

Micronesian Reporter

SECOND QUARTER 1973



cover:

TRUSTEESHIP COUNCIL 1973 - 19

articles:

WHAT IS PEACE CORPS? *by Dr. Tom Warren - 8*

FISH:

SOMETHING OLD *by Mike McCoy - 11*

SOMETHING NEW *by Jim McVey - 15*

STATUS UPDATE *by Jan Anderson - 42*

UCLA/MICRONESIA: A COOPERATIVE VENTURE IN LEGAL EDUCATION *by Vic Uherbelau - 44*

MICRONESIA'S HEALTH SERVICES - A SURVEY *by Masao Kumagai - 46*

MANPOWER DEVELOPMENT IN MICRONESIA *by Richard F. Kanost - 52*

departments:

THIS QUARTER'S WORTH - 1

WHO'S WHO - 1

INTERVIEW: Bill Elwell - 2

DISTRICT DIGEST - 59

CREDITS:

COVER: Design by Jim Manka

PHOTOGRAPHS: Pages 2, 3, 5, 6, Jim Manka; 8-10 Peace Corps; 12-14, back cover, Mike McCoy; 16-18, Micronesian Mariculture Demonstration Center; 42, Jon Anderson; 46, 47, 49, 51, Department of Health Services.

ILLUSTRATIONS: Pages 11, 15, Doug Rankin

MicronesianReporter

The Journal of Micronesia/Second Quarter 1973/Volume XXI, Number 2

PUBLISHER: The Public Information Office, Trust Territory of the Pacific Islands. Edward E. Johnston, High Commissioner.

EDITOR: Jim Manka, Chief, Public Information Division—Department of Public Affairs, Strik Yoma, Director

STAFF PHOTOGRAPHER: Johannes Ngiraibuch.

Micronesian Reporter is published quarterly by the Public Information Office, Trust Territory of the Pacific Islands, Saipan, Mariana Islands 96950. Subscriptions \$2.50 per year, \$4.00 air mail, payable in advance. Check or money order should be made payable to Trust Territory Treasurer and sent to the Circulation Department, Micronesian Reporter. The funds for printing this publication approved by Director of the Budget on July 29, 1966. Printed in the Territory of Guam, U.S.A. by the Navy Publications and Printing Office. Stories and photographs are welcomed; stories in manuscript form, photos 8 x 10 prints or undeveloped film. Send contributions to the editor.

This Quarter's Worth

Heavy Reading

This issue of the *Micronesian Reporter* is one of those we hope will find its way into classrooms, district legislatures, the offices of government officials and the forums for discussion, debate and policy making throughout the Territory. These are places where the magazine is supposed to go, of course, but the weighty material in the center section of the magazine may scare some readers away. We hope that will not be the case, however; the United Nations material from the 1973 Visiting Mission Report and the comments of Trusteeship Council members really do make interesting reading. The Council hearings each year provide a unique opportunity for those of us within the Territory to hear a view from the outside. The material we reprint in this expanded issue of the *Reporter* can provide a basis for reflection on just where Micronesia is going—a topic which should be uppermost in the minds of all citizens of the Territory.

Other Matters

This issue also touches on several other matters which to a greater or lesser degree relate to the material from the United Nations: development of Micronesia's manpower resources in preparation for that day when expatriates depart; new directions in harvesting Micronesia's marine resources at both the subsistence level and on a larger scale; a survey of health care delivery in the Territory; a review of the latest developments in the political advancement of Micronesia; and a tale or two out of the involvement of Peace Corps with the people of Micronesia.

The U.N. material raises questions about all of these areas and more; the several articles provide many of the answers to those questions.

Our excerpts from the U.N. Visiting Mission Report printed here do not include anything from the brief reference to Peace Corps; the Mission's remarks are confined to a page-and-a-half, noting the extent of Peace Corps involvement in Micronesia.

Of their contacts with Volunteers, the Mission members say:

"We were generally impressed by the caliber of the Peace Corps Volunteers whom we encountered and by the quality of their work."

Such a brief acknowledgment of the tremendous contributions made by the 1,500 Volunteers who have served in Micronesia since 1966 cannot, of course, do justice to the Corps effort. But then as our interview subject this quarter says, the organization maintains a relatively low profile.

— J.M.

Who's Who

...in this issue of the Reporter

Peace Corps/Micronesia Director, **Dr. Tom Warren**, has been in the Trust Territory since August, 1971. His comments on the program in Micronesia give a brief overview of the varied situations in which the Volunteers find themselves in these islands. Among the Volunteers he mentions, **Mike McCoy** stands out as an especially dedicated young man who writes in this issue of his experiences in subsistence fisheries development. In a companion article to McCoy's narrative, **Jim McVey**, Director of the Micronesian Mariculture Demonstration Center in Palau, describes the Trust Territory's efforts to move decisively into the fish farming business.

Vic Uherbelau is a third-year law student at UCLA. He has written for the *Micronesian Reporter* in the past, most recently stating the case for Micronesian independence in a three-part section of the First Quarter 1970 issue. When he graduates, Vic expects to return to the Trust Territory where the number of trained Micronesian lawyers continues to grow.

Dr. Masao Kumagai became Director of Health Services for the Trust Territory last year. His candid assessment of the state of the medical art in Micronesia indicates that the delivery of health services to the Territory's far-flung population has received a high priority in recent years, but that there is still some room for improvement.

Richard F. Kanost concludes his two-part presentation on the development of Micronesia's manpower potential in this issue. As Chief of the Training Division in the Department of Personnel, Kanost has had ample opportunity to observe and analyze the maturing of the Micronesian work force of which he writes this quarter.

INTERVIEW:

Bill Elwell

Editor, Micronesian Reporter
Public Information Office
Trust Territory of the Pacific Islands
Saipan, Mariana Islands 96950

Dear Sir:

My purpose in writing this letter to you is to humbly suggest a person for your reporters to interview in the "Interview" section of the Micronesian Reporter.

The person is Bill Elwell, the Director of Peace Corps in Yap and Palau Districts. He will be completing his tour in Micronesia soon, probably to act in the same capacity in the Philippines. I'm sure that his relating of his experiences would make for an extremely interesting interview. All the Volunteers think very highly of Bill in his efforts to make Peace Corps as viable as possible a thing in Yap and Palau District.

Positively or negatively, I think that it must be admitted that Peace Corps does play a large part in the educational departments of the Trust Territory districts. Bill recognizes the drawbacks as well as the good points of Peace Corps participation in Micronesia, and this would make for interesting reading.

Another factor is that through Bill's efforts, a Micronesian will be replacing him as Peace Corps Director in Yap. I think this is a notable milestone in the "training of counterparts" program the Peace Corps literature ceaselessly pushes. We all think Sam Falanruw is well qualified, but that Bill's constant pushing got Sam the job he deserves.

Well, take this for what you will. I haven't talked to Bill about this, so supposedly he doesn't know about this. Thank you for your time.

/s/ Jerome K. Muller
Peace Corps
Eauripik Atoll
Yap, Western Carolines 96943

REPORTER: How did you get into the Peace Corps? What attracted you to the program?

ELWELL: Actually the first time I heard of Peace Corps was back when it first started. At that time I didn't have a degree—I was in the process of finishing up my degree work. I worked for Douglas Aircraft for many years, from 1959 off and on until 1970 when I came out here. It was through a team of recruiters that actually came to Douglas that kicked off my real interest in Peace Corps; it was after I talked to them that I put in my application and was assigned to the Philippines as a volunteer. I guess Peace Corps is a kind of an organization of misfits in one way or another. The idea appealed to me that there might be something that I had to offer to someone beyond what I was doing in the states at that time. I had no idea of what I might be able to offer, and in

fact I had very little idea of what Peace Corps was all about, as I am sure most people do not when they start off. I very soon realized that Peace Corps was not at all what I had expected. I found out that I was to be teaching in college in the Philippines, and I also found out that the Philippines is a fairly civilized country, and that there is a high degree of sophistication there. Still, the ideals of Peace Corps, I think, were what held me and hold most people to it—the idea

that you have the opportunity to live and work with people of a very, very different background and different culture and that everyone really has something to offer. I think one of the things that's always been *wrong* with Peace Corps from its inception until today is that it's not a two-way thing. I would very much like to see other countries send volunteers to the United States, because I feel that they have things to offer the U.S. I found through my volunteer experience that my feelings toward the ideals and philosophy of Peace Corps grew stronger, to the point where I felt that I would like to stay with the organization; and it was for this reason that I applied for a staff job, and after a two and a half year waiting period I finally made it. I was hired for the job as District Representative for Yap and Palau.



REPORTER: How did it come about that you were assigned to two districts? This is not the usual situation is it?

ELWELL: No, it's not. The reason for this was that the Palau program, just prior to my coming out here, had been extensively closed down. About the latter part of 1969 the program began to fall apart in Palau for any number of reasons; I hesitate to go into that too deeply, because even after two and a half years I am not sure exactly why the program wound up the way it did in Palau. But when I came in there was just one new volunteer in the Micro-IX group that was going in to Palau, and that was the lawyer. There were about eleven or twelve Micro-VIII's that still had a year to finish off on their tour, but there was just the one new volunteer going in. At one low point while a new group was coming in later on there were just two volunteers total in the district, though—the lawyer and one volunteer who had extended. As things moved on, in the summer of '71, we brought a limited number of about ten volunteers in to Palau District with the Micro-XI group. I was moving fairly cautiously at that time because I didn't feel I knew exactly what had happened in the past. There seemed, however, to be a great deal of interest in Palau. This was reflected in two resolutions passed by the Palau Legislature requesting volunteers in education and in other skilled areas. So in responding to those resolutions and to the overall interest and requests that came out of Palau, it seemed to me to be a very reasonable thing to expand the program back to full scale, or at least to explore the possibilities of putting Peace Corps back into Palau. Right now we have twenty-eight volunteers in Palau and we will be going up to somewhere around fifty next year. So the program is back in Palau, and that has taken place in the last two and a half years.

REPORTER: Maybe you could explain the procedures whereby the volunteers are requested and assigned. This is initiated at the District level, isn't it?

ELWELL: Right. We in Micronesia have a great deal of autonomy, much more so than in many other countries, in managing the districts as we see fit.

Programming in many other countries is done at the country level, and then the volunteers are sent out to the districts. In the Philippines this is the way the program is done. Micronesia is just the opposite; we do the programming at the district level, and Saipan more or less responds to our determinations rather than our responding to their determinations.

REPORTER: As the program in Palau expands now, would you anticipate that there would eventually be separate District Representatives for Yap and Palau?

ELWELL: I would hope so. I have personally worked very hard to insure that this does take place. As you're aware there is a Micronesian replacing me in Yap. It is not that he can't handle the two programs; it's just unfair for anyone to have to handle them both. I feel very strongly about this. I would not want to have to go back and spend the next two and a half years under the present circumstances in Yap and Palau, simply because there is a full-blown program in Palau now, where there was none two and a half years ago when I came out here.

REPORTER: What kinds of things are happening now in Palau—some of the bigger projects? My impression is, and I guess this is really the case, that most of the volunteers are involved in the schools.

ELWELL: If you look at the numbers, yes, that's true. The greatest numbers of volunteers throughout Micronesia in any one single agency are in education. But we've got some very interesting programs ongoing in Palau right now, one of which is the fisheries program. We have six volunteers now involved in the Palau mariculture program. This was implemented pretty much by Jim McVey, and it was through Jim and me working together in the last eighteen months that we've built up a Peace Corps program. In this particular program, the greatest number of personnel are Peace Corps volunteers.

REPORTER: I'm surprised that we have not heard more about this mariculture center, because it is apparently becoming quite a viable effort. Could you describe the program?



ELWELL: Basically, of course, mariculture is simply sea-farming. It's a relatively new concept, at least from a scientific-technological level, throughout the world. It's something that has not been explored to any great extent here in Micronesia until recently. Palau is an ideal area for doing this; the geography and the terrain there make it an exceptionally good place for sea-farming. In the program which has developed there so far the technicians have been successful in getting rabbit fish to spawn in captivity in Palau. They haven't figured out a way to keep them alive after they spawn, but just getting them to spawn there is a major breakthrough. Others have been doing things like this with fresh-water fish for many years, but in marine fishes this is something fairly new. Also there are two kinds of prawns that are native to Palau, and they are working with these, too. I think at the moment they see these as the most viable of all of the possibilities in the sea-farming area, simply because the cost, the sale price or market value of these is so incredibly high. These are the Sugpo shrimp that comes from the Philippines and which is also native to Palau, and another brackish water shrimp. Oysters are another very good potential there. They are working with oysters, milk fish and mullet, and are thinking of perhaps even extending this on into mangrove crabs, clams, mussels, and any number of other possibilities. The Japanese were into sea-farming in Palau, even with turtles. As a subsidiary to the mariculture project we have one volunteer who will actually not be assigned in Palau, but who will be in Ulithi Atoll doing a turtle research project—tagging and working on the life history cycle of turtles. He'll be attached to Marine Resources but will be located in Ulithi.

REPORTER: What are some of the other projects underway in Palau currently?

ELWELL: We have two volunteers in Community Development, including an architect who, by the way, has just designed the new air terminal for Palau. The architect also works on grant-in-aid projects throughout the district. The other Community Development volunteer is a business advisor who works in the business area of the CD effort and also with the low cost housing projects that are going on in Palau. In education, in specialized fields, we have two volunteers at the Micronesian Occupational Center right now, both of them very highly skilled and very competent in their fields. One of them is also the first family volunteer in either Yap or Palau—the air conditioning and refrigeration man is married and has two kids.

REPORTER: With the new group which will be coming in this summer, what areas of need will be filled?

ELWELL: We have volunteers who will be going in to almost all of the village schools, perhaps even a volunteer or two in the outer islands of Palau. We have planned a fairly large pre-vocational career education program that will be started next year in Palau. We have two more requests in Community Development, one for a civil engineer and another for a recreation advisor. We also have volunteers going in for recreation in the high school, and a volunteer in science going to Maris Stella school. We always maintain a few volunteers in the parochial schools.

REPORTER: I would think that your experience in Yap would be particularly interesting in that Micronesian society which is the most tradition-oriented. How does Peace Corps approach a society such as that in Yap? Are the people receptive to outside assistance? What has been your experience there?

ELWELL: I would feel that over the two and a half years that I have been there, and of course I would have to limit my experience pretty much to Yap and Palau, because that is where I have been most intimately involved, that the program is very, very strong. And it goes

down to the grassroots level, too. For the most part the people like the volunteers, they want the volunteers, and they continue to ask for volunteers. I think one of the most significant things in this respect is that the Yap Legislature last year appropriated \$12,500 for the support of the Peace Corps program in Yap.

REPORTER: How many volunteers are we talking about in Yap?

ELWELL: Oh, the volunteers in Yap run, since I have been there, between forty and fifty, and they usually split in half between Yap proper and the outer islands. You know, in talking about volunteers in Yap and working with the Yapese people, the people are, of course, very difficult to know. It's only at certain times that you realize how deeply the feelings do run. On a daily basis you don't—it is not obvious at all. But during any kind of crisis situation the emotion does emerge that is, I think, a little disconcerting to people who have lived in Yap for any length of time. But it does come out on occasion and you do realize that people do feel very strongly and that they are interested and that they do care.

REPORTER: Do you have an example?

ELWELL: Yes, I can give you a very good example, and this happened very early in my experiences in Yap. It was a good thing for me because, being new to the situation, I was feeling my way very carefully at the time. It happened that the father of one of the volunteers died, and after I received the cable I went up to his village to let him know that his father had passed away. While I was there we made arrangements that I would come back after he had packed, and I would bring him in to meet the airplane. When I went back out there virtually everybody in the village was on the road to see him off, and he was even presented with a piece of stone money from an old man that he had never even seen in that village. As I say, virtually everybody in that village was on the road to see him off—people were crying, and it was obviously an expression of very deep emotion. As we drove for fifteen minutes or so he did not say much, but then all of a sudden he said, "I would never have known that those people felt that deeply." And it was

only in a crisis situation that this came out—he had been in that village for a year and a half. Since then I have seen this at other times, but this was the first and perhaps most dramatic. It was a good experience for me, as I said, because sometimes I have to act in the counseling role for volunteers. They themselves, even after an extended period of time, may not feel that a relationship has developed and I can use this example, as I have many, many times, to explain to volunteers that the people do feel deeply. For me, one of the most significant times these feelings were evident happened last week. Yap was one of the hardest places that I ever had to leave in my entire life.

REPORTER: What kinds of programs get Peace Corps support in Yap currently?

ELWELL: As in all of the districts, programs in Yap are primarily in education. Outside of education we have volunteers in Community Development as in Palau—an architect and an engineer. We also have lawyers—and this is one thing which I neglected to mention—we have lawyers in both Yap and Palau. The lawyer program has been one of the most popular and most successful programs in the Trust Territory. We also have a nurse in Yap at the hospital, and we have one girl who has transferred to a special education program to work with the hard of hearing. She has only three or four students at this time, and she has just started the program pretty much on her own initiative. Her background is specifically in this area and so she transferred out of a TESL (Teaching English as a Second Language) program assignment to do this. We also have one volunteer in vocational education in the high school and are particularly strong in secondary education programs in Ulithi. There are a large number of volunteers there relatively speaking—in fact, I would imagine that if you were to look at volunteer population concentration, or volunteers per square foot, Ulithi would be the highest in the world. There are eight volunteers out there, all but one in the high school, most of them in English, with some in social studies and science.

REPORTER: A recent issue of the Outer Islands High School newspaper which I ran across had in it an article about former volunteers who had returned to the school as contract teachers. Do you have a lot of volunteers who continue to work in the Territory after they are out of Peace Corps?

ELWELL: A very great number. In fact, we did a survey last year and we came up with ninety-eight ex-volunteers throughout the Trust Territory who are either working for the Trust Territory government directly or who have stayed behind because they had married Micronesians and were involved in some way in making a living in the districts. And this does not include ex-volunteers from other countries who have made their way into the Trust Territory. The number would probably double or be at least fifty percent higher if all of those people were included. But I think it's safe to say that we have provided the Trust Territory government with a rather significant recruiting pool from which to hire potential employees.

REPORTER: I understand that you have taken a particular interest in the outer island programs, and that you've made circuits on the field trip ships a number of times. Do you ever have problems with volunteers who can't take isolation of the sort that they are likely to encounter on an outer island? Or does the training program prepare them well enough for this?

ELWELL: We do have problems. The interesting thing about it, though, is that for the outer island assignments—some of which are extremely isolated—either a person makes it or he doesn't make it. There are very few people who are in-between about it; that is, either they get on the first ship that comes out, or you can't get them off the island. A recent example was the end of an era when Mike McCoy finally terminated his services in Peace Corps after being on Satawal for nearly four years. We've had a large number of extensions, and, in fact, most of our extensions in Yap, for example, have come from the outer islands. So you have people who are geared to an outer island assignment or

they are not geared to it, and I don't think that there is a great deal that could be done in a training program to prepare one for this. I think it's a personality thing, a function of the person's individuality. I don't suppose any amount of training can really prepare you for a total change of lifestyles, certainly not a ten-week training course. I do think that you can do a great deal in ten weeks. This was brought out very clearly to me last summer in our training program in Palau where, I feel, we had a very successful program—one of the best I've seen in preparing people to cope with their new situation. But certainly you cannot take a product of twenty-two or twenty-three years of acculturation and ever hope to give him all he needs to adapt to a new environment and a new situation. All you can do is help him on his way.



REPORTER: We were talking earlier about the Peace Corps ideal, and I recalled that in our correspondence setting up this interview you referred to a negative image which the Peace Corps has had from time to time. Do you feel that the image currently is a negative one? Do you feel that the Peace Corps ideal has been fulfilled in Micronesia?

ELWELL: I think it has been fulfilled; I think very strongly that it has been. When you get into the area of the negative image I think it depends upon who you are talking about who has this feeling about Peace Corps. More often than not, as I mentioned before, the volunteer is somewhat of a misfit to begin with. His fellow American does not understand him very well for the most part. I say misfit in the sense only

that the volunteer, according to the values of our society, is really stepping outside the boundaries. It's very difficult for most Americans to understand why a person is willing to give up two years of a potential career, why he is willing to accept a subsistence way of life rather than climbing the traditional pyramid. The Peace Corps ideal is, I think, met by the volunteers themselves. The Peace Corps experience is a very personal thing, and it is one of the reasons why I think that Peace Corps volunteers and Peace Corps as an agency are not inclined to toot their horn. It is low profile, because people, I think, do take on a very humble stance when they join Peace Corps, partly because that's the way they feel, and partly because they don't want to put themselves up for criticism.

REPORTER: From what I have heard, though, in the earlier years of Peace Corps in Micronesia, and even in other places, some of the volunteers were *not* very low profile. Some of them were rather outspoken and some of them got involved in some things they weren't supposed to be involved in.

ELWELL: I think there were a number of reasons for this. I think very strongly that leadership is reflected in the behavior of volunteers. I think that if you were to look back at the leadership of Peace Corps—that is, the Peace Corps staff—that in some cases it more or less encouraged this kind of thing in the early days of the program here. And you have the additional problem of the administration of Micronesia by a United States agency. I would say that one of the most difficult aspects of being a Peace Corps volunteer in Micronesia is just that. You may be working directly for a Statesider; this is especially true in the district centers, of course, and in the higher skill areas. The volunteers in the outer islands are not faced with this problem so much.

REPORTER: On the matter of volunteers getting into areas where they are not supposed to become involved, wasn't this a problem in the early days with some of the lawyer-volunteers? What is the scope of their activities?

ELWELL: The lawyers are restricted by Peace Corps policy, and in some respects maybe this is unfortunate.



Their specific purpose for being in Micronesia is to work with the district legislatures in the area of drafting bills and resolutions and providing advice to Micronesian legislators. This is their primary function, and they have worked in all of the districts in this capacity. They have also worked very well with the Congress of Micronesia in the same capacity during Congressional sessions. Lawyers from all of the districts have been called in to work with Congressmen during sessions. One of the notable restrictions placed on volunteer lawyers is that they cannot become involved in the status negotiations in any way. They must stay out of this because there really is no way in the world that we can become involved in the long range future of Micronesia. This is something that has to be decided upon by the Micronesians themselves, and I feel that the Micronesians are perfectly capable of handling this area themselves. Other restrictions that are placed on the Peace Corps lawyers—they cannot go to court. They can provide legal advice and counsel outside of court, but they cannot defend a Micronesian in the courts. This is less of a problem now with the advent of the OEO Legal Services program. But as far as having problems with volunteers not maintaining a low profile it is not only some of the lawyers who were involved in this. It happened among other volunteers as well. Certainly, though, there have not been problems like this in the time I have been here.

REPORTER: You mentioned that one of the problems is that volunteers are working here under a U.S. administration. Do you question whether Peace Corps should be operating in the Trust Territory?

ELWELL: No, not at all. I came to grips with that very early in the game. There is no question in my mind that Micronesia is a foreign country. And this has nothing to do with the administration of the Territory by the U.S. government. Not that this does not present us with problems, as I said; but I think that if you come right down to it my feelings are very strong that Peace Corps is probably the most valid United States agency in Micronesia, simply because I see it very much as a foreign country. Again, I must speak very particularly about Yap and Palau. The nationalistic feeling in Palau is very strong, and I don't think the Palauans themselves feel that they are part of the United States, and I think the Yapese feel the same way. Their lifestyle is not a United States lifestyle. Because of this I think Peace Corps is a very valid organization in Micronesia.

REPORTER: Peace Corps has been expanding its programs to bring volunteers of specialized talents into Micronesia. Have you had any of these people in your districts?

ELWELL: I think that perhaps the most significant examples of this specialization are the two volunteers we have at MOC. Our family volunteer there in refrigeration and air conditioning is extremely competent and qualified. We also have a seamstress working at MOC who is a mature individual who has spent most her life being a seamstress and also in the education field. She, too, is highly qualified. One of the problems we still have here in Micronesia is utilizing people with these kinds of specialized backgrounds. We find that many times agencies are very adamant in their requests that we provide them with people that have outstanding credentials. We recruit them and place them and sometimes we find that they are extremely frustrated because they find that they are not fulfilling what they feel could be their contribution. They have skills that go far beyond the potential to utilize them.

REPORTER: What kind of leeway do you have now in assigning or reassigning people?

ELWELL: It depends on how we are reprogramming. We have a great deal of flexibility and freedom because we do have that autonomy I mentioned before at the district level. How I move my people around in the district is pretty much my business. But how well we do this depends on what direction we are going in. If we started out, say, with an AB-generalist volunteer, or a person who finds himself in an AB-generalist type of program—like our TESL teacher in Yap—who has a very specialized skill or a specific interest that he would like to develop personally, it is a very simple process to move a person into a specialized program as long as we get the concurrence of the agencies involved. This girl in Yap, her background was in special education and it was really a waste of her talents to be using her as a TESL teacher. She had something far better to offer than simply teaching English. But the problem is far more difficult when you start out with a person who is highly skilled, and you try to find another program for him in the event that his original placement doesn't work out. What do you do with an air conditioning specialist who doesn't work out at MOC? Volunteers are all specifically trained in the language of their area. They are trained in cross-cultural aspects of the district in which they are going to be assigned. If you uproot them and move them to another district, you've lost a lot of your rationale for ever putting them there in the first place. So the movement is a very difficult thing if you're starting out with a highly skilled person; it could be a very simple thing if you are moving from a lower skill to a higher skill.

REPORTER: You said a while ago that you are leaving a Micronesian to replace you in Yap. Is this a Peace Corps goal?

