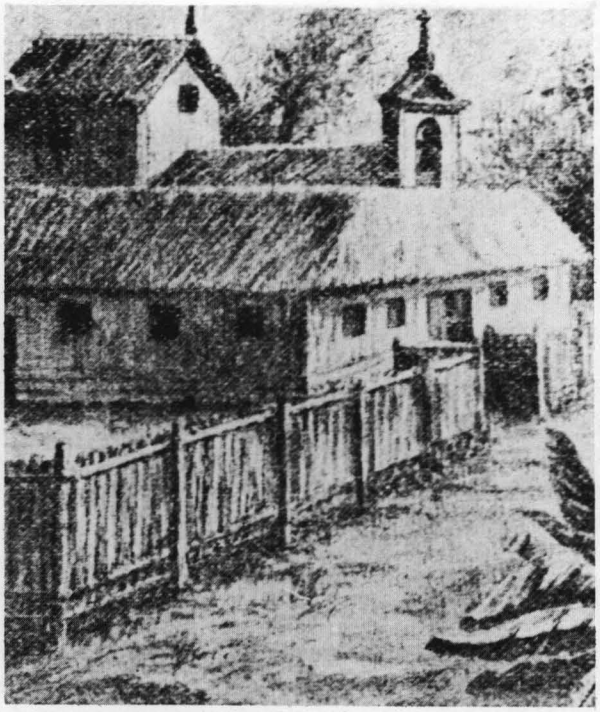
In their first reports on Yap to superiors in Spain, there are all too familiar signs of what we would now call 'culture shock". The Capuchins, who spent their first few nights in military tents lent them by the garrison commander, were so appalled at the hovels 'built of trees and plants in a manner that is truly primitive" that they could never quite bring themselves to apply the word "houses" to these dwellings. They were surprised at the absence of any cultivation of crops in a land that gave evidence of such a remarkable fecundity in the wild flowers and its tall fruit trees. It was this astonishment that prompted one of them to write: "We hope to be able to contribute to the material and moral prosperity of the people with spiritual knowledge and instruction in the cultivation of crops." The scantiness of the clothing and the horrible custom of piercing the ears adorning them with flowers or wreaths seemed distressing at first sight. Withal, however, these first reports from Yap reflect a delight with the pleasant disposition of the people who thronged around the missionaries expressing admiration at the full beards of the Capuchins. The children especially flocked to the strange men in their long brown robes and remained at their side, playing and jabbering for long hours on end. Such a display of affection (or of curiosity) was bound to be taken by the zealous missionaries as an "auspicious sign of an abundant harvest of souls and quick return for our labors." Time would temper this ready enthusiasm.

Soon after their arrival, the missionaries finished building their first mission station -- consisting of a modest residence and a small church -- in the Spanish colony of San Cristina. On this station they bestowed the title of "St. Mary of Yap." Not long afterwards they felt it advisable to add a second, which they situated on the opposite side of the island in the village of Guror and named in honor of the founder of their Order, St. Francis. The usual policy was for a priest

and a lay brother to live together at a station. While the priest took care of the spiritual duties of the parish, the brother kept the buildings in repair, cooked the meals, and sometimes taught catechism to children. It was unusual for a missionary to live alone under any but the most extraordinary circumstances. Fr. Llevaneras, in the account of his visitation to the Carolines in 1887, furnished us with a sketch of the daily life of the Capuchins in the mission -- a life that was surely as ordered as that of any of their fellow religious in the monasteries of Europe. Their day began at 4 AM when the religious rose for prayer and Mass; there was the customary dinner at noon, followed by a siesta, the common recitation of Office and the public rosary in the evening. The greater part of the day was spent in catechetical instruction and lessons in Spanish for those who wanted to learn this language. Carpentry and agriculture were later taught on a regular basis, usually by the lay brothers of the mission. The course in agriculture must have caused something of a sensation in Palau, to be sure, since it was considered offensive for Palauan boys to study what had always been regarded as women's work according to the traditional Palauan division of labor.

The Spanish missionaries spent a fair amount of their time going from one village to another visiting homes and gaining the confidence of the people. It appears that they had foresight enough to bring with them a good supply of knickknacks that they could distribute to those whom they visited. Llevaneras tells of a chief who was given a looking-glass which he promply hung around his neck as a body ornament. Whenever anyone came to admire it and caught sight of his own reflection in the glass, he would jump in glee. Finally the chief who wanted to find out what all the fuss was about looked into the glass and immediately joined in the merriment. By making presents of mirrors, beads, and toy flutes, the Capuchins -- like countless other missionaries before and since -- hoped to win the affection of the people and prepare the way for their conversion. Whether this approach to evangelization is ever calculated to produce anything more than "rice Christians" is a controverted point and perhaps an insoluble question. it is interesting, however, to compare the open-hand approach of these Capuchins with that of Dr. Gulick, one of the first Protestant missionaries on Ponape, who writes in 1854 that he must frequently refuse the chief's request for gifts. As a rule, it seems to be true that Protestant missionaries in these parts did not favor the distribution of presents to the people in the hopes of interesting them in the faith, while Catholic evangelizers often used this technique in trying to win the hearts of the people. As an indication of just how clearly recognized this difference has become in Ponape by the beginning of this century, Hambruch records that among the reasons most frequently given for the conversion of many Ponapeans to Catholicism was the friendliness of the Fathers and the distribution of presents to the poor. Protestant insistance that a mission eventually maintain itself and pay for its own support led to this kind of decision for many a Ponapean: "I shall not become a Protestant for I am poor. I shall become a Catholic, for the Fathers do not ask me to pay for anything."

