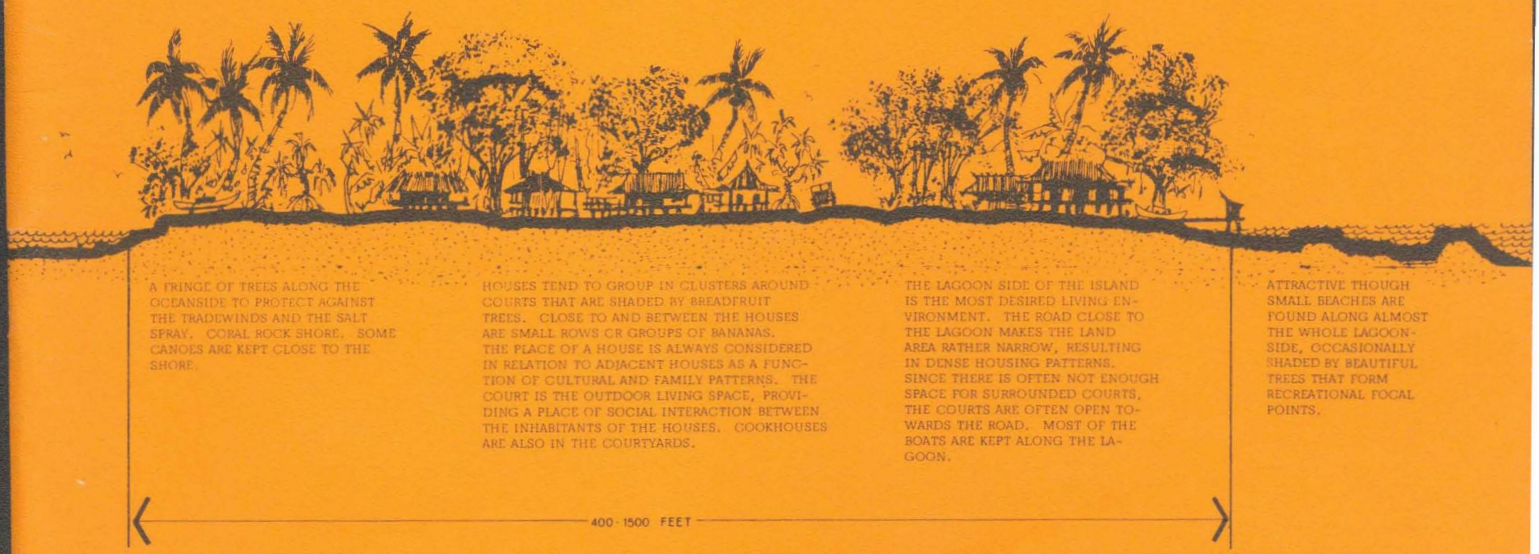
Micronesian Reporter

SECOND QUARTER 1972

MICRO PLANNING

see page 33



A FRINGE OF TREES ALONG THE OCEANSIDE TO PROTECT AGAINST THE TRADEWINDS AND THE SALT SPRAY. CORAL ROCK SHORE. SOME CANOES ARE KEPT CLOSE TO THE SHORE.

HOUSES TEND TO GROUP IN CLUSTERS AROUND COURTS THAT ARE SHADED BY BREADFRUIT TREES. CLOSE TO AND BETWEEN THE HOUSES ARE SMALL ROWS OR GROUPS OF BANANAS. THE PLACE OF A HOUSE IS ALWAYS CONSIDERED IN RELATION TO ADJACENT HOUSES AS A FUNCTION OF CULTURAL AND FAMILY PATTERNS. THE COURT IS THE OUTDOOR LIVING SPACE, PROVIDING A PLACE OF SOCIAL INTERACTION BETWEEN THE INHABITANTS OF THE HOUSES. COOKHOUSES ARE ALSO IN THE COURTYARDS.

THE LAGOON SIDE OF THE ISLAND IS THE MOST DESIRED LIVING ENVIRONMENT. THE ROAD CLOSE TO THE LAGOON MAKES THE LAND AREA RATHER NARROW, RESULTING IN DENSE HOUSING PATTERNS. SINCE THERE IS OFTEN NOT ENOUGH SPACE FOR SURROUNDED COURTS, THE COURTS ARE OFTEN OPEN TOWARDS THE ROAD. MOST OF THE BOATS ARE KEPT ALONG THE LAGOON.

ATTRACTIVE THOUGH SMALL BEACHES ARE FOUND ALONG ALMOST THE WHOLE LAGOONSIDE, OCCASIONALLY SHADED BY BEAUTIFUL TREES THAT FORM RECREATIONAL FOCAL POINTS.

400 - 1500 FEET

cover story:

articles:

departments:

CREDITS:

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Design by Nicolas C. Guerrero

PHOTOGRAPHS: Pages 2–4, 6 and 9, Johannes Ngiraibuuch; Pages 18–19, Jim Manke; pages 21–29, US Navy; pages 30–31, Mac Marshall; page 36, from Wotje Master Plan; page 45, Ramon Kapileo

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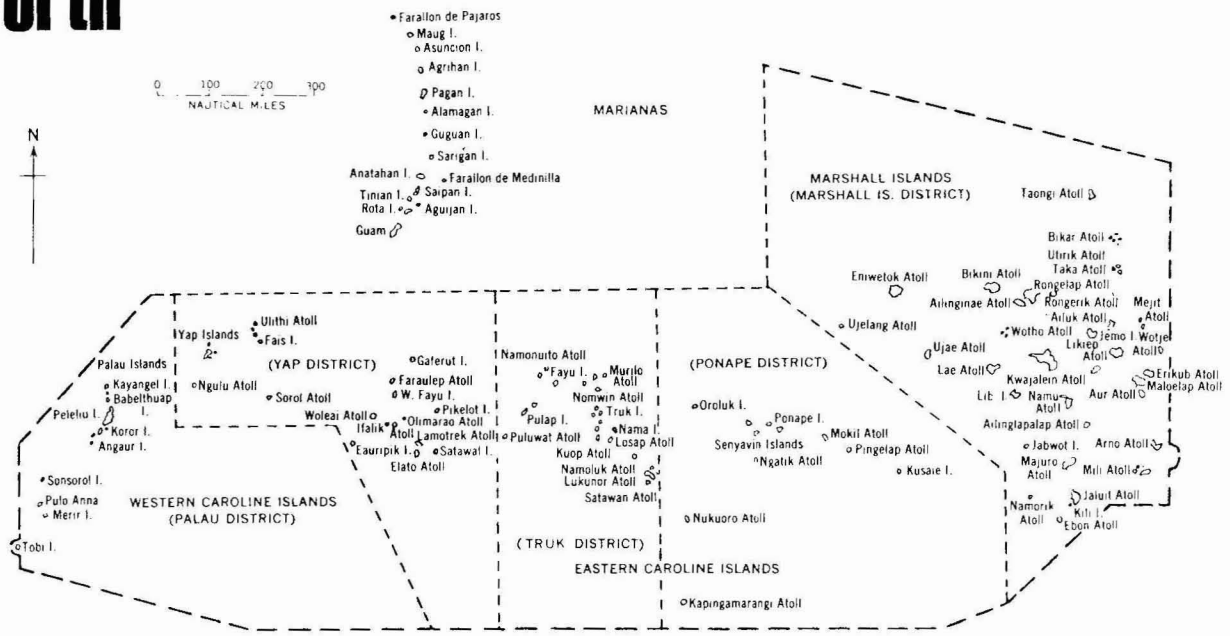
This Quarter's Worth

Redrawing the Map

A major portion of this issue of the *Reporter* is devoted to analyses of actions by the Congress of Micronesia during the Palau session and by the Congress Joint Committee on Future Status during and after the Koror status talks. The full implications of the action taken at each of these two meetings can probably not be fathomed until that future date when the Micronesian government is on its own.

But just for starters, consider the map on this page. And then begin to think about what a Micronesia without the Marianas means. —*J.M.*



Who's Who

... in this issue of the Reporter

Bonifacio Basilius is Administrative Officer to the District Administrator in Palau, where the Congress of Micronesia met for its regular session this year. Boni's observations of the Fourth Congress in action include last year's analysis of the session which ended with the burning of the legislative chambers, and this year's report on the first regular session to be held away from Saipan as a result of that fire.

John C. Dorrance has completed a two year assignment as State Department Political Advisor in the Trust Territory. He has served as a member of the U.S. negotiating team in the two most recent political status sessions.

P.F. Kluge edited the *Micronesian Reporter* as a Peace Corps Volunteer on Saipan from 1967 through 1969. He is now with LIFE in New York, but left the city during the spring to work as a staff writer with the Congress of Micronesia's Joint Committee on Future Status at the Palau status negotiations.

JO1 Kirby Harrison is a photojournalist with the U.S. Navy on Guam. He was assigned to cover the turnover in Seabee teams on Kusaie in March, and returned with a picture story that has received wide exposure throughout the Pacific.

Mac Marshall and his wife recently completed two years of research work at Namoluk Atoll in Truk. He is a doctoral candidate in cultural anthropology at the University of Washington, and worked under a grant from the University and from the National Institutes of Health.

Phillip Chamberlain is Chief of Planning for the Trust Territory. His experience in urban planning has ranged from Pittsburgh to Cam Ranh Bay. Chamberlain is chairman of the new Trust Territory-wide Planning Coordinating Committee.

Manuel C. Sablan finished his degree work at the University of Guam last year and returned to Saipan where he is now Public Information Officer for the Mariana Islands District government.

INTERVIEW:

Leo A. Falcam

Education beyond the elementary grades has meant leaving home for many Micronesians. Leo A. Falcam, who now serves as the High Commissioner's Executive Officer, left home in progressively longer leaps as he pursued his education: first as a student at Father Costigan's Catholic mission school in the district center; then as a high school student in the Philippines; and finally as a college student in Hawaii.

As a youngster in Uh Municipality in Ponape, persuading his mother to let him attend the boarding school was getting away from the daily miles-long walk to and from the public school and the afternoons spent making copra. Coming home from Manila with a high school diploma to teach at his former school, he discovered opportunities for further education in the budding Trust Territory scholarship program which financed four years at the University of Hawaii.

Falcam's career in government service followed, and since 1967 when he became Special Assistant to the High Commissioner (then William Norwood), he has observed and participated in tremendous changes in the Trust Territory from the highest levels of the Executive Branch.

Government careers have taken many Micronesians away from their home districts, and for most of them there is a longing to return as there was for Falcam at the conclusion of his years in Honolulu. But for most of the last ten years he has been at Headquarters, where the Reporter talked with him about the successes of the administration and the jobs yet to be done.

FALCAM: Father Costigan, who was then the Principal and the Superior of the Catholic Mission in Ponape, picked us to go to Manila. There were three of us from Ponape, myself and two brothers, the two Victor brothers. Right now one of them is working with Father Costigan at PATS (Ponape Agriculture and Trade School) as the Director of the Community Leadership Training Center. The other brother is now the Hospital Administrator in Ponape. We left in 1951 and came back right after graduation in '56. I immediately started to teach in the mission school, where I went to grade school. We were asked to teach there, and I guess there was an understanding that we would return and teach; but that was secondary to my own feeling that I had gotten a high school diploma, almost for nothing, and I felt like saying "thank you." Most of us went back and taught for a year or two years. Later on, even those who were coming back from Xavier High School in Truk went back and taught for a while before going off on their own.

So I started out teaching in the mornings until about one o'clock--first for nothing, then for about $15 a month. When I finished I was making about $20 a month. In the meantime, I also got a job as a salesman-cashier with Leo Etscheit, one of the Etscheit brothers. So I split myself, working in the store in the afternoon and teaching school in the morning, and this worked out pretty well. This went on for a year and a half or two years.

During this time I became aware of the scholarship programs the government had. I had friends who had been to Honolulu for a year, or two years, or six months under this scholarship program. They had come back and I had talked to them, and seeing them come back from their training in Honolulu, at the Business College, or the Technical School or the University of Hawaii, this was quite an attractive thing. This was quite something to see boys coming back from Honolulu in their bright

aloha shirts and all that; this was a big deal. So I started to think about applying for a scholarship myself, which I did eventually. I was accepted in 1958 and left that summer for the University of Hawaii and stayed right through for four years.

REPORTER: What happened when you got back from Hawaii? Did you go right into government work?

FALCAM: Yes, just before graduation I wrote to DistAd Ponape, who at that time was Mr. Maynard Neas, asking if there was a position or a vacancy where I could be used. At that point I was told that there was no position in Ponape for which I could be utilized; and he suggested that I write to Headquarters, which I did. But still I had in mind that I really wanted to go to Ponape. So I wrote to Headquarters to ask for their help in finding something for me in Ponape. At this time, Mr. de Young was Program Officer. He wrote back and said that there was something available right away at Headquarters, but nothing in Ponape. Well, of course, I just didn't believe that because my own desire to go home was so great; but I said I would go to Saipan, provided that I was to stay there just one year and then move to Ponape. Of course, there was no commitment to that effect from Mr. de Young, but as it was it worked out that way. I came to Saipan in '62 and left here in 1963. I was at Headquarters as the Assistant Political Affairs Officer.

REPORTER: Some of the Micronesians who have gone away to college get involved in elective politics when they return or even while they are still in school. Did you make a conscious decision to go into the executive branch rather than legislative work?

FALCAM: Yes, I made a very firm decision at the very beginning that I would not seek any elective office. At the time, elective office was not very attractive, of course. The only elective offices you could get into were the district legislature or the municipal council or as a magistrate. Or you could get yourself appointed to the Council of Micronesia. There was no attractive elective office such as the Congress of Micronesia, as far as I was concerned at the time. So I decided that I would not get into elective office, and I still hold to that decision at this time.

Times have changed of course; people have also changed. There is now the Congress of Micronesia which has been given quite a bit of responsibility and authority, and it is very attractive. Still, I feel that Ponape is very well represented by some very capable people, and I feel that the talent we have in the Trust Territory needs to be evenly distributed within the legislative branch, the executive branch and the judiciary. I think the educated and talented people should be well distributed, because we don't have too many of these people around.

REPORTER: You have worked at the highest levels of the government for several years, first as Special Assistant to the High Commissioner, and then as Executive Officer. What, in your observations, have been the outstanding accomplishments of the administration in this tremendous period of change?

FALCAM: As you know, I have had several fairly important positions both in the districts and at Headquarters, under three High Commissioners with whom I have been directly involved. I knew *of* one, the predecessor to the most recent three--Delmas Nucker. And then I directly worked for, or have been associated with High Commissioners Goding, Norwood and our present High Commissioner. Looking back, it is very encouraging to note that one major policy which all of these High Commissioners advocated--of getting Micronesians involved in the management of their affairs--that there has been great progress in this area. We have gone from perhaps *no* Micronesian

in any key policy-making positions to almost a complete Micronesianization of these positions: District Administrators, Deputy Department Directors, Division Chiefs. These are people in positions who make policy, and they *have* been a part of making government policy; and I myself am very glad to be a part of that major step.

Other areas are also encouraging. We have gone from having no Territory-wide elected body to having the Congress of Micronesia, which has, as I said earlier, a lot of responsibility, a lot of power. I think the American administration should be given a little more credit than it has been given in this area. If it had chosen not to create the Congress of Micronesia by Secretarial Order, things would not be happening as they are today.

Also, perhaps the administration has reached a point where they now recognize and have learned about Micronesia and Micronesians. Years ago it was a matter of "We are here; let's take care of them." No questions asked, no reasons given. "Just our presence here is sufficient." I don't think this is the case now. Questions are asked; the best answers we can give are given. I feel things have come a long way in making the intentions of the administration known, and this is good. And lots of Micronesians have come to realize that

it is not easy to do some things. For example, as far as making our own arrangements for our future political relationship, the real work starts *now*. I think the status talks have reached the point now where we, the Micronesians, will have to start working together. I believe the hard work starts now in deciding how our relationship amongst ourselves is going to be. This is not an easy task. I suppose overall I would say that the Micronesian's feelings, desires, his capabilities and interests are recognized and dealt with; whereas before, they were largely unimportant.

REPORTER: What about the disappointments? What remains to be done in your view?

FALCAM: I think we have to realize that in any given organization there are things that are good and things that are not so good--things that we would want to see move or be done--and things which have been done which we feel should have been done in another way. Perhaps because of the geographic nature of this area, Micronesia, things must be done differently from any other place. The techniques of good administration and good modern management are still applicable, except that they are applicable here in Micronesia at a little different level.

We still have the problem of not having enough real managers in the Trust Territory, from the top down. I don't care whether he's a Division Chief, or a Construction Supervisor, or a Department Director--we still need to have these managers at all levels recognize that this is a different place. We are dealing with a completely different individual. For example, I had an experience where a newcomer, with a very high position in the Trust Territory, was introduced to several friends of mine, Micronesians. He was very pleased to meet them and shook their hands, and casually said, "You know where my house is. Stop by anytime for a drink." Well, these guys showed up that evening. They were invited, as far as they were concerned. These are the kinds of things and people we are dealing with; they look at things a little differently. Some people will say yes to you, but they really mean no, because they are too modest to say no. And if they mean no, they could say yes. Some of us, and I'm including myself, have got to learn that we are dealing with a different situation.

In other areas we have problems with not having enough good radio communications systems, both in the district centers and in the outer islands, radio communications or surface transportation as well. These are very much improved from what we had, of course, but we still have to realize that before we can run a ship to Korea or Okinawa or Taiwan, that we've got to go to Ulithi or Kusaie or Jaluit--regularize this service. I worry sometimes when people start talking about running ships from Koror or Majuro to San Francisco, when we have people in the outer islands who are in need of more frequent service. As you know, when a ship comes to an outer island, it's a holiday. Schools are suspended, offices are closed, dispensaries are nearly empty--because the ship is there. That's how important it is to them.

Another problem is our distance from Washington. I think we also have the problem of trying to get Washington to agree to let us do things here--those things that we are authorized to do and are capable of doing. This is one of the problems we must deal with. These areas are still fuzzy. I'm not denying that there have been improvements, but it will take time, because we are so far away. It's quite different from picking up the phone in the San Francisco Western Regional Office of some agency and calling Washington on some matters. There are some Federal regulations which might be relaxed if people there understood and appreciated our situation, and I don't think anyone would go to jail if we deviated from some of these regulations, given the circumstance.

Again, too, I find that in some areas, occasionally, some managers are not interested in the area or in the people. They get a paycheck every two weeks, and that's fine, and that's all they care about. Perhaps these are the exceptions, but they are there, not only among Americans or other foreigners, but among Micronesians. They come to work because every two weeks there is a paycheck, and whether they accomplish anything or not, that's beside the point. This is a problem, and I'm the first one to admit that it exists among the Micronesians as well as outsiders. But I guess in any organization as big as this, as diverse as we have here, there must be some of these. I wish the Trust Territory could be run like a business enterprise and not as a government. We waste too much time, and in private business you can't afford to do that or you don't make money.

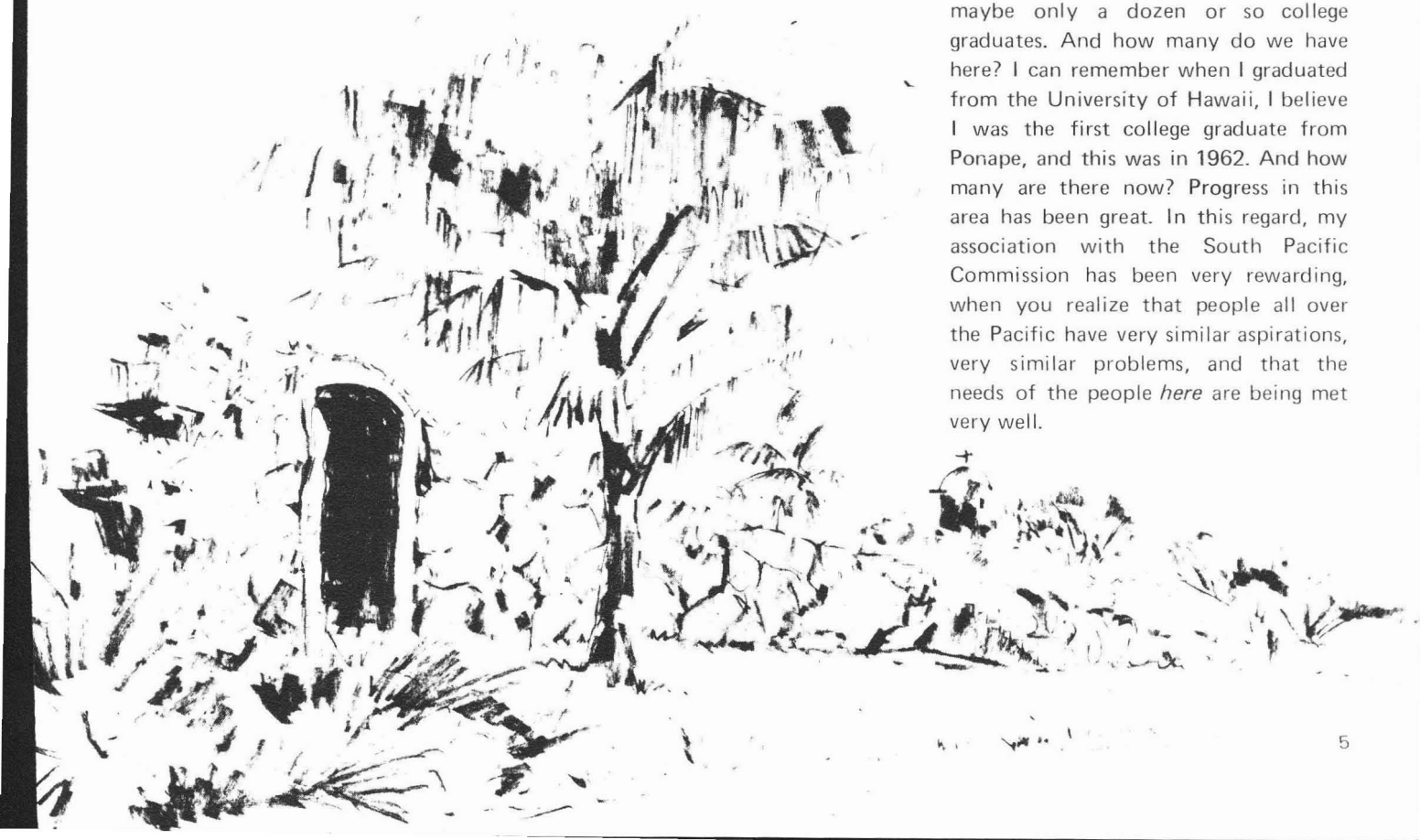
REPORTER: What about relations with the Congress? There are times when the administration and the Congress seem to be butting heads, and it has been said by some that they consider the Congress to be Micronesian and the administration to be American.