ELWELL: Yes, it is. In fact I think it falls very directly within the framework of what we are trying to accomplish. Even though my position in Peace Corps is certainly not the same as the volunteers' positions—I'm salaried, I have a different lifestyle—still I believe that my personal goal with respect to Peace Corps is the same as that of a volunteer. And it gives me a great deal

of pleasure to feel that I'm leaving my job in the hands of a competent, capable, qualified Micronesian, just as I would expect that a volunteer achieve the same goal. For this reason, I think it is an excellent thing. This is by the way, not only Micronesia—it is world-wide. More and more the host countries are brought into the staff areas of Peace Corps. This is the first time it has occurred in the districts of Micronesia, and I hope that it will not be the last.

REPORTER: There are pros and cons on the question of whether or not people should be allowed to stay longer where they have been assigned. This is true when you are talking about expatriate employees of the government, and I'm sure there is discussion about it in Peace Corps. Do you think the constant rotation of people is a good thing?

ELWELL: This has its good points and its bad points. By a constant rotation of people, you have a certain dynamism that does not exist in places where people are allowed to get complacent and to build empires. Also you have renewed energy, renewed spirits and experiences, every time new people come in because there is a new level of dedication. The drawback, of course, is that the new man does not know what he is doing, and he has to go through the motions all over again to establish relationships and to establish his own credibility. I feel that most volunteers don't really start functioning until their second year of service.

REPORTER: What happens to Bill Elwell?

ELWELL: Well, back to the States for home leave and a tour of staff training, and then on to the Philippines for a similar job in Peace Corps—I'll be a District Representative there, too. That brings me up against the five-year limitation and by edict I am out on the street.

REPORTER: Any final thoughts as you leave Micronesia?

ELWELL: I feel very fulfilled in my two and a half years with Peace Corps here. I think we've achieved many of our goals and that we have strengthened the program in Yap and certainly in Palau. I think that we have a far better relationship with the Trust Territory government and all of its agencies where volunteers work than we ever had in the past. Certainly not all of the problems are solved, but the program is a strong one and a viable one.



What is Peace Corps?

by Tom Warren

Mike McCoy is a former Peace Corps Volunteer who served in Micronesia for four and one half years. The last three and one half of those years were spent on Satawal Island. He completed his Peace Corps service in January, 1973, and, with a close Satawalese friend whom he sponsored, went to Hawaii to learn anything and everything he could about commercial fishing. Mike will return to Satawal this summer to assist the people of the island and Yap District in establishing a commercial fishing program through the use of funds made available by the Congress of Micronesia. Mike speaks fluent Satawalese and plans to make a permanent home in Satawal.

During his Peace Corps service, Mike taught at Satawal School, helped build a new school building, organized and conducted a turtle survey project on West Fayu Atoll, assisted in the construction of a copra warehouse, and was instrumental in building a huge catchment and water distribution system.

Bill Brewer has just begun his two-year service as a Peace Corps Volunteer in Saipan. Bill is assigned to the Trust Territory Department of Environmental Health as an Ecologist. He has an M.S. degree in biological sciences and was employed as a senior microbiologist prior to coming to Micronesia. Bill's job includes Trust Territory-wide responsibilities which will require extensive travel in and out of Micronesia. He is married and has a two-year-old daughter.

Rosemarie Brugger is a TESL Teacher Trainer in Mapp, an outer village on Yap Island. Rosemarie lives in Mapp and gets to Colonia, the district center, about twice a month. She speaks Yapese and spends most of her spare time with the children and other people in the community. Rosemarie has a very capable Yapese counterpart teacher whom she is training to take over her duties when she completes her Peace Corps service in June, 1974.



Opposite page, Rosemarie Brugger, PCV in Yap District with some of her students at Mapp Elementary School. Above, Mike McCoy, PCV at Satawal until January 1973, optimistically contemplates his future assisting the people of Yap District in developing commercial fishing. Below PCVs Joe and Pam Rice discuss plans with two of their co-workers, Jovita Kisa, left, and Bernadita Pinaula, right, at Oleai Elementary School, Saipan.



What is the Peace Corps? Mike, Bill, and Rosemarie would each have a different answer. It is a different and deeply personal experience for each Volunteer. PCV Brad Dude in Majuro, PCV Mary Comstock on Babelthuap Island, 20-year-old PCV Tony Ricotta at Marshall Islands High School, 75-year-old PCV Ethel Hanson at Oleai Elementary School in Saipan, as well as the 1,600 others who have served in Micronesia and the 50,000 who have served throughout the world would each have a different answer to that question based on personal experiences. From this perspective, one might say there are 50,000 Peace Corps.

Yet there is common ground shared by all Peace Corps Volunteers—the concept of sharing oneself with others for the purpose of obtaining mutual understanding and respect. The Peace Corps Act, which was passed by the U.S. Congress in 1961, states that

the purpose of the Peace Corps is to promote world peace through the development of mutual understanding between American Volunteers working in developing nations and the people of those host nations.

Peace Corps Volunteers coming to Micronesia contribute two years of their lives to that ideal. They earn no salary and only receive a modest living allowance to cover the cost of food, clothing, and other essentials. Their rewards, while not financial, are the inward satisfactions and sense of accomplishment which come from establishing a spirit of kinship with the Micronesian people and assisting in the development of the future nation. These rewards are more than enough for the Volunteers who receive them. For those who do not, Volunteer service can be a very frustrating experience.

What is the Peace Corps? For the best answer to that question, ask the next Peace Corps volunteer you see.

Chief Dapoy, Gagil Village, Yap, provides extra-curricular instruction to PCV Laurie Richards and two of her students on the playground at Gagil Elementary. Laurie and her husband Dave are completing two years as Volunteers in Yap.





Fish Something Old

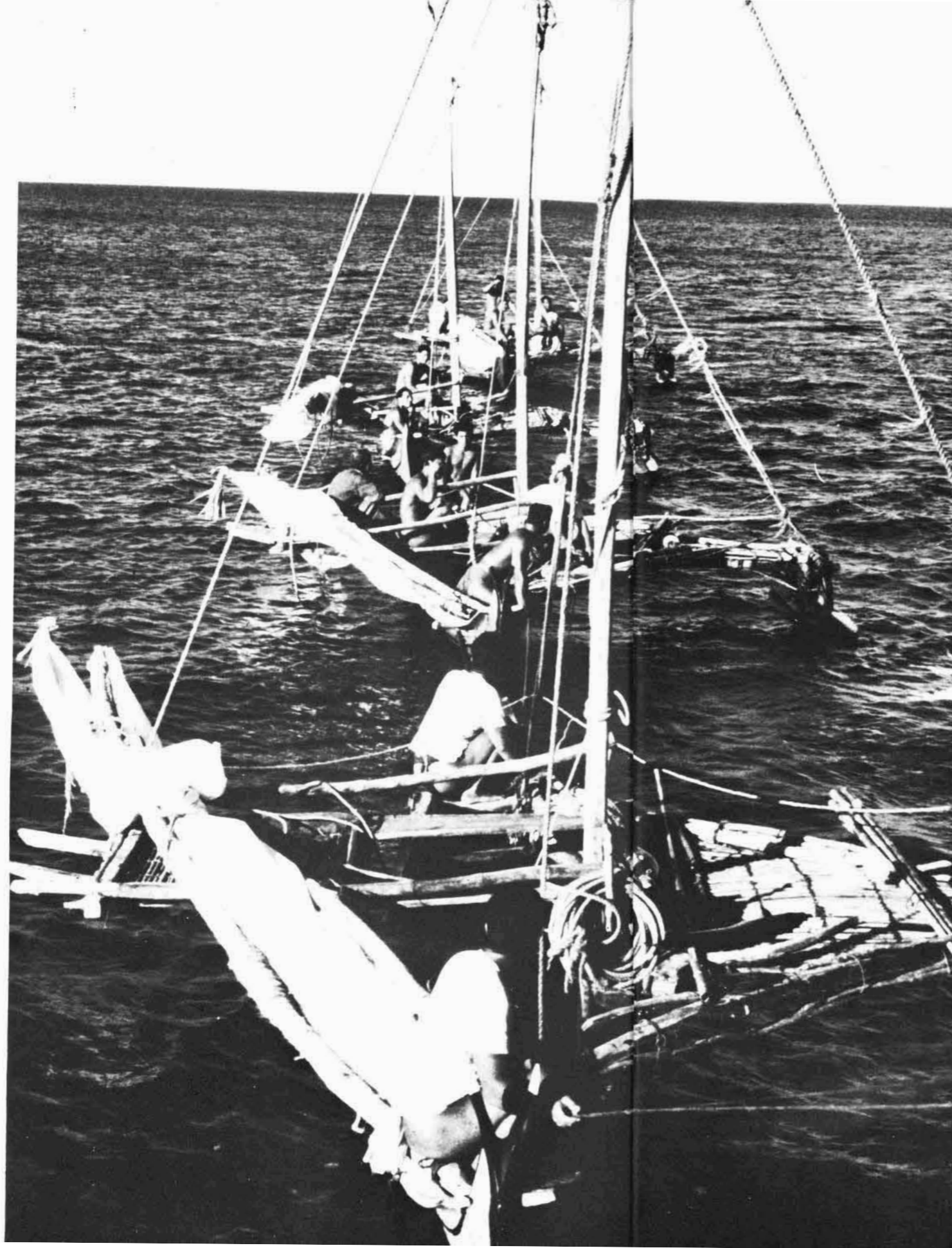
by Mike McCoy

The tropical sun beat down upon our heads. The wind which had taken us and our canoe ten miles from the island had disappeared completely. Some of the men grumbled while others checked the clouds on the horizon. One man remarked that the wind would come with the clouds. Others gave their varying opinions as the sail flapped listlessly. Then a darker blue came across the water towards us from the East. Ripples formed on the glassy surface, and our burned faces turned in anxiety. The wind gathered force, the sail started to fill, and we began to move. The clouds were coming, the wind picked up, and the big 28-foot breadfruit canoe started to glide through the water. As the wind hit us abeam, the cumbersome steering paddle was placed over the stern; and immediately nine barbless hooks connected to nine bamboo jack-poles went over the side. The man at the stern

was the first to spot the school in the water, and he flipped up a four-pound skipjack, caught it under his oar, and let it fall into the canoe.

Then the fish started coming. We poled furiously as the fish did everything but jump into the canoe. But after a few minutes, nothing. The order was quickly given to switch the sail. As on all Carolinian canoes, the entire cumbersome sail rig was switched to the opposite end. In just a few seconds stern became bow, bow became stern, the lines once again went over the side, the mainsheet was pulled in, and we were off for another run. The fish hit more furiously than ever this time. Everyone was yelling, making fun of each other's abilities with the short poles. The canoe was a mass of flipping yellows and skipjack, our loincloths were covered with the blood and muck that covers even the most advanced pole-fishers from Japan when they fish the same

waters. Three more passes through the school and it was all over. The capricious October winds had left us again. We cleaned up the canoe and ourselves. Only now did the saltwater sting in the cuts and slashes made by fish and barbless hook alike. The other canoes about us had had the same success. Two men began cutting up two large fish for sashimi. Without waiting for the usual lime juice and shoyu, the fish was devoured then and there. The youngest of the crew, men in their late teens and early twenties, now dropped down into the hull and began counting. If the catch was over 400, then we could foto or dance and shout as we approached the island to signal a good catch. Everyone knew the answer before the count was concluded, however, for the canoe was riding low in the water. About twenty minutes later the verdict was given: over 1000 fish. We would yell ourselves hoarse.



Canoes from Ifalik, Yap

This scene repeats itself many times on Satawal, Ifalik, and other islands of the central Carolines during the fishing season. From September until about January when the strong trades often make the fishing impossible, canoes and men dot the ocean in search of the schools of skipjack tuna. With only 400 inhabitants, the island of Satawal has been home to me for almost four years as a Peace Corps volunteer. During that time I've done a lot of canoe traveling and fishing with the men of Satawal, in addition to regular duties. Nothing, however, equals the excitement and frenzy of poling in a school of skipjack on one of the canoes. The people are experts at survival in these islands, and have developed methods of catching fish that have proved highly successful at times. Before the introduction of the barbless "Okinawan" hooks, they made their own out of mother of pearl and turtle shell. Before I was able to procure Dacron sailcloth for our canoes, old canvas was used, and before that pandanus mats were woven and used as sails.

Long before the compass was introduced into the islands, the people were making long voyages guided solely by the stars. Voyages are still made using the same navigational system today. And the canoes, the consummate creation of Carolinian ingenuity and self-reliance, were being hacked out of breadfruit logs with shell adzes long before the first voyages to Guam and Saipan brought back the iron tools introduced by the Spanish.

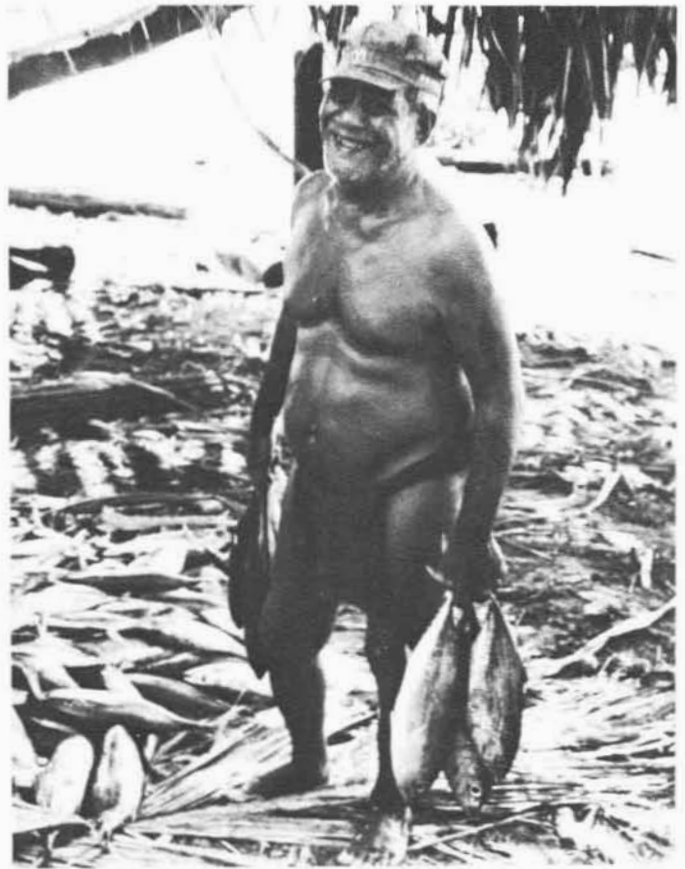
For the people of Satawal and the other outer islands of Yap district, fish and the sea mean survival. But there are many times during the year when the sea and the weather seem to be doing as much as they can to stop this vital harvest. When the trade winds don't blow, the huge canoes are unable to chase the tuna; and many times the people have sat on the beach watching the Japanese, Korean, and Taiwanese fishing boats chug-chug over a glassy sea towards the fish the islanders know await them. During other times of the year the wind often blows so strongly that fishing is impossible. The waves crash on the fringing reef, making it impossible to get the canoes out through the surf. But the people take advantage of every opportunity, and when the conditions are right the men of the islands are out in force, fishing with every canoe that is seaworthy.

When the catch is large, it is a happy time. Fish are cooked a variety of ways, and some are smoked and salted for future use. But there never seems to be enough, and along with the constant maintenance of the canoes, it is a day to day struggle to provide enough protein for the people of the islands. In addition to being unable to harvest the pelagic (deep ocean) fish during much of the year, the islanders' methods also cannot take advantage of numerous large reefs and banks in the outer island area. The sprinkling of uninhabited islands and atolls in the district are visited by canoes from neighboring islands, where the men feast on the abundant fish, returning as much as they can carry to their home islands. But often the same problems that plague them at home also follow them to the uninhabited islands. Where one swing around the outer reef trolling in a canoe can often practically fill a canoe with fish, it is a sad day indeed when the wind doesn't blow.

Back on their home islands, the fish are divided among the inhabitants. But there never seems enough to last. The usual chores and daily living routine are returned to; including the serious money-making business of making copra. But in the last few years the price of copra has dropped, and people are looking for new sources of income to fulfill their needs. It is only natural that they look to the ocean, and the rich potential that it holds. But the outer islands have a special problem that doesn't bother the fishermen of larger district center islands as much. That problem is distance. It is a long way from the best fishing grounds to where the people are, and for this the people realized they needed more than the usual small boats. In addition, problems of catch preservation presented themselves. It is extremely difficult to maintain and service even the generators and radios on the outer islands; ice plants and all the attendant machinery necessary for full-scale operations would be even more difficult. It was realized that what would be needed would be a large vessel, for fishing and transporting of the catch to the populated areas.

During the last regular session of the Congress of Micronesia, a bill introduced by Senator Petrus Tun of Yap was passed which will provide funds for such a vessel. The boat, to be manned by outer islanders and assisted by the Marine Resources division, will explore a variety of fisheries throughout the outer islands of Yap District, transporting the catch to the islands, and the district center of Colonia. A vessel such as this will be invaluable in its use as a support ship for conservation projects, such as the proposed turtle hatchery at West Fayu. In addition, a closer surveillance may be kept on uninhabited islands, to prevent foreign fishing vessels from illegally poaching the resources of this rich area. Now the outer islanders may continue their traditional fishing skills, and at the same time have the advantage of learning new techniques and being able to market a good portion of their catch. In providing the population centers with fish, the vessel will also allow the people of the outer islands to develop their resources themselves.

Namonour, a happy man after a successful day's fishing. Below, fish drying in the sun at West Fayu; canoes are from Satawal.





Fish Something New

by Jim McVey

Imagine in Micronesia a restaurant by the ocean featuring oysters on the half shell, steamed mangrove crabs, fresh reef fish. Imagine a local store which sells smoked oysters, smoked fish and those delicious giant prawns which are so famous in the Philippines. Visualize in a supermarket in far away Tokyo a display of oysters with the sign—FRESH OYSTERS—FLOWN IN DAILY FROM PALAU. These are the distant but not impossible dreams that brought about the creation of the Micronesian Mariculture Demonstration Center (MMDC) in Koror, Palau.

The MMDC has evolved from a variety of plans designed to introduce the concept of sea farming to Micronesia. Sea farming — mariculture or aquaculture—has been in practice for hundreds of years in Asia, particularly where warm water conditions prevail. Micronesia's climate and exceptional water quality make it an ideal area for developing mariculture.

The MMDC is located in Koror where there are a wide variety of habitats and marine animals for study. Financial support comes from the Trust Territory Marine Resources Division, Sea Grant (Department of Commerce) and the Manpower Development and Training Act. Support for some of our personnel also comes from Peace Corps/Micronesia.

The logistics for our MMDC program were slow to evolve. Both facilities and personnel were needed as well as financial support. Peace Corps and Marine Resources supplied most of our personnel. Eight Micronesian mariculture trainees were selected by the Palau Community Action Agency from various villages outside Koror with the hope that they will return to their villages with what they have learned and will attempt to apply some of these techniques to mariculture projects of their own. The staff for the project presently consists of the project director, five biologists, a teacher, eight

Micronesian trainees and clerical staff as well as an oyster consultant from the United States.

In the spring of 1972 a temporary laboratory was set up in an empty room adjoining the Fisherman's Cooperative. Peace Corps and Micronesian biologists worked elbow to elbow and with limited equipment—but ideas began to evolve.

A field site is located just outside Malakal Harbor. Three adjoining bays of various depths nestled in protected areas were chosen. The center bay provides a projection of land for boat loading and for location of a building for field work. In May, 1972, a field-work building was prefabricated and erected on this farm site through the coordinated efforts of Marine Resources and the Micronesian Occupational Center. This one-room building provided storage, work space and fresh water for cleaning tools and equipment. When the Peace Corps personnel arrived, the MMDC farm site also became the living quarters for one of the biologists.

The establishment of the farm site came about through the efforts of many groups. One of these was the Palau Civic Action Team. During the summer of 1972 they provided heavy equipment and operators to clear areas for fish ponds within the bay and to close part of the bay for regulation of water flow. This task would have been extremely time consuming and difficult without the aid of the Civic Action Team.

In the outside bay of the MMDC farm site rafts were constructed and nets were hung from them for oyster and fish growth experiments. Several rafts had to be built and rebuilt before the most economical and the most durable materials were decided upon.

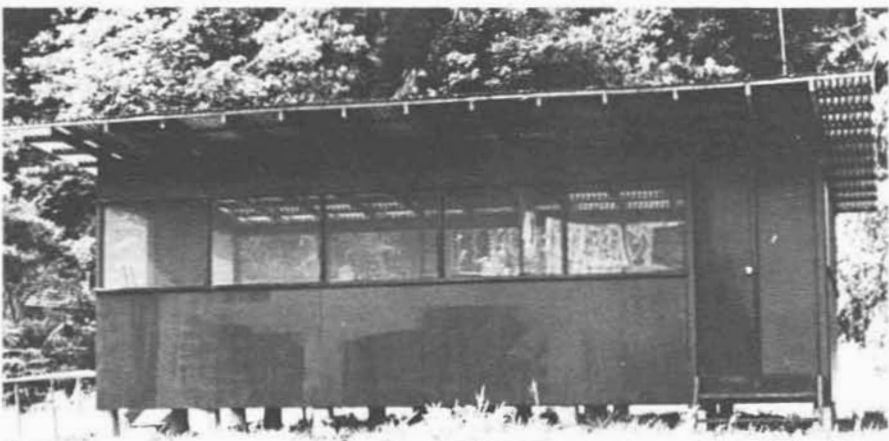
In the fall of this same year the mariculture trainees were enrolled in the Micronesia Occupational Center where they took courses in the mornings in related English, business math and science. In the afternoons the trainees were released to work with the biologists on various projects. Throughout the year they have made trips to Palau's villages to help in the negotiations and applications of mariculture projects.

In December, 1972, our two Micronesian biologists, Obichang Orak and Beketaut Madraisau, were sent to Taiwan for three months training under Dr. I-Chiu Liao, a leader in the field of mariculture. They have returned and appear eager to continue this work relating to what they have learned. Unfortunately, we will be losing one of the Micronesian biologists. He feels that his education in Taiwan was just the beginning of what he needs to know to work successfully in mariculture, and he is returning to college in the summer of this year.

At present, the MMDC is moving from our crowded laboratory to a new facility being constructed on Malakal Island. This facility will feature, among other things, a running sea-water system which is essential to the culture of any marine animal. The biologists will have more room to work as well as additional equipment with which to work. This move to Malakal will be completed once electricity has been connected.



MMDC Field Station under construction (at left), and completed and in operation (below). Lower photo shows an area destined for future improvements as fish ponds at Peleliu.



Since the MMDC's conception the following biological information has been obtained:

The natural oysters of Palau have been surveyed and described. Four main species of oysters have been found and each has a different marketing potential. Two species are abundant enough to be of immediate commercial importance. Monthly samples of juvenile abundance have shown peaks of reproduction that indicate times when the most juvenile oysters could be collected. It has been found that this time varies with the species and with the location. It is now possible to predict when and where juvenile oysters could be collected for farming.

Several methods of growing oysters have been tried and evaluated. We have found that bottom, tray and suspended oyster culture are possible in Palau. However, exactly which method is best depends on the species.

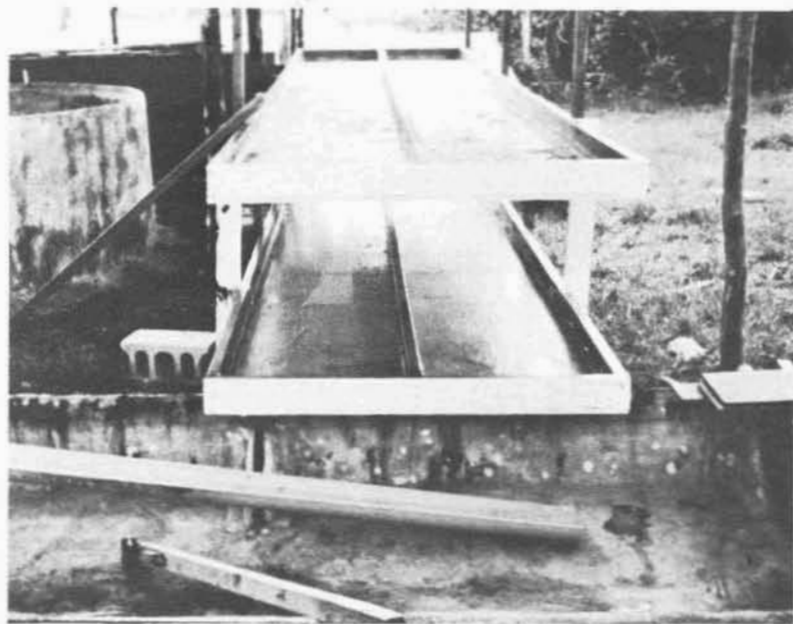
The wild oysters of Palau vary considerably in market quality and the majority are good as cooking oysters. A large market for half shell (raw) oysters exists in Guam and throughout the Trust Territory. Because of this, 100,000 juvenile Japanese oysters were flown in from an oyster hatchery in the United States. These are faster growing and of better quality than those found in Palau. Considerable effort has gone into perfecting the techniques of growing these oysters in the Palau environment. Initial observations indicate that the Japanese oyster can reach market size in Palau within the first year. More work needs to be done in the early handling of the spat (juvenile oysters) in order to reduce mortality.

We now have an oyster expert from the State of Washington here with us funded by Sea Grant. He was formerly associated with the State Oyster Management program in Washington. His many years of experience in the oyster industry should be of assistance in establishing a small industry in the Palau area.

The rabbitfish (*mevas*) of Palau is among the most popular and abundant fish in Micronesia. Large concentrations of juveniles can be seen around Guam and Palau during the spring. Initial studies show that these juveniles can be captured and raised to market size in one year using low cost feeds. In addition, adults have been captured and successfully spawned at MMDC indicating that there is a possibility of commercial hatcheries similar to those for salmon and trout. We now know the exact days and the location of rabbitfish spawning as well as length of time for hatching and length of time before juveniles appear inshore. We also have data on the growth rate under different diets.