The Capuchins gave away not only toys and trifles, but also clothes -- not so much for the sake of modesty as to protect the natives against the elements and thus check the spread of respiratory diseases caused, it was believed, by constant exposure to the wind and rain. Within a short time the Yapese learned not to appear before the padres without clothes -- much to the surprise and chagrin of the Capuchins who had neither desired nor anticipated such a sudden turn. It soon seemed that everyone on Yap was emulating the modesty of the chief's wife who had been the first to host the priests on this island. Llevaneras remarks that women who happened to catch sight of a



Convento de Yap

missionary approaching from a distance would run for their clothes and clutch them to their bosom if they had no time to slip them on before meeting the priest. Fr. Valencia, writing from Palau a few years later, seems to have taken a slightly different view on the subject, for he complains of the limited success he has had in clothing the women. He sounds a hopeful note, however, by adding that a group of fifteen or so women appear for Sunday Mass in smocks or skirts, all wearing head coverings in church. Regardless of their personal feeling about the desirability of clothes for their flock, the missionaries soon found out that clothes -- or the lack thereof -- could be used as a handy excuse to explain why a person had been absent from church on the previous Sunday.

There were few occasions that gave the Capuchins as much cause for rejoicing as the baptism of the first Yapese, a child who received the name Leo in honor of the Pope who had recently instituted the

Naturales de Yap

mission. Just about the entire Spanish colony was on hand to celebrate this landmark in the evangelization of the islands. The Spanish governor served as godfather. Not too long afterwards thirty others were baptized, including some adults. Considering the stubborn opposition to foreign ways and the superstitious nature of the Yapese, characteristics that a later missionary singled out as the two main obstacles to the work of evangelization among them, these modest gains within the first eight months on the island were not an altogether discouraging beginning for the Yap mission. Before the end of the century and the takeover by the Germans, the number of converts in Yap rose to over a thousand. Even if relatively few of these could be counted as genuine (as circumstances indeed were to prove!) at least this does attest to a superficial acceptance of the missionary by the Yapese. This fact may be small enough consolation for those who are attempting to effect a much more permanent change of heart in the individual, but it did produce its own rather deep changes in Yapese life.

On February 4, 1887, the second small band of missionaries left Manila for Ponape in the company of Fr. Llevaneras, who was conducting his first official visitation of the missions, and Fr. Ambrosio de Valencina, whose diary was later published under the title *Mi Viaje a Oceania.* Traveling with the Capuchins aboard the Spanish steamer was the recently appointed Spanish governor of the Eastern Carolines, Don Isidoro Posadillo, and his party of adjutants and infantry.

En route to Ponape, the ship put in at Yap for about three weeks, thus giving Llevaneras and the others a chance to observe first hand the progress that their confreres had made in Yap since their arrival there the summer before. No sooner had he and his companions stepped down the gangplank, Llevaneras relates, than one of the Spanish residents began running to the mission station with the unexpected news that more Capuchins had arrived. The three priests on the island hurried down to greet their Provincial and fellow religious. Meanwhile, the three lay brothers, who saw the commotion on the dock and the larger than ordinary number of religious robes, grabbed candles and cross and ran down to join the gathering themselves. Delighted by this unannounced reunion, the Capuchins formed a solemn procession with bells, candles and cross on their way up to the church.

Nineteen days later, after satisfying himself that all was going as well as might be expected, the Provincial and his party once again boarded the 'Manila" to complete their journey to Ponape.

The reception that greeted them in Ponape was a far different sort than the one they had just received in Yap. According to Llevaneras' description, the dock was lined with foreginers of just about every nationality -- many of them traders who had lived for years on the island and were curious as to what changes the first official administration would bring to the island. There were the customary canoes in the harbor that piloted the ship into dock and a good-sized throng of natives on the shore watching. And then there were also the Protestant ministers who, in the opinion of this Catholic priest, were the only ones in Ponape not entirely swept up in the universal joy that greeted the arrival of the Spanish. The Congregationalists, we may be sure, were anxious as to what policy the new civil government of Catholic Spain would adopt towards the mission that they had labored so hard to build up during their thirty-five years on Ponape. Their fears were justified, as events would soon prove. They could expect little sympathy from a colonial government that regarded itself as responsible for the Hispanicization and Catholicization of those under its jurisdiction and looked upon the extermination of heresy as one of its most sacred duties.