FALCAM: I believe this kind of attitude would come from people who are going to be unhappy in any situation. I know there is some feeling about this, and it may be because we are appointed and the Congress is elected. Our loyalty is directed toward doing the job we are appointed to do. I do not believe, and I do not think it should even be considered, that just because somebody is elected to an office that he is therefore more responsible to and more interested in the people than someone who is appointed. I think this is a matter of individual integrity and individual concern. The theory might be: you elect me and I'll be more responsive to your needs and interests. But an elected official is not necessarily more responsive to the needs of the people.

As far as relations between the Congress and the administration, I see the friction sometimes, and I feel it, because most of the time it happens at the highest level, and I think both in the executive branch and the Congress this competition results from trying to improve Micronesia. Sometimes Congress sees things in a different light than we do. Sometimes individual Congressmen feel that their solutions to problems are better than solutions offered by the executive branch. And I think that these difficulties are largely the result of idealism rather than realistic approaches--the real nitty-gritty of problem solving. Often times we find that we are solving the same problems in different ways, and in the end things turn out the way they should. This feeling will be solved in time; we are simply working in different branches of the same institution, that's all. We each have our jobs to do, and I don't feel that I should try to do the Congressman's job, just as I would not want the Congressman to try to do my job. Perhaps when the recently enacted Advise and Consent law becomes fully operational and the Congress has a strong say in who fills the top policy-making positions in the executive branch, there will be less of this competition.

REPORTER: You have traveled extensively throughout the Pacific in the past several years and have been involved with the work of the South Pacific Commission. Given her narrow resources, what part do you see for Micronesia in the Pacific community?

FALCAM: My experiences in and around the South Pacific areas confirm that we have a part to play. We may have very limited natural resources, but they are limited in that what little we have has not been fully explored or fully tapped. For this reason one gets the impression that we have less than we actually do have. If these limited resources are properly and fully developed, then we can contribute significantly. The problem here is a lack of knowhow, perhaps. Also, I believe that one of the most significant contributions we can make is our talent, our human resources. At meetings which I have attended, both regional and, you might say, international, in the South Pacific Commission area of responsibility, I have been very pleased to learn that Micronesia is really fortunate, particularly in exposure to educational opportunities. There are islands and countries in the South Pacific area where today there are maybe only a dozen or so college graduates. And how many do we have here? I can remember when I graduated from the University of Hawaii, I believe I was the first college graduate from Ponape, and this was in 1962. And how many are there now? Progress in this area has been great. In this regard, my association with the South Pacific Commission has been very rewarding, when you realize that people all over the Pacific have very similar aspirations, very similar problems, and that the needs of the people *here* are being met very well.



Congressmen arrive in Palau, January, 1972

by Bonifacio Basilius

It was an occasion tinted with mixed feelings and uncertainties from the beginning to the end. For the people of Palau, it was a God-sent opportunity to greet their distinguished guests with what they claimed to be the finest expression of hospitality to be found in all of Micronesia. The other districts took it as a matter of course. For the Executive Branch of the Trust Territory government and the Congress staff, the decision to hold the final regular session of the Fourth Congress in Palau portended nightmares of logistical and communications problems which no one was quite sure would turn out. However, these were unnecessary agonies, for everything was readied in time for the session through that marvelous system of somehow "muddling through" to meet deadlines. The Congress itself, despite the expansive declaration "to bring Congress to the people," could not escape the fact that its mere presence in Palau once again brought into sharp focus the fact that it had not as yet found its permanent home, a situation loaded with economic and political implications that could very well dictate Micronesia's future. Thus, the final regular session of the Fourth Congress convened as one cynical observer said "like a well-organized concert performed by a disorganized orchestra."

nd so it was. The legislators were greeted with great pomp and ceremony. Nothing was too good or too trivial for them. District leaders, elected, traditional and those in the government, outdid each other to make the Congressmen feel at home. School children by the hundreds, armed with colorful leis and bravely worded posters demonstrated their enthusiastic welcome and support at every turn. At the airport, on the ferry ride to Koror, at the Congress chambers on opening day, and at the Micronesian Occupational Center for the High Commissioner's State of the Territory meassage--they were there with their flowers and posters.

One poster, however, was to have an ironic message by the time the session was gaveled into history. Reading simply "Unity Now," that exhortation will perhaps haunt future Congresses; for the Fourth simply did not have enough of it. The already fragile and nebulous political front which the Congress manfully tried to maintain developed further cracks and signs of serious fragmentations as events unrolled. Let us review these events.

At the outset, the two houses showed unmistakeable signs that they were to operate differently. The Senate took an early lead in disposing of a number of holdover bills from the Special Session in Truk. These were largely the work of Senator Andon Amaraich of Truk whose Committee on Judiciary and Governmental Operations has become the most diligent and efficient working group in the upper chamber.

The House, on the other hand, perhaps because of its size, proceeded at a much slower rate, preferring to skirt issues of substance instead of attacking them head-on as the Senate was wont to do. The rapidity with which the Senate tackled its work gave rise to the suggestion from that chamber to limit the session to a thirty-day duration so that ample time could be devoted to consideration of the results of the Third Round of Status Negotiations held in Hawaii. The House did not agree and the suggestion fell through. Thus the issue which everyone expected to dominate the Congress was not taken up until the closing days of the session. It was, however, to be very much in everyone's mind and would determine the character of that session--that of "contradictory aspirations."

From hindsight, three overriding issues can be discerned as the major areas covered by the Palau session. These were economic viability, protection of Micronesian cultures and interests, and the concern for Micronesian's future political goal. These were interrelated issues, and President Amata Kabua very eloquently analyzed them in one of his speeches in the Senate. "If our economic sovereignty is to be obtained, the protection of our basic interests in Micronesia must be assumed; if our legal rights and basic interests are to be protected, we must have control of our future," President Kabua told his colleagues. But in the context of that session, Micronesian interests and legal rights as seen by the members of Congress were not always the same; the phantom of contradiction kept appearing time and again to divide the delegations on these basic issues.

On the economic issue, the Congress as a whole wished to control, through legislation, the exploitation of Micronesia's natural resources and business potentials; but there were great differences on the methods of implementation. Most of these differences stem from what each district delegation thinks should be Micronesia's posture on the status question.

The Marianas delegation which had gone on record as desiring much closer political ties with the United States expressed their desire for a correspondingly closer economic relationship with that country. The proponents of complete Micronesian independence wished to have as few economic strings attached to the United States as possible. Those whose hopes still rested with "free association" with the United States advocated what they termed "coequal" economic partnership with outside investors to tap Micronesia's resources to the benefit of both. This deliberate move to tie economic legislation to policies on the status issue was again singled out by President Kabua in his opening remarks in the Senate. Asking his colleagues to be very cautious in the formation of economic policies, President Kabua warned that, "We must insure that steps we take today do not foreclose the political options and alternatives of tomorrow." He emphasized that, "unless we do this, when it comes time to cast our lot for the future, we may suddenly find that our chances have been limited by our previous economic choices."

The warning was not lost in the lower chamber. A proposed measure introduced by Senator Ambilos Iehsi to ask the United States government for five-million dollars for low-cost housing was immediately branded by House members as giving the U.S. additional strings to pull in Micronesian affairs. It was reduced to one-million dollars, and eventually it did not pass in either house. A bill to establish the Bank of Micronesia was welcomed as a means of breaking the monopoly which foreign banks hold in each district as well as a source of securing loans for Micronesians with land as collateral as cannot be done at the present time. Funding included in the bill will allow the Bank's Board of Directors to begin studies of Micronesia's banking needs. In an effort to bring Micronesian agriculture from the subsistence level to that of small-scale cash industries, several measures dealing with this program were adopted, among them a $25-thousand dollar grant for vocational agriculture programs and the Marpi-Kagman homestead program to make additional lands available for farming.

Congress '72

Other measures dealing with economic development in the areas of boat-building, the fishing and canning industries and dairy farming received considerable attention, and some of them are now official records of the Congress. The report of the House Committee on Resources and Development which studied in minute detail every economic ill in the Trust Territory and which recommends their solutions, spoke of one major theme--more monies to the people and less interference from the government.

This great burst of unity on the economic front was not all smooth sailing, however. It was all good and well when the issue was limited to sources of funds coming from elsewhere. But when the gut issue of dividing locally raised revenues became a subject of legislation, this spirit of cooperation dissolved into thin air. The total amount of monies which became available for appropriation by the Congress reached an all time high of over four-million dollars. Greater than half of that amount came from the Marshalls District, and the majority of that was derived from taxes collected from expatriate workers on Kwajalein atoll. This was an unexpected turn of events. Earlier, it had been speculated that the lion's share of the Micronesian taxes would be forthcoming from the Marianas District, a miscalculation that was to have political repercussions in that district. This time the tables had been turned, and the Marianas delegation was one with the other districts in desiring equal revenue sharing.

The Marshallese delegation, led by Congressman Charles Domnick, staged an embittered fight in the House to have as much of this money as possible returned to the Marshalls. Domnick introduced a bill which would return one half of all income taxes to the districts where they had been collected, a move which, if it had been successful, would have given the Marshalls a more than one-million dollar share in taxes alone. The other districts, led by House Appropriation Committee Chairman Raymond Setik, argued that such a move would dangerously weaken Micronesian unity at a time when everyone was trying to build a stable government for Micronesia. Domnick countered, with his Marshalls colleagues solidly behind him, that since the monies were from taxes derived from the military complex on Kwajalein, it was only proper and just that the Marshallese, who alone have borne the most destructive activities of the U.S. military in Micronesia, should receive the greatest benefits the military has to offer. His arguments were lost on deaf ears, and as it became apparent to him and the rest of his delegation that their proposal had no chance of getting through Congress, they resorted to a most extreme measure.

Highly incensed by this refusal, Congressman Domnick introduced another controversial measure which served notice to the other members of Congress that the Marshalls just might pull out of Micronesia altogether. His new measure, which proposed that each district establish its own status committee to deal with its own future, was highly attractive to the Marianas delegation for obvious reasons. But here, too, the Marianas, like the other districts, was caught in a dilemma. To act either way was to lose immediate interests which no one was prepared to sacrifice in view of the coming Congressional elections. Eventually the Congress took the only alternative open for it. It allowed both measures to die in committees without bringing them up for a vote.

The vast sums of monies orginating from Kwajalein in the form of income taxes raised another point of contradiction in what Congress desired and what it considered to be a necessary evil, at least for some time to come. The issue involved in this was the question of fair monetary compensation and resettlement for the people of Utirik and Rongelap and the "mid-corridor" islands in the Marshalls. The military presence and activities on these islands was a direct cause for the displacement of these peoples and subsequent suffering from atomic fallout. On the other hand, the military and their civilian employees were generating close to one-half of the entire sum of revenues which the Congress of Micronesia appropriates. Should the Congress kick out the military and lose half of its revenue? Or should Congress choose to ignore the pleas of these long-suffering Micronesians?

The issue was not this simple--everyone realized that. But in the long run it will come to these two basic choices. In the meantime, however, Congress was more interested in immediate relief for these Marshallese, and hence it was very sympathetic to their cause.

Championing this cause, Congressman Ataji Balos delivered blistering speeches in the House of Representatives attacking the U.S. military for gross neglect and inadequate medical care given to his people. This has been Balos' long fight, and according to him past efforts to

meet his demands have been far from satisfactory. Previously, he had threatened to lead his people to their former homes with or without the concurrence of the military. These threats had resulted in continued negotiations between both parties; but by the time the Second Regular Session of the Fourth Congress convened, another twist had been added to an already complex problem. This time, Congressman Balos and his constituents claimed that medical treatments and reports by doctors from the Atomic Energy Commission were doctored by officials at AEC to reflect favorable results instead of showing actual medical conditions of the fallout victims which were far more serious.

"I do not doubt the capabilities of these doctors the AEC sends out to the Marshalls, but I have good reason to believe that their reports are dilluted substantially by others so as to be inaccurate by the time they are made public," Balos said.

With this argument clearly sold to most members of Congress, Balos introduced a House Joint Resolution which called for the creation of a Congressional committee to investigate the problems of the people of Utirik and Rongelap. The resolution was adopted by both houses, and Senate Vice President Olympio Borja of the Marianas was chosen as the Committee's Chairman.

The Trust Territory government received its share of attacks from Balos for not taking an active part in safeguarding the welfare of his people. Echoing a sentiment expressed in a speech earlier in the session by Speaker Bethwel Henry, Congressman Balos said in an interview: "It is difficult to see how appointed officials can presume to know the needs and desires of people whom they scarcely see at all.

The Palau District Legislature building was transformed into chambers and offices for the Congress of Micronesia House of Representatives, while the Palau Community Center (above) served as the Senate chambers. Hundreds of people traveled to Koror from outlying areas to observe the sessions as the Congress "brought the government to the people."

Congress '72

This apparent sarcastic reference to high executive officials in the Trust Territory government was manifested in several legislative proposals which came up for consideration in both houses. Some were successful and others were not, but it is well to review them in order to understand some of the conflicts which the Congress has faced in attempting to change policy.

Most significant among these measures were the Advise and Consent bill and the Trust Territory Merit System Act. These two bills were not new pieces of legislation, having been passed once by the Congress and then vetoed by the High Commissioner in an earlier session. But Congress' determination to resolve misgivings on the system of selecting high public officials and the desire to have a say in that selection process resulted in final versions of the bills which have now become law.

In the past, Congress has always maintained that one of the basic reasons why so many public programs have not always been successful is because the officials who administered them did not know what the people wanted and needed and what they were capable of doing. As long as these officials continued to be recruited without rudimentary popular support, no program would ever be successful, the Congress maintained. By popular support, Congress, of course, referred to its own membership, who by virtue of their elective office were supposed to know at all times what the people wanted.

At this point, while the two bills have been signed into law, everyone seems to concede that it was not the principles inherent in the two measures that were in question, but rather the matter of putting them into practice at the right time which was important. Be that as it may, no one can deny that the Executive Branch made concessions to the Congress on these two measures. At the same time, the final versions of the bills accommodated previous administration objections. As an end result, of course, the authority of the Congress has been extended into areas which were once the exclusive domain of the High Commissioner.

Having fought successfully to make these two measures become law, it was assumed that the next logical step would be to pass a law which would make the offices of the District Administrator and his Deputy elective ones. In fact, a bill was introduced which would do just that, but again Congress was faced with that contradiction between what they wish to see accomplished and what hard realities demand. There was no questioning the fact that direct election of high public officials is more desireable than mere indirect consent on appointment of officials made by another official. However, the current political situation in the Trust Territory, particularly the negotiations on the status issue, have not gone far enough to give an indication as to whether or not such elections would be practical or necessary at all. Thus the Congress resolved to let the matter stand as it is; the measure was allowed to die without coming to a vote.

These were but a few conspicuous events which more or less characterized the final regular session of the Fourth Congress. The question of the future political status of Micronesia was dealt with briefly by Senator Lazarus Salii and Congressman Ekpap Silk in their presentations of their Committee's report to their respective houses. The report has been published or commented upon in depth in other publications, and therefore is not treated in full in this article. It must be noted, however, that a resolution was adopted by the Fourth Congress which gave the negotiating committee a wide perimeter and "more authority to negotiate with its U.S. counterpart."

Suffice it to say then that although the status issue did not take up as much time in debates and other Congressional deliberations as other issues did, its impact was felt throughout the session. On a number of occasions it became a deciding factor in determining whether or not a particular piece of legislation should pass. We must wait until further rounds of negotiations have taken place before we know for sure what ultimate direction the Congress will pursue.

The session held in Palau, despite the many disagreements and contradictions which surfaced, was by far the most productive session the Congress has ever held. More than seventy bills and an even greater number of resolutions were adopted, several of which will have far-reaching effects that no one thought were possible as recently as two years ago. In appropriation measures alone, monies were made available for construction of many miles of roads into inaccessible areas, school buildings to be built in remote communities, boat channels to be blasted for isolated islands, and many other capital improvement projects not funded by Federal grants. In final review therefore we can conclude that the Second Regular Session of the Fourth Congress began with high expectations for unity among the six delegations, but ended just short of further fragmentation--a position where the Congress was almost seven years ago when it first convened.

Koror: two views

The author departed Micronesia in June for a new assignment in the Department of State where he will be Special Assistant for Policy Analysis and Resources Allocation in the Bureau of East Asian and Pacific Affairs. The views below are those of Mr. Dorrance.

Personal Notes

by John C. Dorrance

By the time this article appears in the *Micronesian Reporter* I will have departed Micronesia for a new assignment in the Department of State. What follows thus can be likened to the proverbial "Swan Song" of departure, and is a very personal and unofficial account of impressions and observations on the future of Micronesian-American relationships. My departure also represents at least a temporary end to ten year's service associated with Pacific Islands north and south of the equator, years which have often been exciting, always fascinating, and now treasured and characterized by a natural sympathy for the aspirations, and hopes of the people of Oceania. It is difficult to serve in any area for any length of time without sooner or later identifying with the people of that area and their concerns. This is particularly so in Micronesia, given the extraordinary warmth and hospitality which Micronesians characteristically extend to those "outsiders" who are fortunate enough to live among them in their islands, and who learn something of their cultures and hopes.

Of all my assignments in the Pacific area, that in Micronesia has truly been the most rewarding. My role or function here has provided the unusual opportunity of not only serving my own country, but also of attempting to serve the articulated interests and concerns of Micronesia. This primarily has involved attempting to assure that all those in the U.S. Government concerned with Micronesia's future have the best possible understanding and appreciation of Micronesian viewpoints, attitudes, concerns, and interests with regard to their own future. My intention has thus been to reinforce the flow of information, to broaden channels of communication and understanding, and to assure that the expressed views of Micronesia's leaders and peoples have at all times been promptly brought to the attention of concerned American officials. My successor will have the same obligations.

The task could have been difficult, but for two basic factors. First, the many kindnesses, the cooperation and the understanding and assistance provided by so many Micronesians have made my work not only rewarding, but also exceptionally pleasant. Second, the longer I have been associated with the question of Micronesia's future status, the more I have become personally convinced that Micronesia's and America's interests and concerns in this part of the world are not incompatible, but rather lend themselves to a beneficial partnership. Without this personal conviction, my heart could hardly have been in my job, and my time in Micronesia would have been an exceedingly frustrating one. But, to the contrary, I take pride and pleasure in the fact that I have been able to participate in a vital period of Micronesian political evolution, and in two rounds of status talks, which have seen major movement toward agreement on the character of a future Micronesian-American relationship -- a relationship capable of serving our mutual and our separate interests.

On arrival in Micronesia in 1970 I made what was probably an inevitable comparison of similarities and differences between Micronesia and other Pacific island territories I had contact with through previous Foreign Service assignments. I felt on arrival, and still do, that most of Micronesia's basic characteristics are similar to those of many other Pacific Islands: a remarkably narrow resource base; problems of transportation and communication flowing from geographic dispersion; differing cultures and languages which (with geographic dispersion) tend to foster centrifugal separatist forces; complex land issues; and movement toward self-government linked with a search for the most suitable form of future political status.

Too, I found in Micronesia several characteristcs which seem to set these islands apart from others in the Pacific. They include: (a) a dependence on external financial assistance matched by no other major territory coupled with social and economic development expectations unparalleled anywhere else in Oceania; (b) a degree of geographic dispersion and associated problems far surpassing those of any other Pacific territory; (c) a heritage of four foreign administrations -- each of which has left its own particular imprint. (All other territories have had one or, at most, two foreign administrations.)