An oyster raft with a nesting tray for the young oysters to grow on; the ropes tied to the bar extend down into the water with strings of oysters on them. At left, a Micronesian biologist with an experimental string of oysters.



At left, "grow out" flumes for imported oysters; below oysters natural to Palau and caught and grown at MMDC.

At this time, we are experimenting in methods of rearing these fish for commercial sale. They have been raised in large tanks and in floating nets with good success. Predators and theft have been our greatest problems. We hope to build fish ponds in the Palau area this summer in order to try pond culture. Negotiations are underway to bring a consultant from the Philippines to supervise construction of the ponds. Sites which are being considered initially are Ngeremlengui and Peleliu.

Our work with commercial shrimps has been limited to surveys of natural abundance. The surveys have shown the presence of a commercial quality prawn in the fresh water streams of Palau. *Macrobrachium rosenbergii* has been found in limited numbers, the first time that this shrimp has been documented in the Palau area. *Penaeus monodon*, the famous Sugpo shrimp of the Philippines, has been located in substantial numbers in the estuaries of Palau. Palau alone has over 13,000 acres that could be used for the cultivation of salt water shrimp. Production of *P. monodon* has exceeded 500 pounds per acre valued at \$2.00 per pound in some areas of the Philippines.

Unfortunately, at this point, commercial production of shrimp is impossible, without a well-equipped laboratory and a running sea water system.



Marine turtles play a very important part in the culture of Micronesia. A Peace Corps biologist has been assigned to Ulithi Atoll because of the large breeding population of green turtles located there. In addition, Ulithians have long incorporated the turtle into their social life and have kept a close supervision over their turtle populations. The biologist will be responsible for tagging adult turtles. He will gather information on growth rates, migration patterns and reproduction. Data gathered will be used for instigating a meaningful conservation project for the green turtle.

In Palau, work with hawksbill turtles has given us information on growth rates under different diets, methods for controlling disease, and egg-laying times for females.

The total mariculture effort has been directed toward providing people with food and with a means of income. These objectives are being partially realized. One man presently processes and sells oysters to the Palau Continental Hotel and to individuals. He will soon be selling his processed oysters to the Fisherman's Cooperative, which will in turn handle sales to the public. The residents of Aimeliik are able to harvest oysters and sell them to this man for processing. Transportation for the product is being provided by the Marine Resources Division.

A market has been established in Guam and we are awaiting successful production of the Japanese oyster to begin this aspect of operation.

Two of the mariculture trainees have been hired by Palau Continental Hotel to construct pens for live seafood and rafts for oyster culture as well as to maintain these animals. Future plans call for establishment of a seafood restaurant at the site.

This summer we hope to begin construction of fish ponds at Peleliu. One mariculture trainee will be assigned to this project upon pond completion with the intended outcome being a successful fish-raising business as well as a source of food for the people of Peleliu.

Utilizing the ocean's resources is one way of providing economic independence for Micronesia. But, the protection and development of these resources will not be easy nor inexpensive. Projects will fail and in the beginning, an income on successful projects will not be large. But those who are willing to learn will find that they have helped to build an industry that will raise the standard of living for all of Micronesia.

Rules of Procedure of the Trusteeship Council

Rule 1. The Trusteeship Council shall meet in one regular session each year. This session shall be convened during the month of May.

Rule 93. The Trusteeship Council, in accordance with the provisions of Article 87 c and Article 83, paragraph 3, of the Charter, as the case may be, and with the terms of the respective Trusteeship Agreements, shall make provision for periodic visits to each Trust Territory with a view to achieving the basic objectives of the International Trusteeship System.

Rule 98. Each Visiting Mission shall transmit to the Trusteeship Council a report on its visit, a copy of which shall be promptly and, as a general rule, simultaneously transmitted to the Administering Authority and to each other member of the Trusteeship Council by the Secretary-General.

In accordance with the Rules of Procedure for the Trusteeship Council, a Visiting Mission toured the Trust Territory of the Pacific Islands for five weeks during February and March, 1973. The Mission's Report was presented to the Trusteeship Council for consideration at the regular May session of the Council, along with the annual report of the United States as Administering Authority. Council members examined the reports, questioned representatives of the United States and the Trust Territory about the political, economic, social and educational conditions and progress in the Territory, and prepared their own comments and recommendations from the view of their governments.

In the next several pages, material from the Visiting Mission Report and from the statements of the member delegations of the Trusteeship Council is reprinted without comment. The choice of material from the Mission Report is necessarily arbitrary; however, an attempt has been made to include sections which the editor feels are pertinent to discussion of the future development of Micronesia and which can provide a broad base upon which opinions can be formulated. These excerpts from the Report, along with the comments of the representatives of France, the United Kingdom, the Soviet Union and Australia, give us a chance to see ourselves as others see us.

Trusteeship Council- 1973

We have the honor to transmit to you herewith in accordance with Trusteeship Council resolution 2157 (XXXIX) of 14 June 1972 and rule 98 of the rules of procedure of the Trusteeship Council a report relating to the visit to the Trust Territory of the Pacific Islands of the United Nations Visiting Mission, 1973.

Due to the appointment of the Chairman, H.E. Mr. Paul Blanc of France as Ambassador of France, to the Republic of Upper Volta during the course of the Mission and the need for him to take up his duties in Ouagadougou soon after the completion of the program in the Trust Territory, Mr. Blanc was not present at the meetings in New York at which the report was discussed, and was not able to indicate his assent to all the language used in its final version. He did, however, participate in the drafting of the report in its initial stages and is in general agreement with its substance.

H.E. Mr. Viktor Issraelyan of the Union of Soviet Socialist Republics does not, however, subscribe to some views and conclusions contained in this report (in particular in chapters II, VI, and VII) and his views will be brought to the attention of the Trusteeship Council at its fortieth session. Therefore, this text should be considered as the agreed view of three members of the Mission.

Paul BLANC (France)
Robin ASHWIN (Australia)
Peter HINCHCLIFFE (United Kingdom)

Report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1973

Political Advancement

Micronesia is at present negotiating with the Administering Authority for a new political status. There is an agreement between the two parties that the Micronesians should be free, within the framework of the status agreed upon, to determine the form of government most suited to them.

There have been changes in the political structure within the past few years, the most important of which have involved some strengthening of the role of the Congress of Micronesia. The Administering Authority still retains its ultimate authority, however, through the appointment of the High Commissioner and through its power of veto.

The important question at this time seems to the undersigned to be whether further constitutional advances should be made on a piecemeal basis before the achievement of a new status and before the future form of government has been decided upon through a constitutional convention.

The formulation and adoption of a constitution drawn up by the Micronesians themselves would play an important part in the Trust Territory's advancement towards self-determination and independence. The importance of this matter was noted in the report of the 1970 Visiting Mission. A subject of broad discussion in Micronesia recently has been the holding of a constitutional conference, the main task of which would be to prepare a constitution and determine the nature and form of the Micronesian State. At the special session of the Congress of Micronesia, held in Ponape in late 1972, a proposal was submitted for the holding of such a conference. The Congress was not able, however, to adopt a decision on the matter. At the session of the Congress early in 1973, the Committee on Judiciary and Governmental Organization submitted a report containing a bill for the convening of a constitutional conference for Micronesia and setting forth the powers, requirements and functions of the conference, the budgetary implications and other matters. The bill provided for the conference to be held in Koror during the spring and summer of 1974. The bill, a product of lengthy consultations both in the Committee and in the Congress as a whole, was not adopted by the Congress and consideration of it was deferred. This circumstance is bound to delay the process of preparing Micronesia for self-determination including, if it wishes to exercise it, the option of independence, and we regret the fact that the working out of a Micronesian constitution has not yet been started.

There may nevertheless be some constitutional changes which could and should be made in the meantime on a piecemeal basis. We have not attempted to draw up an exhaustive list of the changes which might be made but we suggest some later in this chapter and in the concluding chapter of the present report. Certainly, changes for which there is widespread support should not be made to wait upon the proposed conference or on the assumption of a new political status. There are some major issues relating to the political structure of the Territory in the future, which no doubt should be held over for discussion at a constitutional conference. One question of great importance is the relationship between the center and the districts. This is clearly one of the issues which should occupy the attention of the constitutional conference. At the same time, because this relationship has an important bearing on the questions of national unity and the future status of Micronesia, it should be kept continually under review throughout the period leading up to the conference.

We hope that the Congress will, at its next session, decide to proceed with the holding of this conference and will make arrangements for it to be convened at the earliest possible time. It will be important to prepare in advance position papers on various alternative proposals which might come up before the conference and to promote widespread public discussion of these proposals. We recommend that the Administration assist to the maximum extent in preparations for the conference, including the encouragement of public discussion.

The conference should, *inter alia*, direct its attention to the question of traditional political forms and the extent to which they are being and can be made use of in a modern Micronesian State. In this context, we share the view of our two predecessors that, with a Congress of two chambers, legislatures in each district, at the district level and municipal legislatures, and all of this overlying a traditional authority structure, the Micronesians are overrepresented. We consider, as is noted again later in this chapter, that there is a good deal of scope for rationalization of the decision-making process in Micronesia.

The proposed joint committee of Congress and the Executive having the task of developing an effective political education program for the entire Territory—the need for which was noted in recommendations of the thirty-eighth and thirty-ninth sessions of the Trusteeship Council—has still not been set up. This is regrettable as there is a real need for such coordinating machinery in this area.

The Administration says that it regards the development of political education as a vital task and there are officers in every district who have this as a primary responsibility. In particular, reports on each of the negotiation sessions of future status have been fairly widely circulated.

Nevertheless, it is apparent that, so far, the political education program in Micronesia has not had much success either in developing general knowledge of systems and events in the Territory and the world at large, or in promoting understanding of issues relating to future status. We repeatedly heard complaints from people in all districts that they were ill-informed about these matters.

Political education is not, of course, a task for the Administration alone. It is very much the job also of members of the Congress of Micronesia and the other legislatures, and particularly of members of the Joint Committee on Future Status. Congressmen should be much more active in this field through, for instance, holding public meetings with their constituents. In this context, it is unfortunate that there are no territorial political parties which might further the development of political awareness and understanding. It is noteworthy that in the Marianas, where active parties do exist, those parties appear to have had a real impact on popular feeling and understanding of political questions.

In addition to the role which they can play in political education as a whole, political parties, if operating on a national basis, can make a significant contribution through fostering the sense of national unity. Political parties must, of course, grow spontaneously in accordance with the wishes of their members and as a result of the efforts of their leaders. Nevertheless, in view of the valuable contribution they can make to the political process, the Administration might well consider lending encouragement to any moves towards the formation of national parties.

The primary responsibility for developing an effective political education program having an impact down to the grass-roots level rests with the Administering Authority and thus with the Administration. The resources allocated for political education are extremely meager and it is not surprising, therefore, that rather little is being achieved. As vital decisions have to be taken in the not too distant future about political status, the structure of government and national unity, we consider it of the utmost importance that the Administration make a greater effort to inform the people about these questions.

The fact that there is no territorial newspaper in Micronesia is an obstacle to the development of political awareness. The English language *Highlights*, while of considerable use as a source of information about the activities of the executive and the legislatures, is designed primarily for an official readership. The weekly *Micronitor*, printed in Majuro, and using English mainly but not entirely, expresses other points of view but has a rather limited circulation. There is a real need for better regular information and opinion-forming material in Micronesia, and the Administration would be well advised to encourage the production of more newspapers, both those using local languages at the district level, and a Territory-wide paper using simple English.

The radio broadcasting system is used for political education and should, of course, be a most important means of achieving this objective. However, although most program directors are Micronesians, we are not convinced that radio stations are being used as fully and as effectively as they might be to foster the development of political awareness among the people. There is certainly a need for balance between the use in broadcasting of English and local languages, but perhaps too much time at present is given up to English. It is also a fact that a good deal of broadcast time is used up by taped programs from the United States which are often of little relevance to Micronesia. International news is given only from Voice of America tapes or broadcasts of the radio and television service of the United States armed forces. Use could sometimes be made of other international news broadcasts. We realize that popular taste must be taken into account when determining which programs are to be broadcast. Nevertheless, we believe that broadcasting has an important educational function, technically, culturally and politically, and existing programs need to be reexamined with this in mind.

The Administration should put more effort through the general educational structure and through the techniques used for political education, into encouraging among the Micronesians a greater awareness of the outside world, including information on different political, economic and social systems. Article 76 C of the Charter, which describes recognition of the interdependence of the peoples of the world as an objective of the Trusteeship System, is relevant to this comment. Micronesians, officials, legislators and others, should be encouraged to visit areas of the world other than the United States, particularly developing countries and Pacific neighbors.

Micronesia as a political unit is a colonial heritage. There is no natural or long historical sense of unity among the many island groups which make it up. For this reason, it has been the obligation and the task of the Administering Authority to try to build up this sense of unity. This must be a fundamental part of the political education process.

There is a considerable sense of being Micronesian, especially among students, and certain things, for example, the flag, the Congress, the trusteeship status, may have contributed to the development of some sense of unity of Micronesia among the population at large.

Nevertheless, that insufficient effort has been put into this is evidenced by the present state of affairs. The Marianas District is actively seeking a political status in the future different from that of the remaining five districts. Since the Mission left Micronesia, the legislatures in the Marshall Islands and Palau districts have taken actions which indicate contemplation of a separate political future for themselves.

This question, as it relates to future status, is discussed further in chapter VII below. We wish to emphasize here, however, that although the Micronesians themselves must work out for themselves what kind of future links they wish to have with one another, the Administration is still at this stage obligated to promote national unity in every way possible. The Congress has taken some steps in this direction, but a much greater effort is needed from the Administration and from the Congress. Post offices should be referred to as Micronesian, not as United States post offices. Boy Scouts should be "of Micronesia" not "of America." Perhaps the name "Micronesia" should be used more frequently in an official context instead of the romantic but uninspiring formulation "Trust Territory of the Pacific Islands."

Unity does not spring from simple moves like these. It needs solid political, economic, educational and social underpinning. But such moves at this time could indicate a real determination actively to promote Micronesian unity, and that determination is sorely needed.

Economic Advancement

Much information on the economy was put forward in the report of the 1970 Visiting Mission and much of what our predecessors had to say remains valid today. There has been progress over the past three years, but the progress has been disappointingly small. No Micronesian with whom the Mission discussed the economic scene felt that there had been any real movement towards self-sufficiency.

Complete self-sufficiency for Micronesia, except at a standard of living which would be unacceptable to most of its people, is doubtless unattainable. But there is in the Territory, now more than before, a felt need to move significantly forward in the direction of self-sufficiency. Increased consciousness of the lack of economic progress springs from heightened political awareness and from the sense that Micronesia's options in negotiating a new political status are reduced by its dependent economy. It is this factor, more than straightforward economic considerations, which seems to make people throughout the Territory concerned at continued deficiencies in the transportation system and the slow rate of development in agriculture and fisheries.

In the following sections we have signalled out a number of matters relating to the economy for description and comment. We have not attempted a comprehensive report on all aspects of economic development. Rather, we have focused our attention on areas where we consider progress has been or should be made and where, in our view, a substantially more active government policy is required. We do not as a group express any opinion on the merits in principle of different economic systems. We are, however, of the opinion that in the particular circumstances of Micronesia at this time it is not appropriate to depend exclusively on private enterprise to set up production projects. Given the lack of indigenous capital and the shortage of experience and expert knowledge, there is a role for government intervention in various sectors of the economy, and such intervention should not be ruled out because of adherence to any particular economic philosophy. Practical needs should be the determinant of courses chosen.

Those signing the report wish to note here one development which we believe is of considerable consequence. That is the increased involvement of the Congress of Micronesia and the district legislatures in the determination of economic policies. As is noted elsewhere, the powers of the legislatures, particularly those of the districts, are circumscribed by the limited amount of funds over which they have direct and final control. Nevertheless, all legislatures are actively engaged in the determination of economic policies and the formulation of budgets, and all seem to take this task now very seriously indeed. The Mission was impressed by the report on economic development in the Trust Territory of the Pacific Islands produced at the beginning of 1972 by the House of Representatives Committee on Resources and Development. It was impressed also by the report of the Congress Joint Committee entitled *Marine Resource Development in Micronesia*, published at the beginning of 1973.

We believe that it is the responsibility of the Congress of Micronesia, in coordination with the districts, to make decisions about what kind of economic development should take place in Micronesia. It is up to the Congress to make decisions about priorities. These decisions are essentially political decisions and the elected representatives of the people should take them.

There is, of course, a close relationship between decisions about the general pattern of economic development and priorities on the one hand, and decisions about the actual expenditure of funds on the other. Because of substantially higher internal revenue collection, deriving from income and business taxes, the Congress now has greater scope than in the past to direct the course of development through expenditures which it alone controls.

Also, through the now established pattern of budget hearings, Congress plays a major role in the formulation of the annual budget. It does not, however, exercise final control over the expenditure of the appropriation of the United States Congress which still provides most of the money available for expenditure each year. The Mission was informed that line expenditures proposed by the Congress of Micronesia and supported by the territorial Administration have rarely been amended by the United States Congress. There is, nevertheless, much to be said for extending the formal responsibility of the Congress of Micronesia by giving it final authority for the expenditure allocation of a greater percentage of the budget as a whole. We recommend, therefore, that the Administering Authority give further consideration to the views expressed by the Trusteeship Council on this point.

There have been many studies conducted of Micronesian economic needs, both general and particular. We have no wish to add, through our own report, or through our recommendations, to the many other unread papers growing yellow on dusty shelves.

However, we have a sense of special circumstances at this time. The time is special because of the negotiation of a new political status and the bearing that the state of the economy has upon that status. There is a need, having in mind the options for political status, to rethink the ways in which the Micronesian economy should and could be developed.

We believe, therefore, that the Administering Authority should commission a new full review of the economy of the Territory, a review which would, of course, take account of but go beyond the reports prepared for the Trust Territory between 1966 and 1969. We believe this review should be conducted on the basis of the probable results of the future status negotiations between Micronesia and the Administering Authority. It should be based on priorities for development formulated by the Micronesians themselves and on assumptions about financial support which would take into account the potentialities for obtaining loans and possible foreign assistance as well as the continuation of a subsidy from the Administering Authority.

Having in mind the desirability of establishing closer links between the Trust Territory and international institutions in regard to the economic development of the islands, and with the hope that Micronesian membership in ECAFE (Economic Council for Asia and the Far East), and the Asian Development Bank will soon be achieved and a basic agreement with UNDP (United Nations Development Program) concluded, we recommend that the Administering Authority invite appropriate international bodies to carry out a full economic survey of Micronesia and to propose a new, balanced and realistic development plan. If this proposal is acceptable, we should like to suggest that consideration be given to involving the United Nations Development Advisory Team, established in Bangkok under the auspices of ECAFE for work in the South Pacific, together with such experts from UNDP and the Asian Development Bank as might be necessary to make up a team competent to examine and report on all aspects of economic development in Micronesia.

Social Advancement

Medical and Health Services

Since 1966, appropriations by the Administering Authority for the health services have increased from \$2.1-million to \$6.0-million in 1972. This latter figure represents 10 percent of the Trust Territory budget and it is estimated that by 1975, up to 15 percent of the budget will be for health.

Despite the increased expenditure health standards except in some of the district centers, are too low and there is a marked and all too obvious contrast between the facilities available in the main population centers and those existing in the more remote areas. The undersigned feel that in addition to continuing its efforts to raise general health standards, the Administration should concentrate on bringing the type of medical care now available in some of the district centers within the easy reach of all inhabitants of the Territory. We note from the statements of the Administration that this is their intention, but feel that there is a long way to go before this goal will be achieved.

While in Truk, the Mission saw the newly initiated MEDEX program in operation. The program has as its primary objective the training of what are termed physician's assistants through the upgrading of graduate nurses and health assistants currently serving in the Territory. It was envisaged that MEDEX graduates would be able to relieve physicians in the hospitals of routine medical care in the hospitals, thereby giving the physicians more time to deal with acutely ill patients.

Despite the increase in medical manpower over the past years, there is still a shortage of qualified physicians and other key personnel. The health service has experienced great difficulty in recruiting suitably educated young Micronesians who wish to follow a medical career and it has also not been easy to recruit expatriate doctors, especially surgeons and other specialists, to serve in the Trust Territory.

We were impressed with the energy and the qualities of the Micronesian medical officers and we also heard good reports of the nurses graduating from the Saipan School of Nursing.

Generally speaking, we were not so impressed with the standard of those health assistants we saw working in the field. Many had received no formal training in medical schools. Although all health aides are scheduled to receive in-service training from time to time, many of them appeared to have only a rudimentary idea of basic medical practices, and the standard of hygiene observed at some dispensaries was deplorable, to say the least. We accordingly welcome the MEDEX program and hope that funds can be found to continue its operation well beyond the two years envisaged at present. We also consider that, as has already been tentatively outlined for the Marshalls and for Truk, the primary object of the MEDEX program should not be to raise the standard of physicians' assistants in the district hospitals, but to improve the overall medical competence of health assistance and health care in general in the outlying areas.

We share the concern of the Department of Health Services about the difficulty of encouraging young Micronesians to take up medical careers. One or two districts have encouraged high school students to work in the hospitals on a part-time basis, and this example could profitably be followed in other areas. The manpower shortage will be particularly acute when the new teaching and referral hospital at Ponape has been completed. Difficulty has already been experienced in staffing the new hospital at Truk.

Community Development

Three organizations are involved in community development in the Trust Territory: the Community Development Office, the community action agencies and the civic action teams (the Seabees).

The 1970 Visiting Mission observed that there was a considerable overlapping of the functions of the Community Development Division and the Community Action Agencies. The "unhealthy rivalry" mentioned by that Mission no longer appears to be a problem, but duplication of effort and lack of coordination still occur. Accordingly, we suggest that the work of the agencies concerned with community development be more efficiently coordinated and that a single department or individual be given responsibility for overseeing the work of the agencies.

The activities of the civic action teams, which, on the whole, are confined to the outer districts, have been of benefit to the local people, especially in those remote areas previously neglected by the district and central governments. The Congress of Micronesia has gone on record praising the work of the Seabees. We hope that their services will continue to be made available as long as they are requested by the Micronesians and that, in deciding how best to make use of them, the Administration will avoid operations which cannot be taken over following the departure of the civic action teams.

We hope that funds will be made available to continue the work of the community action agencies and, in particular, the Head Start Program.

In the course of its visit, the Mission noted a phenomenon for which the large expenditure of funds on community development may have been partly responsible: the growing dependence of people in many communities on external aid for financing community work. In many areas people are becoming less willing to contribute volunteer labor for projects within their own community and expect to be paid like any other government employee. This tendency has undoubtedly been encouraged by the action of district legislatures in finding funds for the 10 percent matching grant, which previously came exclusively from the resources of the individual communities requesting a particular project. In other cases the 10 percent contribution has been waived. As pointed out by Mr. Fox, the United Nations Social and Welfare Adviser in the Pacific, in a report commissioned by the Administration, this drift away from self-help and from the use of the community's own resources towards total dependence on subsidy is a contradiction of basic objectives of the community self-help programs and, in some instances, makes them indistinguishable from the category of public works. Mr. Fox also reported that districts were finding it more difficult to recruit community volunteers to help with preschool activities, youth programs, school drop outs, neighborhood centers, etc. More and more people expected to be paid for their services. This is cause for concern, especially in view of the recent cuts in external financing. We share the hope expressed by Mr. Fox that this trend can be halted and eventually reversed. Local leaders should insist that participants in community projects genuinely involve themselves as partners and not just as recipients, when engaged in community development work for the benefit of their own people.

The Status of Women, Youth Questions

As previous visiting missions have pointed out, the status of women in traditional Micronesian society is higher than that in many societies throughout the world. In some areas, family descent or lineage is matrilineal, and women wield considerable power and influence.

Although women do not take a prominent part in public life, there are no legal barriers to participation by women in politics, and both sexes formally enjoy equal political rights. There are, however, traditional and cultural obstacles to women taking official and private positions in the Territory. Micronesia is not unique in this respect, and the opportunities for women to compete successfully are probably more promising in the Territory than in many other parts of the world. The Mission met women municipal councilors, senior civil servants and others in positions of responsibility.

We are concerned about the growing problem of juvenile delinquency. There has been considerable research into this problem, and the authorities in the districts and in the central Government are aware of the difficulties confronting them. We were told that the main obstacle to implementation of the various suggestions for dealing with juvenile delinquency is the shortage of funds. The Administration should therefore consider giving a high priority to the financing of the more urgent proposals. Amongst these, we would single out the construction of suitable detention facilities, rehabilitation programs, training of police personnel in juvenile problems, employment of specialist juvenile probation officers; counseling for parents of persistent delinquents and the construction of recreational facilities for young people in the more populated areas. We also suggest that urgent attention should be given to the problem of how to enforce more effectively the beverage control laws. We have the impression that one of the difficulties in the past has been a lack of coordination of the various measures being taken to cope with juvenile delinquency, and we consequently welcome the appointment of the juvenile and detention specialist. He should not only be given adequate funds for this task but also the authority to coordinate and control all youth programs.

Educational Advancement

Expenditure on education in Micronesia has increased substantially in recent years. An estimated \$17.6-million has been allocated for the fiscal year 1973, representing approximately a 14-fold increase over a ten-year period. The educational sector continues to have the highest priority in public expenditure and accounts for approximately 25 percent of the entire Trust Territory budget.

According to Public Law No. 3C-36, the goal of education in Micronesia is to develop its human resources in order to prepare the people for self-government and participation in economic and social development; to function as a unifying agent, bringing to the inhabitants a knowledge of their own people, their islands, the Government and the economy; and to provide Micronesians with the professional, vocational, social and political skills which will be required in the development of the Trust Territory.