The judgment of the Spanish Capuchins on the American Protestants was never too kindly, and relations between the two even worsened as time went on. The unfortunate consequence of this mutual distrust was a religious "cold war" that periodically erupted into open hostilities between the two Christian groups and furnished Ponapeans with standards to rally behind in their political vendetta against one another. Accusations and counter-accusations were rife during this period. Llevaneras minces no words in charging the "disseminators of evil" with hypocrisy, perversion of morals among the people, coercion under threat of chains and physical punishment, and falsification of the official reports on the numbers of schools and their effectiveness. Not only have the misguided attempts of the heretics to change the wild ways of the people been spectacularly unsuccessful, but they have brought new afflictions upon the Ponapeans – e.g., the alarming decline in population and the spread of venereal disease.

One of the most frequently repeated charges against the Protestant missionaries was that of mercantilism: "Trade is the principal occupation of the Protestant ministers in Ponape. Their avarice is apparent in their readiness to claim new regions and set themselves up as surrogate rulers of these districts." The strong insistence of the American Board missioners upon modest covering of the body together with their preparedness to sell the material from which clothes

Fr. Ambrosio de Valencina, whose diary, **Mi Viaje a Oceania,** *provides a multitude of information about the early days of the missionaries' work in the Carolines. He was among the second small band of missionaries which set out for the mission field in Ponape.*

could be made was undoubtedly taken as proof of their commercial interests. Even Fr. Salesius, a German Capuchin whose criticisms were usually much more cautious and balanced than those of his predecessors, makes this comment on the subject: "One must lament and condemn the crude system of the Boston Methodist Mission, a profanation of Christianity possible only for an American business soul, whereby clothes are forced on the natives under the mask of Christian morality and decency, but in reality to make a lucrative business out of its highly profitable trade in these garments, which soon wear out because of their poor quality and must be replaced by new ones."

There is little point in getting embroiled here in the old quarrel over whether the missionaries in the Pacific did more harm than good in clothing the native. Of more interest is the charge of crass exploitation leveled against the early Protestant missionaries by the Capuchins. Let it suffice to point out that the Catholic accusation of mercantilism failed to take account of two important principles that long guided Protestant mission work. The first was the conviction that concealment of the body was an indispensable aid of Christian sexual morality. The second that, whenever possible, the evangelized people should assume complete financial responsibility for their church and whatever else they received from their pastors. Christianity was not to be a give-away program of social action, for it was only by his efforts and personal sacrifice that the strength of character necessary for Christian life could be implanted in the individual. This latter principle was never really alien to Catholic missiology and, in fact, came to be much more important under the German missionaries.

Only three weeks after the arrival of the Capuchins, construction of the first residence and church at Santiago, the Spanish colony, was finished. Mass was celebrated in the church for the first time on Palm Sunday, April 4, 1887. As one report puts it, "we celebrated the Paschal feast with great joy, chanting alleluias' where formerly only the groans of diabolical slavery were heard." Other signs of encouragement followed quickly upon the dedication of this first Catholic church on Ponape. Just two weeks later the first baptism was performed on a three-year old child. That same week saw the return to the fold of a certain Narciso, a Filipino who had resided on Ponape for 37 years and spent much of that lengthy period assisting the Protestant mission. After his abjuration of heresy, Narciso received a hasty course in the fundamentals of the Catholic faith and thereupon was employed by the Capuchins as a catechist in their first school. But the most notable success during these early days was the surprise visit paid to the priests by the Nanmwarki of Kiti, the chief of the largest of the five districts of Ponape, who requested that the Capuchins found a mission station on his land. At the time the missionaries had no way of forseeing how much trouble and pain would result from this seemingly innocent petition. They gratefully acceded to his request, of course, and by the time Llevaneras left Ponape the residence and church there were almost

completed. What the Capuchin Provincial did not know was that the insurrection that followed almost immediately upon his departure from Ponape aboard the steamship "Manila" would delay the opening of this Kiti mission for two years.

It was only in 1889 that the station of St. Felix at Aleniang began operations. Its dedication was celebrated with all the pageantry that befits such an event. The superior of the Ponape mission, Fr. Saturninus, writes that he and the staff of the new station arrived in Kiti by ship and were met by the Nanmwarki, who was decked out in his favorite European suit. After Mass the next morning, which was attended by several Ponapean dignitaries and about eighty Spanish soldiers, two brothers and a priest were left to care for the mission while Fr. Saturninus returned to Santiago.

During that same year a third mission station was opened in the village of Oa just a few meters away from the Protestant church. It was short-lived, however. The whole mission was destroyed soon after its completion and was never reopened by the Capuchins.