But above all I found a natural and laudable search for answers to the same inter- woven and perplexing problems that face many dependent areas in transition to self- government. While the search for solutions remains difficult and protracted, the problems are easily defined. How to go about equipping Micronesia to cope with the problems of the twentieth century? How to satisfy economic and social development aspirations with the seemingly contradictory requirement of also preserving and protecting traditional cultures -- cultures often ill-equipped to meet the stresses and strains that inevitably flow from development? How to achieve developmental requirements and expectations requiring, now and for the forseeable future, substantial outside assistance, while also maximizing Micronesian control of Micronesian affairs? How to maintain Micronesian unity in the face of centrifugal, divisive forces which appear to be on the upswing? And, most important, how to satisfy Micronesia's inherent right to self-determination through a future political status which will provide a framework capable of providing solutions or answers to all of the above questions and dilemmas? These issues are for the most part Micronesian concerns requiring Micronesian debate and decisions. But to the extent that the United States has undertaken, through the treaty obligations of the Trusteeship Agreement, to assist in the achievement of Micronesian goals, it too is involved, and its viewpoints should be considered.

Without belaboring history, it is self-evident that the Congress of Micronesia has determined that the basic character of Micronesia's future political status is a principal key to the resolution of the inter-related questions listed above. From that decision flowed the Congressional mandate to negotiate partnership with the United States in the form of free association. The period 1968-70 saw Congressional definition of that goal. The subsequent two years have been devoted to Congressional pursuit of the goal. The latter have been a momentuous two years, but especially the past eight months, which have seen, in the Hana and Palau talks, major strides toward the basic goals of both American and Micronesian negotiators: termination of the trusteeship and establishment of a new and self-governing Micronesia in association with the United States.

While many complex details and issues remain to be resolved or clarified, the provisional agreements and understandings reached during those two rounds of talks have established a potential framework for a future Micronesian-American relationship. From the Micronesian viewpoint that framework satisfies the substance and goals of free association as defined in the 1970 Report to the Congress of Micronesia of the then Future Political Status Delegation. From the U.S. viewpoint the understandings, if satisfactorily implemented, could establish a partnership without precedent in U.S. history, but one still capable of serving basic U.S. foreign affairs and defense requirements in an area vital to the security of the free world. (Looking at the status question from a narrow U.S. national interests point of view, it is the adequate protection of those interests which provides the justification for association. Without that element, there is no practical point to the obligations that would flow from association.)

A number of factors have made possible the agreements which have flowed from the Hana and Palau talks, and which have been formalized in the jointly prepared, issued, and signed communiques released by the heads of the American and Micronesian Delegations at the conclusion of these talks. Certainly a foremost factor has been the manner in which Micronesian and American negotiators have met in a spirit of good will, and with a mutual desire to explore frankly and seriously each other's concerns, interests and requirements as they might affect Micronesia's

future status. As an example, the American approach has been to give priority consideration to those issues (such as control of land and laws) which Micronesians had previously described as being critical elements of any agreement on a future Micronesian-American association. Also, U.S. proposals and positions discussed at Hana and Palau were specifically tailored to take into account very legitimate Micronesian concerns relating not only to self-government, self-determination, and continuing Micronesian development, but also to the requirement to protect and even strengthen Micronesia's identity and cultures.

The manner in which the talks were structured was also a key to success. Both sides believed that frank and honest exchanges of views required a degree of privacy and quiet, an environment free from external pressures. However, it is wrong to characterize these meetings as secret. The full record of all formal meetings was released as soon as possible after each round of talks. Too, though the official meetings of the two delegations were necessarily somewhat formal because of the numbers of people involved, this is only a superficial impression and only one side of the coin. The negotiations since the summer of 1971 have been characterized not only by formal plenary sessions in Hana and Palau, but also by frequent correspondence and informal meetings between the heads of the two delegations. In this manner the agenda and mechanics of the official meetings were sorted out, views on all issues exchanged, and clarifications of positions made in order to avoid any misunderstandings. These most productive informal meetings were major keys to progress in the larger official sessions. Most important, there were also at Hana and in Palau many opportunities for members of the two delegations to get to know each other personally. The "tennis nuts" were at each other on the courts at dawn. (And the tennis scores of these Micronesian-American "confrontations" are the only "secrets" of Palau and Hana.) Those of us inclined toward laziness (including myself) preferred the more relaxed evening "bull sessions." Whatever the manner of personal contact, there can be no doubt that the establishment of personal relationships and friendships between members of the two delegations contributed enormously to the understanding of each other's viewpoints and thus helped pave the way for formalized understandings on a free association arrangement between Micronesia and the United States. But the question now arises as to whether the goals of the Congress of Micronesia, as expressed in 1969 and 1970, remain the objectives of the Congress and the people of Micronesia today.

In 1969 the Congress of Micronesia's Political Status Commission stated in its report that it sought "not an end -- but a redefinition, renewal and improvement of Micronesia's partnership with the United States." In making that statement, the Commission noted two inescapable realities: first, the need for Micronesian self- government; and, second, the fact of long-standing American interests in the area.

In 1970, the Future Political Status Delegation's Report to the Congress of Micronesia defined free association as having

". . . several essential features. The first is that the relationship is free and voluntary. It is freely and voluntarily entered into by the peoples of the territory, and either side is free to terminate it at any time. Another essential feature is that the people of the free associated state have full and unqualified powers in their internal affairs, including the right to amend their constitution, without even a theoretical power of intervention on the part of the former administering authority. Another is that the former administering authority retains only its powers and responsibilities in relation to the free associated state which are spelled out in the agreement, or compact, between the two parties. Finally, the free associated state relationship is arrived at through negotiation and is in the form of a compact between the two parties, with the rights and obligations of each party clearly defined in the compact.

"The primary purpose of free association is to enable the people of the free associated state to advance from a colonial status to a new and free status which satisfies their basic aspirations to rule themselves and protects their individuality and cultural characteristics, while recognizing the practical considerations which must apply to a territory of small population and limited resources. . . . "

The same report formalized these concepts in the four principles which formed the basic negotiating mandate of the present Joint Committee on Future Status. Elsewhere in the report, the Status Delegation recognized U.S. security interests in the Micronesian area and also noted that under the proposed free association concept: "The responsibility for external affairs and defense would be handled by the United States, and it would therefore be necessary for the United States to retain sufficient powers in those areas to enable it to fulfill its responsibilities." This latter principle was again given recognition on December 2, 1971, in a letter from the Chairman of the Joint Committee on Future Status to Ambassador Williams: "It has been the position of the Micronesian negotiating delegation that responsibility for defense

and external affairs will be in the hands of the U.S. when a new status comes into effect." Finally, this principle was agreed upon in Palau and incorporated into the Joint Communique issued by the heads of the two delegations on April 13, 1972: " . . . authority over and responsibility for foreign affairs and defense will be vested in the Government of the United States."

The arrangements agreed to preliminarily by both parties during the Hana and Palau talks have met the substance of the requirements of free association, as set forth by the Micronesian Status Delegation in its 1970 report, and as accepted by the Congress of Micronesia in the fateful summer of that same year. Nevertheless, some have brought up the question of sovereignty, although Ambassador Williams, in a statement on April 19, specifically stated that " . . . we now have the framework of a proposed new relationship based on the principle that sovereignty resides in the people of Micronesia . . . ." Most certainly that sovereignty will be expected when the people of Micronesia determine their future in a sovereign act of self- determination. And the provision for unilateral termination in a Compact of Free Association is but another -- if a major one -- of the indices of the Micronesian people's sovereignty. If sovereignty means control of a political unit's destiny by the people of that unit, then there would appear to be adequate guarantees of sovereignty under the arrangements agreed to in Hana and Palau.

Perhaps the problem has been one of differences in approach. The U.S. Delegation consistently has maintained that the substance of future arrangements is of more importance than the nomenclature. This particularly applies to the vague and sometimes misused term of "sovereignty." Many states of the United States (such as Massachusetts) are described as "sovereign" -- but Micronesia mostly certainly does not seek a status similar to that of Massachusetts, or of any other U.S. state. On the other hand, Micronesian leaders favoring free association frequently cite the Cook Islands' free association with New Zealand as a model applicable to a future relationship between Micronesia and the United States. Yet the Cook Islands are not described as "sovereign." In short, the substance of the arrangements should be our mutual concern, not labels which no longer have a common meaning under international or any other law.

Recognition appears to have been given to the above concept in Palau when the Micronesian Delegation stated on April 10: "There seems to us no purpose in seeking to characterize the status which will ensue from the Compact as constituting independence, sovereignty, or something different. The Compact will speak for itself in this regard. What is important is that the Compact be the product of the exercise by the Micronesian people of their inherent right of sovereignty and that it recognize, as implicit in such a right, the ability to change the status by terminating the Compact if the relationship proves to be unsatisfactory."

But, to return to basics, the U.S. has now provisionally agreed to arrangements which meet the substantive requirements for free association as defined in the Micronesian Status Delegation's 1970 report to the Congress of Micronesia. These relate primarily to self-determination, the nature of a Compact of Free Association, constitutional arrangements, control of laws and of lands, foreign affairs and defense responsibilities, and the means of terminating a Compact. Additionally, it is of very great significance that the Palau talks saw Micronesian concurrence with an American suggestion that a broadly representative Micronesian Constitutional Convention should be held in the not distant future in order to determine the nature and structure of Micronesia's future government. It is also of major importance that, in the event of termination of association between Micronesia and the United States, a pre-negotiated mutual security pact would go into effect and would govern remaining defense relationships. This important agreement, reached in Palau, was the result of a well thought out Micronesian proposal.

That progress has indeed been made in the past year should and does give cause for satisfaction to both American and Micronesian negotiators, and to those Micronesian leaders and people who favor the 1970 concept of free association. And this provides cause for hope for future progress toward a timely and satisfactory termination of the U.S. trusteeship. Yet events of the past year (at least in my view) also provide some cause for concern as to the directions in which we are now heading. Recent events and new, as well as unresolved, issues stimulate questions for which there are as yet no final answers. But the questions and the issues deserve attention by all those concerned with Micronesia's future. Some examples follow.

-- In negotiating toward a future relationship, the U.S. Delegation has given its preliminary agreement to the substance of the four principles of free association set forth in the 1970 status report. Yet some Micronesians, while claiming to accept the principle of U.S. responsibility for foreign affairs and defense (as outlined in the same report), also have tended to take positions which, if held to, would strip the principle of its meaning. Inclusion of adequate foreign affairs and defense powers (but with safeguards and an

international role for Micronesia) is from the U.S. viewpoint an essential element of association. Putting this another way, the U.S. has met the essential Micronesian requirements for association. Now the U.S. expects its essential requirements for association also to be met adequately. If the future status of Micronesia is to be a form of voluntary association between Micronesia and the United States, then it seems obvious that American interests must be served as well as those of Micronesia. Micronesia's leaders and people do have the right to alter their goals. If they continue to seek a mutually beneficial partnership and association, freely entered into by Micronesia's people, that is one thing. On the other hand, if what they now seek is little more than a form of disguised and subsidized independence, then they should say so. But those who seek such status must not expect the United States to accept arrangements which are pointless for the United States.

-- The exchange of views in Palau on possible future financial relationships raises legitimate concerns as to whether serious attention is being given to the U.S. position that any future Micronesian-American financial relationships will depend largely on the nature of our political relationships. In other words, the closer the political relationship, the greater our ability to assure adequate U.S. Congressional attention to and dependable financial assistance for Micronesia's future development. This is a simple statement of the political facts of life. The U.S. Congress' and the American people's attitudes toward provision of ongoing financial assistance abroad are undergoing rapid change. To an increasing degree priority in the allocation of U.S. resources is being given to the problems and requirements of the American nation.

-- Yet there are some in Micronesia who advocate a relationship which would not adequately meet U.S. as well as Micronesian interests, and which would establish a Micronesia that in reality would be no more than another separate and independent micro-state. At the same time, a financial subsidy is requested which would require the U.S. Government to devote more of its financial resources to each Micronesian citizen (on a per capita basis) than it does to the citizens of its own country. Is this logical? Does anyone believe that the U.S. Congress or the American people would accept such arrangements? Further questions can be asked about the nature of the requested funding. Under the association arrangements now being discussed, the U.S. is to be responsible for the defense of Micronesia, and is to provide financial assistance for its peaceful development, as well as financial compensation for lands that might be leased by the United States. At the same time the U.S. is asked to pay an annual fee to the Micronesian Government in return for prohibition of entry into Micronesia of foreign military forces and installations. Some leaders, who would exclude U.S. defense installations and forces in Micronesia at any price, are in the forefront of those suggesting that the U.S. should additionally pay for the exclusion of the military of other nations. Are these positions reasonable?

-- Aside from the question of finance, Micronesian negotiators seek for Micronesia and its citizens all of the benefits of a U.S. territory and of U.S. nationals. But they flatly reject even a minimum of responsibilities and obligations that might be expected to flow from such status and benefits. Is this reasonable?

-- Recent developments directed at a separate, permanent and close political relationship between the Mariana Islands and the United States were inevitable given the long history of Marianas' aspirations towards political union with the United States. U.S. policy over the past 25 years or more, directed toward a common political future for Micronesia, has not been a success in this latter regard. But now events during the past year in other districts raise the question of whether there is a true basis for Micronesian unity even among the remaining districts of Micronesia. I for one hope that there is, and that centrifugal forces and differing attitudes toward Micronesia's future can be overcome by recognition of common interests and requirements. But these centrifugal forces and differing outlooks cannot be ignored. These questions of unity are mainly Micronesian concerns requiring Micronesian solutions -- perhaps within the context of a Micronesian Constitutional Convention as well as through the future political status negotiations. But the issues and problems are so basic that they cannot be brushed aside by anyone concerned with Micronesia's future.

-- There is, finally, the most basic question of all. One that relates to all of the above issues and points: the need for Micronesia to assign priorities between the requirements for economic and social development, and the desires for a maximum degree of political independence. Both goals are laudable and understandable. But, taking into consideration Micronesia's utter dependence for development on external assistance, and this age of inter-dependence between nations, there are conflicts between the two goals which require resolution through compromise. Maintenance of even an approximation of present government services in such areas as health, education, transportation, and communications will require outside budget support.

-- Alternatively, some Micronesian leaders have suggested that Micronesia's economic dependence, which flows not only from an extraordinarily narrow resource base, but also from increasing levels of government services, is an erroneous trend. It has also been suggested that small, local Micronesian ventures, especially in the areas of marine resources and tourism development, should be promoted rather than larger ventures which require large amounts of foreign capital and thus some degree of foreign participation in management and ownership of such ventures. These views are legitimate and worthy of equal consideration. But my point is the need for basic decisions about which particular objectives are sought. If the goals are at least continuation of existing social and other services, and an increasing pace of economic development, then there must be an acceptance of the need for large-scale external assistance, and of the conditions that will necessarily attach to that assistance. If the objective is maximum political and economic independence, then there must be acceptance of the need to terminate most existing social and other services, and direct economic development toward small, locally oriented economic ventures. And there must be a corollary acceptance of a much reduced standard of living for most Micronesians.

-- These decisions require examination not only of goals. To the degree outside assistance is needed or desired, they also require examination of the availability of such assistance, of alternative sources, and of the nature of the conditions that inevitably will attach to such external aid. In short the price tags attached to independence, and to all other forms of status must be examined. For each form of political status there is a sacrifice to be made. The examinations and choices are for Micronesians to make. But before final decisions are taken, the ramifications of each of the choices should be made known to the people of Micronesia. The ultimate consequences of the decisions taken today will fall not only on all of them, but also on all future generations of Micronesians.

Summing up the many decisions and choices that must be made by Micronesia's leaders and people, one turns back to the basics involved in the status question. Most Micronesians seem to want a maximum degree of self-government and at the same time maximum social and economic development. The two objectives, to the extent they are in conflict, require resolution in a manner which will not prejudice basic Micronesian rights to self- determination and self-government. In 1970, free association, as defined in the status report of that year, was seen by the Congress of Micronesia as providing a satisfactory compromise capable of protecting and serving essential Micronesian political, economic, and cultural interests. The U.S. has believed a closer and more enduring relationship between Micronesia and America would better serve Micronesian developmental requirements, while also protecting Micronesian political rights, preserving a Micronesian identity, and promoting Micronesian unity, than would a loose and more tenuous "free association." But in Palau the U.S. Delegation did tentatively agree to a free association relationship in recognition of the Congress of Micronesia's known desires, and of that body's negotiating mandate to the Joint Committee on Future Status. That agreement was provisional and remains dependent upon Micronesian agreement to arrangements which would also meet U.S. requirements for association.

Although the relationships envisaged under free association arrangements cannot provide to Micronesia the full advantages and benefits of the closer association the U.S. had previously proposed, the negotiation of the substance or content of free association still provides opportunities for development of a mutually beneficial and inter-dependent partnership.

But emerging pressures and trends, as already pointed out, risk reducing the free association concept to a one-sided affair of little interest or value to the United States. In these circumstances, Micronesians must determine whether or not they wish a true partnership advantageous to both parties. In the words of Ambassador Williams (Palau, April 8, 1972): " . . . we do not see how it is possible, or realistic, to talk about independence and free association at the same time -- about the hoped-for advantages of one and the benefits of the other being combined in one arrangement." I earnestly hope the Micronesian decision is for a mutually advantageous free association partnership. If that is their decision, I am certain the American Government will respond in a positive manner to such an objective.

I recognize that many of the choices and issues I have posed, and some of my observations, are not pleasant ones. But it is my regard for Micronesia which causes me to set down these concerns. They may be resented, coming as they do from a non- Micronesian. But I hope they will be accepted for what they are -- as factors that must be considered in the hard choices that lie ahead. Whatever the decisions may be, and wherever Micronesia's future course, I will continue to follow with deep interest and sympathetic concern the unfolding of Micronesia's future. Her past has often been rough and stormy. For the future, and whatever directions it may hold for Micronesia, my family and I wish Godspeed and smooth sailing to all of her people.

The author served as staff writer for the Congress of Micronesia Joint Committee on Future Status during the Palau negotiations. The opinions expressed in the following are those of Mr. Kluge, and do not reflect an official position of the Joint Committee.

Looking Back

by P.F. Kluge

Everybody wondered what was happening at the hotel. Arriving at the airstrip on Babelthuap, visitors to Palau asked what was going on there. Around the bars of Koror, over the mind-numbing racket at the Peleliu Club, people asked what was happening at the hotel. Even at the Palau Jail, where visitors purchase handicraft items carved by prisoners, the prisoners inquired about the fourth round of political status talks between America and Micronesia.

While the meetings proceeded at the Koror Continental Hotel, the reasons I could not answer these questions were clear to me. The sessions were closed to the press and to the public and -- apart from the contents of some notably uninformative press releases -- there was nothing anyone could say during the negotiations. What was happening at the hotel was confidential.

Now that the meetings are over, now that the transcripts of the meetings have been released, now that both the American and Micronesian delegations have made their reports, I find that I still am not altogether certain what happened at Koror. What was *said* -- the formal, legalistic statements that the Americans and Micronesians read at each other across a table -- is public information. What *happened* is another matter and now, weeks after leaving Koror, I find myself back in New York City still unable to neatly summarize what happened. Let me try, once more, to sort things out.

Things never turn out as we picture them in advance. When I learned that the fourth round of status talks would be held in Koror, and that I would be there, I remembered Palau. Sitting in New York, I thought about Palau: how it looks at daybreak, when the first sun hits the islands and you have a few hours of cool daylight; how dusty and hot is the middle of the day, when you can almost feel the collar of your shirt turning brown behind your neck and you have to splash cold water on your face to stay awake after a hot, heavy lunch; how, toward evening, the islands get cool and mellow and pleasant and people come out of houses and sit talking on platforms or stand loitering in the doorways of stores; how, when night arrives, rented cars with bald, eggshell-thin tires jolt over nightmare roads in search of -- of what? -- new bars? new faces? new philosophies?

What I pictured was that the spirit of Koror would somehow affect these important meetings. The pleasant morning hours would go for planning. The afternoons would be spent on meetings -- tense, tiring sessions, give-and-take negotiations. In the evenings there would be talking and drinking, the arguments and insights that would be translated into progress on the following day. And by the time it was all over -- or so I pictured it -- we would have what has always eluded us so far: a clear sense of the course on which Micronesia is headed.

Now, when I look back at the two weeks we spent in that hotel, the days and the times of day are all blurred, and the hotel itself I remember as a gilded, luxurious prison far away from Koror and from Micronesia. The meetings, it soon developed, were rigid confrontations in which one side would read a prepared position paper at the other. The other side would acknowledge receipt of the paper -- sometimes with thanks, sometimes without -- and we would all return to our rooms and prepare for the next meeting.

SENATOR NAKAYAMA

SENATOR AMARAICH

REP. SILK

It was a stiff, formal routine, a world of lawbook phrases, measured politeness, and Xerox machines working overtime, and it changed very little as negotiations proceeded. I was surely not in America, but during the weeks in that hotel I only rarely felt that I was in Micronesia. Whether the United States Delegation ever got close to Micronesia, whether it ever developed some special feeling for the islands, I cannot say. For the Micronesians, there were a few moments when things relaxed. Sometimes on the veranda of the hotel at dusk, or down at the edge of the marina, where fresh fish were broiled on a piece of metal, it was possible to talk about or forget the day's events. But these were exceptional moments.