As provided by Public Law No. 3C-36, Micronesians participate at all levels at which educational policy is formulated. Although there is a Micronesian Board of Education, the Mission has the impression that a high proportion of major decisions in various educational fields are taken at the district level. This system, if not carried to extremes, appears to the Mission to be a healthy development because the problems of the individual districts vary considerably. There are, however, important basic issues which can only be decided at the territorial level: for instance, ensuring as far as practicable that educational development proceed at an even pace throughout the territory. Some districts are considerably more favorably placed than others in regard to the quality of education and facilities. It should, therefore, be a major objective of the Administration to bring the more backward districts up to the general level of the more developed areas, and, when this has been done, to monitor educational development throughout the Territory with a view to coordinating growth on a territorial basis.

The Mission has the impression that although considerable thought has been given to the subject, at both the district and territorial levels, the educational authorities have not yet fully crystallized their long-term goals and objectives for the role of education in the development of Micronesia as a Pacific nation. In general, there are two opposing points of view which, in their extreme form, are as follows:

(a) All Micronesians should be exposed to the best available educational facilities (by this the proponents usually mean colleges and universities in the United States) and the territorial educational system should be geared to ensuring that all high school graduates should be able to compete on equal terms with United States nationals and other foreign students at colleges and universities outside the Territory;

(b) The territorial educational system should, as far as possible, be exclusively Micronesian and should be geared largely to vocational and technical education. Students outside the Territory are exposed to alien influences to the detriment of the traditional Micronesian culture and values which leads to a potentially dangerous situation by creating a large number of highly trained and well-qualified Micronesians for whom jobs will not be available. The proponents of this theory point to the experience of some other developing countries in this matter.

As will be seen from our observations, set out in other sections of the present chapter, we believe that the correct course for the Territory lies somewhere between these two extreme points of view, but nearer to those outlined under (b). The undersigned share the impression, however, that the Administration's present educational policies, especially those relating to higher education, are closer to the view expressed under (a). The concerns voiced by the proponents of the theory set out under (b) are valid, especially those relating to the employment prospects of returning graduates and these should receive attention. In this connection, we refer to the observations made in the appropriate sections of the present chapter and to our principal suggestions which are, in summary, the following:

(a) There should be more critical scrutiny of applications for Trust Territory scholarships and a more rigid enforcement of the existing system of priorities, with appropriate safeguards for ensuring that students receiving financial help from the Trust Territory work in the field for which they were trained at public expense. In addition, more guidance should be given to students in the planning of their careers and in their choice of institutions for further education outside the Trust Territory.

(b) There should be increased emphasis on vocational education at the elementary, intermediate and high school levels. The new intermediate or junior high schools should primarily be vocationally oriented.

(c) The question of employment for graduates at both the high school and tertiary levels should be studied, and more assistance should be given to graduates in finding employment to satisfy their own wishes as well as the needs of the Territory.

(d) There should be increased emphasis on social, civic, linguistic and cultural studies with a Micronesian and Pacific background.

(e) Students of high intellectual and academic ability whose further training outside the Trust Territory would be of practical benefit to Micronesia should be more adequately prepared for competing in the outside world; consideration should therefore be given to the selection of one or two high schools where the more academically oriented students could be placed on a college-bound track.

(f) As a long-term aim (the recommendation immediately above should be considered as an interim one) consideration should be given to the foundation of a Trust Territory junior college which would be an intermediate stage for those high school graduates destined for further education outside the Trust Territory. This college could also be a means of providing further education in a Micronesian environment for those students who would benefit from further training but who may not be destined for university education outside Micronesia.

The Future of the Territory

The talks on the future of the Territory have been going on for more than three years. That means, first, that a special effort should be made to bring them quickly to a close and, secondly, that while the talks are going on, the political advancement of the Territory should be neither interrupted nor slowed down. In that connection, the undersigned members of the Mission recall that countries which were formerly under trusteeship were usually given self-government progressively during the years preceding the formal act of self-determination.

Regarding the options open to the Micronesians, it is noteworthy that the members of the Future Political Status Commission would like to continue their talks with a view to establishing and drafting a compact of free association, an objective which has been accepted by the United States and already partly attained. We note that if an agreement is reached, it will be submitted for approval in the usual way to the President and Congress of the United States and to the Congress of Micronesia. None of the negotiators can commit himself in advance to obtaining that approval.

In our opinion, it is implicit in the Charter and in the Trusteeship System that the goal is eventual independence unless agreement is reached on some other status acceptable to the people of the Territories concerned through an act of self-determination. Micronesia is no exception to this rule. That being so, if one of the parties concerned wishes to discuss the question of independence as one possible option, the other should be prepared to join in such a discussion. What either party sees as the conditions which should or might apply in an independence situation would naturally emerge from these discussions. There should be no insistence by one on getting an explanation of how the other party sees those conditions, before agreeing in principle to discuss the option.

We are not in a position to make any specific recommendations as to which future status might be most suitable for Micronesia. The Micronesians must decide this for themselves. We are convinced, however, as has been indicated in chapter II on political advancement, that there is a need for a greater and more concerted effort of political education so that the Micronesian people will have a much better understanding of the possibilities open

to them and of the choices which have been made by other peoples in like circumstances at other times. We believe also that the Micronesians must be able to see more clearly the economic prospects likely to be open to the Micronesian State in the future. They must therefore be informed at an early stage about the level of United States financial support likely to be available given different decisions on status. It also means that they must have some idea of what support is likely to be available from the international community.

Whatever solution is finally adopted, it is important that the basic issues, including the question of which lands, if any, will be retained by the United States as military retention lands, should be settled before the Trusteeship Agreement comes to an end. It may be legitimate to say, as the United States representatives did at Barbers Point, that "the circumstances which led to the Trust Territory's designation as a strategic trust will continue to exist whatever its future status might be." But this is so only in the sense that, because of its geographical location, Micronesia may continue to be of substantial interest to the United States and other powers. Naturally, when the Trusteeship Agreement comes to an end, the idea of a strategic zone in the sense used in the Charter vanishes at the same time. The fact that Micronesia was designated a strategic zone under the Trusteeship Agreement does not, in our view, in any sense derogate from the basic objectives of the Trusteeship System. In this context, the Mission regrets that it was not given any information on plans for the use of land on Palau for military purposes. It strongly recommends that no land should be ceded, either provisionally or definitively, without the agreement of the people concerned. Nevertheless, it considers that the people should remember that public land belongs to the Territory, that is to say, to the people of Micronesia, and not to the Administering Authority.

The residents of the Mariana Islands express their determination to follow a different path from that of the rest of Micronesia with great conviction. There are undoubtedly many different reasons why they wish to retain a closer association with the Administering Authority than the other districts of Micronesia, although we could not but conclude that the principal reason had to do with the material attractions of the American way of life, particularly as observed by them in Guam. Also, we could not but note that the people of the Marianas, largely because of the location of the Administration Headquarters, have been favored ever since the Trusteeship Agreement was signed and have better roads, better housing and better schools than the other Micronesians.

No purely ethnic argument can be seriously advanced in support of separation. Of course, the Chamorros are not identical with the inhabitants of the Marshall Islands; nor are the latter the same as the residents of Yap and Ponape. Acceptance of the Mariana Islands argument would mean acceptance of the fragmentation of the Territory. Moreover, the United Nations has consistently opposed in principle the fragmentation of dependent Territories on tribal or regional lines. In all other Trust Territories it has recommended that the Administering Authority should emphasize the unity of the country in order to overcome racial or regional cleavages. In the two instances when Trust Territories were divided, this was done only after a territorial referendum had taken place.

A feeling of kinship exists between Guam and the other Mariana Islands, but it is less talked about now than it used to be. Of course, the Guamanians and the inhabitants of Saipan are kin; of course, any Mariana Islander who leaves his island must stop at Guam (this will be less so after the direct route from Saipan to Tokyo is opened); but in Guam there are still some who remember that, during that Japanese occupation, in 1941 to 1944, the behavior of many of the inhabitants of Saipan towards the Guamanians was not exactly one of kinship; and there seem to be a good many others who treat their poorer and more backward northern neighbors condescendingly; some are afraid that Saipan will one day be a rival of Guam and may even be the winner in competing for the tourist trade; lastly, still others who would like to see Guam become a state of the federation or a commonwealth in the near future, would view the union of their Territory with the Marianas as an obstacle. In Saipan, there are some who feel also that if they do not unite with Guam, the northern Mariana Islands will receive more financial and economic aid from the United States and doubtless from Japan as well.

It is arguable that the separation of the Mariana Islands may have certain advantages for the Administering Authority. Up to 1972, the United States firmly resisted all pressure from the separatists. However, when the Congress stood firm on free association and the possibility of unilateral termination as a minimal negotiating position, the United States representative agreed to negotiate with the Commission on the Political Status of the Mariana Islands while postponing their talks with representatives of the Congress of Micronesia. The United States also appears to be envisaging preliminary measures to be taken in the near future preparatory to the separation of the Mariana Islands, even before the termination of the Trusteeship Agreement.

We certainly cannot deny that the great majority of the Mariana Islanders are in favor of separation. It is obvious to anyone observing the situation there. But we wonder whether it is necessary as yet to assume that a form of agreement on the future status for Micronesia as a whole cannot be negotiated which will in the end prove acceptable to the Marianas. We are aware of the fact that the Marianas is the most privileged district of the Territory and that its separation from the rest could in some respects prove a disadvantage to the other districts. We are not aware of any studies which the Administering Authority has done on this aspect of the question, one which seems to us to be extremely important. We do not find in the Trusteeship Agreement

anything which authorizes the population of a part of the Trust Territory to set up its own distinctive political organs—and, even less, to enter into separate negotiations about its future with the Administering Authority. The place where the problem of the Mariana Islands should be discussed is in the Congress of Micronesia and in its Joint Committee on Future Status, where all the districts are represented equally.

We recognize the need to be realistic. The movement in favor of separation has gone a long way. It is a pity that the Administering Authority did not do anything significant to check it long ago. But, especially as the inchoate view of possible relationships between the Marianas and the United States, put forward by the leader of the Marianas negotiating team last December, may not after all be so far removed from the views of the Joint Committee on Future Status about Micronesia's relationship with the United States, it seems to us imperative that the separation of the Marianas should not yet be taken as a foregone conclusion. We believe that further talks with the Marianas should be held over until the position between the United States and the Congress of Micronesia has been further defined. We believe that the Congress should take more account of the views of the Marianas, and we would hope that with compromise and goodwill it might prove possible to narrow the gap between the various viewpoints.

It may be that a status for Micronesia as a whole will be agreed between the Congress and the United States which will be generally acceptable to the Marianas, except in regard to the provision for unilateral termination. (It should be remembered that the Marianas representatives will participate in the work of the Joint Committee on Future Status.) If that should be the case, it would seem to us more sensible for the Marianas to accept such status for themselves as a continuing part of Micronesia with the proviso that, if a majority of districts should at a later stage decide to exercise the right of unilateral termination, the Marianas (or any dissenting district) should be free not to apply that decision to itself.

Alternatively, if an arrangement is negotiated for Micronesia which is satisfactory to the Congress (as well as to the United States) but not acceptable to the Marianas, it would appear likely that, at this stage, the Congress, recalling its past opinions on the subject, would be ready to accept the inevitability of a separate status for the Marianas. There would then be constitutional propriety in the secession.

To continue the separate talks further to a definite agreement on separate status for the Marianas at this stage would destroy the prospect of achieving any compromise solutions of this kind. Accordingly, we believe that for the time being they should be stopped.

We also recommend that if the outcome of the negotiations makes it clear that the Mariana Islands can no longer be part of Micronesia after the formal act of self-determination, precautionary measures should be taken promptly to ensure that the rest of the Territory does not suffer from the separation and that, in particular, the centers of communication, transport networks and the general administrative apparatus in Saipan should be smoothly transferred elsewhere and, until so transferred, should continue to provide the five peripheral districts with the services that they are entitled to expect.

In view of the slowness with which the talks are progressing, it is unlikely that the formalities for ending the Trusteeship Agreement can be completed for another two or three years. In these circumstances, as stated above, we recommend that transitional measures giving the Territory a greater measure of self-government should be taken without delay and that other measures should be adopted subsequently if the negotiations are slow in coming to an end. Although it is for the people themselves to decide on their future form of government, we believe that because of its geography, Micronesia needs a decentralized political structure, with the district authorities having wide powers within the framework of a "mini-federation," possibly with some prior revision of district boundaries. Although the Mariana Islanders seem determined to separate whatever happens and they would benefit most from continued decentralization, this change might help to protect the unity of the Territory.

The Mission became aware, as is noted elsewhere in this report, of centrifugal tendencies in other districts, especially in the Marshall Islands and in Palau. After it left Micronesia, it learned that a separate future status negotiating commission had been set up by the District Legislature of the Marshall Islands, and that the Palau District Legislature was contemplating similar action one year from now. It is therefore a matter of urgency that the Congress, the Administration and the Administering Authority give the most serious attention to the question of the unity of the Territory. They should refuse to allow the course of events which the inactivity, indecisiveness and failures of the past have set in train to continue unchecked without the most earnest and serious examination of whether that course will or will not benefit the people of Micronesia, both severally and as a whole.



United Nations Trusteeship Council Fortieth Session

General Debate

Statement by Peter Hinchcliffe—United Kingdom

Most periodic Visiting Missions have one fixed point of reference, and that is the report of their immediate predecessor. That was certainly true of the 1973 Mission. If the reports of the two latest Visiting Missions are compared, certain general broad conclusions can be drawn. In the economic sphere, most of the problems mentioned by the 1970 Mission are still present today, and I hope that my delegation will not be regarded as being over-critical when we say that in the years since 1970 the progress in the economic field has not been particularly impressive. On the other hand, there has been considerable progress in other areas, particularly those of health and education. As regards health, although it can perhaps be said that the problems facing Micronesia are small compared with those of many small developing countries in other parts of the world, such serious health dangers as do exist are well on their way to being finally overcome. That is an impressive achievement and reflects great credit on both the administering power and the local administration.

As for education, it is clear from the report that much has been done in Micronesia to meet the criticisms, expressed at previous sessions and by previous Visiting Missions, that the Micronesian educational system is too American-oriented, too academic and of little relevance to the realities of life in the Trust Territory. However, the Mission did feel that despite considerable progress in the right direction this process has not yet gone far enough, and my delegation notes from the reply to a question put to one of the Special Advisers that that was his view also.

The Mission also expressed the view that the long-term objectives of the educational system in Micronesia do not appear to have been fully worked out, and that was especially true of the handling of overseas scholarships.

My delegation does not intend to go into any detail at this time on the many other recommendations and comments. The report of the Visiting Mission has been issued only recently, and sufficient time has hardly been given the education authorities to study in depth the many recommendations that were made. My delegation was therefore pleasantly surprised to note from the statement of the Special Representative last week, and from his replies to questions put to him on 11 June, that he was already able to confirm that a rapidly increasing emphasis is to be placed on the field of vocational education, and that he recognized the need to pay more attention, as recommended by the Visiting Mission, to such traditional and basic Micronesian occupations as fishing and agriculture, especially at the elementary school level.

As the Special Representative also pointed out, the future of the Micronesian educational system must from now on be shaped in accordance with the wishes of the Micronesians. We agree with him and accordingly welcome the appointment of a Micronesian as Director of Education and note that the all-Micronesian Board of Education now intends to meet regularly and to turn its attention to problems in the field of curriculum and education administration in order to be able to give the High Commissioner and his staff expert advice, particularly with regard to long range policies and planning.

The Visiting Mission has pointed out something which is all too apparent to any casual visitor to Micronesia: despite the progress in education and health in recent years, development has been unevenly attained throughout the Trust Territory. By this I mean that some districts are considerably more favored than others. Accordingly my delegation welcomes the Special Representative's assurance in his statement of 8 June that attention will be given to ensuring a uniform quality of education for all six districts. We hope that this will apply also to the health services. The contrast between modern hospitals in one area and ramshackle conditions in another are striking, as are the differences between the quality—a high one, I should say—of medical assistance available in most district centers when compared with conditions prevailing in some of the outlying islands and areas away from the main centers of population.

At the last session of the Trusteeship Council we had reported to us the very considerable progress that had been made at the then latest round of talks in Palau between the United States and the Micronesian Future Status delegations. Subsequent to the thirty-ninth session further headway was made at the Washington round. It was therefore disappointing to note that, as the representative of the United States put it, the rhythm of these talks had been broken and that following the abortive session at Barber's Point no firm date has yet been set for the next formal round, although it seems to be generally expected that it will take place sometime later this summer.

My delegation shares the concern to which the representative of the United States referred about the interruption in these negotiations at a point when they seemed at last to be making considerable progress. I think that it would be pointless for the Trusteeship Council to attempt to place the blame, to seek to show which of the parties to the negotiations was responsible for this state of affairs. Following Barber's Point both teams put their positions on record and their statements, albeit somewhat conflictingly, speak for themselves. The Council should rather note the present position and examine the prospects for future talks.

As my delegation understands it, there are still two main obstacles to the early renewal of formal negotiations: first, the question of land for military purposes, particularly in Palau; and, second, the measure of uncertainty as to what kind of status will be the subject of negotiation at the next round.

With regard to the problem of land, my delegation is mildly comforted by the joint statement of 5 May which was issued following the meeting between Ambassador Williams and the two co-chairmen of the Micronesian Future Status Committee. According to that statement, the question of the early return of public trust land to the districts will be studied by the United States in consultation with the other parties concerned. However, although we welcome that announcement, two questions remain to be answered. First, as the representative of the United States pointed out on 8 June, the return of public land is a highly complex issue which cannot be resolved quickly, and my delegation cannot help but wonder if this problem will be solved to the satisfaction of all concerned by the end of the summer; and, second, if not, will the Micronesian delegation, notwithstanding Senator Salii's statement on 22 February, be prepared to resume the formal talks. That is the first obstacle.

Now for the agenda for future negotiations. My delegation has observed from the joint statement of 5 May that the two chairmen will continue to hold a series of regular informal meetings in preparation for a formal resumption of the joint effort to complete the remaining titles of a draft compact of free association. The assumption therefore is, or should be, that the talks expected later this summer will be about the completion of the draft compact. But is this a safe assumption?

If I may make another personal digression at this point, I, as a member of the Visiting Mission, got the clear impression that the members of the Micronesian Status Committee were by no means decided on what status they wanted for Micronesia. I think it is true to say—and again this is a personal view—that the majority of the Committee were still for completing the compact of free association, but powerful voices were being raised in favor of independence, resulting in what might be described as a two-minded approach to what they, as a Committee, expected to talk about and to achieve in future negotiations. This impression of uncertainty was heightened when one of the Special Advisers, in reply to one of my questions, was not able to give a categorical assurance that the members of the Micronesian delegation were prepared to devote their attention exclusively to the question of finishing off the draft compact. Noting that the United States delegation on its part—and here again I have to refer to the United States representative's statement of 8 June—has reaffirmed that it has never refused to discuss independence as a status alternative, it does then seem to my delegation that the Micronesian Joint Status Committee would be well advised to go into future talks either with a firm and united determination to finish discussion on the compact of free association—and this, as I have said, does seem to be the present intention of their two chairmen—or, alternatively, to talk about independence. If they decide on the latter course and if they are prepared to define their position in concrete terms, my delegation is confident that the United States will then respond positively.

Whatever happens later this summer, I think we can safely assume that there will still be some considerable delay before a final status has been agreed and the Trusteeship terminated. We accordingly endorse the view of the 1973 Visiting Mission that meanwhile the political advancement of Micronesia should neither be interrupted nor slowed down. In this connection we welcome the remarks by the representative of the United States that consideration is currently being given to further measures of political advancement, and my delegation hopes that these will include an expansion of the powers of advice and consent now possessed by the Congress of Micronesia and imposition of some further restrictions on the use of the veto by the High Commissioner, and an extension of the powers of Congress with regard to the Micronesian budget.

If those recommendations are primarily for the consideration of the Administering Authority, then there are other areas where the initiative clearly lies with the Congress of Micronesia. First and foremost is the drafting of a constitution for Micronesia appropriate to its needs and reflecting the wishes of its people. It was very disappointing to my delegation that no progress was made on this at the last session of Congress, but we note with interest from the reply of one of the Special Advisers this week that some preliminary drafting is being done by the Congress' legal experts.

This is a step in the right direction but it is hardly a substitute for a nation-wide Convention, and my delegation hopes that at the next session the Congress will take positive action to establish a Convention and to find funds for it, if necessary at the expense of other less important areas of development. To pave the way for such a Convention and to prepare the people of Micronesia to discuss the various constitutional options open to them, Congress, the High Commissioner and the Administering Authority should pool their efforts to intensify

political education throughout Micronesia. If I may make one more personal digression, it was my own impression, even after allowing for the cultural and traditional sentiments which in Micronesia inhibit the voicing of opinions at public meetings, that the general level of knowledge about basic political ideas is much too low and that the Administration's political education program has had a very small impact so far. My delegation accordingly welcomes the intentions expressed by the Special Representative and by the Special Advisers to concentrate on political education, and we particularly welcome the appointment of Mr. Carl Heine and wish him success in his hard and demanding task.

Finally, I come to the Marianas. This has been a matter of concern to the Council for several sessions, and it is inevitable that we have spent considerable time on it this year. Reference has been made to paragraph 523 of the Visiting Mission's report and to the recommendation that the separate talks between the United States Government and the Marianas be suspended for the time being. If I may speak, once again, in my personal capacity as a member of the Visiting Mission, it is to say that at the time this suggestion was drafted it did appear to us, the signatories of the report, to be a reasonable and practical one. It was then our confident expectation that the status talks with the Marianas would be long drawn-out and that an opportunity should, therefore, first be given to finalizing the future status talks with the representatives of the Congress of Micronesia, in the hope, admittedly no more than a slim one, that a status for Micronesia would be agreed which would in the end be acceptable to the Marianas as well. However, with the rapid success of the recent rounds of talks between the Marianas and Ambassador Williams, it is quite clear that the situation has radically changed and that the proposal in this part of the report has been overtaken by events. Had we, as we drafted our report, the powers of being able to look into the future and to read in advance the communique on the talks between the two negotiating teams issued on 4 June, we would not, of course, have made that proposal, and I, in both my capacities, that as a member of the Mission and that as the United Kingdom representative, have no hesitation in stating that it no longer applies to present circumstances.

The Trusteeship Council must now recognize realities. Whatever we may wish to the contrary, there is no setting back of the clock, there is no expunging of the record, the separate status negotiations are a fact. That they are well on their way to completion is another fact. That the Marianas delegation is representing the wishes of the overwhelming majority of the people of those islands is indisputable. The Marianas have been consistent in their long-held view that they would like some form of very close association with the United States in contrast to the aims now being pursued by other five districts. This, I think, is brought out in the Visiting Mission's report. What is perhaps less clearly stated in the report is that the United States Government has been equally consistent over the years in firmly resisting any attempts to disrupt the unity of Micronesia. It was only just over a year ago that, faced with the consistent will and purpose of the people of the Marianas, the United States, with reluctance, bowed to the inevitable and entered into separate negotiations with the Marianas.

As my delegation has pointed out at past sessions of this Council, it is our inclination in the United Kingdom, consistent with our policy towards our own overseas territories, to prefer that a Trust Territory or any dependent Territory should attain self-government or independence or any other status appropriate to its peculiar character as an entity. Against this, there may be circumstances when, with all the best will and good intentions in the world, it is just not possible to do so. In the view of my delegation, taking into account the particular circumstances of Micronesia, it is now clear that this is true of Micronesia. It is relevant to note that Article 76 of the Charter refers to "the particular circumstances of each territory and its peoples" "peoples" in the plural. As we have said in this Council before, there is no obligation laid on administering powers by the Charter to bring a Territory to self-government and independence as the same entity as that Territory constituted when it was first entrusted to the care of the power concerned. Although the general practice of the United Nations has been to maintain the entity of particular Territories, the Council will be aware that in the termination of two of the Trusteeship Agreements under the supervision of this Council the Territories concerned were in fact divided into two parts in accordance with the wishes of its different peoples.

What, then, should we as the Trusteeship Council do and say about this? As I have just said, it is the view of my delegation that we should recognize that what is done is done. It is arguable that because of their past history the Marianas have a special case; we should recognize this. They have put their case well, and the Administering Authority, against its inclinations, and despite its efforts to find common ground in the position of the Marianas and that of the Future Status Commission, has been obliged to meet their wishes. These are the facts, and the Trusteeship Council should note them. We should also note that it is still the intention of the Administering Authority to seek to terminate the Trusteeship Agreement for all Micronesia at the one time. We should also note that it is the hope and expectation of the Administering Authority that the unity of the rest of the Territory, that is to say, the unity of the Marshalls and the Carolines, will be preserved and a common status achieved for them. In such a situation delay has its dangers, and we should also urge all concerned to push forward as fast as possible with the status negotiations, especially those in respect of the Trust Territory as a whole. In this respect my delegation notes that the two Marianas members of the Joint Status Commission intend to continue to

participate, and my delegation would, accordingly, like to express the hope that, should the status agreed between the Administering Authority and the Future Status Commission turn out after all to be something on the lines which the Marianas now envisage for themselves, then consideration will be given by the Marianas to either returning to the fold or in some way linking themselves, however loosely, with their fellow Micronesians. My delegation admits that in the present circumstances such an outcome is highly unlikely but notes from what the Marianas petitioners said to us on 12 June that they do not entirely rule out such a possibility. I have talked much of realism and acceptance of new situations. Those remarks apply equally to the representatives of the other districts of Micronesia. We understand their concern about the Marianas. We appreciate the fear that some of them have about the effect on their own districts. Nevertheless, it is quite fruitless to waste energy on unproductive recriminations either against the Marianas or against the administering power. They should recognize that now, perhaps more than ever before, it is in their interests to preserve the unity of the rest of the Territory and to devote their efforts to convincing all their peoples that they should now work together and make the best of a situation which is highly unlikely ever to be reversed.