The spiritual consolation of these early gains must have been shattered abruptly for the Capuchins when open rebellion broke out in June, 1887. Trouble between the Spanish authorities and the Ponapeans had been brewing from almost the first day the governor arrived three months before. The practice of corvee labor, accompanied by threats of punishment and imprisonment, had done very little to win the affection of the Ponapeans for their new overlords. It is easy to imagine that the very presence of the Spanish garrison at Santiago must have rankled the islanders, apart from the demands that were made on them by the civil and military authorities. One of Posadillo's first official acts was to summon the chiefs, bestow on each of them the title "Gobernadorcillo," and give them the emblems of Spanish rule, the flag and the scepter. This act of recognition, customarily awarded to petty chiefs in Spanish overseas possessions, was intended to establish the ultimate authority of the Spanish rule while confirming the existent political structure. This gesture could have done little to improve the situation, for the Spanish officials soon found themselves at odds with the traditional Ponapean leaders.

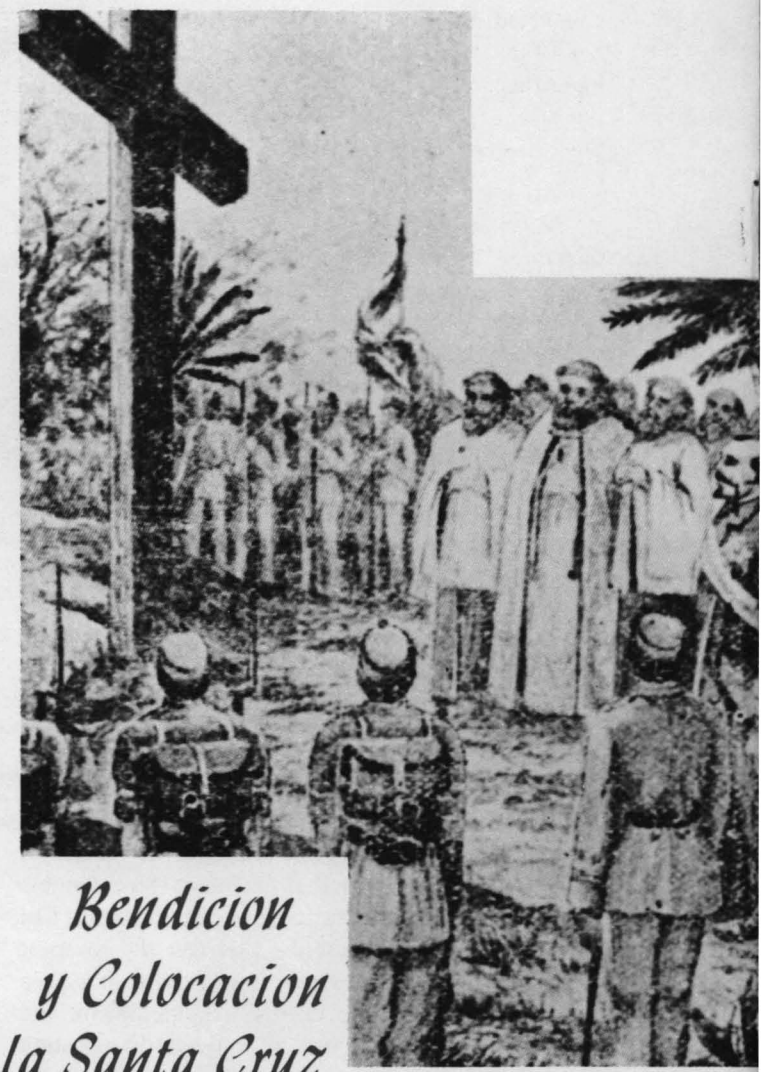
Besides this, there was the famous controversy between the governor and one of the Protestant missionaries over the title to a large piece of property -- the site of present-day Kolonia -- that reputedly had once been given to Doane and the Protestant mission by some of the Ponapean nobility. Doane's title to the property was now being contested by the Spanish government. In the spat that developed over this land, Doane was charged with seditious conduct and sent to Manila for trial by the same ship that brought Llevaneras back to the Philippines. The Protestant adherents among the Ponapeans were naturally angered by what they considered an attempt on the part of the Catholic civil authorities to deal Protestantism a blow, even if the real religious objections were thinly disguised by political charges. Shortly after the departure of the "Manila," open hostilities broke out between Ponapeans and Spaniards over a refusal of the people of Sokehs to work under the Spanish overseers. Governor Posadillo was killed during the rebellion, and it was only with the arrival of three Spanish warships at the end of October that peace was at last restored to the island.

From the limited material at our disposal, it is difficult to make a conclusive judgment on the role that the Capuchins actually played in the rebellion of 1887. Early in the insurrection Fr. Saturninus offered to try to arbitrate the dispute, but his attempts apparently came to nothing. We know from the annual mission report of 1890 that some observers who wrote on the events of 1887 laid the blame on the Capuchins. Naturally, the Catholic missionaries accused the Protestants of originating this calumny. The report protests that "in their hatred of our missionaries, they have the support of even some Spaniards, especially the authors of wicked diaries who seek to discredit the servants of God. They agree with the enemies of Spain -- in fact, they go them one better where religion is concerned -- even though the instinct of love for one's country and the principle of national honor totally condemn their way of acting. Denouncing what they call 'false patriotism', they cite the missionaries as the cause of the rebellion and regard them as an obstacle to the advancement of Spanish control here." This report goes on to record the testimony of Fr. Saturninus that the Capuchins had conducted the difficult work of their ministry "with the greatest prudence and tolerance."