All this suggests that it takes time, more time than many people would have guessed, to end a Trusteeship, and it takes an especially long time to end a Trusteeship which is a strategic Trusteeship. The effort to change Micronesia's political status, which began in a burst of drama three years ago when Senator Lazarus Salii read the Status Commission's Statement of Intent, when Secretary of the Interior Walter Hickel visited Saipan, when there was excited talk of independence, of free association, of annexation, has now changed markedly. After four rounds of negotiations, much of the high spirit -- the speeches, the newsmaking, the sense of tackling a historic challenge -- is passed, and only the work remains. Tedious, slow work.

The United States and Micronesian Delegations have agreed that the talks in Koror were successful. Both sides evidently feel that their interests were advanced, and the record of the talks supports them both. The main thrust of the United States presentation related to the areas of foreign affairs and defense. The United States Delegation stated, and restated, that it needs full authority to act for Micronesia in these areas. For some time, Micronesian leaders who discussed free association generally conceded that foreign affairs and defense matters would indeed be handled for Micronesia by the United States. What might not have been realized, until Koror, was the urgency that the United States attached to its requests for these broad powers. Again and again one sensed how important it must be to Washington that, whatever internal self-government is established in Micronesia, the rest of the world be informed that when great issues of war and peace (foreign affairs and defense) arise, Micronesia remains within the American sphere of influence.

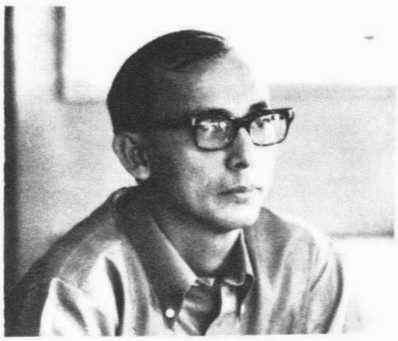
In Koror, Ambassador Williams pressed the United States requests for foreign affairs and defense authority. He secured the Micronesian delegation's agreement to the principle that the United States should have the authority it asked. But the Micronesian

SENATOR LANWI

SENATOR OLTER

REP. PAUL

SENATOR SALII



REP. GUERRERO

SENATOR PANGELINAN

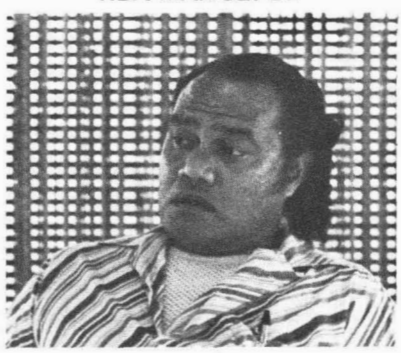
Delegation held out for some prior limitation on U.S. powers in both areas. A specific example: if the United States established a military base for, say, missile testing and, years later, decided to stop testing missiles and start experimenting with chemical and biological warfare, the Micronesians would expect that they could accept or reject so drastic a change in the use of a base. Whether the United States will grant such a veto remains to be seen, however. This may appear a far-fetched example, perhaps, but the issue underlying it is crucial: if the United States is granted full authority over Micronesian foreign affairs and defense how will those terms be defined? How, if at all, can those powers be limited? Still, despite bothersome problems like this, the American Delegation could return home knowing that they had received substantial agreement on the principle, if not the specific practice, of American foreign affairs and defense powers in Micronesia.

What the Micronesians took home was equally important. About two years ago, they spelled out what were the four essentials of free association: that the people of Micronesia had the sovereign right to determine their political future; that they could make their own constitution and laws without deferring to American precedents; that they had the right to control their land; and, finally, that they had the right to end any future association with a foreign power; to end it by themselves, with or without their partner's consent. During the third round of talks last October, the Micronesians obtained what looked like U.S. agreement on the first three issues: sovereignty, land, and laws. The fourth principle, christened "unilateral termination," was a much tougher issue. At first, the United States opposed unilateral termination, contending that the proper way to end any future relationship was with the consent of both sides. Whatever positive arguments could be made for "mutual consent," such an arrangement would have given the United States a tacit veto over the political destiny of Micronesia. After four foreign administrations - all of which exercised their own vetos over Micronesia in their own ways - Micronesians were in no mood to grant that kind of veto to anybody.

This head-on conflict between the two sides was broken late one afternoon when Ambassador Williams announced that the United States would be willing to accept eventual unilateral termination. There were several footnotes to this concession however. I counted about three. First, the United States needs for defense and foreign affairs authorities will have to have been met. Second, during its initial years, the compact will not be unilaterally terminable; only after five years (Micronesian proposal) or fifteen years (U.S.

SENATOR TUN

REP. MANGEFEL



SENATOR TMETUCHL

counter-proposal) can the compact be ended by either side; third, if the compact is ended, a previously-negotiated security treaty will provide the terms under which the United States can continue its military privileges in Micronesia. Still, despite these substantial conditions, the United States did accept Micronesia's deeply-felt insistence that, from here on, Micronesians ought to have ultimate control over the foreign powers who show up in their islands.

All of this is a pretty impressive record for two weeks in Koror. The United States got most of what it wanted in foreign affairs and defense. Micronesia got most of what it wanted on termination. You could leave Koror almost convinced that there will be a workable future relationship between Micronesia and the United States. And, already, people are saying that future negotiations will be mainly concerned with putting all these understandings into legal language. The compact between America and Micronesia is in the hands of the lawyers, it sometimes seems.

Why, then, do I feel an undercurrent of pessimism and a sense of continuing uncertainty about where things are headed? Why do I feel that there are some large reckonings yet to come? Why, after three years of work, four rounds of negotiations, is there an uneasy feeling that this whole business between America and Micronesia is far from done with?

Here are some of the answers I come up with.

——The practical issues remaining to be settled at the conference table are not trivial. Whether Micronesia can live with the full authority the United States requests in defense and foreign affairs, or whether the U.S. can tolerate any limitation or control of those powers by a Micronesian government has not been determined. Whether the two sides can agree on a pre-negotiated security pact which would go into effect if the compact were ended also remains to be seen; if they cannot, the agreement on termination evaporates. And, still almost unmentioned is the largest practical issue of all. It is what news reports have politely called the issue of "finance," and it comes down to this: how much is the United States willing to pay for its privileges in Micronesia? How much will Micronesia need to sustain its self-government and -- one hopes -- create a balanced economy?

——Even at this late date, there is one important philosophical problem which keeps turning up at the discussions between Americans and Micronesians and which has still not been laid to rest. It is the issue of Micronesian sovereignty. Although the United States has recognized the sovereign right of the Micronesian people, it isn't clear whether it would agree to the formation of a sovereign Micronesian government. As a result, discussions of free association have repeatedly been hung up in debates about whether, and in what sense, and to what extent, the government of Micronesia could be considered sovereign. The U S. position appears to be that a government of Micronesia which entered into free association with the United States and which had ceded wide powers to the United States, could not be considered a sovereign government. Whether Micronesians can accept this remains to be seen. All of this debate about the nature of sovereignty might sound like a matter for a political science classroom, but already there are strains of pride and national feeling showing up on boths sides of the argument, and one suspects that this matter will have to be thrashed out.

——One other issue can't be omitted from a report on status: the matter of Micronesian unity. I do not refer to the request of the Marianas District for separate negotiations with the United States, or to the United States' indicated willingness to conduct separate talks with the Marianas. You could see this move coming from years and miles away, and its emergence at Koror surprised no one. More important, perhaps, than the direction of any one district is the precedent that may have been set for the other five districts. In years to come, when inevitable conflicts arise between the districts, one shudders at the impact the Marianas precedent may have, at the tension which may result, and at the weapon that may have been forged – a weapon others may use against Micronesia and which Micronesians may yet use upon each other.

These are some of the reasons why one feels that things are far from settled in Micronesia. There's just one last point. The negotiations might still collapse in disagreement, for any of the reasons I've mentioned. But even if they succeed -- as I suspect they will -- it only means that America and Micronesia will not be free of each other. And that is the final source of my uncertainty. The political ground rules will be changed, the economic bookkeeping will be altered, but a great power and a scattering of islands will continue to confront each other, test each other, make demands on each other. Tied and tangled, America and Micronesia are going to have to put up with each other for a long time to come. So, one can hope for much. And be sure of nothing.

CIVIC ACTION TEAMS

PHOTOS AND NARRATIVE BY US NAVY AND JO1 KIRBY HARRISON

There's a new American in the Trust Territory of the Pacific Islands.

On any given day he may sport a scruffy beard and a face too red from a near–equatorial sun. He'll wear cutoff green shorts and combat boots and may speak Ponapean, Kusaiean or Trukese with a Mid-west accent. The cuts and bruises and mud on his hands match the hands of his Micronesian friend.

He's a Seabee, part of five Navy Civic Action Teams (CAT) now operating in the Trust Territory at the request of the Micronesian people.

The civic action program began in June 1969 with two teams. Today there are seven groups working in the six districts, two of them Army and Air Force.

"There have been as many as six Navy teams operating at one time," says Lt. Bob Degon at Civic Action Team headquarters on Guam. "But at the moment there are no plans to increase the number of Civic Action Teams, primarily because of the cost."

The estimated expense of maintaining the CAT program is better than $2-million annually.

"But the program has no cutoff date," says Degon. "Adimral Zumwalt has expressed a personal interest in civic action here and we expect it to continue, at least for the next several years."

The 13-man Civic Action Teams are faced with two jobs. The first, and perhaps most important, is the training of islanders. A six-month period of instruction and practical application includes plumbing and water distribution, carpentry, heavy equipment operation, electrical repairs and maintenance, and engine mechanics.

"The name of the game is to work ourselves out of a job," says Captain A.J. Kodis, ComNavMarianas Special Assistant for Trust Territory matters.

"By developing these skills," explains Kodis, "we hope to have trainees form their own companies and bid for construction jobs that civic action teams are now doing. They can put us out of business and that's what we want."

"But there are some problems," reports Ltjg. Spencer Roane, whose team recently moved from the island of Moen to Dublon in the Truk Lagoon. "We'd be foolish if we didn't recognize them."

Roane points out a recent cut in funds for Public Works on Moen.

"That was the biggest source of jobs for the graduating trainees. Out of the last class, none has been hired by Public Works. In fact, they're laying people off." An airport expansion project on Moen has recently opened up jobs for a number of trainees, but, says Roane, "the problem is still there."

Trainees for Civic Action Teams are usually chosen by local officials with the CAT officer-in-charge on the basis of previous experience and a personal interview.

"It's difficult sometimes," says Roane. "We had almost 200 applicants for the last training program. Sometimes it's hard to tell who really wants to learn the job and who is just interested in collecting the $20-a-month pay."

The second phase of civic action is the technical assistance and actual physical aid on more complicated construction projects.

"These teams have built and helped build everything from seawalls to schools," says Degon. "Team 1021 left for Palau in March to float pieces of prefab over the reef at an island there to build a new dispensary. Everything they need has to be taken in across that reef, and it won't be easy."

Many of the jobs tackled by the islanders and Seabees have been more than difficult, but they're being done, and done well. The enthusiasm is there, and reflected in a hand-painted sign on the wall of one Seabee's locker, "Building for a Better Paradise."

Civic Action Team 0416 recently returned from the island of Kusaie, 42 square miles of jungle and freshwater streams in a corner of the Micronesian group. They spent eight months there. One man recalled the team's arrival.

"None of us could speak the language; the local Public Works people were reluctant to have anything to do with us at all; and the children would shy away from us."

By the time 0416 packed up to leave Kusaie, the change was obvious.

"We must have attended a dinner every night for a week," laughs Ltjg. Bob Heisler. "But most important of all, when we left you could borrow tools from Public Works, and more than once we lent them our own equipment. If you judge a team's effectiveness by the number of friends they leave behind, I don't think we could have done better."

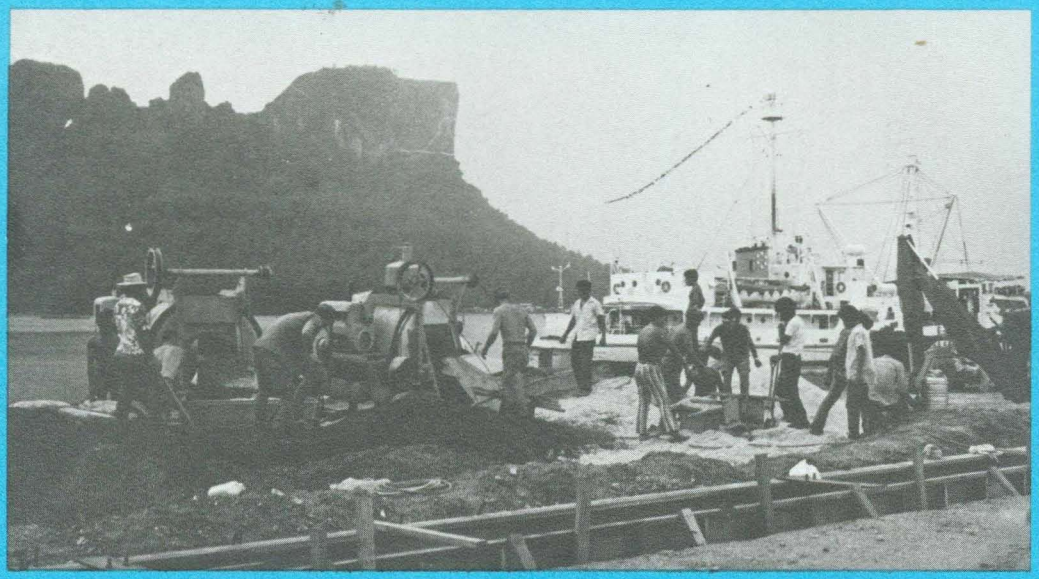
But 0416 left more than friends on Kusaie.

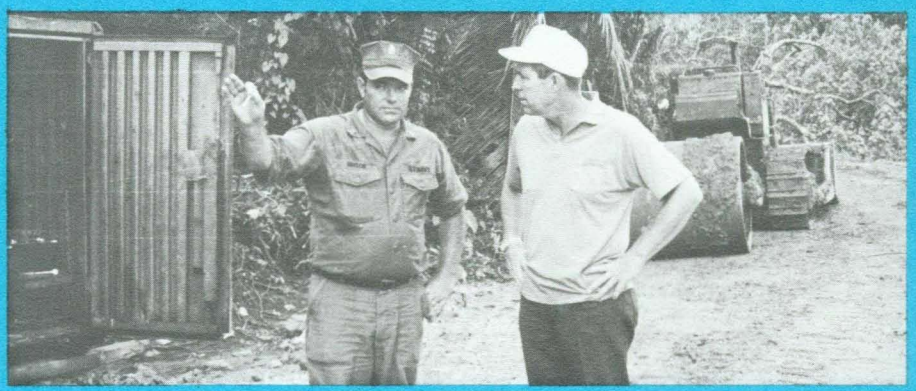
Shortly after the team's arrival, Kusaie's only high school caught fire and was partially destroyed. In less than two months, CAT Kusaie had rebuilt the burned portions of the school and classes opened just one month late.

They and the trainees finished a dispensary in the village of Tafunsak, constructed 250 feet of seawall to support a new dispensary at Utwe, built a new concrete slab bridge on the main road, and with Navy Community Relations Funds constructed the island's first concrete basketball/volleyball court in the village of Lelu. CAT heavy equipment helped finish the last mile-and-a-half of road connecting the two ends of the island.

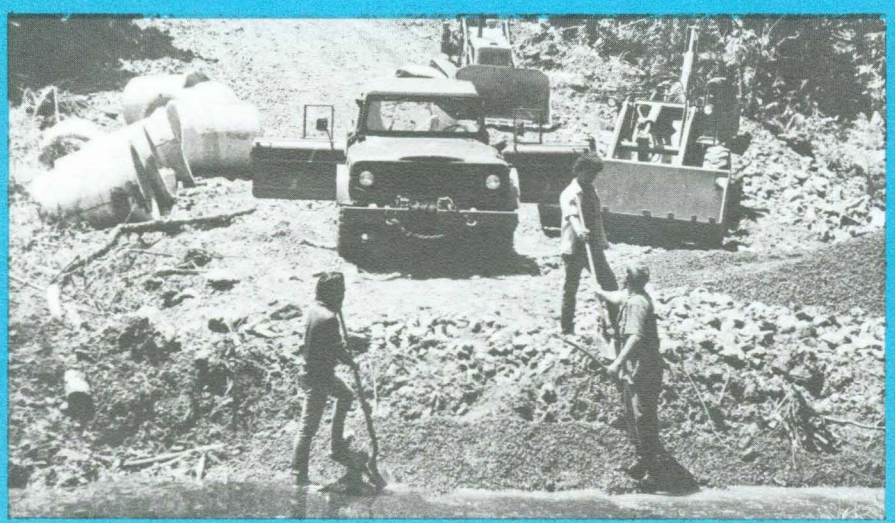
"A mean mile-and-a-half," comments Heisler. "Palm trees and coral, rocks and muck and rain."

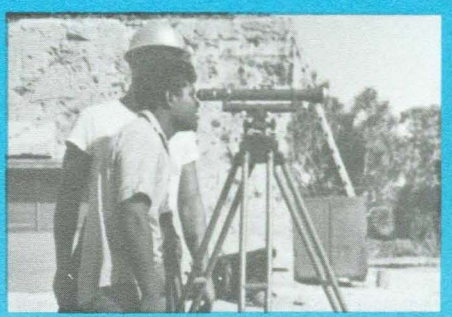
"I'd like to come back someday and see it again," says another man. "Maybe what we did seems like very little, but I'd like to think we helped. I'm sure we did. I just wish we could have done more."





At right, Rear Admiral Paul E. Pugh, ComNavMarianas, during an on-site inspection in Ponape. Other photos: top, Ponape; lower right, Yap and the Marshalls; below, Ponape.





A Scorecard . . .

Since the Civic Action Teams began to work in the Trust Territory, they have completed a remarkable number of projects. The following list includes accomplishments through March 1, 1972:

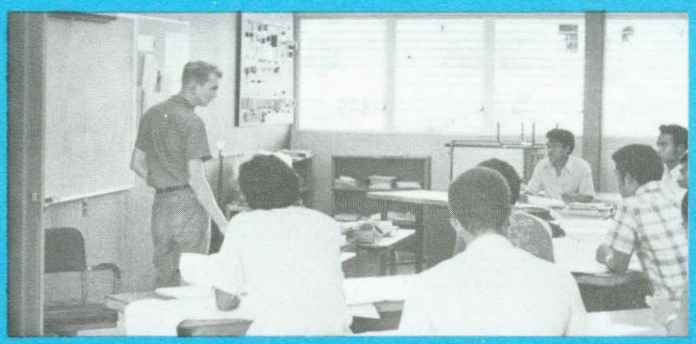
Forty-two school rooms, seventy-five medical buildings (mostly outer island dispensaries), thirty-two recreational facilities (including basketball courts, gymnasiums, and other enclosed recreational buildings), thirty-seven public buildings, and thirty-seven sanitation facilities; enough water catchments to hold 720,682 gallons, nine electrification systems, 609 culvert and drainage sections, 4,390 feet of seawall, and 85,935 feet of water distribution pipelines.

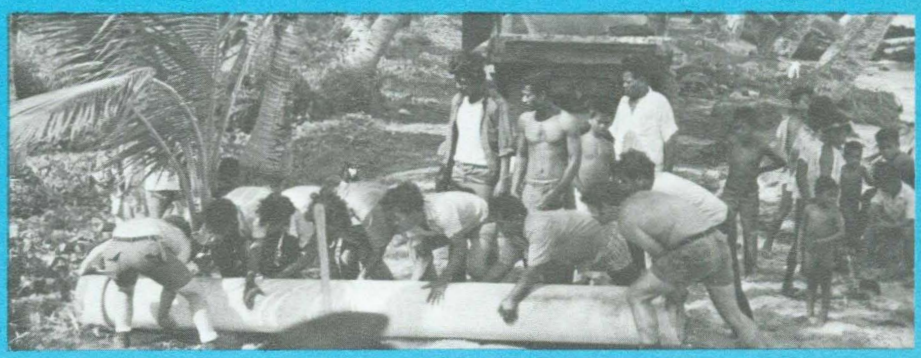
The teams have also been responsible for repairing 11,771 feet of causeway, rehabilitating two airfields, clearing 116 acres of land, and building 485 feet of vehicular bridges (and repairing another 62 feet of three bridges).

Roadwork has included pioneering 34 miles of new roadways in preparation for final work, construction of 60 miles of roads, upgrading an additional 146 miles, and performing maintenance on another 125 miles of roads.

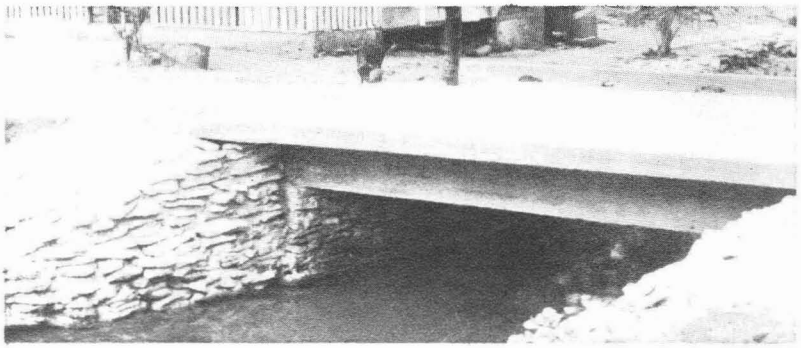
In addition, the teams have been busy with thirty to fifty miscellaneous smaller projects each month--assisting local public works, community action or other organizations with projects which require fewer than five mandays each.