They, together with the administering power, would now be well advised to concentrate on solving the practical problems arising from the separation of the Marianas. It seemed to my delegation from a reply given by the representative of the United States on 11 June that insufficient thought had been given so far to this aspect of the Territory's future.

Finally, my delegation would like to address a word to the people of the Marianas, who through their representatives, have so ably presented their case, not only to the Administering Authority but also to us in this Council, Tuesday being only the most recent occasion on which they have spoken to us so eloquently in this chamber. My delegation would like to say this: You have achieved your aims – at least your primary aims – but other, equally important ones lie ahead. You have satisfied the Administering Authority that your cause is a good one; but it is, in our view, just as important, if not more so, to convince your fellow Micronesians. If you do so, you will have their sympathy, or at least their acquiescence. If you do not, you run the risk of leaving behind you a legacy of bitterness and rancor and, perhaps, the seeds of disruption, which could sour the relations not only between you and the Marianas on the one hand and the Marshalls and the Carolines on the other hand, but also amongst the remaining districts themselves.

Unity is a fragile flower. You, especially as a Pacific people, as lovers of exotic blooms, should know that when one petal falls others can follow. Let nothing that you say or do cause future generations to say that it was by your actions that the unity of Micronesia was destroyed. Tread carefully, then; go on your own way, if you will; but do everything in your power to leave harmony, friendship and understanding behind you.

Statement by Albert Turot – France

In the quarter of a century of meetings of the Trusteeship Council, the contradictions or paradoxes of Micronesia have been alluded to so often that one is reluctant to revert to that subject. To repeat that a population equivalent to that of a medium-sized city lives scattered over a marine expanse as large as the United States, that it occupies only about a hundred islands out of a total of more than 2,000, or that the total surface of the Territory which has emerged from the sea is less than that of Long Island, eventually becomes a sort of incantation, which may be part of the rites of the Council but whose magical effects are not very convincing.

We may well wonder whether the approach which has been followed heretofore should not be changed, and whether we should not acknowledge the fact that the problem of Micronesia is a specific one calling for specific solutions rather than mere references to Micronesian paradoxes to explain away the disappointing results obtained when one seeks to transplant solutions which were conceived in America, Asia or in Europe. In the absence of such a reconversion, which would not come about without difficulties, the contradictions will continue and even increase, to the point that we should no longer be surprised to note, as was noted by the last Visiting Mission, that the Saipan hotels serve canned pineapple and that imports of canned fish exceed exports.

Other contradictions will undoubtedly be brought out shortly: between the golf course and the taro plantation, between the landing strip and the pasture, between water-skiing and fishing in the lagoons, between the unemployment of those holding degrees and the lack of qualified labour. If these contradictions are allowed to continue, we may find that one day, despite long efforts and expenses disproportionate to the Territory's resources, Micronesian realities will finally yield to the repeated attacks of progress and will pave the way for the sort of mutation that has already occurred elsewhere in the world, leaving in its place a transformed Micronesia, with a new equilibrium and a new personality, but profoundly different, in any event, from the Micronesia that we know.

The choice pertains, without any doubt, to the people of Micronesia itself, which must be free to determine its future without the advantages or drawbacks of each of the possible solutions being concealed from it. But, above

all, the conditions for a true choice must exist: that is, each of the options put to the Micronesian people must have at least a minimum of credibility.

The year which has elapsed has unfortunately not served to clarify the situation in the political field. An agreement seemed to be in sight at the beginning of 1972: establishment of a system of "free association" would have allowed the Micronesian people to learn how to direct its affairs and to strengthen its economy, without, however, compelling it to remain indefinitely in that position, and without prohibiting it in principle from bridging the gap still separating it from the achievement of independence.

These negotiations have been interrupted for the last eight months because of the difficulties arising from the desire of the Congress of Micronesia to start negotiations on independence at the same time as on the status of association. It is not for us now to assign responsibility for the interruption of these discussions, but rather, without any preconceived ideas, to seek out the causes of this situation so that we can bring to an end this present situation of uncertainty, which can only hurt both parties, but, it seems, particularly Micronesia.

A certain number of elements must be taken into consideration: The option of independence has not been discarded by the Congress of Micronesia since 1969, and the Congress cannot therefore be blamed if it now seeks to explore that possibility simultaneously with that of a free association status.

For its part, the United States has not rejected that possibility either, and it is difficult to see why it would refuse to study with Micronesian representatives the procedures involved, it being understood that a realistic approach must be adopted. If the right of Micronesia to independence cannot be questioned, neither can one question the fact that independence carries with it very specific problems in a country which depends for 94 percent of its public revenues upon subsidies from a foreign budget and whose local financial means enable it to pay for only approximately one-seventh of the staff employed by it.

As between independence and autonomy, the differences may not be as clear-cut as is sometimes thought. As the representative of the United States recalled in his opening statement, there are, after all, various types of independence: there is disgruntled independence and indifferent independence, but there is also an understanding independence, which, thanks to cooperation, makes it possible to complete the tasks which could not be completed before emancipation was achieved. There are also various types of autonomy or self-government, from formal autonomy to *de facto* independence; and surely in this spectrum it must be possible to find a formula, or even to create outright a formula that would give satisfaction to the two parties, to the extent that it provided a body of regulations for guiding this evolution and making it surer, rather than hampering or limiting it.

What is essential is that these negotiations should resume as soon as possible in a constructive atmosphere, with the Administering Authority being prepared to view in a friendly spirit all reasonable suggestions, and the representatives of Micronesia having clearly and definitely set their objectives after ascertaining that those objectives do indeed correspond to the wishes of their electorate.

It would be of little use to reach agreement on a status which would appear to be imposed upon the population or give the population the impression that its opinion had been disregarded. The report of the Visiting Mission is replete with examples of Micronesians, who, when asked about their political future, replied that they did not clearly understand what the meaning of the negotiations on their future status meant and that they had not been given any intelligible explanation as to the differences between independence and free association.

My delegation is aware of the complexity of such a task, bearing in mind especially the many languages involved, the difficulties of communication and the fact that at times the terms available are not such as to make possible the translation into local languages of concepts foreign to those languages.

We have noted with interest the efforts undertaken by the Administration to develop political education and to improve the dissemination of information at all levels, including in this a rebroadcasting of the debates of the Trusteeship Council.

We can only, however, recall the wishes of the inhabitants who would like, besides radio news broadcasts, to have contact with those politically responsible, who would come to explain the purpose of the negotiations and who would be capable of replying to their questions. Once public opinion has been enlightened and informed, what means will be given to it to express itself? There can be no doubt, as confirmed by the report of the Visiting Mission, that all points of view exist in Micronesia regarding the future of the Territory. There are partisans of the *status quo*, of independence, or of a more or less close association. A referendum would therefore appear to be the best means of eliciting an accurate picture of the will of Micronesians, this all the more since that type of consultation has already been used several times, more or less informally, in certain parts of the Territory.

No final decision has yet been taken as to the principle of a referendum and it would therefore be premature to raise any questions regarding the procedures involved, the types of questions which should be put, the time-table, the adaptation to local conditions, and so on. The type of such a consultation will in any case be directly affected by the way in which the problem of the Marianas will have evolved. The separatist trend in the Mariana Islands does not represent a new fact; it has become clearer during the last 10 years in various referenda

which, even though they were informal and varied in their results, have all demonstrated that a very large proportion of the population of that archipelago wished to follow a course different from that of the rest of Micronesia. Whatever may be the geographic, historic, ethnological or social reasons for these separatist tendencies, we must, in all objectivity, acknowledge the existence of this trend; and it is admitted and acknowledged even by those who fight it.

One question then arises. Does the special marginal nature of Micronesian reality mean that general principles should be applied to it thoughtlessly as if it were a single Territory or as if it were organized against one or several centers of gravity?

The only island which seems to have been a pole of attraction for the Marianas is Guam island, and juridically, if not geographically, it falls outside Micronesia. The Administering Authority, after long hesitation, has taken a stand and its decision has meant that separate negotiations could be undertaken. No one can question that the opening of such negotiations may be potentially harmful to the unity of Micronesia, even if it does enable the peoples of the Marianas to exercise their right to self-determination. It would also seem difficult to dispute the fact that the halt in the negotiations with the Joint Committee on Future Status encouraged the organization of conversations and negotiations with the Marianas' Political Status Commission.

According to the indications given as to the latest stage of these negotiations, the two delegations have agreed that an agreement should, before entering into force, be approved by the legislature and the population of the Marianas by means of a referendum among the population of the Marianas. We can hope that these negotiations will be resumed very promptly between the United States delegation and the Joint Committee on Future Status, with the participation of the representatives of the Marianas.

The first point of concern must be to protect the future and to leave the door open to reunification, if the division of present Micronesia could not be avoided for the time being. In any event, we feel that a referendum should be organized if there is partition, in accordance with practice followed in similar cases, and we feel that a United Nations mission should help to supervise it.

We are aware, on the other hand, that according to the interpretation of the Administering Authority, the Congress of Micronesia has no competence in this field. This restrictive position, however, has been challenged and we continue to feel that a decision examined by the Congress would be more forceful.

We should recall in this respect that the Congress itself has declared that it intended to grant a separate status to the Marianas if the negotiations with the Joint Committee led to a solution considered unacceptable to them. The example of Namibia was mentioned in the report of the Visiting Mission and my delegation would like to emphasize that if separate negotiations were to lead to secession, this could not be considered to constitute a precedent for South West Africa which is a coherent geographic whole in which the conditions for unity arise in a totally different context.

The French delegation would like to take note of the declarations of the United States delegation to the effect that the United States intends to bring the Trusteeship system to an end simultaneously in the whole of Micronesia if parts of the Territory choose to follow separate political destinies. A corollary of this, it seems to us, is to recognize the unrestricted right of those parts of the Territory remaining in Micronesia to choose the type of evolution which they consider most suitable to them.

The Administering Authority should also increase its efforts to grant Micronesia a level of development making it possible effectively to administer its own affairs.

Substantial progress, at times remarkable progress, has been obtained in the social field and we cannot, for instance, fail to mention the fact that the wage scale of certain Micronesians is equal to the wage scale prevailing in developed countries for similar jobs.

The figures relating to school attendance are at times very noteworthy, as for instance in Yap or in the Marianas where almost 90 percent of children of secondary school age do indeed attend secondary schools. This percentage will be scarcely less than in Palau and Truk in the near future. We must also be gratified to note that the number of students who obtained degrees increased from 48 to 78 in one year, and we cannot but stress also the social nature of a budget one quarter of which is allocated to education. Statistics in the field of education are also highly gratifying: one doctor per 2,000 inhabitants; one nurse per 1,250 inhabitants; 10 percent of the budget—and this soon to be increased—allocated to health services. These are also characteristics worthy of developed countries and they are rare even among countries which use satellite communications to facilitate medical diagnoses.

The criticisms which are heard here and there cast only a slight shadow on the total picture. There are claims, for instance, that there should be fuller implementation of the equal pay for equal work principle. There is a contrast between the medical services given in the principal centers and those provided in remote areas. There is a high proportion of students who do not obtain a degree at the end of their secondary studies. There are difficulties found by certain young people in obtaining employment at the end of their studies.

These flaws, however, should be dwelt upon to the extent that they seem to express an ominous evolution in the development of the economic picture in Micronesia. In order to save time, or perhaps to catch up on lost time, that economic system in Micronesia was set up and developed without taking into account the real financing resources of the country. To respond to the grievances of the population, and at times to the recommendations of the United Nations, and also because this is a natural tendency in such cases, costly equipment, very often imported, was put into place in modern sectors—public health, education, transportation and communication, administration, tourism—without overlooking military installations. Traditional sectors of the economy, such as agriculture or fishing, or the less advanced part of the other sectors, such as maritime transport, were on the other hand neglected or overlooked.

I do not want to lengthen this statement by mentioning examples which are present in all our minds. But let us turn briefly to the situation in the fisheries industry which is, as recognized by all, an industry that should be the main source of revenues in the Territory; only 1 percent of the budget is devoted to that activity, although it ranks third in the exportation of goods or services after copra and tourism. The Joint Commission for the Development of Marine Resources, established by the Congress of Micronesia, compared the results from 1930 to 1969 and came to the conclusion that the situation was regrettable.

There is little reason to hail the performance in the field of agriculture, which receives only 2.5 percent of the budget and yet contributes 26.5 percent of the exports. If some progress has gradually been achieved in cattle raising and in the production of produce, difficulties remain in copra, despite a recent rise in prices. What is the use of improving the collection and transportation of copra if outlets and an inadequate sale price for copra cannot be guaranteed? On this point the Administering Authority could give very valuable assistance to Micronesia by granting it at once and for a period of many years preferential status for the importation of those products. The Council knows the ideas which have for long been espoused in this respect by my country. There is no better service to give to developing countries than to aid them in facing up to their expenses and in building their economy by enabling them to derive proper income from their own natural resources.

My delegation does not feel that it would be sufficient to transfer some millions of dollars from education, health services and the budget for hospitals to fisheries and agriculture for the budget of Micronesia to become miraculously balanced within a few months. Nor shall we dwell too much on the drawbacks, even the dangers, that tourism represents in the medium term for a balanced development of the Territory. More than 50 percent of the resources of the Territory derive at the present time from its tourism, and it is foreseen that such revenues, which totalled \$3 million in 1972, could increase threefold by 1975. The economy of Micronesia is such that for a long time to come it must draw full advantage from all its assets.

In this field we should single out the statement made by the Special Representative of the United States on projects which are intended to develop the resources of Micronesia and which are either underway or on the planning board: the program for provision of fishing dories, the establishment of companies for the production and marketing of dried or tinned fish, an increase in the raising of chickens and pigs, an increase in the production of vegetables.

My delegation can only encourage the Administering Authority to follow that course, but we are concerned at the path which remains to be covered to achieve a better balance in the finances of the Territory. We feel that a greater priority should be given to that objective and we would hope that a reduction in the subsidies announced in the years to come, rather than accentuating this situation will, on the contrary, serve to put the house in order. We wonder whether one course might not be to withdraw from the budget of the Territory expenditures which do not directly benefit all of Micronesia and the expenses which could be substantially reduced by employing local manpower or by following less costly methods. The realities of the situation would not be altered, nor would the heavier burden upon the Administering Authority, but the Micronesians would have a more accurate picture of their potential and could under better conditions become trained to assume the direction of their own affairs.

I will give one other example in terms of figures, but this will be my last. The total wages paid to the 700 non-locally recruited employees amounted to \$8.5 million, whereas the wages paid to the 7,600 locally recruited employees amounted to \$18.7 million. It would seem logical that the payment of non-locally recruited employees should be assumed directly by the Administering Authority, as was practiced in other times and in other places in countries which are today independent. In earlier experiences in this field, one part of the non-locally recruited personnel returned to the metropolitan country when independence was attained, while those who remained on the spot continued to be paid under technical assistance programs by the budget of their country.

My delegation, with the Visiting Mission, regrets that it was not possible to follow the recommendation of the Sub-Committee of the Joint Committee on Future Status regarding the establishment of a three-year political and economic transition program. We would hope that measures to supervise and re-evaluate those programs, as announced by the Special Representative, will have beneficial effects and will lead to greater self-sufficiency in the Territory.

We fully join Mr. Johnston in his wish, concerning the financial problems of Micronesia, that

"... in the next few critical years our financial problems will continue to receive the earnest consideration of the Administering Authority."

A restructuring of the expenditure picture would certainly seem necessary. A reconversion of the economy must promptly be undertaken, but an abrupt reduction in budgetary resources would create the worst possible conditions for the attainment of that objective. In a Territory where the subsidies represent approximately \$650 per inhabitant, even a small decline in such subsidies would be felt by the entire population; large-scale economies would have serious repercussions and could only serve to worsen a political situation which is already rather confused.

The French delegation is convinced that the American authorities will do their best in this field, as in the negotiations for the future status of the Territory; to demonstrate understanding and generosity, and in this way to complete a task which has already on many points won it the commendation of the Trusteeship Council.

Statement by Ivan Neklessa—Union of Soviet Socialist Republics

Micronesia constitutes one of the last Trust Territories whose population has not yet attained its right to independence, a right enshrined in the United Nations Charter and in the United Nations Declaration on the Granting of Independence to Colonial Countries and Peoples.

In the course of consideration of the question of Papua New Guinea it was established that in December 1973 that Territory would obtain full self-government and would soon thereafter become a sovereign independent State. Thus the objectives of the Trusteeship System for that Territory will be attained. But, as far as Micronesia is concerned, evolution towards self-government and independence is slow; the objectives of the Trusteeship Council are far from being carried out. The activities of the Administering Authority of Micronesia continue to be guided by the military and strategic interests of the United States. That gives rise to dissatisfaction among the people of Micronesia which wishes to free itself from colonial domination.

There are many complaints about the unsatisfactory situation in many fields; they were expressed by Micronesians during the visit this year to the Territory by the Visiting Mission of the Trusteeship Council. Through the Congress of Micronesia and other bodies representing their interests, the Micronesians tried to speed up the development of self-determination, particularly through the development of their economy and culture. They made proposals concerning their future political status. But those efforts were not duly supported by the Administering Authority, and sometimes they even met with outright opposition.

It is to be regretted that no progress has been achieved in the talks between the United States and the Congress of Micronesia on the question of the future political status of the Territory. On the contrary, after four years the talks are at an impasse and in fact have been interrupted. In the view of the Soviet delegation the reason for delays in these talks is that the United States puts forward conditions unacceptable to the people of Micronesia. In these talks the Micronesians consistently strove to achieve the end of trusteeship and transformation of their country into a self-governing State in which the Micronesians would have all powers in all internal matters and the inalienable right to enter into treaty relations with any country. The Micronesians put forward four well-known principles reflecting the deepest aspirations of the people of the islands to achieve independent national development: full sovereignty; the right to self-determination, independence or self-government; the right to adopt and, if necessary, change their own constitution; free association with any State or group of States on the basis of a treaty which could be rendered null and void by either party at any time.

On the other hand, in those talks the delegation of the United States put forward proposals aimed at retaining the Territory under United States control. In the beginning there was a proposal that Micronesia obtain the status of a non-incorporated Territory of the United States, then the proposal for a commonwealth, then preparatory conditions and, finally, the "compact of free association." The United States wanted full powers in the matter of the foreign relations of Micronesia, including foreign trade relations, which would exclude the possibility of Micronesia's independent economic development. Also raised was the question of the unlimited right of the United States to set up military bases in Micronesia.

The imposition of such conditions on Micronesia is consonant with neither the will of the people of Micronesia nor the objectives of the International Trusteeship System. The rejection at these talks of the demand of the lawful representatives of the Micronesian people that Micronesia decide its own fate runs counter to fundamental principles of the United Nations Charter and the Trusteeship Agreement.

It is well known that in September, 1972, the Congress of Micronesia, having considered the report of its delegation to the talks, recognized that the results of the talks were not in the interest of the Territory and that it requested the delegation to start considering with the United States the alternative plans previously put forward

by the Congress for the independence of Micronesia. The delegation had to consider that question together with the question of free association. But at the beginning of the sixth round of talks the delegation of the United States declared that it was not prepared to consider the question of independence for Micronesia and, in fact, instead of resuming talks of substance, proposed that they be delayed until an unspecified date.

Of course, the break in the talks could be considered a usual procedure; there had been previous interruptions in the talks. But under the circumstances interruption of the talks was unusual: first, the delegation of the United States showed that it was not prepared to consider the question of independence for the Territory, which has been under trusteeship for twenty-six years – and it is well known that independence is the objective of trusteeship; secondly, one noted the fact that after the break in the talks, separate talks were started with the leaders of the Marianas pertaining to the incorporation of those islands into the United States. Obviously, then, in the matter of the determination of the future political status of Micronesia new difficulties arose, and the question became more complicated because, on the one hand, the United States halted the talks with the Congress of Micronesia and, on the other, it started talks with the Marianas.

The talks were also negatively influenced by the inadmissible situation in which for years, pursuant to the demand of the Administering Authority, they had been held in conditions of strict secrecy without the participation of the United Nations. Neither public opinion nor United Nations bodies are informed of the contents of the talks. The Trusteeship Council is informed of the results of any given round of talks only *post facto*. The Administering Authority does not even inform the Council or put at its disposal the records of the talks. It is therefore difficult for the Council to be aware of what is happening in the talks, and it is even more difficult for it to influence them. We should also note that the talks are carried out under conditions of obvious inequality which enable the United States side to exert pressure on the Micronesians to compel them to accept conditions that would enable the United States to keep its control over the Territory.

We should like to note that statement of the representative of the United States that the Government of the United States has never refused to consider independence as an alternative status and that the United States delegation is ready to resume negotiations with the delegation of the Congress of Micronesia.

The delegation of the USSR has already stated and would like to stress again that the USSR is in favor of the enjoyment by the people of Micronesia of its right to self-determination, freedom and independence.

The attitude of our delegation towards the results of the talks between the United States and Micronesia about the political future of the Trust Territory of the Pacific Islands will, of course, be determined after we learn the final conditions of the agreement reached on this score, having in mind the inalienable right of the people of Micronesia to self-determination, even going as far as full independence. Obviously, the question of the final political future of the Trust Territory of the Pacific Islands under the Charter can be settled only by the United Nations Security Council.

With reference to the talks of the delegation of the United States with the so-called Commission on the Political Status of the Marianas, they cannot be considered lawful. The separation of the Marianas from Micronesia and their incorporation into the United States runs counter to the desire of the overwhelming majority of Micronesians, the interests of Micronesia, the Charter of the United Nations, the Trusteeship Agreement and many decisions of the United Nations. The plans for the partition of Micronesia are a violation by the United States of its obligations as the Administering Authority.

We should like to remind the Council of the provision of paragraph 6 of the United Nations Declaration on the Granting of Independence to Colonial Countries and Peoples (resolution 1514 (XV)), which states:

“Any attempt aimed at the partial or total disruption of the national unity and the territorial integrity of a country is incompatible with the ... Charter of the United Nations.”

We would also like to refer to the resolution of the Congress of Micronesia of 22 March, 1973, which states:

“The Trust Territory of the Pacific Islands is a united and indivisible political entity and the Trusteeship cannot be abrogated or changed for one part of the Territory whilst another part of the Territory remains under Trusteeship.”

The Soviet delegation supports the recommendation of the Visiting Mission contained in the report of the three members of the Mission, paragraph 166, that the Administering Authority should take measures to ensure the national unity of Micronesia.

In addition, we should like to touch upon some aspects of the internal evolution of the Trust Territory. According to data furnished by the Administering Authority and the members of the Visiting Mission, no fundamental changes occurred in the Territory – neither in the field of evolution towards self-government nor in the economic, social or cultural fields. We are happy to note, however, that the Congress of Micronesia is making ever more active efforts in many spheres of the life of the country; yet its powers and possibilities are still strictly limited. Actual power in the Territory continues to be in the hands of the Administration. The High Commissioner has the veto power over laws passed by the Congress of Micronesia and appoints all the high officials in the Administration. Although many administrative posts, even in the administration of the High

Commissioner, belong to Micronesians, the majority of key posts in the Administration are, however, in the hands of United States citizens. Members of the Supreme Court are also citizens of the United States. And, as we have heard from statements of members of the Congress of Micronesia, there are people in the Territory who could certainly occupy key posts in the Administration and the High Court.

We should point to the fact that in the course of the work of the Visiting Mission in Micronesia it received many complaints to the effect that the hopes of Micronesians about the development of Micronesia towards self-government are not being met and that progress in transferring administration to the Micronesians is practically non-existent. In our delegation's view the administering power must take into account the views of the members of the Visiting Mission and the members of the Council about the need, without undue delay, to take measures to grant a larger amount of self-government to the Trust Territory.

The convening of the constitutional conference is an important question. The solution of that question has been delayed for too long. We regret that the preparation of a constitution for Micronesia should in fact have stopped. This cannot fail to delay the preparation of Micronesia for self-government and independence.

The situation in the economic and social fields continues to be unsatisfactory. The delegation of the USSR at previous meetings of the Council drew attention to the absence of clear-cut plans to ensure the viability of the economy and of planning for a Micronesian economy. This was also mentioned by the Micronesians themselves to the Visiting Mission. Thus the Legislative Assembly of the Yap District in its statement to the Visiting Mission declared:

"The absence of well thought out long-term planning on the part of the Administration of the Trust Territory has become a constant source of harm and is an insult to the culture of the island, which wishes to see constant and well thought out planning for the physical well-being."

The report of the Administering Authority states that much attention is paid to two promising fields in the economy: tourism and fisheries. Yet the fishing industry, according to one of the reports of the Congress of Micronesia, is described as "very poor." The promotion of tourism, which is put forward as a panacea for all ills, is developed only so far as the Marianas are concerned; and there is a danger that income from tourism will to a very large extent fall into the hands of foreigners. Not enough resources are devoted to the development of agriculture. Income from the export of copra is falling. The Territory fully depends upon imports—exports are not increasing. The deficit of foreign trade has reached a very high figure of over \$23 million. In this connection I would like to quote from the statement of Senator Borja:

"In the past eight years our Congress has adopted a number of a very good laws. Yet, no matter how good they were, the administration is obviously unable to carry them out. Similarly, it cannot carry out a program which would help us attain self-government and independence, which is what our people aspire to."