This was not the last time the mission would be accused of preaching peace and inciting war. After the great rebellion of 1910 during the German administration on Ponape, the same charges would be made against the German Capuchins by no less a person than the former governor of the colony. Although the character of these first missionaries is surely unimpeachable and their good intentions beyond question, there is still some truth to the charge

that divisiveness and hostility were the by-products of Catholic proselytism. Whereever possible, new Catholic missions were erected in traditional Protestant strongholds, as in Oa. Instead of seeking to complement one another, the religious groups issued a declaration of war upon each other. Religious tolerance may not have been one of the more acceptable virtues of the day for either Catholics or Protestants, but the bitterness between the two religions only aggravated the unrest that accompanied the foreign rule of the Spanish, and later the Germans. With the coming of the Capuchins to Ponape, two hostile camps were set up and clear lines of demarcation were drawn between rival groups so that Ponapean converts could align themselves with one or the other depending on the political advantages offered them. Even if religious hostility did not actually cause the conflicts that marked this era of Ponapean history, it provided a means of institutionalizing the lines of conflict and undoubtedly also reinforced them.

As to the effect of the insurrection of 1887 on the Capuchins mission, this much at least may be said: the missionaries were once and for all identified with the interests of the Spanish government. The Capuchins did nothing to discourage this; in fact, it would have gone against their deepest beliefs to do so, as we have mentioned before. Fr. Antonio de Valencia, the first missionary to Palau, stated the objectives of the mission explicitly and succinctly when he wrote:



Bendicion y Colocacion de la Santa Cruz

"We are working not only to convert the natives here to the Catholic faith, but also to make Palau a real Spanish land." Throughout this period of mission activity, such continued to be the working policy of the Capuchins. Only upon the arrival of the German priests in 1904 did the mission manage to attain an autonomy with respect to the civil administration.

to be continued.....

DISTRICT DIGEST

a quarterly review of news and events from the six districts

Ponape The longest 12-and-a-half foot crocodile in the world was trapped and killed in the mangrove swamp of Kitti Municipality by the David Santos family. Aside from a Nan Madol ruins tradition in the days of the Saudeleouhr, no crocodile has ever been seen in Ponape before . . . Goodbye Ponape's third Seabee team and hello fourth team - lots of appreciations for work well done by you guys in the third . . . Another first: Chief Magistrates from all 12 of Ponape District's municipalities got together for a meeting to consider problems and plans for their solution . . . District Directors and other Education Staff met at PATS to consider ways of improving the quality and appropriateness of Micronesian education . . . Kusaie's Public Works and Seabee team finished the 32-foot concrete bridge on the Tofol road, which, when completed will be the site for the civic center, including high school, hospital, administration, etc . . . HiCom Johnston visited Kusaie, the second HiCom to do so. Johnston accompanied ComNavMarianas Admiral Paul Pugh on the tour which also included Ponape . . . Kusaie's Tafunsak Village completed it's third water system, with great satisfaction to all . . . Kapingamarangi has been soaking up moderate rainfall, ending a very, very long drought that cut into agricultural production . . . Adult Education is sponsoring training sessions for women in sewing and related skills, and a brand new program on traditional feast procedures and skills, for those too busy in the modern world to have picked them up in the usual way . . . M/V Kaselehlia captain Teterick Melander took command of TT's new ship M/V Robert DeBrum, and Kaselehlia's former chief mate Bernard Pelep took charge of that ship. This makes four from Ponape District in charge of TT ships . . . Ponape's first fishing conference recommended major investments in fishing—both hardware for refrigeration, docking space and boatyards, and software, the development of technical assistance and training in a wide variety of fisheries areas. Consultants from American fish canning companies, business and from Trust Territory staff worked with the conference, attended by representatives from all parts of the district . . . Surely one of the wettest dry seasons on record has washed out many a dream of easy roadbuilding and road maintenance some are thinking of helicopters and submarines, instead of land vehicles for Ponape . . . DistAds held their conference here, working out the nuts and bolts of decentralization, improved administration, and appreciating Ponapean hospitality.