CAT medical aides have recorded 12,042 separate medical treatments of one kind or another for local citizens. Some 3,000 local residents have worked with CAT since the program began, with more than 100 of them completing a formal program of training and receiving proficiency certificates.

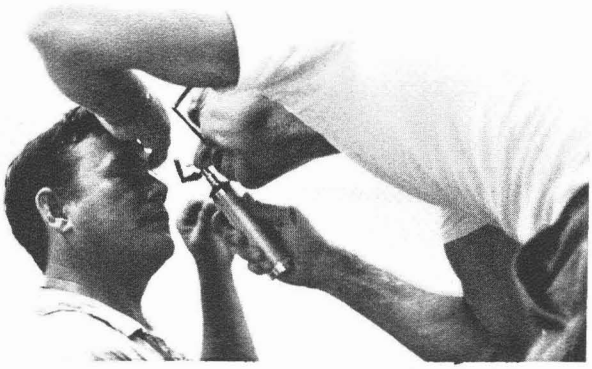


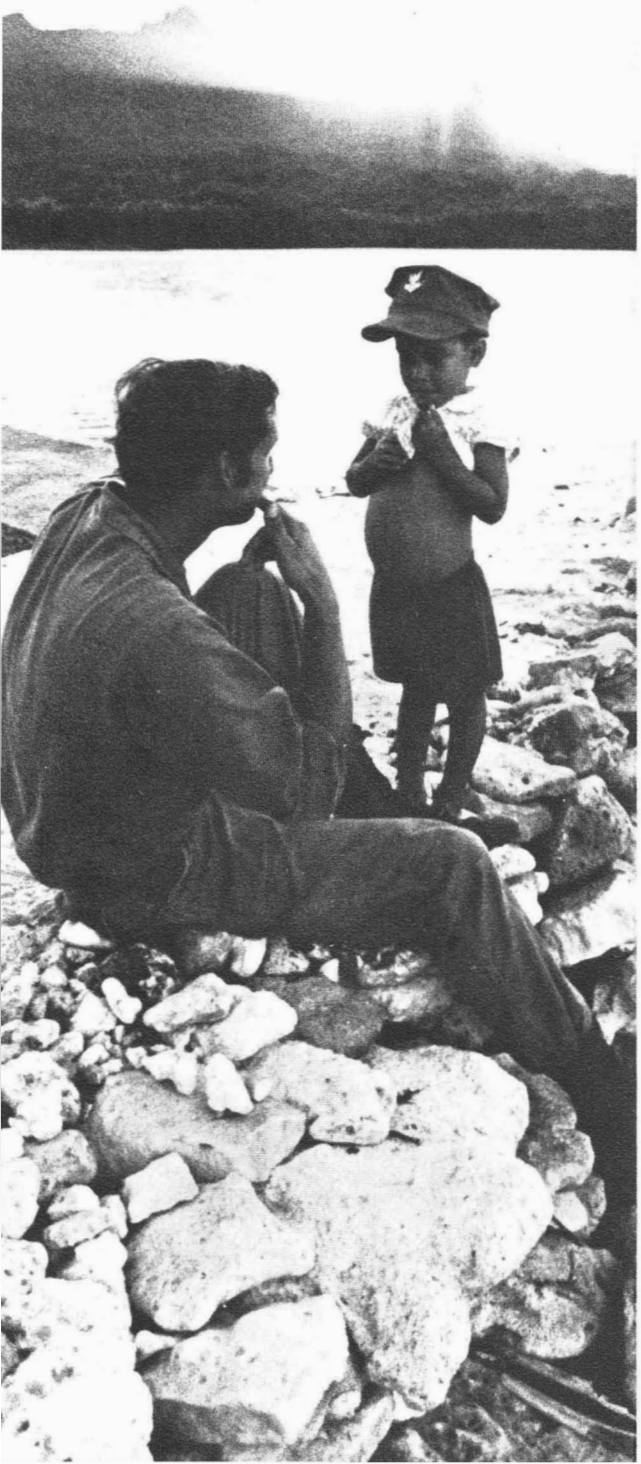


Top, Kusaie; middle, classroom instruction at MOC in Palau; bottom, Truk.



Top, Wotje elementary school building takes shape; second row, Kusaie; at right, CAT medic checks an eye in the Marianas; below left, Kusaie; below right, the Marshalls.





Harris Skilling smiles shyly, showing a missing tooth and a few more wrinkles. He pushes back his Navy Seabee hat and tells how his great grandfather sailed the waters of Micronesia as a pirate.

He laughs and the four Seabees sitting in the boat laugh with him, not quite sure if they're being put on, but obviously preferring to believe the tales this 52-year-old Kusaie islander spins.

Harris is an unofficial fourteenth Seabee on a Civic Action Team made up of 13 Navymen stationed on Kusaie. He never actually joined the Seabees. They just kind of joined each other.

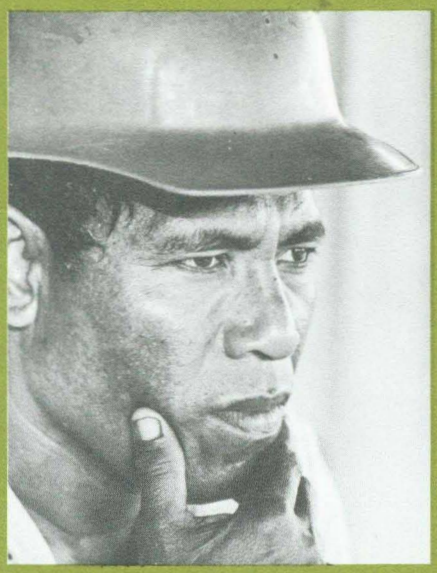
The Navy men of Seabee team 0416 can't remember a time in their eight months on Kusaie when Harris wasn't around.

"When we first got to the island," says one, "Harris was there.

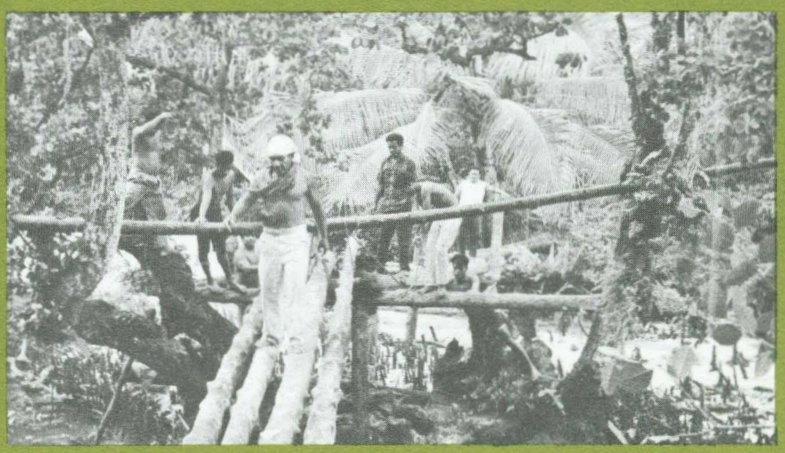
"The only way from our camp to the main village of Lelu then was by boat. If our boat broke down, Harris was the first to offer the use of his. If we needed a fourteenth Seabee to do a job, he was the first to volunteer. He took us fishing and diving and taught us the local customs.

"He never asked us how much we'd pay him. He just showed up when we needed him."

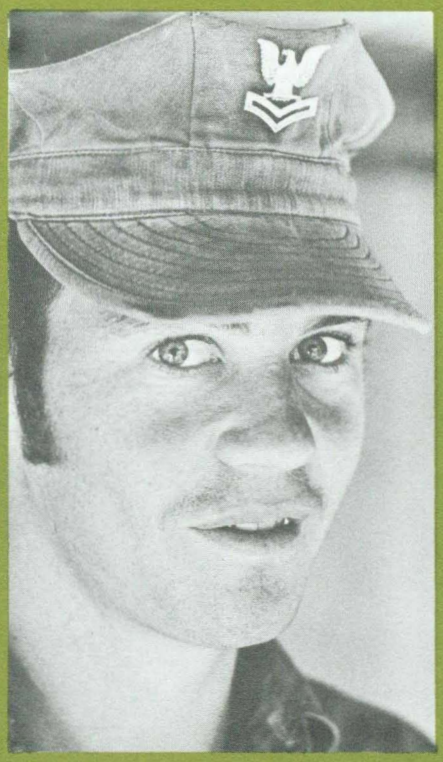
Harris lives with his wife and children in a tiny house just a hundred yars from the Seabee camp. His youngest son, Alec, is a familiar sight around the camp. Tagging along behind a giant in combat boots, 4-year-old Alec will tell you he'd like nothing better than to be a Seabee.



Above, hardhats are a new uniform of the day; above right, steelworker Bob Bellanger and Ponape trainee Kirino Jacob; below, Ponape construction site.



Above, CAT builder Terry Molidor and trainees Luter Timothy of Malem Village and Shorty Canabu of Tafunsak, both from Kusaie; right, Kusaie; below, Garry Ratzlaff.



Seabee Equipment Operator Garry Ratzlaff bounces around the back of a green Navy truck on Kusaie. A shock of unruly brown hair is continually being pushed back into place.

Passing through the village of Utwe he looks up and yells a greeting in Kusaiean, and smiles at the response.

"I'm really going to be sorry to leave here," he tells no one in particular.

Garry is attached to Seabee Civic Action Team 0416 and their time on this island southeast of Ponape is coming to an end. For eight months, thirteen Seabees have worked with Kusaie islanders to build roads, construct schools, erect seawalls and finish a dispensary.

Like the other twelve men in the group, Garry will be glad to get home again. And when home is Billings, Montana, it will be quite a change. The temperature on Kusaie hovers at 85°the year 'round. Billings in March can expect to see more snow before spring.

A graduate of Billings Senior High, Garry studied art with a passion and never thought too much about "really learning a language."

When 0416 arrived on Kusaie from Port Hueneme, Ca., he and the rest of the team took lessons in Kusaiean from Elmer Asher, a local school teacher. In just a few months Garry left the rest of the team behind and was telling jokes and speaking Kusaiean with anyone and everyone who would stand still long enough.

"I guess I kind of fell in love with this island and the people," says Garry with a half-shy laugh. "I'll probably get home and try to teach Mom how to fry breadfruit."

Along with memories of Kusaie, Garry will carry home some nine paintings in acrylics he did on the island and eleven sketchbooks full of the scenes and people he grew to love.

"The subjects here are fantastic," says Garry. "I could have filled twice as many sketchbooks, but working ten and eleven hours a day didn't always leave time."

His paintings found a popular audience with Kusaieans. He was offered $50 for one of his works. Garry refused.

"These first works are too much a part of me and the way I feel about what's in them," he says. "I couldn't sell them without selling a part of me."

His work so far has been, in his own words, somewhat impressionistic. I think what I'm looking for in my painting is an originality within the realm of reality. Maybe realism in abstract terms. I don't quite know."

One thing Garry is sure of. He's going on to college when his enlistment is up in August.

"I applied at Montana State, but I don't know if I've been accepted for the fall term," he smiles. "We don't get a lot of mail out here."

He plans to study architecture, "I guess because not every artist can be a good architect, but the potential to be a good artist is part of every architect."

Unwinding his lanky frame from the back of the truck, Garry looks across at the sunset on the backside of Kusaie a moment.

"Ought to go out on the reef and get some lobster tonight," he says, swinging himself to the ground. "They're hard to find in Montana."

# of cats and rats and TOXOPLASMA GONDII at namoluk

by Mac Marshall

Recently, Namoluk Atoll in Truk District has been the scene of medical research important not only for the people of Micronesia, but also for people throughout the world. A team of scientists and local health personnel there have been studying the occurrence and transmission of a parasite, *Toxoplasma Gondii.*

Toxoplasmosis is a disease caused by infection with this parasite. The disease, occasionally fatal, is known to cause stillbirth or birth defects when pregnant women become infected, and it has been recognized as a cuase of chronic eye disease in adults. Fortunately only a small proportion of people infected with *T. Gondii* develop disease. The parasite lives part of its life cycle in people and in animals such as dogs, cats, rats, or pigs. The life cycle is not yet well understood. Apparently, humans and animals acquire the parasite from eating infected animals or from contact with the excrement of infected cats. (It is suspected that the eggs of the parasite are excreted only by infected cats.) Insects such as flies and cockroaches are believed to carry these eggs from cat feces to people's food. Once the eggs enter a human body, they hatch and the parasites enter the bloodstream where they spread throughout the body. Scientists are studying toxoplasmosis in an effort to discover exactly how humans become infected. Small atolls are especially important in this research since most of them have only a few kinds of animals and the search for the "villain" is made easier.

With the approval of Dr. Ngas Kansou, District Director of Health Services, Mac Marshall, an anthropologist working on Namoluk under a grant from the National Institutes of Health, his wife, Mrs. Leslie Marshall, a physiologist, and Sarel R. Agrippa, Namoluk Health Aide, collected blood samples from 90 Namoluk adults who volunteered to help the research project. These samples, collected in June, 1970, were mailed to Dr. Gordon D. Wallace of the Pacific Research Section, National Institute of Allergy and Infectious Diseases, in Honolulu, Hawaii. His laboratory analysis revealed 96 percent of the Namoluk adults sampled had been infected with *Toxoplasma!* At this point, people on Namoluk became very interested and were quite willing to help solve the puzzle of how they had become infected.

Early in 1971, the Marshalls and Sarel collected blood samples from another 190 people on Namoluk, most of whom were children. With the assistance of Dr. Charles Jones at Truk Hospital, these samples were mailed to Dr. Wallace in Hawaii. Later, blood samples were gathered from pigs, cats and rats on Namoluk and sent to Dr. Wallace for analysis. Analysis showed that altogether 77 percent of the people on Namoluk had been infected with Toxoplasmosis - many of them recently. A large number of these had never been away from Namoluk indicating that they were infected on the atoll. Furthermore, 85 percent of the cats, 26 percent of the pigs, and three percent of the rats tested showed evidence of infection. Following the detailed analysis of these specimens, Dr. Wallace decided to visit Namoluk to conduct further studies. His trip, which occurred in May 1971, was made possible through the help of Dr. William Peck, Director of Health Services on Saipan, Drs. Kiosi Aniol and Charles Jones on Truk, and Truk District Administrator, Juan A. Sablan. Father William Rively provided transportation for Dr. Wallace from Truk to Namoluk on the Catholic Mission boat, "Star of the Sea."

Dr. Wallace had travelled in 1968 to Ifaluk, Woleai, and Eauripik atolls in the Yap District to study the prevalence of Toxoplasmosis on those atolls. He found that Eauripik, which had no cats or rats, had a very low percentage of human infection with *Toxoplasma*. Woleai and Ifaluk, by contrast, had cats and rats and also had much higher percentages of human infection. The finger pointed to cats and rats! Information from Namoluk helped to narrow the field of suspects to one: The cat.

Namoluk seemed an ideal place to try to solve the riddle of Toxoplasmosis. Of its several islets, one has only rats, one has only cats and rats, and the main islet has humans, cats, rats, pigs and chickens. Another significant fact is that the atoll has no dogs or mice - thus ruling out these two animals as essential hosts for the transmission of *Toxoplasma* from animal to animal or from animal to man. By testing animals on each of these islets, it was possible to employ a process of elimination and to determine which animals are necessary for Toxoplasmosis to be present.

Rats on three islets were trapped alive in special cage traps, killed with chloroform and identified as to sex and species. Their hearts were then exposed and blood from the hearts was soaked onto small absorbant-paper discs. These discs were labelled so that the islet on which the rats were caught and other information would not be forgotten. New lines of traps were set out each evening and the captured rats were gathered in the morning. Unsuspecting cats and pigs on the main islet were captured and held down - most unwillingly - while a syringe and needle were used to extract a small amount of blood from their veins.

During Dr. Wallace's stay on Namoluk, more than 400 rats were trapped and bled with the assistance of three Namoluk men. People whose blood samples had indicated recent infection with *Toxoplasma* were interviewed regarding food habits because of the possibility that they had become infected from eating raw pork or birds. These people also were examined by Dr. Wallace for symptoms of disease.

It was hoped that rats trapped on the islet which had no other land mammals would show no signs of *Toxoplasma* infection. If this could be established, the results would indicate that rats by themselves probably could not maintain the disease in nature. As it turned out, none of the rats caught on this islet were infected with *Toxoplasma*.

Some of the rats trapped on the islet with only cats and rats did have Toxoplasmosis. As a result, it now appears more likely that the cat is the essential animal needed to keep Toxoplasmosis alive in a given place. Because cats live so close to humans, the research indicates they may be a major source of human infection.

The Namoluk study has made several positive contributions toward unravelling the mystery of Toxoplasmosis. First, it has ruled out dogs, mice, pigs, and chickens as essential hosts which keep the disease alive in nature. Second, the study strongly suggests that cats are the essential host. Third, detailed observations on sanitation and man-animal interaction on Namoluk provides information useful to Public Health workers in Micronesia interested in preventing human infection with *Toxoplasma*. The people of Namoluk have made an important and valuable contribution to medical knowledge through their help and cooperation that, hopefully, will hasten the prevention of Toxoplasmosis.

At left, trapping crew about to embark for trapping on Toinom Islet, Namoluk Atoll; below left, Sarel Agrippa and Leslie B. Marshall collect a fingerprick blood sample at Namoluk dispensary; below right, Dr. Gordon Wallace and Kichi Lipwe gather blood samples and other data from rats.

RERUN

from Micronesian Monthly April–May 1955

Tukugawa lands on Guam in the custody of the Deputy High Commissioner, Delmas Nucker. Following Mr. Nucker is Cmdr. Gordon Findley, Navy LNO.

The people of Peleliu had known for some time that there was an enemy straggler hiding in their island jungles. They could tell by the way the tapioca fields were being destroyed and the way things mysteriously disappeared from their houses.

The story of Keiki Tukugawa's capture on April 28 is told dramatically in the P.E.A. Bulletin.

"Late in the evening. . . .three boys entered one section of a field where they saw tapioca plants shaking as though they were being uprooted. . . .Suddenly the boys caught sight of a figure running towards the hill. They raced after it and discovered a man wearing patched clothing that made him look like a ghost. The boys struggled with the man, throwing each other down on the rough ground covered with sharp-edged stones. Finally the man gave up."

Tukugawa was taken to the police station where he was fed and given a place to sleep. He revealed later that he had been for ten years a fugitive living on whatever food he could manage to scrounge from native houses, supplemented with coconut crabs, wild yams, and taro.

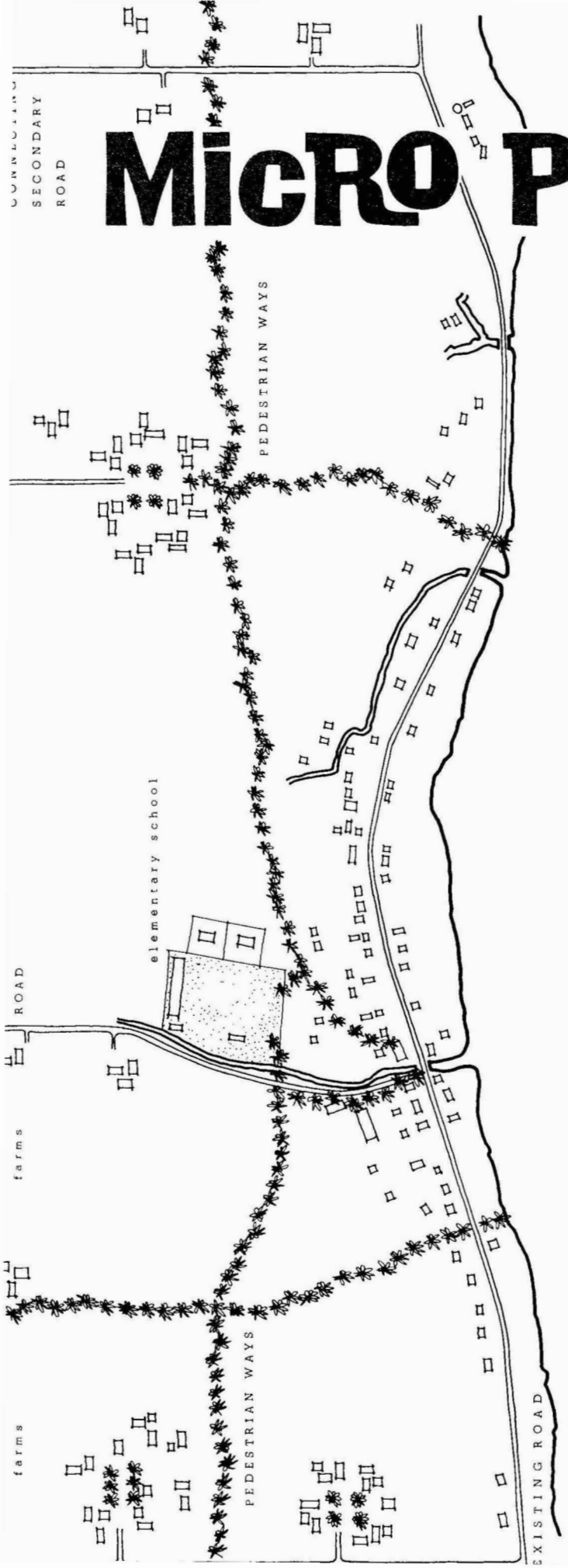
Tukugawa later told interpreters in Guam, where he was flown in custody of Deputy High Commissioner D. H. Nucker, that he was a Korean by birth and a farmer by profession. He had been transported in 1942 to Angaur to work in the phosphate mines as a contract laborer under the Japanese. He was later conscripted and brought to the island as a member of the labor battalion Setsu Butai. When the Americans landed, Tukugawa said he fled with nine others to the hills. The group dispersed and Tukugawa said he had not, in the ten years of hiding, come across any other straggler on the island.