In the statements of Senator Amaraich and Congressman Sigrah, in the statements of petitioners and in the course of questioning of representatives of the Administering Authority, as well as in data provided by the Visiting Mission, attention was drawn to the unsatisfactory state of affairs in many other fields, including the absence of a sufficient number of qualified cadres in the Territory, which gives rise to the need to import workers from Hawaii, the absence of roads, of water facilities and of schools in many places; complications arising from the rental or lease of land for military purposes; the payment of compensation for damages caused during the war as a result of the export of phosphates from the islands. We do not intend to dwell on all this in detail, as these matters have been gone into previously, but the conclusion is obvious. The Administering Authority is responsible for the adoption of measures for radical improvement in all these fields.

Allow me to take this opportunity to inform the members of the Council of some additional remarks of the Soviet Union member of the Visiting Mission of the Trusteeship Council, who took part in the work of preparation of all the chapters of the report but was unable to agree with some of the conclusions of the report put forward by the three members of the Mission, from France, Australia and the United Kingdom. I have in mind chapters II, VI and VII. During the presence of the Mission in the Territory, blatant violations of human rights and fundamental freedoms were observed. For instance, in the Marshalls District, in Ebeye, the local inhabitants who go to work on the neighboring island of Kwajalein have no right to go into the stores or enjoy the services of the hospital and the taxis on that island, which are available to all Americans and foreigners. In the Territory there is still discrimination against the indigenous inhabitants in matters of wages. Despite all the recommendations of the Council that there be an equalization of wages between the local population and expatriates, there is still no single wage scale. In the proposal adopted by the Congress of Micronesia, pursuant to a proposal of the Administering Authority, in February 1973, the new system of wages is still characterized by the same inequities. In a report of the Senate Committee on administrative matters we read that the new system of wage scales will not fill the gap between the wages of the non-residents and of the Micronesians; in many cases the gap will become even wider. Thus a radical decision in the matter of eliminating discrimination against the indigenous inhabitants in the field of wages has again been delayed.

The Administering Authority prevents the enjoyment of freedom of expression by the indigenous inhabitants. In the Truk, Palau and Yap Districts, the Visiting Mission was told that all radio broadcasts had to be checked by the Administration of the District or were subjected to censorship. In Palau a ban was placed on the newspaper *Didil a Chais* as it contained some criticism of the Administering Authority.

The report of the three members of the Visiting Mission affirms that the Mission found the petitioners and the Administration witnesses equally convinced of the moral righteousness of their cause. In this connection, the view is expressed that it would be preferable for the dispute between the Administering Authority and the Trust Territory to be settled by judicial bodies. This approach seems wrong, because the Visiting Mission, representing the United Nations, should state its views and say that it shares the conviction of the petitioners or the conviction of the Administering Authority. The Soviet delegation is convinced that, despite the complexity of some specific cases mentioned in this part of the report, the inhabitants of the Trust Territory have a complete moral right to put forward claims against the Administering Authority. It is not too late to remedy this state of affairs. The inequities *vis-à-vis* the indigenous inhabitants and the non-payment of claims for damages caused during the war are serious obstacles preventing the population of the Trust Territory from enjoying its full right to self-determination and independence.

Secondly, the report of the three members of the Mission states that the rehabilitation of Bikini has been carried out in such a manner that living conditions of the inhabitants of the atoll are now much better than they were in 1946. That is completely impossible to countenance, as this has nothing to do with the building of housing, but with the environment in the atoll, which has suffered irreparable damage from nuclear weapon tests. Damage has been caused also to the fauna of the island and its general aspect. There is no mention of the fact that the inhabitants of Bikini, who were compelled to leave the atoll because of the nuclear weapon tests of the United States, had to settle in other atolls – in Rongelap, among others – and they have expressed serious concern about the possibility of returning to Bikini. Many of them have expressed dissatisfaction with the results of the investigation about pollution of the environment in Bikini as a result of the actions of the United States authorities and asked that an international commission made up of scientists and experts be sent to Bikini and that it come out with authoritative and final conclusions about security of life in Bikini.

Thirdly, the report says that the creation of a network of military bases on Kwajalein would undoubtedly foster full employment for the population on the island, and also notes that the elimination of military bases on that atoll would lead to even more serious problems.

We cannot agree with such conclusions, because, according to this logic one could come to the general conclusion that the well-being of the inhabitants depends upon the flourishing state of the military bases and rocket-launching pads. Actually, the creation of military bases in the Marshall Islands, the continuation of nuclear testing and the setting up of rocket-launching pads seriously prejudice the physical existence of the population of the Marshall Islands.

The report of the three members contains many weighty remarks and conclusions about the future political status of the Territory. At the same time, it glosses over the fact that, guided by its military and strategic interests, the United States has for a long time delayed solution of the question of the future of Micronesia.

One must also note that the military and strategic significance of the Pacific Islands for the United States has recently increased, since the United States has had to abandon many territories in South-East Asia, among them Okinawa. Despite the fact that the report of the three members correctly describes the position of the United States side in the talks with representatives of the Congress of Micronesia, one must none the less stress that the Administering Authority does not conceal the fact that the solution most acceptable to it would be legalization of the incorporation of Micronesia into the United States on the basis of the free association formula, which would enable the Administering Authority to keep full control over all matters of the foreign and defense policy of the Pacific Islands.

Generally speaking, the significance of the Administering Authority's separate talks with representatives of the Marianas is well described. However, one should stress that the Administering Authority fosters separatism in the Trust Territory, especially in the Marianas. The fact that United States representatives undertook bilateral talks with representatives of the separatist movement in the Marianas must be described as a flagrant violation of the Trusteeship Agreement and as an act running counter to many decisions of the United Nations.

An important conclusion of the Visiting Mission is that the Administering Authority, in carrying out a policy of divide-and-rule in the Trust Territory, is hampering the development of the unity of the Trust Territory as a whole, which, in turn, becomes a factor preventing speedy solution of the question of the self-determination of the people of Micronesia.

In the conclusions one should also note that the Administering Authority has intolerably delayed carrying out its obligations under the Trusteeship Agreement in the Pacific Islands, and has not heeded the provisions of Article 76 (b) of the United Nations Charter on the creation of conditions conducive to the political, economic, social and educational advancement of the inhabitants of the Trust Territory and their progressive development towards self-government and independence.

May I conclude by stating that the Soviet Union will in the future, as in the past, always ask that the people of Micronesia, like all other peoples of colonial Territories, be enabled as soon as possible to enjoy its inalienable right to self-determination and independence, as enshrined in the United Nations Charter, in the Declaration on the Granting of Independence to Colonial Countries and Peoples, and in the Trusteeship Agreement.

Statement by Sir Laurence McIntyre - Australia

My delegation has listened carefully to the opening statements of the United States delegation and its replies to questions put to it by the members of the Council, and to the views put to the Council on Tuesday by the various petitioners. We have studied the annual report, the many communications addressed to the Council by legislatures and individuals in Micronesia, the working paper prepared by the Secretariat, and the report of the Visiting Mission. We have also examined the records of the various status negotiations sessions and a number of other reports and documents relating to different aspects of development.

I wish to refer specifically to the report of the Visiting Mission. My delegation has studied it carefully, we agree with many of the opinions expressed in it, and we hope the report will be of value in the future to the Administering Authority, to the Administration and to the Congress of Micronesia. We do not, however, agree with all the opinions in the report, which the members of the Mission compiled, of course, without the direct involvement of their Governments. My Government would have put a somewhat different emphasis in a number of places, and this will, I hope, emerge during the course of my statement.

In his statement to the Council last Friday the United States representative quoted some recent remarks by Ambassador Williams on the subject of national unity. In elaborating on the United States position on this subject in response to questions last Monday, he and the Special Representative made clear that the Administering Authority will do what it can to encourage the peoples of the Marshalls, Ponape, Truk, Yap and Palau Districts to continue to think of themselves as one unit and to work towards the development of a future political status which will make this a continuing reality.

The whole of Micronesia has been administered as one over-all political unit, albeit sometimes loosely, since the last century. Now one part of it is in the process of moving away. We understand the strong motivations which have led to this situation, and it seems that the trend is now irreversible. But we strongly hope that what has happened in the Marianas will not lead other districts of Micronesia into separation. We share the view of Ambassador Williams that:

"Despite considerable cultural diversity and differing local problems and interests, a unified Micronesia would best meet the economic, social and other needs of the people concerned."

We hope the Congress and the district legislature will make a concerted effort in the next year to work out a framework in which unity will be regarded as a meaningful and mutually advantageous objective, and we hope that the Administering Authority will devote both energy and material resources towards this objective. The Marianas seem to have made irrevocably clear their wish for a political status different from that of the rest of Micronesia, and we believe we must now respect that wish. We hope that future negotiations between the United States and the negotiating committee of the Congress of Micronesia will produce the kind of amicable and mutually advantageous arrangements that will lead the Congress to give its *post facto* blessing to the path chosen by the Marianas.

In the meantime we take careful note of the assurance given by the Administering Authority that it will not seek to terminate the application of the Trusteeship Agreement to the Marianas before it is terminated for the whole of Micronesia.

With regard to the talks with the Joint Future Status Committee of the Congress, we believe that the principle objective should now be to reach finality. Finality clearly involves, as Ambassador Williams and Senator Salii have agreed, a proper disposition of the question of responsibility for public lands. We do not believe that this is such a complicated matter as it sometimes is made out to be, although of course there are problems. Finality also involves – and we see this as no less important – generous financial support arrangements for Micronesia in the future. Clearly, we can rely on the Administering Authority to see to this, since it has promised such arrangements to the Marianas in its separate negotiations with them.

There are 13,000 people in the Marianas and they have had great benefits from the United States administration in the past 28 years. There are upwards of 90,000 people in Micronesia outside the Marianas, and the United States Government will of course honor its obligations to them also. These obligations go on whatever decision the rest of Micronesia may take about its future status. We do not doubt, given its most generous and understanding record of foreign assistance over the past many years, that the United States Government will be able to give Micronesia assurances of continuing financial support over a number of years.

We understand the sentiment among some members of the Congress and among some of the people of Micronesia in favor of independence. We sense and sympathize with their need to feel in greater measure than before a national dignity and self-reliance. We believe the Administering Authority is aware of this move. But we are inclined to recommend, as the best course for the Congress to follow, agreement on the free association arrangements which are already well in prospect, for agreement on these arrangements will give time in the future to survey realistically their value and acceptability.

Of the greatest importance in all of this is the future development of the economy of Micronesia. My Government is in general agreement with the views of the Visiting Mission as expressed in chapter III of its report. The state of the economy is related to decisions on future status and it is important that constant efforts be made to relate future economic development to future political status. We can understand that the Administering Authority is inclined to postpone decisions on certain matters, such as tariffs and foreign investment, until decisions on future political status have been made. But we would be inclined rather to suggest that generous decisions on these matters now might facilitate decisions taken in other areas. The sums involved for the Administering Authority are small. The possible benefits in terms of continuing harmonious and mutually advantageous relationships with the Micronesian people are immeasurable. The Micronesians have few resources, but their geographical position is one and their national pride is another, and both must be respected and taken account of.

My delegation has little to say about social and educational issues in Micronesia. The views expressed by the Visiting Mission on these matters seem to us for the most part unexceptionable and we hope the Administration will take the Visiting Mission's recommendations into account. We are particularly pleased about the formation and development of the Board of Education, including its all-Micronesian composition and the role of the Congress in its selection, and we have high hopes for the influence it will be able to exert on the Micronesian educational system in the future.

The subject of war claims has plagued Micronesian opinions for far too long. We are glad that progress is at last being made towards a fair settlement of these claims. We are sure that the Administering Authority and the Government of Japan will keep under review the ratio between the amounts already made available for settlement of these claims and the total of claims proven to be fair and reasonable.

It is pleasing that the people of Bikini will soon be able to go back to their homeland and find there comfortable accommodation and establish plantations, and that the people of Eniwetok will be able to follow them not too long after. We are glad that following the decision to return Eniwetok to the Trust Territory, the Administering Authority has decided against continuing any major defense experiments. The people of Bikini, Eniwetok, Rongelap and other associated islands need now assistance and encouragement in the development of their own peaceful way of living.

My delegation has some opinions about constitutional changes which it wishes to present to the Council. It supports the view of other members and the view of the Council in past years that the application of the veto power should be restricted to areas in which the Administering Authority has special and particular interest. It supports the view that the Congress of Micronesia should be given greater responsibility in regard to the expenditure of funds appropriated for Micronesia. It supports the view that the Congress might well be given an advise and consent role with regard to the appointment of the Deputy High Commissioner. It does not believe that the present method of this appointment provides an insuperable barrier to such a change. At the same time my delegation considers that the priority task now is for the Congress of Micronesia to reach a firm decision, as soon as possible, about how the future constitution of Micronesia should be drawn up. And the vital questions to be considered include the relationship between the center and the districts, the selection of the chief executive and the distribution of revenue — all of them difficult and all of them fundamental questions — and, having decided this, to move quickly into a constitutional convention and towards a resolution of these issues.

These are issues for Micronesians to decide. We have confidence in the Administering Authority's position when it says it does not want to interfere with Micronesian decisions on them. We have confidence in its position when it says it will help give technical and material help but will not interfere in regard to the substance of these decisions. We urge the Micronesian people to move as quickly as possible towards decisions on these vital constitutional questions, for they are questions which will in the end determine Micronesia's destiny, not only in terms of future political status and future national unity, but also in terms of a future national character and the maintenance of cherished traditions.

Australia has a continuing interest in the Pacific areas, not least in the islands of Micronesia. The people of Micronesia can be assured that this interest will be sustained and that we will continue to look sympathetically at developments in Micronesia, not only as a member of the Trusteeship Council but also as a not too far off neighbor. We will also continue to value and to foster our long and close association in the Pacific area with the United States of America.

Status Update

—a summary of events in the status negotiations since the last issue of the Reporter, prepared by Jon Anderson, Bureau Chief for the Micronesian News Service.

"Cloudy" was the word French Delegate Albert Turot used to describe the Micronesian political status picture during United Nations Trusteeship Council hearings in June. It was an accurate way to characterize not only the current status situation, but the future outlook as well.

Some of the clouds hanging over the talks were familiar. The Marianas separation became a virtual certainty, rather than merely a probability, during May. In the Marshall Islands and in Palau there was also talk of separation, the question being most seriously taken in Majuro, where the Nitijela established a Marshalls Status Commission. But there were some new clouds, too. In May both Senator Lazarus Salii and Ambassador Haydn Williams disclosed that the issue of the return of public land, particularly in Palau, was now the major block to a resumption of the larger status talks. Those talks, which were to have been held during the quarter, were accordingly put off until sometime in the early fall, most likely September. As this issue of the *Micronesian Reporter* went to press, the members of the Joint Committee on Future Status were preparing to travel, in two groups, to the districts to hold public meetings on status, the land question, and possibly a draft constitution on which staff members were said to be working.

The Marianas status talks caused the biggest stir during the quarter. During nearly three weeks of negotiating that began May 15, Senator Edward DIG. Pangelinan and his commission worked out with Ambassador Williams' delegation a proposal that would bring the Marianas into a close political union with

America, one that even made some Guamanians envious. Fears were expressed on Guam that the Northern Marianas might end up with a "better deal" than Guam has under her Organic Act.

The deal, all of it tentative and subject to further negotiation, was summed up in a final joint communique. The relationship between the Marianas and the U.S. will take the form of a commonwealth, the statement said, with the future Marianas government having "a maximum amount of self-government consistent with relevant portions of the United States Constitution and federal law. Sovereignty over the Marianas would be vested in the United States." The arrangement could be modified by mutual consent. A Marianas Constitution would establish the government of the islands, subject to the approval of the U.S. Congress in terms of consistency with the relevant portions of the U.S. Constitution. The U.S. would have "complete authority in the fields of defense and foreign affairs." Local courts to handle strictly local matters will be permissible, but "the jurisdiction of the United States District Court in the Marianas would be at least the same in the Marianas as it would in a State." Some sort of representation for the Marianas in the U.S. Congress would be sought. Marianas residents would have the "opportunity" to become U.S. citizens, although it was recognized that not all of them might wish that status and the two parties agreed to explore this question further. Other questions, such as which large bodies of federal legislation will apply to the Marianas in such areas as taxation, immigration, banking and labor standards remain to be studied during future negotiating sessions.

Chairman Pangelinan and Ambassador Williams as the Marianas talks resume.



With that political base for an agreement, the communique went on to spell out some preliminary understandings in the areas of finance and land. Among them were: "The United States is agreed in principle to assist the Marianas . . ." in the attainment of the goals of raising the per capita income of the people of the Marianas and achieving economic self-sufficiency. The need for long-range planning in this area was discussed, and the U.S. agreed in principle to finance this planning effort. The parties agreed to pay special attention to finding means to implement a land cadastral survey program in the Marianas as soon as possible. The need for U.S. financial assistance for a number of years was acknowledged, and the communique states: "... the United States is prepared to agree, subject to the approval of the United States Congress, to provide financial support over an initial period of years at guaranteed fixed levels, in addition to the normal range of federal programs for which the new Marianas government might become eligible."

Regarding land, the parties agreed on the importance of resolving this question, and the U.S. reiterated its prior commitment to return to the people of the Marianas land now held in public trust, "just as soon as questions of a legal, technical, administrative and timing nature can be resolved. These are now being examined as part of a larger study of the early return of public land in all districts of Micronesia. If that study is delayed, priority attention will be given to the Marianas," the communique stated. With regard to U.S. military land requirements, the statement affirmed U.S. military land needs in the Marianas and said the Marianas commission is "agreed to negotiate with the United States in good faith on meeting that need." The communique also states: "The Marianas Political Status Commission agreed in principle to make land available to the United States, with the question of the extent of such land and the terms under which it is to be made available still to be negotiated."

Tinian was in the news a great deal during the talks, with the U.S. unveiling a proposal to take over the entire island, using the northern two-thirds for a joint-services military base and turning the remainder back to civilian control, but moving the village of San Jose away from the harbor to a new location. The communique addressed itself to the Tinian question as follows: "It was the understanding of both delegations that the Marianas Political Status Commission would be prepared to negotiate with respect to that portion of Tinian required by the United States for military purposes. In this connection, means would have to be found to assure that social and economic conditions evolve in a manner compatible with the mutual interests of both the civilian and military communities."

The communique, and the talks, ended on an amiable note, with both sides agreeing to meet again and the chairmen of the two delegations affirming their view that great progress had been made, and an agreement is near. One member of the U.S. delegation was heard to remark that more had been achieved in three weeks of negotiations in the Marianas than in three years of talks with the other districts. Certainly from the perspective of the U.S. that was true, and obvious from reading the final joint communique.

What was less easily determined, however, was the precise effect on the larger talks of the Marianas accord. A clue to that was contained in the statement of Senator Andon Amaraich of Truk before the United Nations shortly after the Marianas talks ended. The Senator was strongly critical of the U.S. for going ahead with the Marianas talks despite a Congress of Micronesia resolution that declared the Joint Committee on Future Status to be the sole bargaining authority for all six districts of Micronesia, and pointed to a recommendation of the 1973 United Nations Visiting Mission that the separate talks be halted. The Congress of Micronesia, he said, still has the hope that there is some common ground upon which the people of the Marianas and the rest of Micronesia can agree on political status. But if the U.S. continues its present course of action, he warned, the result must be that unity will have been effectively foreclosed as a real possibility for the people of Micronesia. "Ambassador Williams speaks about unity," said Senator Amaraich, "but the action of the United States we believe speaks louder than his words."

Whether this apparent bitterness toward the U.S. would be shared by a majority of the status committee, or would affect the larger status talks, remained to be seen. Senator Salii was in New York to witness the U.N. hearings, but did not speak and had little comment to offer on the Marianas talks. For the record, at least, the committee he heads continued to present itself as a committee representing all six districts, and the Marianas showed no signs of pulling out, its two members pledging to continue to participate in the committee's activities. The strain in this relationship was obvious, however.

So summarizing the Micronesian status picture has become increasingly a matter of summarizing two separate and distinct situations; one, a rapidly developing union of the Marianas with the U.S. and the consequent breaking away of those islands from the rest of the Trust Territory, and the other an increasingly shaky union of districts attempting to resolve their own internal problems, and come to grips with the reality of Marianas separation, before returning to the negotiating table with the U.S.

Bill Elwell, recently departed Yap/Palau District Representative for Peace Corps Micronesia, referred at one point in this quarter's Interview to the success of the Peace Corps lawyer program in the Trust Territory. Lawyer Volunteers in several cases have continued their involvement in the legal profession in Micronesia: three former Volunteers are now employed as full time attorneys for the Congress of Micronesia; another works in Washington at the Interior Department's Office of Micronesian Status Negotiations; and still another—Michael D. Rappaport—has spearheaded development of a unique program of learning-while-doing legal assistance and study for Micronesia and the School of Law at the University of California at Los Angeles.

U MICRONESIA L A

The UCLA-Micronesia Internship Program is part of the UCLA American Samoa/Micronesia quarter-away program whereby second or third year law students spend a quarter, or a combination of a summer and a quarter, working as interns at the Office of the Trust Territory Attorney General, the Congress of Micronesia, or the Judiciary. Each intern earns a full quarter's credits doing actual legal research and any other work assigned to him by his immediate supervisor. The students function as additional staff of the government activities making use of their services.

One might be curious as to how a major law school such as UCLA learned about, and subsequently, became interested in Micronesia and its legal problems. It came about initially through correspondence between Professor Monroe E. Price and the Assistant Dean for Special Programs, Mr. Michael D. Rappaport, when the latter, while a PCV attorney, was engaged in developing a proposal to establish what is now a viable Micronesian Legal Services Corporation. Because of his prior experience with the creation of the Alaska Legal Services Corporation, Professor Price was called upon to review and make recommendations on the Micronesian legal services proposal.

Two UCLA law students who had interned with the Alaska Legal Services Corporation subsequently returned to form a nucleus for a project that since has grown to provide backup assistance to Alaska as well as publishing an Alaska Law Review Journal. Because of the success of this project, it was thought appropriate to launch a similar program within the structure of the Micronesian Legal Services Corporation. Although the plan did not materialize as originally envisioned, MLSC is now in operation.

While on a trip in connection with the Micronesian legal services, Professor Price was able to discuss the internship idea with the High Commissioner, the Attorney General, and representatives of the Congress of Micronesia and the Judiciary. The Attorney General seized the opportunity and recruited Mike O'Keefe as the first student intern in the summer of 1970. The Congress of Micronesia followed suit by accepting two students for its summer session in the same year. The Judiciary had its first student intern the year following. Ever since then a total of three students have been engaged in the program in any given quarter; there are plans to expand to other offices within the government of Micronesia depending on need and budgetary capability of individual offices interested. Students are always available to participate.

by Vic Uherbelau

The law internship program in Micronesia is just one of several clinical programs UCLA law school conducts throughout the United States. Each program is under the general aegis of the Clinical Committee and each is personally supervised by a faculty member. The American Samoa/Micronesia program falls under the joint supervision of Professor Price and Assistant Dean Rappaport.

Each student intern is entitled to roundtrip transportation paid by the particular office where he will work, and he also receives a monthly subsistence allowance throughout the entire period of his internship. It must be pointed out that the compensation the interns get is not considered a salary in the sense that regular government employees are compensated. The law school has a policy which provides that students on quarter-away clinical programs should be paid only minimum stipends to cover out-of-pocket expenses. The reason behind this requirement is that the students earn credits leading toward an academic degree and should not, at the same time, be receiving regular salaries for their work. They must also pay the full tuition for the quarter spent away on a clinical program.

a cooperative venture in legal education

Since the law school does not have a summer session, interns enrolled in clinical programs; other than the Micronesian program, are paid a standard salary during the summer months of their internship. This is not the case with respect to Micronesia interns who continue to receive their same living allowance in the summer. For a student who normally depends upon regular summer employment to help finance his academic year at UCLA, this presents a definite hardship. It is the opinion of this writer that Trust Territory agencies, in light of the foregoing, should consider providing additional compensation to the interns for work during the summer. Despite this obvious disadvantage, however, the number of applicants for the Micronesia program has been increasing.

The students who have participated in the Micronesia program have all been given favorable evaluations on the overall quality of their work performance. As a matter of fact, several of them have demonstrated such outstanding capabilities that in some instances the offices involved have offered to employ them on regular basis upon completion of their legal education. Others have expressed intention of joining some private law firms on Guam. One has accepted a position as law clerk in the court of Guam; three or four plan to seek employment with the Trust Territory government after a period of practical work experience in the States.

Beginning this year, practically all interns are required to submit a paper for publication and additional credits on selected topics pertaining to specific Micronesian legal problems. There are plans to establish an organization of UCLA-Micronesia returnees. It is anticipated that such students would form a nucleus for a project to provide backup research assistance to Micronesia, and to maintain a liaison between the law school and the Micronesian government.

The final selection of students to participate in the Micronesia program is made by the law school when the number of participants has been determined by Trust Territory agencies. Last January representatives of the Attorney General's Office, the Judiciary, and the Congress of Micronesia, held a meeting to outline basic policies for the continuation of the program. It was the general consensus that the program should continue because it has been mutually beneficial to the government and the students. It was also determined that the Trust Territory government will provide housing for the interns working on Saipan. Others on temporary assignments to the other districts would be entitled to the standard government *per diem* stipend. And those permanently detailed to work in the districts, other than the Marianas, will receive the regular government housing allowance if no government quarters are available.

The UCLA law school now has a course on Micronesian legal problems as an orientation for prospective participants of the Micronesia internship program. The course places special emphasis on legal issues arising in U.S. territories, possessions, and the trusteeship. Students enrolled in this course are required to produce research papers on legal problems unique to these areas. To illustrate, one student did a paper codifying the Marshallese customary land law, using as source of authority the Trust Territory Court decisions on land disputes in the Marshall Islands District. Another paper was on the International Law of the Sea in which a student explored various legal concepts, including the archipelago theory and the notion of the 3-mile territorial limit, to determine the system best suited to Micronesia given its geographical composition. Some of these papers have been sent to appropriate government agencies.