Marshalls On January 29, five young men from Killi were left helplessly adrift in a small outboard motor boat when their engine failed. Two of the men attempted to swim to Killi and are feared drowned. M/V Militobi rescued the other three men after they had drifted for about two days . . . Five Sierra Club groups have completed their trips to the Marshall Islands, mostly around the district center at Majuro . . . The Marshalls fourth Civic Action Team arrived in Majuro during the early part of February to continue work of the team they are replacing. The new team is under the command of Captain Gary Cooper. It's working on road construction at Ailinglaplap Atoll at the request of the Nitijela . . . The former Miss Mira DeBrum, daughter of Marshalls District Administrator and Mrs. Oscar DeBrum, and Ben Sablan of Saipan were married at Assumption Catholic Church in January . . . Marshall Islands Air Taxi Service and Lagoon Aviation have both been out of service since the latter part of March because of mechanical problems and a lack of a pilot for Lagoon Aviation . . . Three infants died in an epidemic of low grade fever and vomiting on Majuro in early March . . . The Marshalls Nitijela convened its 18th regular session and re-elected Atlan Anien as Speaker, with this reporter as Vice Speaker . . . The Micronesian Dental Association met in the Marshalls for two weeks, and the Congress of Micronesia leadership met in the district to decide when and where to have the Special Session . . . Also, the TT Manpower Advisory Council met in Majuro, making the month of March with all these meetings the most propserous and busiest month of all time in the history of the Marshalls . . . The High Commissioner's visit to Ailinglaplap highlighted the month of April. He's the first HiCom to make a visit to one of the outer island atolls in the Marshalls . . . DistAd DeBrum and other district officials made an quick trip to Bikini for factfinding for the project. Home site selection on the island has now been completed, and construction materials should be there soon.

Truk President Nixon's Ambassador-at-Large, the Honorable David M. Kennedy, his wife and daughter Carol Joyce Whittle, and fifteen other dignitaries made a visit to Truk during the quarter. The Ambassador and his party were greeted by District Administrator Juan Sablan and members of his staff and other dignitaries and local leaders. At the airport reception, the Ambassador and his party were presented leis prepared by the Trukese Women's Association. A motorcade proceeded from the airport to the Continental/TraveLodge where the Ambassador and his party stayed. The Ambassador toured the villages of Iras, Mechitiu, and the Administration area after a luncheon reception with the Distad, Speaker of the Truk District Legislature, Mayor of Moen and other local leaders. In the evening, a cocktail party was hosted by the Administration at the TraveLodge, and stick dances and local dances were performed by Truk High School students . . . The Committee on Resources and Development, Congress of Micronesia, conducted hearings in Truk regarding several House Bills . . . The Micronesian Medical Association held a seminar in Truk during the month . . . Dr. Eugene Mihaly of the University of California, Berkeley, visited the district during February to do some research on the political status question in Micronesia. While in the district, Dr. Mihaly met with Truk's leadership and at the three high schools and discussed with them the future political status of Micronesia . . . A 25-foot fishing boat built by the people of Fananu was launched during the latter part of February and sailed to the district center . . . A one million gallon tank and reservoir was completed with three pumps from deepwell projects connected into the system. Water is being pumped into the system at a rate of 125 gallons per minute . . . The elementary school at Fason, Tol, is 75% complete. At Faro, Tol, a contract was signed for 2 additional classrooms . . . The road to Xavier High School has been upgraded and improved . . . The training for health assistant midwives and in-service training for Public Health personnel continued . . . A representative from the Office on Aging, Division of the Community Development, visited the District CD Office and the Truk Community Action Agency to discuss the possibility of establishing a program for elderly people in Truk District . . . Twenty young men are involved in seamen training on Dublon under the leadership of Captain Dewey Huffer . . . High Commissioner Edward E. Johnston and Admiral Pugh, Cdr. Naval Forces, Marianas, visited Truk in April. A ceremony was held at the airport. School children were bearing signs like "TRUK IS 100% BEHIND YOU," "THE CHILDREN OF TRUK WANT YOU," and "WE WANT THE CONGRESS OF MICRONESIA AND THE HEADQUARTERS IN TRUK." Such signs reflected the desire of the people of Truk for the relocation of TT Headquarters and the Congress of Micronesia. Traditional leis were presented to the Hicom and Admiral Pugh by Mayor Petrus Mailo of Moen. In presenting the leis, the Mayor said, "On behalf of the people of Truk I present you this wreath of flowers as a key to open your heart and mind to the request of the Trukese people." Two Moen Resolutions were also presented to the Hicom and Admiral Pugh expressing appreciation for the Hicom's outstanding services to the people of Micronesia, and to Admiral Pugh, expressing appreciation for the outstanding work performed by the Truk Civic Action Team. The Hicom and Admiral Pugh also made a trip to Tol accompanied by Distad Juan Sablan and Speaker of the Truk District Legislature Hermes Katsura. The first stop was Faro, one of the villages within Tol Municipality. Upon landing on Faro, the Hicom was carried in an outboard motor boat by twenty men from Faro. A ceremony was held in accordance with traditional rites, in which the Hicom was presented the following gifts: one breadfruit pounder, a symbol of courage and bravery, one bundle of coconut fiberstring, symbol of the mutual bondage between two persons since the string is used for the construction of local houses, and the coconut, a symbol of peace. Its significant meaning comes only in time of crisis, war or serious fighting between two persons, villages, or islands. The Hicom also visited Fason, the seat of the government of Tol Municipality, and Foupo. At Foupo, the Hicom was introduced local effort, a Katsubushi Plant owned by the villagers and the other nearby villages. Two Tol Municipal Resolutions were presented the Hicom and the Admiral. The intent of both Resolutions are similar to the ones of Moen Municipal Council.