He professed to know nothing of the Korean war and to have had no knowledge that the Second World War was ended. Indoctrination by the Japanese that he would be subjected to torture if captured by the Americans kept him from surrendering. He preferred the hardships of his jungle existence to the possibility of having his hands and feet and ears cut off, he said.

Tukugawa, about 4 feet 10" tall and weighing about 120 pounds, is to be repatriated to his home near Tiesen city in what is now known as South Korea. He had left his wife and daughter there when he went to Angaur, he said.

MicRO PLaNNiNG

by Phillip Chamberlain



Visitors to Saipan invariably gravitate, in increasing numbers, to the Headquarters Planning Office to locate information about the districts of Micronesia, or to learn exactly what the development policies of the Territory are. Sooner or later, during the ensuing discussion, they ask: "Why in the world are city planners working here in an area that has a total population that would hardly equal the population of a small city in the developed countries of the world"? On the surface the question seems reasonable, particularly to visitors who are not familiar with the fragmented geographical pattern of the Territory or the rapidly increasing tempo of change that is being experienced by the people living and working in Micronesia.

These changes result from technological improvements in transportation, improving educational opportunities for increasing numbers of Micronesians, and the growing pressures for expanded tourism from countries whose economies have developed to the extent that more and more people are realizing their desire to travel to places other than the traditional havens. The point is that the rate of change now being experienced will, in all probability, tend to accellerate at an ever more rapid pace as a result of both internal and external pressures. The need is immediate for the government and people of Micronesia to develop programs that can most fully anticipate and meet the challenges that are here and will continue to come.

For many years there was no effective plan to counteract the many forces exerting the pressures that would precipitate this increased rate of change. Certainly there were no plans developed that considered the needs of the inhabitants of Micronesia over the colonial or military needs of the numerous occupying powers. Under the United States, the civil government was initially unable to prepare the proper long-range plan because of severe budget limitations and the lack of trained personnel. For many years the government was from necessity a "baling wire" operation which, through no fault of the local administration, was fortunate to keep up with immediate problems, much less anticipate long-range needs.

In 1968 the need for comprehensive master planning was realized and Hawaii Architects and Engineers, Inc., a planning consulting firm, was contracted to prepare master plans for the six district centers. The firm was also directed to develop a legislative program including the enabling legislation requirements for the creation of district planning commissions, zoning and subdivision controls and other regulatory codes.

The master plans were completed for each of the district centers. A concentrated effort was made to incorporate into them the views of the local leadership and the local administration--an effort complicated by the fact that master planning was a new concept to the people, and further complicated by the many languages and varied cultures of Micronesia. The resulting plans were excellent; they are presently being utilized as guidelines for capital improvement program development and implementation in each of the districts.

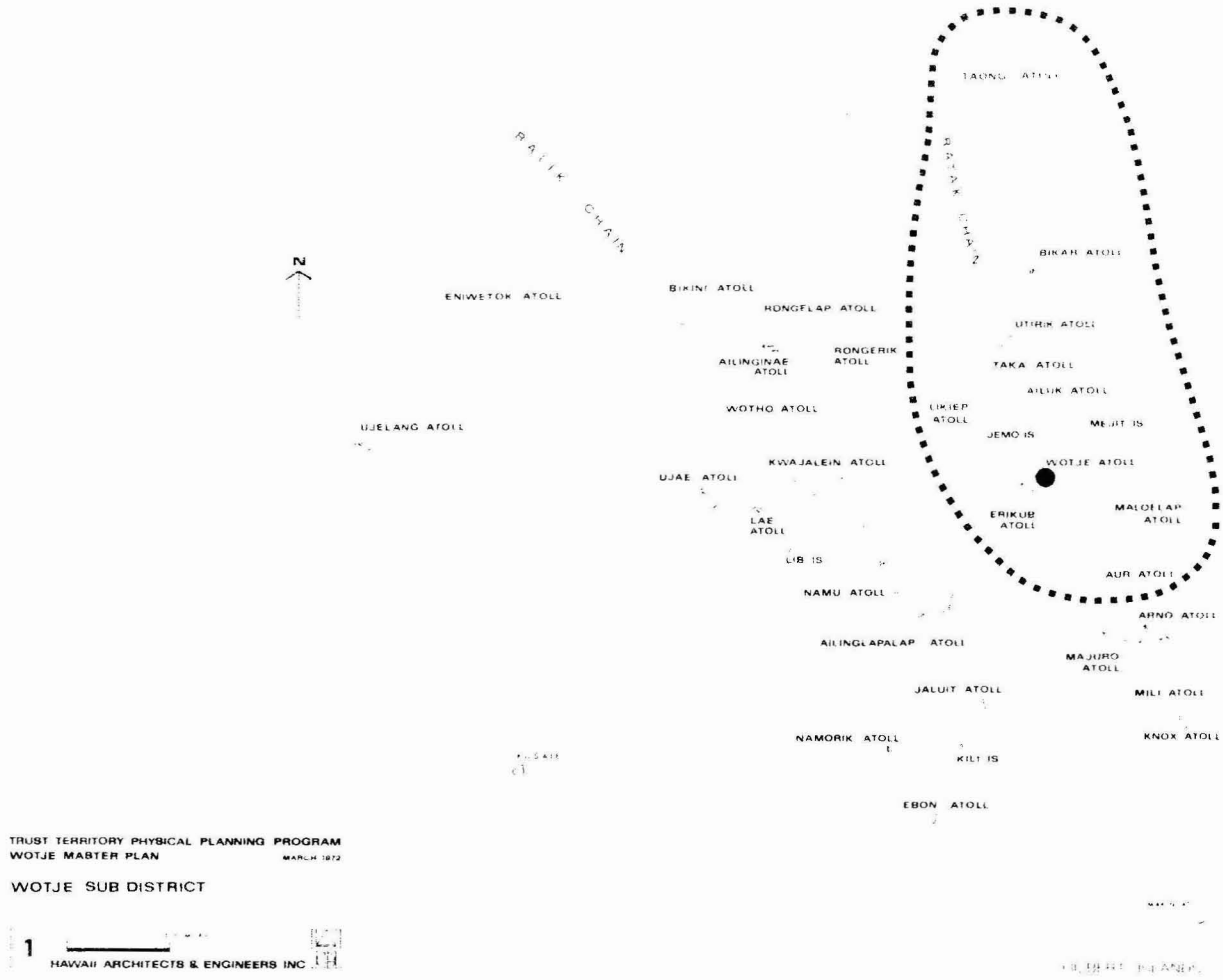
There have been past instances of divergence from the master plans, mainly because there were no qualified planning officers located in the districts. That situation is improving as the technical staff develops. It should also be realized that it is a major struggle to contain the implementation phases of such plans within the parameters of the master plan not only in Micronesia but in most other places in the world as well. This, tragically, is often the result of blatant egotism on the part of newly appointed or elected officials who feel a need to superimpose their personal mark upon the work accomplished during the tenure of their predecessors.

In addition to the six district center master plans, the planning program will include the preparation of plans for the established subdistrict centers. The master plan for Kusaie in Ponape District, for example, has been completed and presently is in the implementation process. The plans for Wotje, Tol and Rota were completed in late March.

The preparation of master plans is often misconstrued by some to be merely an effort to develop a final plan which only superficially incorporates the desires of the local residents but is in reality the effort of an unsympathetic central government to superimpose its wishes on an unwilling population. This is not true! As an example, let's look at the process used in the preparation of plans that recently went through the final review stages.

First, the request for and the selection of the specific areas to be master planned was initiated by the Congress of Micronesia. The funding required was included in the Congressional request for the Trust Territory Budget. A selection board was convened at the request of the High Commissioner and a consulting firm was selected. A contract was executed which included those tasks that were to be performed by the consultant and the responsibilities of the government. In this case, harbor feasibility studies were to be prepared for Tol, Satawan and Ulul in Truk District, Wotje in the Marshalls and Rota in the Marianas. Complete master plans were to be prepared for Wotje, Tol and Rota. For purposes of illustration, let's follow the procedures and events that took place during the preparation of the Wotje plan.

The consultant's team which was to visit the master plan area on an initial inspection included a planning team captain, an architect-planner, a harbor and channel specialist, and a demographer. The government team included the Chief of Planning, a representative of the Transportation Division at the headquarters level, the Marshalls District Administrator, the District Attorney, the District Land Management Officer and the Chief Magistrate of Wotje Atoll. The teams arrived at Majuro from opposite directions, immediately transferred their gear to a field trip ship, the 100-foot *M/V Yap Islander,* and sailed that afternoon for Wotje, some 160 miles (17 hours sailing time) northwest of Majuro. The seas were relatively calm and we were able to confer on deck to consider what we might encounter on our arrival at Wotje.



One of the most valuable sources of information at our disposal was a file of naval intelligence aerial photos taken in February, 1944. They had been located by the consultant at the Bishop Museum in Honolulu and he had enlarged them many times their original scale. They showed Wotje to be a low, crescent-shaped island approximately a mile and a half long and about 3,000-feet wide at its widest point. The Japanese had developed the island as a major airbase with a 5,000-foot asphalt landing strip running lengthwise on the island and a perpendicular 3,600-foot strip lying across it about 1,000 feet from the southeast end. The resulting pattern is cruciform in shape. Numerous taxiways link the runways to the armoring and repair areas, and the main runway is connected to a seaplane ramp at its northern end. The photos showed that the island had been heavily bombed and shelled by the United States Fleet. The District Administrator informed us that there had been virtually no government activity on the island since the Japanese had surrendered.

We arrived at Wotje Atoll the following morning and anchored in the lagoon. The lagoon was typical of the Marshalls area--beautiful azure water, coconut tree covered islands, and beached Japanese landing craft decorating the shorelines. We went ashore in small boats and landed at the Japanese pier. The port installation reminded me very much of the Japanese piers that are found throughout Vietnam; I'm sure the Japanese had a standard master plan for developing their military installations throughout the world. The dock was connected to the shore by a concrete and fill causeway which once had wooden finger piers running at right angles to the causeway. The causeway had sustained many direct hits and the finger piers had long since disappeared. The remains of a large crane stood on the dock; it had been tipped askew as a result of a near miss by a five hundred pound bomb.

We were met at the dock by the local chiefs and escorted to the municipal building. The building was located on a ten acre concrete aircraft apron and was the only western type building that had been constructed since the war. After a brief meeting of introduction, we prepared to split up into two-man teams to walk the island and see first hand what it was like.

TRUST TERRITORY PHYSICAL PLANNING PROGRAM
WOTJE MASTER PLAN MARCH 1972

WOTJE
aerial photograph, 1944

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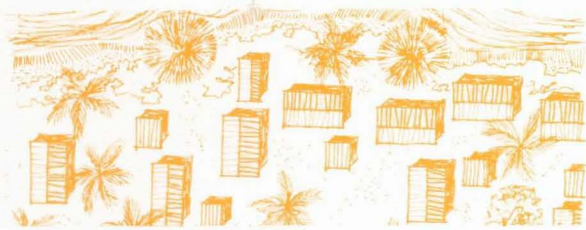
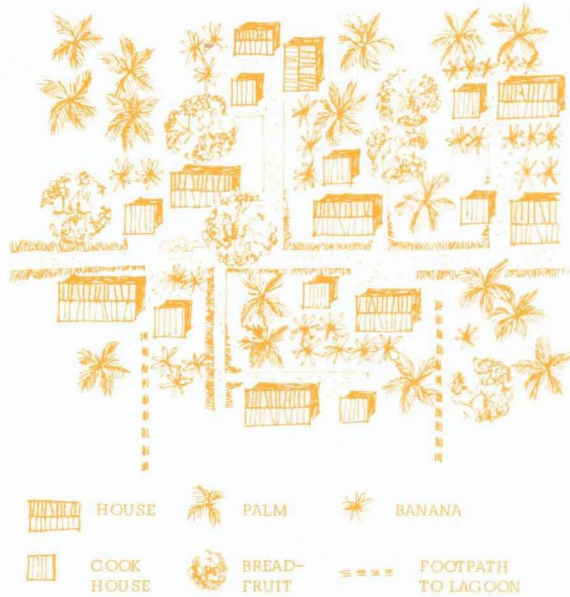
HAWAII ARCHITECTS & ENGINEERS, INC.

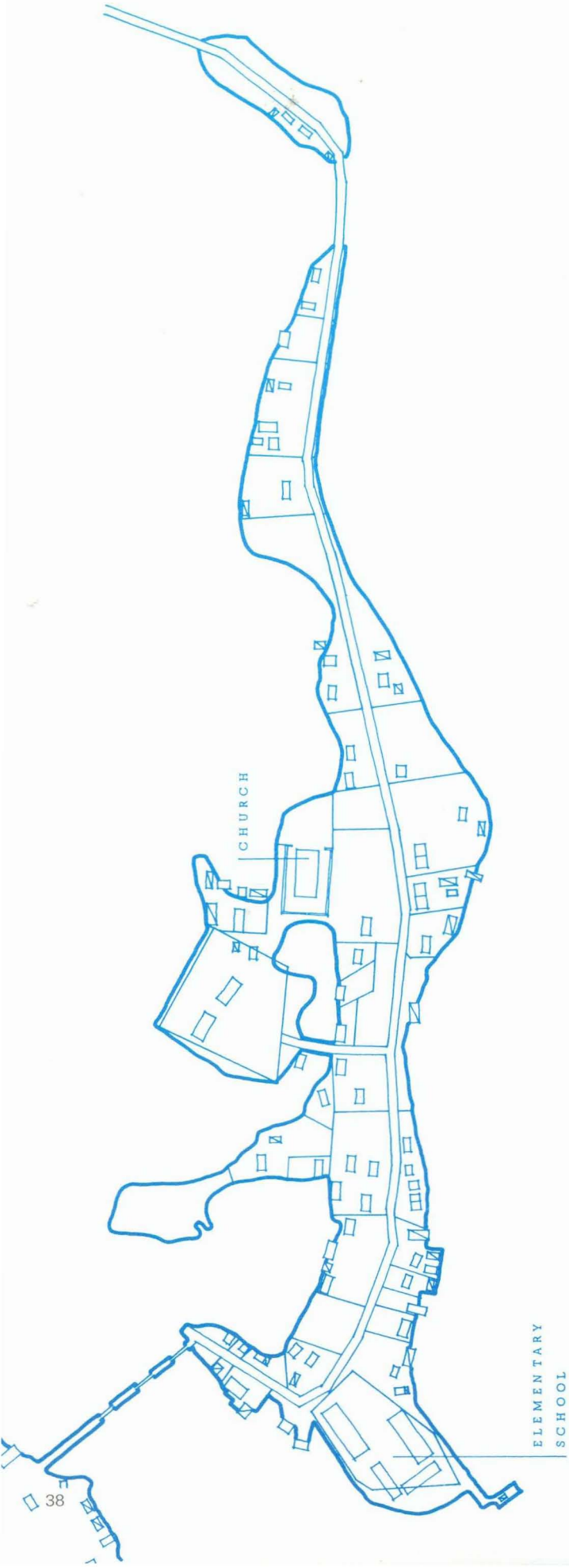


Each team was assigned a guide or what the Chief jokingly called a "pilot," for even though the island was small, the jungle growth was impenetrable without a guide who was expert with a machete. The local leaders had asked that we meet formally with the people for lunch after our tour. The planning team then departed in groups of two with each surveying a designated portion of the island. The harbor specialist and the transportation man were assigned to make soundings with a fathometer at several potential harbor sites. My group's area of concern was the southern two-thirds of the island.

The sights that we saw were haunting in many respects. Tanks and burned out trucks remained untouched in the exact spots where the Japanese had abandoned them. Field artillery pieces were intact except for those with wooden spokes in their wheels--they had rotted away so that the guns had dropped to the ground. In what had been the aircraft arming hanger, aluminum aircraft propeller blades lay scattered about. Torpedo racks were intact; fortunately no torpedoes remained. The central power generating station was constructed of two-foot thick concrete walls and an even thicker concrete roof. The station contained two generators of at least 1000 KW capacity but because of their vintage and location it was difficult to determine their exact size. It appeared that the building had satisfactorily withstood the aerial bombardments. However, it met its end when one of the walls was penetrated by a large calibre naval shell which, exploding within the structure, caused the walls to tilt outward about a foot. This allowed the roof to drop down onto the generators. Needless to say, we were not about to tempt fate by wandering about under tons of concrete precariously perched atop two rusted out generators to make a detailed study of the plant. The asphalt on the airstrip was visible but was not useable for an operating surface. A local land owner had punched holes in the strip and planted coconut palms which had reached maturity. It was interesting to note that the local people who had returned to the island after the war seemd to have ignored the "improvements" constructed by the Japanese military whenever possible. It was now time to return to the municipal building to particpate in our initial master planning meeting.



The planning team members gathered at the head table in the building and were seated in the schoolroom chairs that had been provided. In a few moments we heard singing. Looking out the window we could see what appeared to be the entire island population walking slowly toward us in two columns across the concrete apron. Each person was carrying a basket or a metal container; they were singing a hymn. Each walked past the head table in the building and shook hands with each team member. The baskets and pails they carried contained a variety of foods which were deposited on a table. After all of the people were seated on mats spread on the floor, the island's Chief made a speech of welcome which was translated by District Administrator Oscar De Brum. The Chief explained that he and his people had no idea what a master plan was but that they had all come together today to learn. They wanted their island to become a subdistrict center, for then jobs would be created and many of their children and other relatives would return to Wotje to work when opportunities were available. The team members then explained what the master planning process was and why a plan for Wotje would be helpful in providing guidelines for future development. It was pointed out that the plan was for the people of Wotje and that it could not be successful unless they, the citizens of Wotje, participated in its preparation. The meeting continued for several hours, during which time a lunch of local foods was served. As the meeting ended the Chief said that he and his people would like to discuss the master plan alone and would like to meet with the planning team again on the following morning. He also invited us to attend a social gathering that evening.



We again split up and continued our exploration of the island. We were able to locate the water source which the Japanese had used. It was clogged with jungle growth and was brackish. The airstrip had a complete storm drainage system but we could not determine whether it was utilized as a catchment to augment the water supply. Our guide wanted us to see the Japanese "big house" located back in the jungle. After a difficult walk along a trail hacked out with a machete by our guide, we were able to see a large concrete building. The immediate area around the building was pocked with numerous bomb craters. Each crater was about ten feet deep and 25 feet in diameter. Most were partially filled with rain water. The building, a large complex structure, was severely damaged. It, too, had been penetrated by naval gunfire and its interior was a shambles. When we walked into the building, it felt like we were walking on a thick carpet. After our eyes had adjusted to the darkness we could see that the floor was covered with several layers of lead battery plates. The lead acid containers were spread all over the place. It became apparent that this was the main communications center, a major target for both aerial and naval bombardment.

The ocean shore line of the island was defended by numerous six-inch naval guns, and, as we were to learn later, each had its own radar unit which was controlled through the communications fire control center. The Japanese apparently expected the allied invasion to be from the lagoon side since most of their heavy shore batteries were located on that side of the island. The guns were twin barrelled and of large caliber; each had its own six foot diameter searchlight. All of the guns were directed toward the pass through the reef across the lagoon. We conclued the day's field work and returned to the ship, now tied up at the dock.

The clear water off the side of the ship was inviting after a hot day of hiking through the jungle. One of the team agreed to be our shark watch while a couple of us took a swim. We later learned that the demolition team found a submerged naval mine right in our swim area after that visit.

In the evening we were entertained by the village people. They sang many Wotjean songs and performed numerous dances. We were informed that it was the local custom that after the guests had been entertained by the local people, the guests had to reciprocate by performing themselves. Fortunately, we had a misplaced Portuguese-Hawaiian on our team who sang some Hawaiian songs and performed the *hula.* The rest of us performed a lively off-key rendition of "I've Been Working on the Railroad." Our entertainment efforts

left much to be desired, but the local people seemed to enjoy our attempt.