Guest speakers for the course have included Senator Lazarus Salii, Chairman of the Congress Joint Committee on Future Status, former Trust Territory Attorney General Robert Heffner, and a former Deputy Director of Peace Corps/Micronesia, Don Hartsock, who is the incumbent ombudsman at UCLA.

As a counterpart to the UCLA-Micronesia Internship Program, this writer spent part of last summer and fall interning at the Territorial Affairs Office, Department of the Interior, in Washington, D.C. It should be mentioned that this work-study program was approved by the law school Clinical Committee on the strength of the UCLA quarter-away internship in Micronesia.

The heads of Trust Territory agencies and departments which have absorbed the UCLA student interns into their daily functions deserve a word of compliment. The students themselves, of course, are indispensable ingredients of the program whose personal contributions will be long remembered. Last, but most deserving, are Professor Price and Assistant Dean Rappaport without whose efforts the UCLA-Micronesia Internship Program would not have been possible.



Micronesia's Health Services

A Survey

by Masao Kumangai

Health Services in Micronesia face the same problems which have retarded growth in other developmental areas, such as education, economic development, and national unity, among others. The scattered islands, nine languages, difficulties in transportation and communications, and a host of other related problems pose the same difficulties to the Department of Health Services as those confronting other departments. Our neighboring island of Guam, which has about the same population as that of the Trust Territory, but whose people are living on a single island and speak only two languages, is a good case of contrast.

This uniqueness in the Trust Territory illustrates the problems that face the Trust Territory Government in the delivery of health care services to the people of Micronesia. Instead of having just two hospitals, as they do on Guam, the Trust Territory has had to build six district center hospitals, three sub-district hospitals, and 154 dispensaries to serve its population. On the island of Guam, with its concentrated population, it is possible for everyone to go to one of the island's two hospitals within a few minutes to an hour's drive. In the Trust Territory, however, of the 80,000 people who have access to any of the nine hospitals, approximately one third must travel by small lagoon boats for as long as three or four hours to reach the nearest hospital. The remaining 20,000 people in Micronesia are served only by the 154 dispensaries which are dispersed throughout the Territory. The distances of these dispensaries from the district hospitals vary from several to 600 miles. To illustrate this further:

A well-known medical consultant, after completing her evaluation of primary health care systems in one of the districts, wrote, "My conclusions about the primary care system in the Trust Territory are based on knowledge gained working with other programs facing similar issues and problems, *although no program, including Alaska*, has such serious problems as does the Trust Territory with its enormous distances, widely scattered population, diverse languages, poor transportation and communication systems, and stringently limited financial sources. The Trust Territory, because of these limitations, faces an exceptional challenge."

Compounding these unique problems is the lack of significant indigenous self-sustaining economic resources that can support a health care delivery system for Micronesians. Even in the most developed district centers in Micronesia, private medical practice is not possible without government subsidy. Today, no private practice is in existence in Micronesia (with one minor exception in dentistry). The influence of this

sporadic economic development has been demonstrated by—our willingness or unwillingness to improve, if not maintain, many of our public facilities. For instance, most of our health facilities, including some of the district center hospitals, are old, and many of our dispensaries are decrepit. Those of us who are concerned and recognize these problems are often criticized by transient visitors. For example, not too long ago a tourist-physician from California, after a very brief visit to the Eastern Districts, told me, "The Ponape Hospital is old, physically deplorable, and should be replaced", and, he continued, "The autoclave (sterilizing equipment) is out of order and it should have been replaced ten years ago." Even among our Micronesian leaders, statements about inadequacies in facilities as well as services are not uncommon. Health is not treatment of diseases alone. It is the complete well-being of an individual—his education, what he eats or doesn't eat, what he lives in, and so forth. These, and many other things, are constant problems our health care delivery system faces in a fast-growing Micronesia.

Opposite page, a Micronesian medical team in surgery; Below, the \$3.5-million Truk Hospital.



However, in spite of the uniqueness and inadequacies, and many problems already cited, the health level of Micronesians has steadily improved.

The Health Services Department spent about \$6,307,700 in providing health care to the people of Micronesia in Fiscal Year 1972. This amount may seem to us Micronesians a large sum, but actually it is not. For example, the expenditures in FY 1972 provided only about \$63 per person for citizens of Micronesia, but in American Samoa the annual per capita health expenditure was nearly twice that amount. In the U.S. the figure was over three times larger than in the Trust Territory.

Like many developing nations, the young people of Micronesia are being exposed to, and taught about, western civilization, and they now value imported goods much more than our own. Traditional life styles in Micronesia are fast disappearing, and the traditional medicines and treatments are practically gone.

The demands today are for modern medicines and health care delivery systems. This can be illustrated by the number of patients who received care in 1972: 326,000 patient visits were reported in the outpatient care facilities, while approximately 11,000 patients were hospitalized in the district hospitals, including about 500 patients who are referred annually to either Guam or Honolulu for specialized care which cannot be provided locally.

The demands for modern medical care have not only reduced the infant mortality and crude mortality rates for Micronesia, but have also dramatically contributed to the rapid population growth. The population of the Trust Territory has doubled during the past two decades and at the current growth rate the population will be doubled in another 18 to 20 years.

The comparative health condition and population of the Trust Territory for a twenty year period is as follows:

	1950	1960	1970
Population	54,299	75,386	102,250
Crude Death Rate	13.1	5.4	5.4
Infant Mortality Rate	64	34.1	34.9
Maternal Mortality Rate	(Not Available)	2.8	1.5

All figures in this table are per one thousand population.

The disease pattern in Micronesia is changing rapidly, and this is indicative of improvement in the overall health level. Twenty years ago, tuberculosis, pneumonia, influenza, diarrheal diseases, heart disease, and accidents were the leading causes of death, in the order listed. In 1970, the leading causes of death were in the following order: pneumonia, heart disease, accidents, cancer, prematurity, and tuberculosis. In

other words, in 1950, of the six leading causes of death, four were due to infectious diseases, while in 1970 only two of the six leading causes of death were due to infectious diseases. The most impressive change during the twenty years was in tuberculosis, which dropped from first to sixth place.

In the Trust Territory, as in other developing countries, there is a constant lack of adequate funds to support various programs necessary to develop a nation. The need for basic, and often essential, services such as inter-island transportation and communication, roadways that are passable by motor vehicle, power plants, airports, bridges, and additional schoolrooms generally must take precedence over provisions for new hospitals, new dispensaries, and even for simply *maintaining* the old health facilities.

The priority systems thus established to meet total needs in Micronesia make it impossible to fulfill the entire need in health areas, for other socio-economic needs must be accounted for. The Department of Health Services, however, still receives its share of the budget, and the following programs are planned or underway:

The present Capital Improvement Plan calls for construction of Ponape Hospital in FY 1974-75, and a new hospital at Yap in FY 1975-76. The improvement plans also involve various additions and improvements at each of the other district hospitals. Ebeye Hospital is about to be completed, while Kusaie Hospital is expected to be in operation sometime next year. Under the U.S. Department of Health, Education, and Welfare Hill-Burton Construction Program, \$1,500,000 has been earmarked to build or replace about 50 dispensaries throughout the Trust Territory.

Training of health personnel at all levels is one of the most important of our health programs. More than sixty Micronesians are on off-island Trust Territory medical scholarships of various kinds. A number of health personnel, such as Health Assistants, are always off-island for in-service training, or other types of training, at the district hospitals. The Trust Territory School of Nursing recently became affiliated with the University of Guam, and, as a result, the graduates now receive Associate in Arts degrees in addition to the diploma received at the Nursing School.

The first MEDEX program, sponsored by the University of Hawaii, started in the Trust Territory in January, 1973. A MEDEX is a highly trained parapsychician, an extension of the physician, extending the physician's ability to provide improved quantity and quality in health care services to patients. He does this by performing the physician's duties which are within the MEDEX' capability, thus relieving the physician to do other, more complicated duties which may need more of the physician's judgment, skill, or

time. A MEDEX is trained to take patient histories, do physical examinations, and diagnose the more common diseases. He is capable of doing minor surgery under the close supervision of his physician-preceptor, and he is taught to recognize the limitations of his ability and to call for his preceptor's advice or assistance when he needs it. It is hoped that an adequate number of MEDEX personnel will be available through the training program so that dispensaries which serve larger populations in the outer islands will be manned by MEDEX. The concept of training paraphysicians is not new in the Trust Territory, for we have been providing primary health care to the outer island people through the use of Health Assistants for more than 20 years.

The delivery of health care is essentially a function of Micronesian Medical Officers, Dental Officers, Sanitaricians, Nurses, Health Assistants, and other paramedical personnel. This permanent Micronesian staff is the basis for all core plans; the expatriate staff, for the most part transient, is important in extending these care capabilities and in raising standards of performance. The Micronesian physicians and dentists have endured long years of hard work. Each physician puts in an average of 60 hours of work each week. Physician/population ratio in the Trust Territory is 1/2,500, and the dentist/population ratio is 1/4,800. The national average in the U.S. for physician/population ratio is 1/750. But this shortage of personnel in all areas of health services has not deterred the desire of each District Director of Health Services and his staff to expand health programs.



Contrasts: newer dispensaries like the one above are replacing older facilities.

Cancer detection and programs to eradicate otology (ear and hearing) problems in the Trust Territory began a year ago. Most of the new programs have been supported financially by the U.S. Department of Health, Education, and Welfare. The Trust Territory, which has full membership in Region IX of the U.S. Public Health Service, received formula grants for a variety of programs. In FY 1972, over \$507,700 was received from the Regional Office. We are also members of the National Environmental Protection Agency, and will be eligible for funds for research, training and construction.

Trust Territory citizens have received a variety of services, also, from outside agencies, either at a reduced cost or at no cost at all. Our patients have access to the U.S. Naval Hospital on Guam, and the Tripler Army General Hospital in Honolulu, for specialized medical care.

Many dedicated physicians from the U.S. Naval Hospital have traveled to the districts to provide specialized consultations to our doctors. Surgery and other specialized work are performed by these doctors without any cost to the Trust Territory, and hundreds of patients at the district level have received specialized care through this arrangement.

Trust Territory citizens referred to these institutions on Guam and in Hawaii for specialized treatment by the Health Services Department as beneficiaries of the Trust Territory Government are charged the interdepartmental rate of \$42.00 a day for hospitalizations. Outpatient rates are also reduced. Even with these reduced rates, the Trust Territory Government spends about \$676,000 for medical referrals for approximately 500 patients annually. If we had to refer these 500 patients to private hospitals on Guam or in Honolulu, it is estimated that the cost would be three times higher; or if we were to be charged the actual cost to treat a patient in the U.S. Navy or Tripler Army Hospitals we would be paying \$61.00 per patient a day.



The U.S. Navy and Air Force Rescue Coordination Center in Guam last year logged 314 aircraft flight hours for mercy missions to evacuate medical emergency patients from the district centers and outer islands at no cost to the Trust Territory Government. The total expenses incurred by the Joint Rescue Coordination Center in the 1972 calendar year was \$134,495.

Prior to 1969 there was no organized communicable disease control effort in the Trust Territory. Immunizations were given largely in response to epidemics, such as the 1963 polio outbreak in the Marshalls and the 1968 measles outbreak in Ponape. In June of 1969 the Trust Territory and the National Center for Disease Control of the U.S. Public Health Service set up the Communicable Disease Control Division at Headquarters, staffed by a Public Health Advisor from the U.S. Communicable Disease Center in Atlanta Georgia, a Public Health Nurse Specialist, and a Micronesian Medical Officer.

At that time, the average immunization rate was approximately 30 percent. No measles vaccine had been given, and little or no polio vaccine was available in the districts. Now, after four years of concentrated effort, the immunization rate for the target population is in the neighborhood of 80 percent, or, to put it differently, the immunization rate in the Trust Territory is equal to, or exceeds, the rate in many areas of developed countries. The work is not finished—nor are we satisfied with the comparatively low rate of immunization of children less than five years of age. However, all vaccines that would be found in any physician's office in the United States are also available routinely at any Public Health Center in the Trust Territory. A good start has been made, and we will maintain and continue to strengthen our program.

Although tuberculosis is no longer the leading cause of death, it still presents a problem of awesome proportions. There are 1,566 persons in the Trust Territory recorded on our recently developed registry of known TB cases. In 1972, 450 of these persons had active disease, according to examining doctors. Over 1,300 possibly infected contacts to these cases were identified.

Patients with tuberculosis present very complex behavioral and technical problems for our Public Health staff. Each patient must be kept on treatment for 18 months—everyday he must take medication, 7 days a week, 365 days a year. This is a gigantic task of human motivation. The contacts on these cases must be examined to exclude active tuberculosis and placed on chemoprophylaxis for one year, in some instances. The patients must return for followup examinations at least every six months. Our average Public Health section has a staff of three or four nurses who are also

responsible for many other programs and clinic management day to day. Against the sheer numbers of tuberculosis patients, these staff numbers look agonizingly small! Today in Micronesia, even with this small nucleus of staff nurses, 80 percent of the 450 active cases known are taking supervised drug treatments on a regular basis in their homes in our scattered island villages, rather than in the confines of a TB ward. There are good technical reasons for home treatment; and there are excellent humanitarian reasons for not separating the tuberculosis patient from his family for a year or eighteen months, as was past practice here and in the United States. Of the 1,300 contacts named by these active cases in 1972, 1,237 were examined by our nurses. Fifty-three were diagnosed and treated, and 433 were placed on chemoprophylaxis. In the age group from birth to five years, 1,677 children were tuberculin-tested and 2.5 percent were found positive. In the group from six to fourteen, 3,423 were tested and 12 percent were found to be positive. All of these patients must be screened and evaluated.

As in other developing countries, the Trust Territory is presently experiencing or facing many new health pollution problems. Population has shifted from outer islands (rural) to the various district centers (urban) and sub-district centers (suburban). This is due in part to the availability of jobs and the presence in the district centers of public service facilities, such as schools and hospitals. Associated with this movement of people to the district centers is the expansion of economic development. This economic development stimulates population growth—not only local but also seasonal (tourists)—and results in more intensive use of land for residential, recreational, commercial, and industrial purposes.

The rapid growth in our so-called urban areas creates new problems and aggravates the old problems of water supply and waste disposal. Disposal for hotels in two of the districts is a good example. Neither of these hotels was located so that programmed sewer construction could pick up the wastes from the facilities; consequently, raw sewage from these hotels was being discharged into the water. These problems have been corrected, however. The Trust Territory Government has recognized that pollution problems now exist and that an organized program of pollution abatement is necessary. The Congress of Micronesia and the Trust Territory Administration, in an effort to prevent further environmental pollution, has enacted legislation to combat pollution problems. The law is the "Trust Territory Environmental Quality Protection Act." This Act provides for the protection and enhancement of the environmental quality of the air, land, and waters of the Trust Territory of the Pacific



A new challenge: garbage in the shadow of one of Micronesia's most famous landmarks. Environmental protection is the target of several new programs.

Islands. It further provides for the establishment of the Trust Territory Environmental Protection Board to administer the program. The Division of Environmental Health, Department of Health Services, has been designated to provide technical and supporting staff at both headquarters and district levels for the Board.

Let's compare health indices of Micronesia with several nations and see where we are:

	Crude Death Rate in 1972 (Number of Deaths/ 1,000 population)	Infant Death Rate in 1972 (Number of Deaths/ 1,000 Live Births)
Philippines	12	67
Indonesia	19	125
India	17	139
Brazil	11	91
Cuba	8	48
U.S.A.	9.3	19.2
Canada	7.3	19.3
Micronesia	5.3	36.5

Of the two rates above, the infant death rate is the more reliable index in comparing the states of health. As can be seen, Micronesians in general are healthier than the people of most of the developing nations. The picture, however, is actually still bad when comparing our infant death rate with those of developed nations (U.S. and Canada)

To reach the current standard of health in Micronesia has not been an easy task, and it has been costly. Although the per capita expenditure for health services in Micronesia is lower than that of Samoa and Guam, it is much higher than that of many underdeveloped nations, and even of our neighboring islands in the South Pacific.

Micronesia's health status, by all the data provided above, is much better than most developing nations, and it is approaching the health standards of some of the developed nations.

In an earlier companion article, the problem of manpower development was discussed from the standpoint of the population base, its size, distribution and geographic dispersion. While geographic dispersion places limits on development possibilities, a close examination of population distribution reveals that some fifteen islands along the air transportation route contain over three quarters of the population. It was suggested that all of these islands have some potential for development, at least in agriculture and fishing, both of which could be expanded just to adequately provide for the local market. Replacement of expatriates provides another clear target for the development of local trained manpower.

It is often stated that the government work force is too large, especially when viewed as a percentage of the total employed work force. However, when considered as a percentage of the population, it is not so clear that the government work force is excessive. The central government provides many services which in the United States are provided by the Federal, state and local governments and by the private economy. With the great dispersion of the population, no economies of scale can be realized. Population growth will increase needs for additional government personnel to provide essential public services. If the government work force is to be contained at or near its present level, a careful evaluation of the structure of government and every existing and proposed position and program will have to be instituted in the light of development priorities and requirements for essential government services.

In planning for development, we need to learn to think small. If progress is to be made, it will be made in small increments. However, the cumulative effect of many small increments can be considerable.

In this article, attention will be focused on the preconditions of effective manpower development and institution building from the standpoint of the human factors.

MANPOWER DEVELOPMENT in micronesia

The second of two articles by Richard F. Kanost

Whatever else might be said about Trust Territory education and training activities, there can be no disputing that the investment in these activities has been considerable. Many hundreds have been sent out of the Territory for training under the sponsorship of the government scholarship program, the East-West Center, the South Pacific Commission, the United Nations, the World Health Organization, various U.S. Federal agencies and others. Hundreds more have been trained in Micronesia by the School of Nursing, the Community College of Micronesia and its predecessor the Micronesian Teacher Training Center, the Micronesian Occupational Center, the Farm Institute and the Medical Equipment Maintenance School. Additional hundreds have been trained in Micronesia under various Federal grants and in programs organized and conducted by the Training Division and by individual departments.

There have been so many training programs under so many sponsorships, operating so autonomously, that one can only guess at the total magnitude and cost of education and training activities in Micronesia.

For all of the effort and expenditures, there has been surprisingly little interdepartmental or public discussion of such fundamental questions as the objectives (economic, political and social) for which people are being trained, the types of training or education appropriate to these objectives and the methods and conditions which are most conducive to effective development of personnel. There is not even a common consensus on the meanings of the terms involved in the discussion of manpower development. A good example is the term *qualification*.

Few, if any, expatriates would dispute the idea that the training of Micronesians is an important if not the first priority. This admission is frequently accompanied with the insistence that the Micronesian must first be *fully qualified* for the position before he succeeds to it. To do otherwise, it is maintained, would be a disservice to the employee himself, as well as to the government and people of Micronesia.

There is an assumption in the statement that the Micronesian must be "qualified," that there is general agreement on the meaning of "qualified," and that there is an objective way of measuring the extent to which an individual has the qualifications required for a given position.

When we say that a person is or is not qualified for a position, there are at least two senses in which we may be using the term. One meaning is that he meets a certain prescribed standard of experience, education and training. It might also imply passing a written test.

This meaning might be designated by the term *formal qualification*. This is the sense in which the term is most frequently used by personnel specialists.

The second meaning refers to the ability of the person to perform effectively the duties of the position. In addition to knowledge and technical skill, this meaning may also include personal traits, such as skill in interpersonal relationships, analytical and other abilities; even attitudes, values and ethical principles. This meaning might be designated by the term *effective qualifications*.

Ideally, *formal* qualifications should not eliminate too many who are *effectively* qualified, since they are supposed to represent the *minimum* level of experience and training required to perform effectively in the job for which one is being evaluated.

Furthermore, an entrance examination should contain devices for ranking those who meet the prescribed minimum qualifications on the basis of tests, oral interviews, references and other devices which get at such qualitative factors as intelligence, analytical ability, poise and confidence, skill in communication and judgement.

Unfortunately, in practice, formal qualification standards are seldom very closely related to the qualities that make for successful performance on the job. There are several reasons why this is true.

For one thing, too much emphasis is placed on formal qualifications. This is partly a result of pressure from persons in the occupation to restrict admission and upgrade the status of the occupation by establishing a requirement of a college degree, or other prescribed formal education, as a condition of entry into the field. In most occupations, certain specialized knowledge and skills are required; but it is seldom that these can only be learned in a formal educational institution.

Although intelligence, ability and personal character are vastly more important than specific experience and training in determining success in a job with high mental demands, they are also much harder to evaluate. Any clerk can count semester hours, but it takes insight, analytical ability, care and effort to determine the kinds of abilities and personal characteristics required in a position, to develop effective means of evaluating these traits and to apply these to candidates for positions.

In the United States, it might make sense to limit recruiting for professional and managerial entry level positions to college graduates. A degree is relatively easy to get and thousands are graduated every year. If you are looking for certain mental abilities, a higher percentage of college graduates will possess them than will non-college graduates. Perhaps 75 to 80 percent of the college graduates will have the desired qualities to a reasonable degree, whereas the percentage might be about 20 to 25 percent among the non-college trained. The probability of error in selection would be reduced by limiting recruiting to college graduates.

Although it is possible to include in one's college curriculum subject matter that is somewhat applicable to the work of government and business organizations, few college students do so. One major exception is the student in education. The courses which have application to work actually performed in government and business can be provided in Micronesia more effectively, and at less cost, in a two year community college program.

A college graduate usually has superior language skills because of his greater exposure to higher learning. However, the superior high school graduate can surpass the average college graduate in this respect, a fact which I can easily demonstrate from my records of verbal abilities test scores. In any case, these abilities can also be taught more effectively, and at less cost, in Micronesia.

I believe strongly in a liberal education, which includes literature, languages, history and other aspects of our human heritage. I trust this kind of education will always be available to those who want it. However, it is not *vocational* training. To induce people to take this kind of education, who have no genuine interest in such learning, by making it a condition of entry into the high paying careers in our bureaucracies, distorts both the field of higher education and our selection process.

A college education is beneficial to anyone who is interested in higher learning. However, it is by no means the *minimum* training required for entry into managerial positions in government or business. Where college graduates are scarce and where the government is paying most of the cost of sending students to college, to set a degree as a minimal requirement for professional standing is a luxury we can ill afford.

There are other harmful effects in overemphasizing the college degree. Many returning college graduates have very unrealistic expectations about their immediate role in government. They sometimes believe they are qualified to run a department on their return from college. They are unwilling to perform any of the drudgery that is a part of all administrative work, especially at the junior levels. They are frequently resentful of any non-college trained Micronesian in a senior position. These attitudes are not typical, but they are not uncommon either.

In our emphasis on recruiting college graduates, we have neglected the training of many hundreds of employees who hold responsible positions in government, who have never had the opportunity to go to college. I have found that many of them have superior abilities and are excellent candidates for upgrading.

It has been pointed out, notably by members of the Congress of Micronesia, that there has been too much emphasis on *academic* education at the expense of *vocational* training. There is, no doubt, considerable merit in this criticism, although I do not completely agree with the vocational-academic dichotomy. All knowledge is more or less useful and *relevance* is a

matter of degree. A narrow concept of vocational training can preclude certain types of training, which I think are essential to effective leadership development. I can, however, concur with the concept that the emphasis should be vocational, if that term is understood broadly.

In any case, it is useless to talk about emphasizing vocational training in our schools if the reward system emphasizes academic training. Micronesians today correctly look upon a college degree as the sure guarantee of entry into positions of higher pay and status.

In the final analysis, the job is the primary school of training and the supervisor has the primary responsibility. Performance on the job is the only completely reliable evidence of qualifications. Manpower development programs, if they are to be effective, must provide opportunities for all to learn and to grow in their chosen fields of work. The reward system must be based on *demonstrated* abilities and not on how abilities were acquired.

In all of the discussion concerning the capability of Micronesians to take over positions now occupied by expatriates, there is an underlying assumption on the part of the expatriate which is questionable, at best. This assumption is that, armed with the conventional wisdom of his speciality, he is fully qualified to administer and develop a government activity for Micronesia. Under this assumption, the training of a Micronesian is simply a matter of imparting the expatriate's knowledge to the Micronesian.

To be sure, not all expatriates have this simplistic view of the development process. There are those who recognize that what is good doctrine and practice in the United States is not necessarily good doctrine and practice for Micronesia. I would like to say that this elementary truth is generally recognized, but, unfortunately, this has not been my experience. Much of our conventional wisdom about how an organization must be managed has no authority except tradition and custom to support it.

It must be recognized that, apart from purely technical considerations, Micronesians are generally better qualified for determining what is appropriate for Micronesia than their expatriate counterparts. Every important decision involves a choice among alternatives. One component of every such decision is simply the preference of the people. No one could dispute that Micronesians are best qualified with respect to this component of decision making. Even in the technical components of decision making, the more astute Micronesians have a more realistic awareness of limitations posed by attitudes, customs and resource base than expatriates. In addition, the kinds of economic development, educational curriculum and government structure which are appropriate, need to be related to the aspirations of the people.

If we consider the meaning of political, social, economic and educational development of the people of Micronesia, it is clear that this is almost exclusively a training and education function. True, a certain physical infrastructure is necessary to development. You cannot educate children without schools, equipment and supplies. An adequate system of roads, harbors, utilities, airports, hospitals and other public facilities are an essential foundation for economic development.

In addition, economic development requires making capital available through such devices as the economic development loan fund. However, even more critical is the development of entrepreneurial skills and the kinds of habits and attitudes that are conducive to economic development—for example, deferring present gratification for the purpose of saving and investment. It is well to remember that it is economic development of the *people* of Micronesia, not economic development of the Territory, which the trusteeship requires.