Yap President Nixon's Ambassador-at-Large David Kennedy and his party of 15 arrived Yap on a U.S. Air Force plane on March 19. Distad Leonard Q. Aguigui, his staff, and a crowd of local leaders were there to greet the Ambassador. The Yap District Police Honor Guard was there, and a dozen young local maidens attired in traditional Yapese grass skirts welcomed the party with garlands of flower leis. A motorcade travelled to the Rai View Inn after which District Administrator and Mrs. Aguigui hosted a luncheon for the group. A tour to three villages on the island was conducted in the afternoon and dinner reception was featured in the evening. Highlights of the evening celebration were two elaborate Yapese bamboo dances and presentation of gifts by Chief Anrew Roboman. Prize gifts of the evening were two pieces of Yap's stone money, one for Ambassador Kennedy and one for President Nixon . . . Yap Day was celebrated for the first time on March 12 with traditional dances featuring men of the ten municipalities on Yap proper. The purpose of creating Yap Day is to

preserve and keep alive the traditional customs of the Yapese people. Approximately 500 to 600 people attended the celebration. The Ponapean Community on the island also performed a marching dance at the gala occassion . . . Immigration Division inspected a total of 378 arrivals on the island for March as follows: 206 tourists; 85 Micronesians; 54 government officials and their dependents; 28 businessmen; and 5 missionaries. This is an increase of 117 over the previous month's figures . . . The Vocational Agriculture class at Yap High School has been supplying the local hotel and local stores with Chinese lettuce for the past several weeks. The consumer home-making students began their advanced training on March 1 and are receiving intensive training in food buying, food preparation, and meal planning . . . Chief of Entomology Robert Owen arrived to conduct a program for the recent giant African snail infestation on Yap. Traps were placed at various locations to determine how far the snails have spread on the island. Seven adult snails and 200 snail eggs were found in the vicinity of Gaanelay Elementary School and the Seabee camp site. Sixteen live African snails were found by quarantine Inspectors on shipping containers from Koror on the M/V Fanafjord during its last trip to Yap . . . Several Sierra Club members visited the island in April. The intinerary for their tour to certain places on the island was prepared by the Economic Development Division . . . Dedication of the Rull Municipal Office was celebrated the same month highlighted by traditional men's sitting dances from Tomil, Rull and Dalipenbinau. People from many municipalities participated in the celebration.

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

Marianas & Hdqrs.

Political movement appeared to be dominant in the Marianas District during this quarter. While agitation to secede from the Trust Territory was still ringing in the air, the First Session of the Fourth Congress of Micronesia was forced to adjourned, because the meeting chambers of the Congress were burned down. Investigators on the scene said the burning of the meeting chambers was clearly the work of arson, however, to date no one has been apprehended for the crime . . . On the secession issue, an organization representing the Carolinian residents of Saipan challenged the position taken by the Mariana Islands District Legislature, saying that "not all Saipanese people agree that the Marianas District should get out of the TT and permanently align itself with the US. In a prepared statement presented to Ambassador-at-Large David M. Kennedy during his recent visit to the island, the Carolinian Organization also pointed out that withdrawl of the Marianas from the TT would "result in the loss of the single largest employer on Saipan." The statement also described the position taken by some Marianas leaders as "extreme and undistinguished." The United Carolinian Association claims to represent some 2,000 people on Saipan and the neighboring Mariana Islands, or one-sixth the total population of the district. The Congress of Micronesia, the highest legislative body in the TT, has not taken any official position regarding secession of the Marianas District from the TT . . . During the quarter, High Commissioner Johnston signed into law the income tax bill passed by the last session of the Congress. The law, imposing a tax on salaries and wages and on gross revenues of businesses in the TT, will become effective July 1 this year . . . The HiCom also attended the Pacific Islands Development Conference in Honolulu along with representatives from Guam and American Samoa. They discussed steps toward developing a tuna fishing industry in Micronesia . . . A series of budget hearings was held in Washington where the HiCom and members of his staff testified, along with representatives from the Congress of Micronesia . . . Meanwhile, Gordon W. Bradley has taken over the TT Headquarters Public Works Directorship. Bradley, a native of Spokane, Washington has lived in Hawaii for the past 20 years and has been most recently affiliated with the Architectural and Planning Firm of Bradley, Wong, Sjoberg and Associates, a company which worked with Hawaii Architects and Engineers in developing Master Plans for Micronesia in 1969 . . . Another new face at TT Headquarters is that of Richard I. Miyamoto, who has taken over the position of Attorney General vacated by Robert A. Hefner. Miyamoto is from Hawaii where he had been an attorney . . . The TT School of Nursing graduated 17 students during the quarter. They were certified as graduate nurses, qualified to return to their districts and take up nursing duties there . . . Meanwhile, a TT Health Services Seminar was held on Saipan for the purpose of updating the participants' knowledge of communicable diseases, as well as briefing them on the principles of teaching and learning which are needed in professional health work . . . Peace Corps Micronesia also held a conference on Saipan to review the over-all program in the TT. Prior to the conference, Lawrence Johnson, Director, disclosed that since 1967 a total of $53,200 in construction funds has been provided through volunteer efforts to build and improve 47 schools in the TT . . . During the quarter, the Board of Directors of MILI authorized management to implement a new, direct shipping service linking portions of the TT with New Zealand. At almost the same time, MILI announced a net overall increase in rates of about 15.5