The next morning we again met with the people and our master planning efforts began in earnest. We learned that after the evening's entertainment the people had held a meeting which lasted until three in the morning. The Chief made an opening statement pointing out that the Marshallese have a traditional system of land tenure and they would like to keep that system intact on Wotje. He pointed out that the people needed better educational facilities at both the elementary and high school levels. They also needed medical facilities to take care of the sick in the subdistrict area. He pointed out that the island presently had a very small generator that provided no power for homes. He also noted that the dock and causeway had been bombed out and needed to be repaired.

We thanked the Chief for his suggestions and agreed that all of these things were needed for Wotje. We pointed out that these needs could not be met overnight and that the people must be made to understand that the plan that we were preparing is a twenty-year plan. The plan was not being prepared for the adults in the room but for the children who would be adults when the plan is implemented. The speed at which it is implemented will depend on the priorities established by the district administration and based upon the money available in the district budget. We also asked the people to consider whether or not they wanted tourists to visit their island, and if so, if they wanted to have a hotel for them to stay in. Also, when Wotje became a functioning subdistrict center, sleeping accommodations would be required for the government personnel who would be making business trips there. The Chief and the people were also asked to consider the construction of a new airstrip or the possible rehabilitation of the existing strip to handle small aircraft.

After a lengthy discussion, it was decided that the first priority was the repair of the causeway dock. The District Administrator said that if it were agreeable with the people he would send a civic action team to begin work as soon as possible. It was agreed that the team should be sent. It was also agreed that the planners would prepare several alternative plans for review when we returned to Wotje two months hence. The Chief thanked the team for taking time to come to Wotje for helping them start their master plan. We thanked the Chief and the people for their generous hospitality and returned to the ship. Just before sailing many of the people came to the ship with gifts and to say goodbye. We sailed that afternoon and arrived at Majuro the following morning after an uneventful trip. That afternoon we boarded the plane for Truk and several days later continued on to Rota where similar procedures were followed to initiate plans in each of those areas.

Two months later we again met in Majuro and set sail for Wotje aboard the *M/V Pacifica*. The District Administrator and the *Iroij* did not accompany us on the ship, but were going to fly to Wotje the following day in a local airline's amphibious aircraft. The district budget officer and the district surveyor sailed with the planning team. Two Peace Corps Volunteers and some members of the civic action team were also aboard. The *M/V Pacifica* is a former U.S. Navy landing ship-medium which can run up on the beach and unload through a door in the bow -- ideal for getting equipment ashore where off-loading failities are not available. We were carrying heavy construction equipment for the civic action team and the ship was ideal for the mission. Unfortunately, the ship is flat bottomed and of very shallow draught, and a result is a rather rough ride. (As one crew member stated, if she's riding at anchor in a protected harbor that is as smooth as glass and a sardine swims past slowly, the ship rolls at 45 degrees.) The trip out was very rainy but the seas were not extremely rough. It was the first such voyage for a young lady who was one of the Peace Corps Volunteers. The poor girl was seasick from the time we departed until the ship was beached at Wotje. She swore that she wasn't leaving Wotje until the airfield was completed even if it took 40 years; she would absolutely refuse to sail on another ship. Last time I saw her she was still on Wotje.

Already there were visible changes on Wotje. The civic action team had repaired the dock and was in the process of dismantling the wrecked crane. They had fixed up a Japanese fuel bunker on the northern end of the island and had moved the tanks, artillery pieces and various assorted parts and pieces of Japanese aircraft to their encampment. They had started cleaning up some of the taxiways and were unearthing caches of gasoline and asphalt that had been buried by the Japanese.

Again we had several long meetings with the chief. The various alternative plans were presented. The two basic concepts presented included one which had the residential area concentrated on a small land area and a second which had the residential area stretched along the lagoon side of the island. We pointed out the concentrated village would assure the most economical and most rapid development of utilities.

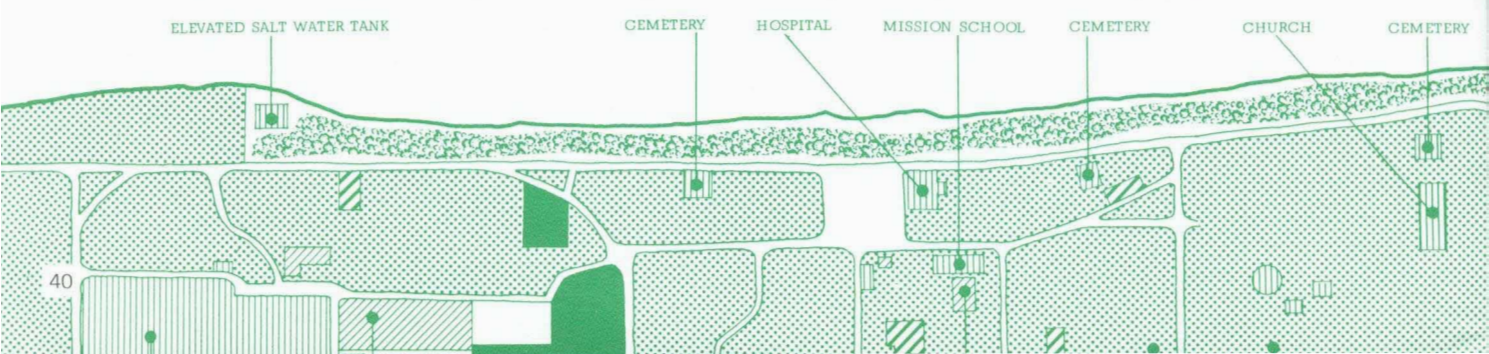
Several alternative harbor and runway sites were also presented. The planning consultant had obtained wind information and developed a chart showing the monthly prevailing wind directions. (There was a minimal weather station at Wotje which sent raw weather data to the states.) The longer existing strip would have a cross-wind during most of the year. This apparently did not hinder the operation of the heavy Japanese bombers, but it would not be suitable to land small aircraft safely. This was explained to the people, and the Chief again requested that he and his people have an opportunity to meet alone. He suggested that we meet again the following morning.

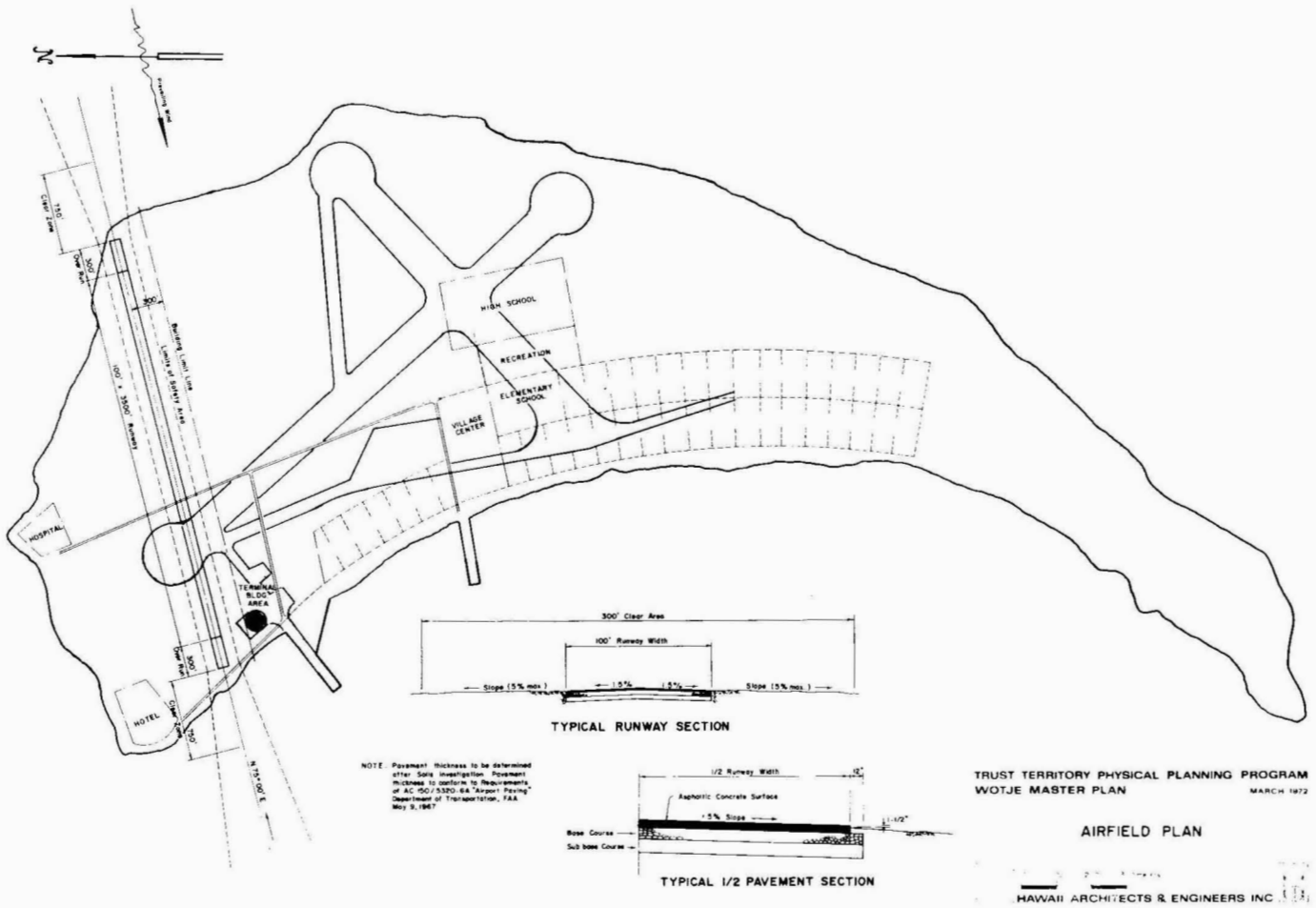
Our planning team again split up into groups and we began checking specific areas to attempt to answer questions that had arisen in our minds as a result of our last trip. One such area showed up in the aerial photos as a serpentine pattern that extended from the southern end of the airstrip, along the lagoon front in a northerly direction, and finally terminating near the dock area. We later learned from a Marshallese who was a worker on Wotje during the Japanese occupation that this was the beginnings of a tank trap network. He said the Japanese had been shown films of the allied invasion of the Solomons showing amphibious tanks swarming ashore; the next day construction of the tank traps began on Wotje. They were never completed because of a shortage of materials.

At the next day's meeting the Chief said that the people had selected a combination of sites for most of the facilities as presented in the alternative plans. They understood that by selecting the extended village plan that the development of utilities would take a longer time; nevertheless, that is the plan they preferred. They also said they didn't think they wanted a runway at all since such a project would destroy too many coconut trees. We explained that if Wotje were to become a subdistrict center that a runway would be required. The amphibious aircraft presently used for medical evacuations and other special missions was limited in its carrying capacity, since it had to carry enough fuel for a return trip to Majuro in the event that the seas were too rough to permit a water landing. The Chief asked us to present several alternative concepts for the airport location on our next trip. We again left Wotje with the best wishes of the people, and continued westward to our work on the plans at Tol, Ulul, Satawan and Rota.

Our final trip to Wotje came in December. Again the various elements of our planning team converged on Majuro, and we set sail for Wotje aboard the *M/V Yap Islander.* We were accompanied by the Wotje District Member of the House of Representatives of the Congress of Micronesia, the District Economic Development Officer and the District Vocational Education Supervisor. The seas were extremely rough. The 160-mile trip to Wotje took 21 hours and the later return trip took 23 hours. On arriving at Wotje the captain of the *Yap Islander* was ordered to move on to another island which had run out of vital supplies. We took our suitcases off the ship and moved into a Japanese bunker. The ship sailed for the distressed island.

The people seemed sincerely pleased to see that the team had returned. At our next meeting, which started soon after arrival, we were treated to a feast in the municipal building. The Chief said that they wanted us to listen closely to a song that several girls were going to sing. The song was translated to us. It was a story of how the master plan for Wotje was prepared. The song included the names of the planning team members and explained that on the first trip to Wotje the people did not know what a master plan was and that the team members were strangers to the people. The song listed the highlights of the previous trips and said that since the seas were so rough some of the people were beginning to doubt the team would appear on its final trip. However, on the scheduled day, the song continued, the people could see the white field trip ship sailing across the lagoon. Now, the people concluded, the planners were no longer strangers and the Wotje master plan could be completed.





At the business meeting which followed we again presented the alternatives incorporating the requests of the people from our previous trip. There was much discussion concerning the need for the airstrip and why it had been located in a specific alignment in relation to the prevailing winds. The Chief said that he would like an opportunity again to discuss the problem privately with the people. Another meeting was scheduled for the following morning.

Our team spread out to various parts of the island once more. The civic action team had constructed several of the prefab classrooms which were now ready for occupancy. The military team said their major problem was resupply; they were cleaning up the main Japanese airstrip now so that a C–130 could land to bring in equipment and supplies. The CAT captain said he was aware the runway was not suitable for light aircraft. But he added that by not doing any paving, the temporary airstrip would be suitable for planting when the permanent strip was completed. We agreed that this was in reality a land reclamation project and that it would be okay. The land was not presently suitable for planting since the 5,000-foot strip had been hit with a total of seventy-one 500 pound bombs. As a result of the compromise, the team was getting its temporary strip, and the people of Wotje were getting about 20 acres of reclaimed land.

One of the major hazards in moving about and undertaking construction projects on Wotje was that of live ammunition. The combined efforts of the people of the atoll, the CAT members and the Trust Territory demolition team in clearing the area have not been sufficient; there is no doubt that unexploded ammunition will be found for years to come. They are still finding fused bombs buried tail first in the beaches to function as improvised mines to stop the landing craft and amphibious vehicles hitting the beaches.

Our final meeting was brief and to the point. The *Iroij* said that the people had selected a plan including an acceptable permanent airstrip location. He said the people were pleased with their plan and wished to thank the planning team for their patience in helping the people of Wotje develop a plan to meet their future needs. We thanked the officials and people of Wotje again for their hospitality and generosity and the *M/V Yap Islander* sailed from Wotje.

The planning team made its final presentation of the Wotje plan in Majuro early in April. Some of the land surveys for future funded projects have been completed on Wotje, and we met in April with the District Administrator and the district budget officer to analyze budget costs and determine when the various other projects can be scheduled for the district capital improvement program. In effect, portions of the Wotje plan are already in the implementation process.

As you can see, every effort is made to determine what the people's desires and needs entail so that they are incorporated into the preparation of each master plan. This combination of inputs from local people, traditional leaders, the district administration and the numerous planning technicians is the only way that a successful master planning program can be realized.

Planning is a new phenomenon in Micronesia. As a result, much of the planner's time is spent in the process of planning *education* as was illustrated in the instance of the Wotje plan. Much of the planner's time is occupied by explaining the *need* for planning and how more satisfactory development can be realized if a sound planning approach is developed and implemented. We have found that the greatest obstacles we encounter in the overall program include the well-meaning people who sometimes honestly believe that no development should take place in Micronesia. Often these people intimate that the "island paradise" should remain unchanged. What they do not seem to understand is that Micronesia and her people are not static and that change will take place with or without planning. The planning program is an effort to assure that this change follows the most desirable course for the people of Micronesia by making sure the people have an opportunity to participate in all phases of the program. The program seeks to make them aware that change simply for the sake of change is not necessarily good by pointing out some of the tragic development errors which have taken place in other parts of the world.

One method of assuring as much as possible that the citizens of Micronesia have the opportunity to participate in planning development is through the legislative process. The Land Planning Act began that process more than four years ago when the bill was submitted to the Congress of Micronesia. My first direct involvement with the bill was over a year ago when, after several unsuccessful attempts to realize its enactment, we rewrote the bill with representatives of the Attorney General and the Legislative Counsel's Office of the Congress of Micronesia. The revised bill was submitted to the Congress. After numerous congressional committee hearings on Saipan and in the districts, the House of Representatives passed the bill during the 1971 special session at Truk. This year the bill was passed by the Senate and signed into law by the High Commissioner. Palau District has already created its planning commissions.

It is readily understandable why so much time was required to move the bill through the legislative process. It is a complicated piece of legislation incorporating many elements never previously considered by the people of Micronesia. This is not a situation unique to Micronesia; there are many instances in the United States and other countries where similar bills have yet to be enacted. A possible positive factor resulting from the delay is that people do understand the contents of the bill much better as a result of the many hearings and thorough discussion.

The Land Planning Act is enabling legislation which authorizes district legislatures to establish local planning commissions, zoning and subdivision regulations and various building codes. The act delineates broad standards specifying the elements to be included in official master plans and the various district regulations. Detailed standards to be included in the specific regulations will be determined by the district legislatures.

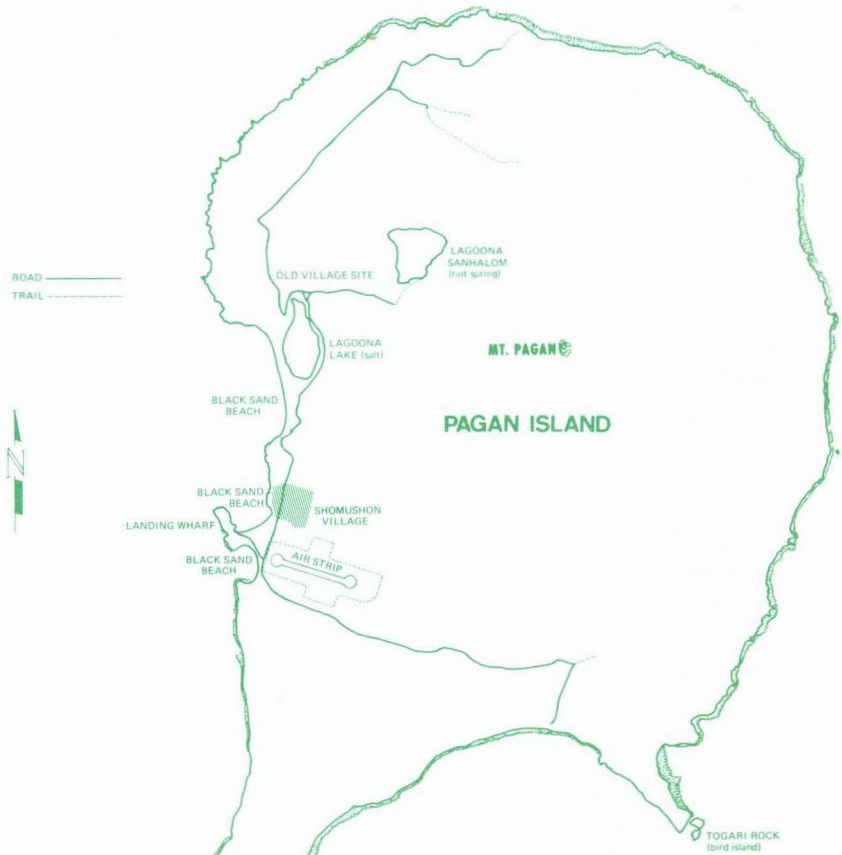
Up to this point, the planning emphasis has been placed on physical planning. With the Trust Territory's recently expanded programs it has become increasingly apparent that there must be a truly comprehensive planning effort incorporating the social, fiscal and economic development aspects as well as the physical aspects of planning. This year, High Commissioner Johnston established the Trust Territory Planning Coordinating Committee which is charged with preparing a documented report to the High Commissioner to include recommendations for a comprehensive Trust Territory Development Policy Statement. The Committee has been directed to explore all pertinent factors related to planning and programs presently underway and contemplated for the future. The establishment of this committee is truly a major step toward realizing a comprehensive planning program in Micronesia.

Another major forward step has been the authorization to place a qualified planner in each of the six districts. Local planning cannot be successfully completed at the headquarters level, but requires a technician on the scene who can work directly in the preparation of plans and be available to assist the district administration in providing solutions to the day-to-day planning problems. We are presently recruiting Micronesian planning trainees who will someday assume the responsibilities of these six expatriate planning officers.

Now, back to the original question: "Why are there urban planners in Micronesia?" The answer is that most of the problems that are inherent in any area experiencing change are present in Micronesia. Of course, there are many planning situations which arise that are unique to Micronesia because of the huge distances which must be bridged in these three million square miles of ocean. But though the number of people and the amount of land involved in Micronesian planning may seem small to people not familiar with these islands, to the people living here the problems which need solutions are large. It is the purpose of the Trust Territory Planning Program to assist in finding solutions to those problems.

ON THE GO

by Manuel C. Sablan



PAGAN

Of the fourteen islands of the Northern Marianas strung out along 400 miles north of Guam, only six are regularly inhabited: Rota, Tinian, Saipan, Alamagan, Agrihan and Pagan. This last-named island, Pagan (pronounced PAH-gun), is a beautiful land of black-sand beaches, volcanoes and hot springs at which our field trip ship called earlier this year on its regular journey to the small islands which are home for only a few score Marianas citizens. Pagan residents number about five-and-a-half dozen, all living in the village at Shomushon, southwest of towering Mt. Pagan, one of five slumbering volcanic craters whose slopes blend into one another to form the island.

Pagan is shaped roughly like a frying pan, ten miles long and from four miles wide at the "pan" end narrowing to a half mile at the "handle." At either end stand the major volcanoes, each nearly 1,900 feet above sea level, each higher than Saipan's Tagpochau: Mt. Pagan in the center of the main body of the island to the north, and South Volcano, with four separate cratered cones near the southern end of the Sengan (south) peninsula. The geologists say the island's volcanic history probably began about 20-million years ago. The most recent eruption was in 1930.