Many expatriates would concede that training a Micronesian replacement is a major responsibility, but few, in fact, give it priority over all other objectives. Each sets goals for his organization and his program which he wants to accomplish during his tenure in Micronesia. He wants his Micronesian successor to inherit a tidy organization, with well defined procedures, thoroughly institutionalized. He wants to feel that he has left the permanent stamp of his personality on the structure of government in Micronesia.

What the expatriate administrator frequently fails to realize is that the training of Micronesians is the *only* accomplishment open to him that is certain to survive his departure. Micronesia is filled with the ghosts of grand designs and great projects sponsored by former expatriates that passed into limbo soon after their exit from the scene.

On past experience, the expatriate administrator must recognize that his most cherished program, his most carefully developed procedure, may be abandoned or fundamentally changed by his next successor. His successor will be equally desirous of putting the stamp of *his* personality on the program he inherits.

Along with this very human tendency to remake in our own images the institutions we inherit, there is a more fundamental reason why the expatriate cannot make a lasting contribution to Micronesia's future, except by training Micronesians. The organization created today must change, because conditions change. In Micronesia, conditions are changing at an accelerating pace.

It is quite possible that within the next two years, Micronesians will begin the task of drafting a new constitution. This could be the result of a fundamental decision on the future political status issue or, possibly,

the constitution for an interim government representing a transitional stage between trusteeship and some ultimate form of self government. Who can anticipate what basic changes may occur in concepts of development or in the nature and structure of government during this transition? For example, how might the role of the central government and its relationships with the local governments throughout Micronesia be altered? Fundamental changes in relationships will mean fundamental changes in the structures of the various levels of government.

A well trained, professional corps of Micronesian public administrators will be prepared to deal with such changes, to redesign programs to adapt to changes in objectives or in political and economic circumstances. The development of such an administrative corps requires training in problem definition and analysis; the political processes whereby various interests are represented and accommodated through negotiation and compromise; and the ability to translate broad objectives into specific requirements for manpower, facilities and material by subjecting each proposal to cost-benefits analysis.

It requires training in basic methods of budgeting, financial management and personnel administration. Such training should emphasize fundamental methodology and not simply the techniques of a given system. Only an administrator so trained can effectively adapt to change or be an agent of change. The expatriate who contributes to the development of this kind of an administrative corps will make a lasting contribution to Micronesia.

Since the celebrated research in worker productivity at the Hawthorne Plant of the Western Electric Company in the late 1920's and early 30's the behavioral scientists have invaded the work organization and have focused considerable attention on worker motivation and productivity.

The behavioral scientists (psychologists, sociologists and anthropologists) have concluded that the kinds of environment characteristic of most formal organizations is not conducive to worker motivation. Like most generalizations, this needs to be hedged quite a bit, but perhaps the discussion which follows will help to clarify its limitations and its degree of applicability. The term "environment" does not refer to physical working conditions, but to the pattern of relationships which obtains—the psychic environment.

In summary form, these are some of the more important findings of the behavioral scientists concerning worker motivation:

Motivation is the urge to satisfy some need which is strongly felt by the worker. For most workers, the ego needs are the most important motivators. These needs include a sense of belonging, recognition or status, responsibility and a sense of achievement.

The needs for responsibility, recognition and achievement are stronger in some individuals than in others. In some individuals the need for security is predominant and such individuals are afraid of responsibility. They seek the security of knowing exactly what is expected of them.

However, those who have strong needs for responsibility and achievement are frustrated in an environment that provides no satisfaction of these needs. These needs can only be satisfied by an opportunity to participate in decision making, by performing work that is challenging, and by a sense that one is growing and advancing in his field.

Motivation is found in an atmosphere of confidence that encourages participation; where employees are treated as responsible, intelligent beings; where differences are confronted with candor and there is a general atmosphere of openness, where each person is encouraged to say what is on his mind. Each employee should be working against specific goals; goals for the organization and for himself, and standards should be high.

What are the foundations on which an effective climate for development can be built?

One of the main foundations of development is a positive attitude on the part of all of those involved in our common effort in Micronesia. I am speaking of our attitude towards government; both government as an institution and the Government of Micronesia in particular. To the extent that this positive attitude is lacking, Americans in Micronesia are largely responsible.

We in the United States have traditionally had a somewhat unfavorable image of Government, political leaders and public servants. Our historical concern with limiting the powers of government has contributed to a skeptical attitude towards government and those who exercise the powers of government. While we have rightfully been concerned with building effective institutional safeguards against the abuse of power, we have failed to recognize the positive part which government plays in society, not only in providing innumerable services for the people which they could not provide for themselves, but also in safeguarding the freedoms of individuals. Without law, there can be no freedom. In the words of Thomas Hobbes, without organized government, life would be "nasty, brutish and short."

The uncontrolled exercise of the power of government is indeed a threat to individual freedom. In recognition of this fact, we have developed highly elaborate institutional safeguards, such as federalism, the separation of powers and an independent judiciary. What we sometimes fail to recognize is that the formal government structure is not the only center of power in a society, and that it can be the strongest defense against threats to freedom from these other power centers.

We Americans have perhaps transmitted to Micronesians something of our traditional negative attitudes towards government and politics. In addition to our traditional distrust of government as an institution, we have contributed to a generally negative attitude towards the government of the Trust Territory in particular.

There is general recognition of the fact that we have not accomplished nearly as much as we might have during the twenty-six years of the trusteeship. There are a number of reasons why this is true; principally the long period when we were undecided about our objectives and the limited budgets of the first fourteen years of the trusteeship.

With the rising tide of criticism, we have become increasingly self-conscious and defensive about what we feel is a poor record. We all have a desire to dissociate ourselves from this record. The easiest way to dissociate ourselves is to blame others. If we are newcomers, we can blame the administrations of the past. If we are district personnel, we can point to the arbitrariness and lack of understanding at headquarters. If we are headquarters, we can blame the incompetence and sloth of district personnel. If we are Peace Corps or OEO, it is particularly easy to believe we can dissociate ourselves from this government and its record.

When one is confronted with the many frustrations of working in a developing territory and conscious of the general feeling that little has been accomplished, there is a strong temptation to dissociate and become an administration critic. It is tempting to court popularity by building up oneself as the champion of the people. However, any American who believes he can dissociate himself from the total effort of the United States in Micronesia is deceiving himself. If the total effort is a failure, we are all tarred with that failure.

Furthermore, it is no service to the Micronesians to develop a defeatist attitude towards the Government to which they look to give leadership in shaping their future and which they will shortly inherit as the new leaders and administrators. Certainly, there is much to criticize, and constructive criticism is essential to the health of a democratic society. However, administration personnel, and I include cooperating agencies of the U.S. Federal Government, must keep their criticism within the family. This is a condition of the public service occupation which is well understood by all who undertake a public service career.

While there is a great deal to criticize and development is only beginning, we have made important progress in many areas, particularly during the last decade. We have gone from a single public high school to ten public high schools plus a vocational school in Palau. We have expanded air service which now provides a direct link all the way to Hawaii and Okinawa from the Trust Territory. We have made a good beginning in developing the infrastructure and

modern public facilities. We have the beginnings of tourism. Many opportunities for investment by Micronesians have been developed with Government assistance. Hundreds of Micronesians have been sent abroad for college and vocational training, representing a sizeable investment. We have established a very effective social security system. We need to balance adverse criticism with a recognition of the very real gains that have been made.

If there is within the administration an open forum for the free discussion of ideas, suggestions and constructive criticism, there is less temptation to the kind of criticism which is counterproductive.

Employees at all levels need to have an opportunity to participate in the formulation of objectives, policies and programs. There is a need to bring the competence of all the specialists and experienced administrators to bear in the process of determination of realistic goals and methods of achieving them. There needs to be better interdepartmental cooperation and less rivalry.

This leads naturally into the second necessary foundation for development, the building of an effective functioning bureaucracy. In the popular mind, the term "bureaucracy" has unfavorable connotations of organizational paralysis and red tape. However, the term as used by students of organization is a neutral term. The sociologist, Max Weber, has called it the most rational and efficient form of organization. The bureaucratic form of organization is characteristic of business corporations and other private organizations as well as government.

When a form of organization is transplanted whole from its native environment to another, it is almost certain to be poorly adapted to the somewhat different needs and limitations of the new environment. A transplanted system needs to be subjected to vigorous analysis in the light of the purposes it has to serve, recognizing that form must be subordinated to purpose. In fact, an ideal bureaucracy has mechanisms for just self analysis.

A well-functioning bureaucracy is critical to effective self-government. Micronesia's Congress and district legislatures have become increasingly effective with experience. Because Micronesians have been given the responsibility for legislating, they are developing the skills of the legislator more rapidly than their counterparts in the administration have developed the skills of the administrator.

This imbalance poses serious problems for the future of Micronesia. It is the nature of the legislator's job that he must represent the special interests of his constituents. Whether he likes it or not, the legislator is required to be a special pleader for individuals and interest groups whose support he needs. Without an adequately trained and dedicated career administrative staff, the independence of the executive branch will be compromised and decisions will be based on pressure and expediency.

The career public servant is selected on merit through an impartial appointment process and enjoys career tenure, meaning he can only be removed for cause and in accordance with prescribed procedures designed to protect him from unjust, arbitrary or discriminatory actions. He is supposed to be immune to the pressures of special interests. An administration staffed with such career public servants is the greatest guarantee of the impartial administration of the laws.


It is not enough to insure the independence of the career administrator by competitive appointments and security of tenure. There must be clear, rational and effective policies, procedures and regulations to guide his decisions. These should be as simple and understandable as possible and adapted to the state of sophistication of the administrator and the public he serves.

A career administrator is just as much a member of his community as is a legislator and he is not immune to pressures of family, friends and associates; unlike the legislator though, he does not owe his appointment to them. U.S. civil servants who have worked in a large, heterogeneous country like the United States may often serve out their careers without ever having to rule on a matter vitally affecting anyone closely associated with them. They need to appreciate the pressures under which Micronesians must work when they are dealing with matters affecting their small, closely knit communities.

As much as possible, Micronesian public servants must be relieved of the necessity of personally deciding matters in which it would be difficult to be objective and impartial. In addition, effective internal controls such as unambiguous rules and procedures, reviews and audits will protect the individual from temptations to expediency and impropriety. These controls produce the "red tape" against which citizens constantly complain, but they serve a vital purpose.

It is true that there is a tendency for administrative systems to become overly complicated and actually defeat the purposes they are intended to serve. We have tended to transplant systems designed to control a huge, globally dispersed federal bureaucracy with over two million civilian employees that are poorly adapted to a small developing territory like Micronesia. Nevertheless, effective regulatory controls are essential to the integrity of administration and the accomplishment of public purposes.

We need a clear code of ethics for public service employees. Employees themselves should help develop this code. Many employees doubtless do not understand such concepts as conflict of interest and trusteeship. In my experience, career public servants in the United States, whatever their faults, have an unexcelled record of honesty and dedication to the public interest. This is partly a matter of indoctrination. However, such indoctrination is not sufficient. They must at the same time be held accountable for their actions and protected from undue pressure.

 The development of manpower does not consist principally of educating the mind. The object of training is to change behavior. Learning is a matter of adequate opportunity and motivation.

Employees will learn and they will produce when they find satisfaction of their needs in doing so. For most employees, the most important needs are a sense of belonging, recognition, achievement, responsibility and growth or advancement. To provide this kind of motivation, it is most important that employees have an opportunity to participate in decision making.

Developing a territory is creative work. It is essential that there be a continuous, open forum for the exploration of ideas, the consideration of objectives and the resolution of problems, to which each can contribute from his own particular point of view.

Differences should be confronted openly, in an atmosphere of trust. This kind of organizational environment provides motivation, unity and commitment.

Every employee should be given the opportunity to learn. Training programs should be job related. As much as possible, training should be provided in the districts, where more persons can be reached at lower cost, and where the training can be more closely related to the unique environment, needs and problems that exist in Micronesia.

It must be recognized that Micronesian problems require Micronesian solutions, which reflect Micronesian preferences. In Senator Salii's words, "this is Micronesia and it belongs to the Micronesians."

DISTRICT DIGEST

a quarterly review of news and events from the six districts

Headquarters A four-member U.N. Visiting Mission accompanied by five supporting staff members toured the T.T. during the quarter. The Mission was the first such group to visit the Territory since 1970. The group met with as many Micronesians as possible to hear their views about conditions in the T.T. The Mission's observations and recommendations are then submitted in a report to the Trusteeship Council for consideration at the Council's annual hearings held in May and June... The Mission was joined for part of its tour by T'ang Ming Chao, U.N. Undersecretary General for Trusteeship... The Congress of Micronesia's Joint Committee on Future Status held an organizational meeting during the Saipan Congress session, reelecting its leadership and filling two vacancies on the committee. Elected to continue serving as chairman for the next two years was Sen. Lazarus Salii, and House Floor Leader Ekpap Silk was again chosen co-chairman of the committee. Sen. Amata Kabua was selected to fill the Marshall Islands vacancy while Sen. Ambilos Iehsi filled the Ponape seat... Democratic Senator Bennett Johnston, Jr., of Louisiana, toured the T.T. briefly during the period. Accompanying the Senator were James Gamble, a consultant to the Senate Interior Sub-Committee on Territorial Affairs, which Senator Johnston chairs, and Fred Radewagen, from the Interior Department's Territorial Affairs Office... The T.T. Personnel Board met for a week this quarter to continue discussions of personnel problems. The board meeting was primarily concerned with two things: hearing appeals of personnel actions from the districts, and

working with a consultant and the Personnel Department on a proposed pay plan for the T.T. which the Congress was to consider... Legislation authorizing this pay plan was among the bills that the HiCom signed into law... Another important bill signed by the HiCom was the T.T. Housing Bill... Several appointments were made during the quarter—the appointment of Daiziro Nakamura to be Chief of the Civic Affairs Division; Jonathan Koshiba as Acting Disaster Control Officer; and Jesus P. Mafnas as Chief of the Revenue Division... Four people received State Department International Visitors Grants. They are: Sylvester Alonz, Secretary of the Palau Legislature, Anthony Yinug, Legislative Liaison Officer for the Yap District Legislature; Lawrence Edwards, manager of Radio Station WSZO in Majuro and Vice-Speaker of the *Nitijela*; and Eskiel Malon, Truk District Public Affairs Officer... HiCom Johnston announced the recipients of the Congress of Micronesia Scholarship awards for school year 1973-'74... Deputy HiCom Coleman and Deputy Assistant Secretary for Territorial Affairs, Stanley S. Carpenter, met in Washington with a large group of Micronesian students who had come to Washington on tour from Suomi College in Michigan... The T.T. Copra Stabilization Board announced an increase of \$30 per ton for Copra. This was made possible by the HiCom's approval of a Congress bill which appropriated \$300,000 to subsidize the ailing industry... The U.N. Economic Commission for Asia and the Far East (ECAFE), in a meeting held in Tokyo, Japan, received a recommendation from the U.S. delegation to the conference that the T.T. become an associate

member of ECAFE. Congress of Micronesia House Speaker Bethwel Henry and Legislative Counsel Kaleb Udui attended the meeting... Peace Corps/Micronesia announced the appointments of two staff members: Stan Druben, Deputy Director, and Sam Falanruw, District Peace Corps Representative for Yap/Palau. Sam Falanruw is the first Micronesian to be appointed to the position of District Peace Corps Representative. He replaced Bill Elwell, with whom he has served for the past two years as Administrative Officer and Deputy District Peace Corps Representative... Twenty-two nurses were graduated from the T.T. Nursing School... The Territory's population was set at 114,645 as of June 30, 1972. Preparations continued for a complete Territory-wide census in September.

Truk Many officials visited Truk during the quarter. The 1973-UN Visiting Mission conducted their tour of the District. The Chairman of the U.S. Senate Sub-Committee on Territorial Affairs, Senator Bennett Johnston, also visited Moen and Dublon. In the middle of the quarter, Rear Admiral Morrison, visited Truk and took part in the opening ceremonies of the new Truk Farmer's Market... People from Moen, Fefan, and Uman (lagoon islands) requested the Trukese members of the Congress to inform them on what is taking place in the Congress and brief them on the issues involved in Future Political Status Negotiations. The Anti-Independence Coalition Group, headed by Nick Bossy, has been very active in conducting meetings and making speeches regarding their stand on the status issue. In the meantime, a new political group

advocating Independence, headed by former Congressman Hans Wiliander, has emerged on the political scene... Dublon and Uman celebrated their Charter Days during the quarter while Patta commemorated its "Independence Day," when it became a separate entity from Tol Municipality in 1944... A Truk Tourist Delegation, led by Deputy DistAd Mitaro Danis, went to Japan to attend the PATA Conference earlier in the quarter... Truk continues to expand its tourist industry as numbers of visitors increase each quarter. For the months of November, December and January, the number of visitors was 588. In the three months that followed, 913 visitors visited the district... Trochus shells were collected in a two week period during the quarter. The Truk Cooperative Association bought 66.87 tons of trochus shells from collectors for 11.5 cents a pound. The shells were shipped to Kobe Kaisha via *Lotte Reith*... Word was received that a team of divers from Italy, headed by Enrico Cappelletti, will be arriving Truk to make a movie. Also, preparations for the *Sankisan Maru* Depth Charge Removal Program brought many experts to the district.

Palau Gloria Gibbons, 23-year-old sister of Ibedul Yutaka Gibbons who is presently serving in the U.S. Army, replaced Takeo Yano as Acting High Chief Ibeul during the quarter. This was the first time a female has been designated to serve as one of the two paramount chiefs of Palau during the American Administration... The Palau Legislature held its spring session during the quarter just past and enacted a total of 27 bills and 32 resolutions. Also during the quarter, eleven of Palau's sixteen traditional chiefs and their advisors and interpreters traveled to Saipan where they sought the assistance of the High Commissioner in getting a more active role in the Palau Legislature... All schools in Palau held a three-day fair at the district center of Koror highlighted by sales of handicrafts made by students and with sport events... A subcommittee of the Congress of Micronesia on Program and Budget Planning held hearings in the district during the quarter. The committee members visited

Peleliu where they inspected the Peleliu Drydock and held talks with local leaders on matters relating to the drydock operations... The Micronesian Occupational Center (MOC) held its Winter quarter graduation with twenty-one students from all six districts receiving diplomas in various occupational courses. Main speaker at the commencement exercises was Truk District Administrator Juan Sablan... Finally, Rear Admiral George Morrison, Commander Naval Forces Marianas, visited the district during the quarter. This was his first visit to Palau District. Admiral Morrison inspected the various projects being undertaken by the Civic Action teams in Palau District.

Yap The United Nations Visiting Mission arrived in the district and met with District Administrator Leonard Q. Aguigui and his staff... The Mission also took a chartered flight to Ulithi where they conferred with Distad Rep. Hilary Tacheliol and the people of Ulithi. The group also inspected government facilities in the District Center and toured four of the ten municipalities on Yap proper. Highlights of their visit were two traditional dances performed by the Yapese in their honor... The water situation on the island became critical. Hauling of 56,000 gallons of water on ten hours a day from the pond near the airport to the water reservoir began during the quarter. Later, the US Navy arranged for water barges to import water from Guam. The third month of dry season brought hardship to most activities on the island. The Outer Islands High School began to use brackish water when they ran out of fresh water a month earlier... The District Administrators Representative in Ulithi and the neighboring islands of Yap, Hilary Tacheliol, was appointed by the High Commissioner to his present post as Acting Deputy District Administrator. The post of Acting Deputy Distad became vacant when Luke M. Tman won election to the House of Representatives of the Congress of Micronesia during the November general election... Five South Korean fishing boats owned by the Bumyang Fishing Company of

Pusan, South Korea, pleaded guilty and were fined \$80.00 by the District Court for illegal entry into Yap Harbor... Two male prisoners escaped from the District prison and ended up 30 miles southwest of Yap on the District Sheriff's personal boat. A Norwegian vessel, *Thor I*, picked them while enroute to Hong Kong from Noumea, New Calodonia... A world famous cruise ship, *Lindblad Explorer*, that takes its passengers to out-of-the-way places seldom visited by passenger ships called at Yap... *The Celestial Empire*, flying the Canadian flag, illegally entered Ulithi and dropped five people on Mengyang Island. The five were brought to the District Center and fined \$40.00 each for entering the district without proper documentation.

Ponape A District-wide magistrates conference was held during the quarter. The municipal chief executives discussed with district officials various programs and the relationship between the District and the municipal governments in an effort to make these programs beneficial to the people. The week-long conference was termed a success due to the cooperation and input of district activity and departmental heads... Negotiations with land owners for a new alignment to the Ponape referral hospital reservoir was completed and a draft agreement was prepared for signature. Also in the Health Services program, land certification for fifteen dispensary sites was completed and forwarded to Headquarters Lands and Surveys Division for final review... The District Legislature, after a delay of one week because of transportation difficulties from the outer municipalities, finally convened in the middle of March. The Legislature considered a total of fifty bills and over twenty resolutions during the session... The Ponape belt-road leading to the eastern municipalities of Uh and Metalanim had progressed through the Saladak area in Uh Municipality. Money appropriated by the Congress of Micronesia for this road has been received and the Ponape Transportation Authority is applying it to the project. The Authority has also completed work on Sokehs Powe road, Sokehs Pah

School, Sokehs Powe school and construction of certain bridges in Kitti Municipality were underway during the quarter. Also, construction of a road leading to Kitti municipality had progressed during the quarter through Sekere village on the west side of Ponape island proper... Finally, during the quarter Mrs. Enerika Kubo Peterson was appointed Operations Officer of the Bank of Hawaii, Ponape Branch, making her the second Micronesian to be appointed to a top position in the Bank's operations in Micronesia. Santos Olikong of Palau was appointed last year as the Manager of the Koror Branch of the Bank of Hawaii.

Marianas The First Regular Session of the Fifth Congress of Micronesia convened on Saipan during the quarter. This was the first session of the Congress to be held on Saipan since 1971... Also during the quarter the new Marianas District Legislature convened its first session, during which Legislature President Vicente Santos managed to retain his leadership of the Legislature by a slim margin of two votes over his opponent Felipe Salas. District Administrator Francisco C. Ada, in his message to the Legislature, urged the Marianas leaders to seek a more "identifiable political status" for the Marianas islands. Distad Ada reported that tourism was making great gains both in the amount of revenues that visitors bring in and also in the number of hotel accommodations that have been made available for tourists. He also reported that tremendous increases were made in the district's agricultural output, particularly in the variety and volume of farm produce exported or sold for local consumption... Students from Mt. Carmel and Marianas High Schools participated in the Youth-Takes-Over program during the quarter. Several students "assumed" for the day various official functions both in the District and Headquarters, serving as High Commissioner, District Administrator, and other officials in the government. Two Marianas students, Ignacio Dela Cruz and Ricardo Sablan, received Congress of Micronesia graduate scholarships... The District Community

Development Office initiated a program of distributing USDA food for needy families on Saipan... The M/S Oriental Queen called twice on Saipan bringing a total of 754 visitors to the District, most of whom were visitors from Japan.

Marshalls The 1973 United Nations Visiting Mission to the Trust Territory of the Pacific Islands began its tour of the Districts in the Marshalls. High Commissioner Edward E. Johnston, Marshalls District Administrator Oscar de Brum, and other district dignitaries were on hand at the Majuro Airport to welcome the Mission to Micronesia. Also, during the quarter Mr. Suekara Hamanaka from the Ministry of Foreign Affairs, Government of Japan, visited the District to make arrangements for the collection of the remains of Japanese war dead in the Marshall Islands... Doctors from the Atomic Energy Commission conducted their annual medical survey on the state of health of the people of Rongelap and Utirik. Dental Nurse Veronia Madraisau left the District during the quarter to New Zealand for further study in dentistry, and two doctors from Ponape were in Majuro conducting orthopedic surgery... The quarter just past saw the Marshalls become focal point for some rather big news items. The TNT test on Eniwetok Atoll, known as the Pacific Atoll Cratering Experiment (PACE), came under heavy opposition by the Eniwetokese who were represented by the Micronesian Legal Services Corporation. The case was brought to Federal court in Honolulu where a temporary restraining order to halt the experiment was handed down by Judge

Samuel King. The experiment since then has been discontinued by the United States Air Force. While these events were being closely reported by the Marshall Islands newspaper *Micronitor*, the paper found itself being sued by former TT Public Defender Roger St. Pierre for a sum of \$100,000 for allegedly publishing a news story which caused him "extreme embarrassment, humiliation, and mental anguish." Following on the heels of these news items came reports from Guam papers and re-printed in *Micronitor* attributed to the Chairman (Sen. Lazarus Salii) and Co-chairman (Rep. Ekpap Silk) of the Congress of Micronesia Joint Committee on Future Status which painted former Senate President Amata Kabua as seeking to separate the Marshalls from the rest of the TT and using the Marshalls District Legislature as his "rubber stamp" to approve his wishes. Senator Kabua came right back and said the Joint Committee on Future Status has done a very poor job of informing the people on the issues involved and intimated that he may resign from his position as a member of that committee.

District correspondents:

Marianas, Manuel Sablan; Palau, David Ngirmidol; Ponape, Halvorsen Johnny; Truk, Noha Ruben; Yap, Wilfred Gorongfel; Headquarters, Patrick Mangar. Marshalls compiled from monthly reports.



Fish: Something Old – Something New

A pair of articles beginning on page 11 explore traditional fishing methods used by outer islanders at Satawal and explain the new developments in fisheries underway in Palau at a Mariculture--fish farm--Demonstration Center. Above, apportioning the fish after a good day's catch--Satawal Island.