per cent, which has been approved by the Water Transportation Board for the TT Transportation System . . . Several groups of police officers were on Saipan for training during the quarter . . . The central committee of the MicrOlympics on Saipan decided to postpose the 1971 MicrOlympics slated to be in Palau this year. A new date will be set, pending endorsement by the Congress of Micronesia . . . On the local scene, during the Saipan Youth Day, students took over the operation of the Marianas District and the TT Headquarters. The young people remained with their adult counterparts all day, accompanying them to meetings and other activities . . .A Micronesian land classification team has published a report on land use and recommended land classification for the northern Marianas island of Pagan. The document was the first such produced by Micronesians. The two-man survey team consisted of Jesus B. Pangelinan and Ramon T. Kapileo.

Palau The southwest islands of Palau usually get into the news only when a foreign poaching vessel is caught within the vicinity with illegally harvested giant clams and turtles. During the quarter just past, however, these islands, specifically the island of Tobi, were the subject of a massive air and sea rescue operation which involved the U.S. Armed Forces, the Republic of the Philippines, Indonesia and the Trust Territory government. On March 30 radio Tobi sent an emergency request to Koror for an immediate evacuation of a 14-year-old girl who was suffering an accute pain the abdomen. DistAd Palau immediately contacted the field trip vessel M/V Ran Annim which was in the vicinity to divert its course and head for Tobi to pick up the patient. The field trip vessel was 53 hrs. away from Tobi and the entire trip to the island and back to Koror would take approximately four days. This was not fast enough, and therefore an emergency request was relayed to the Joint Sea and Air Rescue Team on Guam for assistance. The response was immediate, but a new set of complications became apparent. The island of Tobi has no airstrip and a rescue aircraft could not be utilized in the operation. Undaunted, the U.S. Armed Forces put into motion a large scale rescue mission the likes of which have never been seen in this district. A military aircraft departed Guam for Tobi with two medics on board who would parachute to the island to give immediate medical attention to the patient. In the meantime Clark Air Force Base in the Philippines was contacted for assistance. A giant helicopter, with its tanker, was dispatched from the base to Tobi. The paramedics from Guam were dropped at Tobi and shortly thereafter, the helicopter arrived and picked them up, including the patient, and proceeded to Moratai, Indonesia, which has the closest air strip. Upon their arrival, a military rescue aircraft from Guam took over and flew the sick girl to Guam where she was rushed to the Guam Naval Hospital. The military characteristically concluded this operation casually with "mission accomplished." This district is greatly indebted to all who took part in this mercy operation . . . This quarter was also prominent for the special elections for members of the House of Representatives which were held on March 30. Winners of this special election were Tarkong Pedro, Timothy Olkeriil, and Polycarp Basilius . . . Also on the political scene, the Palau Legislature at its spring session appropriated $30,000 for scholarships, over $19,000 for salaries of elementary school cooks, and $8,000 for aid to municipalities . . . Two educational workshops conducted by specialists from the Northwest Regional Educational Laboratory were conducted during the quarter with considerable success . . . A tragic event also took place during the quarter just past. An American tourist by the name of William Derry took a trip to Peleliu and disappeared. The police have been investigating the case, so far with no success. They indicated, however, that the information they have at hand indicates no foul play . . . In the economic sector, two charters have been granted by the High Commissioner to residents of Ngaremlengui and Peleliu municipalities, for the Ngaremlengui Fishing Cooperative and the Peleliu Credit Union . . . An historic meeting of the traditional and political leaders of Palau took place in April. Sixteen paramount chiefs and sixteen magistrates met for the first time in a three-day conference, to discuss and possibly expedite various municipal projects. The meetings were also to familiarize the traditional leaders and the chief executives of the municipal governments with some of the on-going programs of their district government. The first outsiders to attend a gathering of the paramount chiefs included TT Director of Public Affairs, N. Neiman Craley, Jr., Acting DistAd Haruo Remeliik, and Legislature Speaker Itelbang Luii. This is only the second time the chiefs have gathered for a council of chiefs in the time of the American Administration . . . DistAd Remengesau went off to the DistAd's Conference in Ponape, and came back with the news that the next off-Saipan conference will be held in Palau by unanimous agreement of the conference participants . . . Also looking ahead, delayed Congress of Micronesia action on funding the Second MicrOlympics, scheduled for Palau in the fall of this year, forced postponement of the events until a date to be announced later. Preparation of the site continues . . . The Palau Community Action Agency was awarded a $12,684 grant from the TT Office on Aging. The money is to be used to conduct a special "Elders in Education" project over the next few months. The project aims at providing elderly ladies with basic teaching skills so that they can participate in the Head Start program.

Back Cover

One Solution to the
Transportation Problem . . .
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