There are two ways to get to Pagan: by Trust Territory field trip ship, once every two or three months, and by charter Air Pacific flight, landing at the Seabee-renovated Japanese fighter strip. We arrived by ship, with the first sight that greeted us the majestic volcanoes. Either way you get there, you'll find enough to do for a day or two of exploring this natural paradise: no electricity, cars or hotels, but lots of friendly people, many of whom will readily act as a guide for the walking tour around the island.

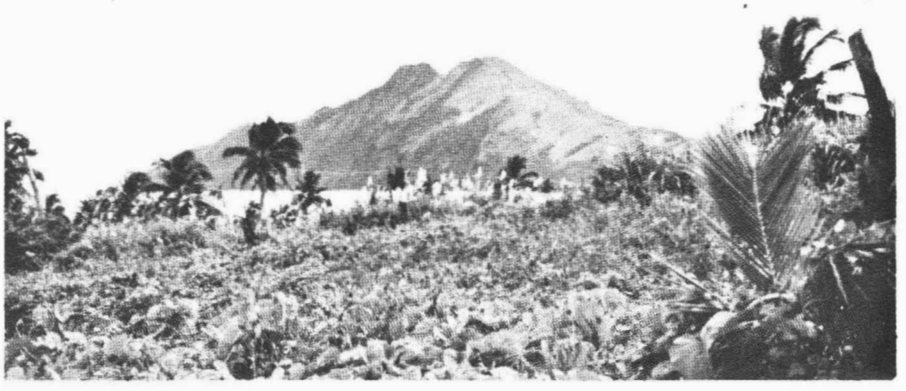
The boat docks at a small wharf on the Bandera peninsula. One of the first things you'll notice there are the remains of a miniature Japanese temple. At the time of the Japanese surrender of Pagan at the end of the war, there were as many as 2,900 Japanese troops and other Japanese nationals on Pagan in addition to 300 Saipanese contract copra workers and about 100 natives of Pagan.

A short walk to the east brings you to the village at Shomushon where we counted sixty-six residents at the time of our visit. From the village, the visitor can set out on a tour that will take him from fantastic black-sand beaches to the top of a fuming volcano in a couple of hours.

The best of the island's 22 beaches are on the west side of the island, two of them quite near the village. The blue, sparkling water and white foam of breaking waves against the black sands invite the visitor to enjoy a cool dip. Other beaches on the island are excellent for skin diving, and plentiful reef fish provide targets for the sportsman's spear.

But Pagan has inland waters, too, and another few minutes walk to the north brings you to Lagoona Lake, close to the shore, with waters as deep as 65 feet, safe for swimming. On the south, east and north sides of Lagoona Lake are steep ridges; a bar to the west, rising about 30-feet above sea level, separates the lake and the ocean by about 500-feet. Farther to the north and accessible by a trail, is Sanhalom (Inner) Lake, a large, circular lake in a hidden valley that presents another breath-taking vista. Sanhalom Lake is fed by hot mineral springs, and the soothing waters are a welcome relief after the lengthy hike.

Along the way to the hot springs lake, hikers pass through the remnants of the old Lagoona Village, home for 100 or so residents in the early 1950s. A recent land classification study of the island has pointed out that the present location of the villagers, near the air strip, is good agricultural land. For this reason it has been suggested that the residents move back to the previous village site, and the present site be given over to crops.



Looking toward Maru and Togari mountains on Pagan's southern peninsula.

Pagan's inner lake, fed by hot mineral springs.

More walking--long and steep--brings the visitor to the summit of Mt. Pagan, with a maximum elevation of 1,870 feet. This is one of those climbs where you wonder if it's all worth it--then, when you get to the top and can enjoy the spectacular panorama of the island spread out below you, you forget your weariness. A walk down into the crater itself provides even more beautiful sights, with fuming steam vents providing an eerie reminder that the volcanoes of Pagan are still active.

Access to the rugged southern peninsula is limited by the willingness of the visitor to hike over the rough and sometimes steep terrain. But it is said that in that area the best of *ayuyu* (coconut crabs) and *fanihi* (fruit bats) can be found. These are both delicacies to the people of the Marianas, and conservation efforts are being mounted in the district and elsewhere in the Territory to assure a continuing population allowing for harvest in modest quantities.

How long to stay at Pagan is not normally a problem. By air, the trip is a one-day affair, with a few hours on the island itself and spectacular flight-seeing among the other northern Marianas islands along the way. The charter flight by Guam-based Air Pacific costs somewhat over $300, but this will pay for seven passengers. By field trip vessel, it's likely that you would arrive one morning, stay overnight that night on board the ship, and sail sometime the next day. The field trip ship will charge you $17 for the week-long round trip which includes deck space and meals. But that latter trip also takes you to Agrihan, Alamagan and sometimes Anatahan, to discover these out-islands first hand.

DISTRICT DIGEST

a quarterly review of news and events from the six districts

Yap Chief of the Civic Affairs Division at Headquarters, Luke Tman, arrived in Yap during the quarter to assume the position of Acting Deputy District Administrator in the continued absence of Carl Heine who continues his work with the Congress . . . Visitors to the district included the new Deputy Assistant Secretary for Territorial Affairs Stanley Carpenter from the Interior Department, Australia's Representative to Nauru (a member of the diplomatic corps) Richard K. Gate, and W. Tapley Bennett, Jr., the United States Ambassador to the United Nations Trusteeship Council . . . Also, the "International Ambassador of Fun," Count Popo de Bathe, visited from his home base in California to entertain school children . . . The new District Land Management Officer, Michael Allen, arrived to assume his new job with the departure of Mike Kilian to Palau . . . The Yap District Legislature and the Yap Islands Council held a special meeting to find a way to finance the purchase of $30,000 worth of military surplus equipment from Okinawa, mostly heavy equipment for roadbuilding . . . Yap Day, established by law as March 1, was moved to the following weekend this year so that more people could participate. The celebration of traditional activities was limited this year to displays of agricultural products because the holiday came during Lent . . . A series of eight political education programs was prepared by the education and public affairs departments and the Yap Congress delegation. Named "Building of a Nation," the taped programs are based on the new high school social studies text, "Micronesia: A Changing Society," and are broadcast on WSZA . . . The Legislature and the Yap Islands Council met with Senator Petrus Tun to reaffirm the Yap leadership position supporting "free association" between Micronesia and the United States . . . Public hearings were held to discuss and clarify provisions of the environmental impact study prepared in conjunction with the proposed airfield project. It appears that the people have narrowed the site choices to either the proposed site on Tomil reef or a seven-degree realignment of the present airstrip . . . Fourteen employees graduated from the remedial English and math program conducted under the emergency employment act, and fifteen others in mid-supervisory positions are participating in a management course offered by the University of Nebraska extension department.

Truk DistAd Juan Sablan and his staff traveled to Palau to testify before the Congress of Micronesia budget committee on the five-year plan . . . . The DistAd later went to Honolulu to attend a leadership workshop at the East-West Center . . . Visitors included Secretary Carpenter and Mr. Gate from Nauru, Ambassador Bennett from the United Nations and Ambassador Williams who was on his way home from the status talks. Also, the U.S. Surgeon General, Dr. Jesse Steinfeld, came to Truk with Dr. Peck of Health Services to look at some typical TT medical facilities . . . Congressman Wayne Aspinall was in Truk on an unofficial visit . . . A sanitation inspection turned up a considerable amount of contaminated food from USDA supplies: 27,500 pounds of foodstuffs, 16,700 pounds of rice and 400 cans of evaporated milk . . . A total of $73,539 was awarded from the TT Economic Development Loan Fund for twenty-one individual borrowers to start fishing, farming and boatbuilding businesses . . . A special administrative field trip to the Namonuitos was conducted during March so that the DistAd could talk to the people there about the typhoon rehabilitation . . . Dental Officer Sanchiro Lewi and Dental Nurse Saseko Eram have been awarded WHO fellowships to further their studies in New Zealand . . . Elections for Mayor of Moen were conducted for the first time since the death of Chief Petrus. Fuchita Bossy, who had been appointed to fill the unexpired term last year, was elected as the new Mayor for a full term.

Headquarters High Commissioner and Mrs. Johnston were among the guests who welcomed President and Mrs. Nixon at Guam International Airport as the President traveled to China . . . Word was received that U.S. Admiral Louis E. Denfeld, the first High Commissioner of the Trust Territory under the Navy Administration, died of a heart attack . . . TT Director of Transportation and Communications Paul Winsor accepted a small reefer ship from the Navy for use in the training program at the Seaman's School in Truk . . . A joint statement issued by the HiCom and Ambassador Franklin Haydn Williams announced that the US government will return Eniwetok Atoll to TT control at the end of 1973. Eniwetokese were moved to Ujelang in 1946 so the atoll could be used for

nuclear and other testing... 78 bills were submitted to the High Commissioner for his consideration from the Palau Congress session. All but five became law... Thirty students were awarded TT scholarships and forty-four additional students received Congress of Micronesia study grants. Nine high school juniors will spend their senior years at US high schools under the American Field Service International Scholarship program... Incentive awards went to two employees: Maria Q. Guerrero in the Public Information Division and Emmett Blankenfeld of Marianas Public Works... Dudley Dambacher arrived to take on the job of Chief of the Economic Development Division... Lt. Cmdr. Alan Pendleton replaces Roc Brierly as military LNO for the Trust Territory... Bermin Weilbacher succeeds Manny Sproat as Chief of Agriculture, with Sproat retiring after government service in Micronesia dating back to 1945.

Marianas The Mariana Islands District Legislature met in the first of its 1972 regular sessions in February... Members of the Legislature, of the Marianas Delegation to the Congress, and members of the administration attended the Pacific Conference of Legislators in Hawaii... Students from Marianas High School took over district and headquarters positions to act as counterparts to government officials for a day in April... A musical quarter brought the Honolulu Symphony Orchestra and the University of Guam Concert Band to Saipan for public and school performances... Ambassadors Bennettand Williams visited the district, as did Secretary Carpenter, Mr. Gate from Nauru, Jose Estrada, the Philippine Consul on Guam and Dominic Renda, President of Continental/Air Micronesia... Pan American World Airways flew in a 707 jet to Kobler Field, the first airline to bring a large plane like that to Saipan under new charter regulations. On board were former residents of the Marianas who were repatriated to Japan after the war... DistAd Francisco C. Ada headed the guest list at dedication ceremonies for the new Tinian Youth Recreational Center... A tragic fire started by an electrical short circuit destroyed seven old classrooms at Chalan Kanoa elementary school to make the shortage of school space even more acute in the Marianas. The District Legislature quickly appropriated $50,000 from its own building fund to help replace the lost facilities... The District Community Development Office is coordinating an island-wide beautification project... Saipan has been on water hours during this dry first part of the year.

Marshalls Edmund Gilmar is the new Deputy DistAd, moving to the Marshalls from the same job in Ponape... People in Majuro are walking and driving on paved roads these days now that AIC has completed work on the paving project which connects Darrit, Uliga and Dalap... The new Majuro airport is now beginning to look like an airport as that project continues toward a completion date soon... The ***M/V Anela,*** a fishing vessel from Hawaii, made a survey of the possibilities of commercial fishing in the Marshalls and found the prospect very promising... A magistrates conference was held in Majuro during the first week of March. More than twenty Magistrates from the outer islands in the district attended the workshop-conference... The ***Nitijela*** held its 19th regular session in March and April, appropriating more than $600,000 for various development projects, including $200,000 for scholarships and $250,000 to match a Congress of Micronesia grant for public projects... A new Army Civic Action Team arrived in the Marshalls and was assigned to the projects at Wotje atoll. These include repairing the former Japanese airstrip and docks, building classrooms and a super-dispensary... The Marshalls had the pleasure of entertaining Mr. Gate from Australia, who returned to his job in Nauru by way of Majuro; Ambassador Bennett and Ambassador Williams were also in the Marshalls... Deputy High Commissioner Coleman was here to talk to leaders of Eniwetok, and accompany them on a fly-over trip to that atoll to begin the planning for the rehabilitation program... Mr. Coleman also flew to Bikini for another look at that project.

Ponape The Meetingest quarter in Ponape's history (even more than Isokelekel's meeting with the last Saudeleur at Nan Madol some 500 years ago!) - including Catholic congregation representatives; Conference on Aging at PATS; Agriculture agents; Tourism workshop; Public Health Conference and Micronesian Medical Association meeting; Dental Conference; Broadcasters Conference--at one time, you couldn't get folding chairs for a meeting, because other meetings were sitting on them all... The Great Nahs at Temwen, Madolenihmw was dedicated - the largest nahs (Ponapean version of a meeting house) in the world, some 102 feet long, made entirely of imported materials, but with the forms pretty strictly traditional, so there were some 3,000 people from all over Ponape celebrating in age-old style in a concrete building complete with sakau-pounding pits and stations, with floor levels suited to all ranks and classes; 300 boats lined the shores, 350 yams were displayed, 300 pigs and 50 dogs died for the event; 400 cubic yards of sakau plants were piled up in formal offering to Ispau, Nanmwarki Samuel Hadley of Madolenihmw, with Nanmwarki of Uh, Kiti and Pinglap as honored guests, along with HiCom and DistAd reps, Congressional and Legislature members and many, many

others - celebrations continued a week after . . . Lots of travel writers and even artists coming thru, finding much charm and little readiness for tourists on our fair isle (can't the charm substitute for the readiness, if tourists really want something different??) . . . We had our first plane-load of Navy one-day tourists from Guam, who seemed to be happy, even with the showers scattered about; and Tokai U. in Japan sent 250 students who absolutely cleaned out our handicraft stocks and photographed everybody in and around Kolonia, plus snapshots of Japanese students taking pictures of - what? other students . . . They entertained some 2,000 townspeople with a Japanese variety show, winding up with our small-fry dancing rock and roll with them on the ballfield by the Spanish Wall . . . The Legislature met and transacted a generous amount of business, but notably not passing was a resolution asking the DistAd to open the bars, closed since last summer; 70 women marched to the Legislature and DistAd offices and vigorously expressed opposition to re-opening (alcohol is buyable, but only for consumption off the premises); Nauru shipping representatives met and received enthusiastic support from the Legislature for Nauru ships calling at Ponape - maybe kangaroo steaks and other goodies from "down under" will come at bargain prices . . . Roads pushing ahead out of Kolonia easterly (seabees project) and southwesterly (Ponape Transportation Authority), so you can now drive well into the Awak section of Uh and get close to Sekere school in Sokehs Municipality. Even the fantastic rains in past weeks haven't washed them out . . . The Honolulu symphony did real fine in Ponape, playing to some 2,000 out at the ship port in an unfinished warehouse. Lots of people still prefer rock and country-and-western, but those who saw the orchestra play were fascinated; groups of musicians also played in several schools around Kolonia - and personal relations were excellent, with some indicating desires to settle down here .

Palau District Administrators, the District Legislature and the status negotiators met in Palau over the quarter . . . Perhaps the most important of the meetings was the convening of the Fourth Round of Status Negotiations between U.S. Representatives and the Joint Committee on Future Status. The negotiations were held at the Palau Continental Hotel for about ten days . . . Students from Palau High School and Mindzenty High School marched from downtown Koror to the site of the negotiations to demonstrate support for the Micronesian Committee. They carried signs proclaiming "Coconut Power," met quietly with several members of the Committee and disbanded . . . The District Legislature met at about the same time as the status talks were going on, mainly to appropriate money for ongoing projects in the district . . . Also, the 1972 semi-annual District Administrators' Conference was held on Koror. The meetings were attended by all of the DistAds with the exception of Marshalls DistAd Oscar DeBrum who was represented by Assistant DistAd Ray McKay. A number of important resolutions were adopted during the conference, including one which requested the Board of Directors of Transpac to find ways of eliminating Guam as a point of transshipping cargo to the districts because of the new high tariff rates that had been imposed there. The resolution also requested Transpac to negotiate with Nauru, New Zealand and Australia to establish a shipping route between those countries and Micronesia. The DistAds also took the opportunity to discuss a great number of administrative matters with Headquarters personnel in all major program areas . . . The people of Kayangel Municipality in northern Palau captured two Taiwanese vessels that were fishing illegally within three miles of their islands. The vessels were taken by the Constabulary to Koror where they were arraigned in High Court. The Captains and Fishing Masters of both vessels were found guilty as charged and were fined a total of $6,000 for both boats. They were also found guilty of several lesser charges, but the sentences were suspended . . . Palau has a new public library which houses some 5,000 volumes and provides a home station for the district's bookmobile . . . A $33,000 grant-in-aid was approved for Ngeremlengui to build an ice-making plant to produce ice to aid local fishermen .

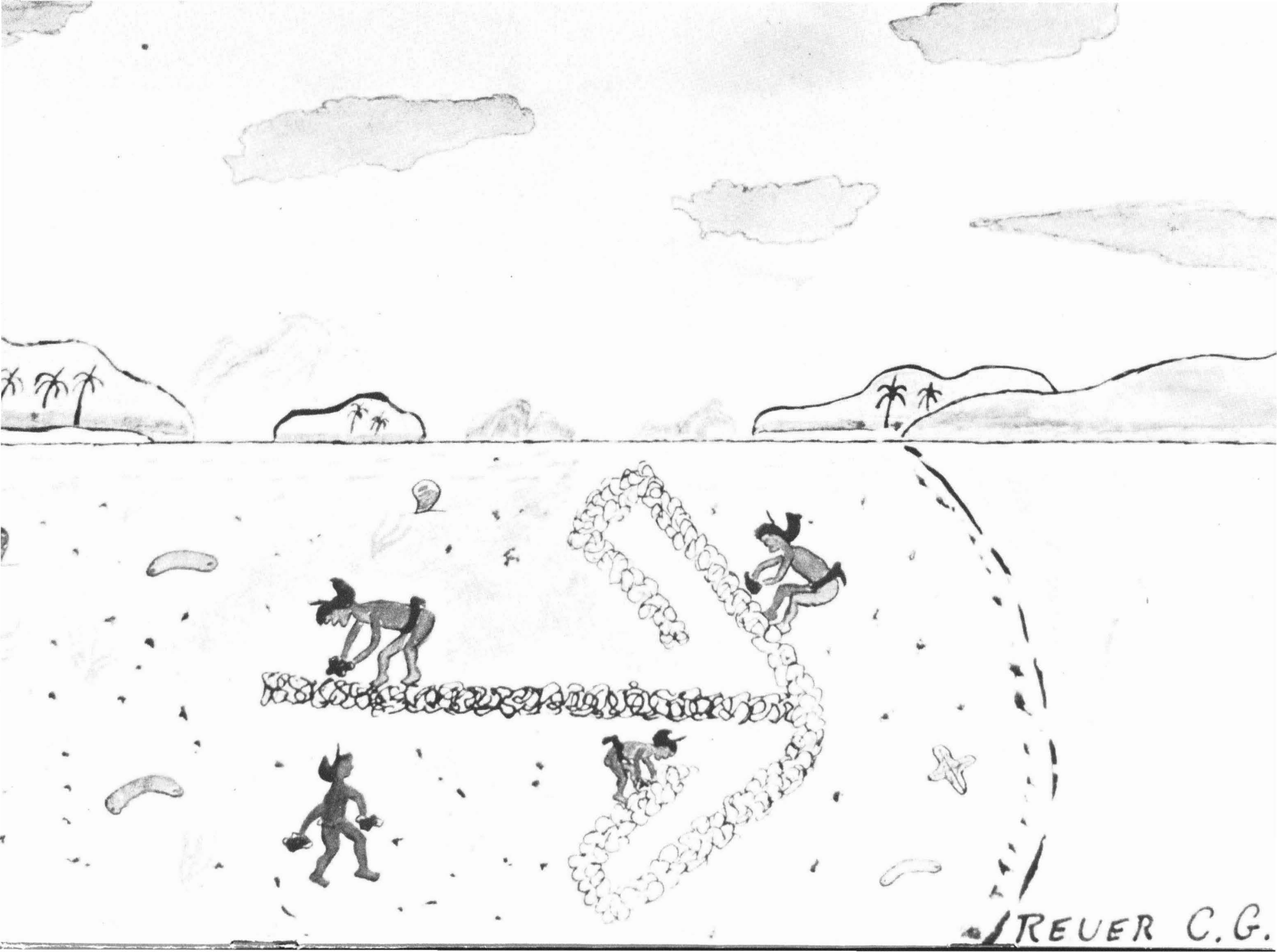
District correspondents:

Headquarters, Patrick Mangar; Marianas Manuel Sablan; Palau, Bonifacio Basilius; Marshalls, Laurence Edwards; Ponape, Peter Hill; Truk, Fermin Likiche; Yap, Wilfred Gorongfel.

on the back cover

Men building a fish trap —— by Rechucher Charlie Gibbons

Charlie Gibbons' watercolors have been exhibited in the United States under the title, "Life in Palau." Now in his seventies, Gibbons paints while at the desk inside the door at the Palau Museum, recalling the old ways of his people through this nativistic art form. Next quarter, the *Reporter* reproduces a selection of the artist's works, with commentary by Hera Ware Owen, Director of the Palau Museum.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