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Micronesian Reporter

FOURTH QUARTER 1971

Micronesia's Future Status the most important question

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This Quarter's Worth

Independence, With Limitations

The third round of negotiations on the future political status of Micronesia began shortly after ten o'clock in the morning on October 4, 1971, at Hana, on the island of Maui, in Hawaii. The talks began with an opening statement from Senator Lazarus Salii, Chairman of the Congress of Micronesia Joint Committee on Future Status:

"We have come here to talk about independence. For that, we feel, is the real subject of these negotiations.

"Much can be said about our times--about our travails, dangers and

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stresses. But we can be proud of at least two achievements: the nearly universal recognition that all peoples and all nations have the right to control their own destinies, and the consequent demise of colonialism.

"The people of Micronesia, in this respect, are not exceptional. We wish to be free--to govern ourselves, to deal with the rest of the world on our own terms, to make our own mistakes. We are aware that independence, if it comes to Micronesia precipitately, will bring its burdens. We are prepared to bear these burdens if we must. We are confident that our colleagues in the Congress and the people of Micronesia, as soon as they have discussed the issues fully, will be prepared to bear those burdens."

The Senator reviewed the free association proposal as endorsed by the Congress of Micronesia, and the four principles on which it is based *(Micronesian Reporter,* Third Quarter, 1970).

"The four principles still stand as the basis of our thinking; and the proposal for free association, therefore, represents the most extensive curtailment of Micronesian sovereignty that we are prepared to discuss."

And finally, "In summary, Mr. Ambassador, we are here to secure independence for our people. We are willing to discuss arrangements wherein that independence has minor limitations placed upon it--limitations as contained in the free association proposal. We are not interested in discussing more limiting arrangements."

The talks ended just after three o'clock in the afternoon on October 12, and a joint communique issued by both sides said that "substantive progress was made in narrowing differences, and in reaching preliminary understandings in some important areas. Both also agreed there are remaining problems and divergencies that must be bridged and resolved prior to reaching an agreement in order to terminate the Trusteeship Agreement between the United States and the United Nations."

The substance of the talks and background to the negotiations are explored this quarter in an article prepared for the Reporter by John C. Dorrance, a member of the negotiating team for the United States. In a companion article, Carl Heine, Staff Director for the Congress Joint Committee on Future Status, reviews the development of factions in Micronesia as the future status issue has become more clearly defined over the last few years.

Elsewhere in this issue, Ponape District Administrator and Trust Territory old-timer Boyd MacKenzie relives his career, and the Reporter tour of district centers is completed with a trip around Saipan. The late Chief Petrus Mailo of Truk is the subject of an essay by Thomas Gladwin; Dwight Heine and Jon Anderson explore Enen-kio; and the successes of the Trust Territory Social Security System are detailed by Dick Kanost. *J.M.*

Who's Who

...in this issue of the Reporter

John C. Dorrance is a Department of State Foreign Service Officer who served in Saigon, Suva, Washington, and Canberra before his assignment to Saipan last year. He describes his job in Micronesia as seeking to assure that Micronesian attitudes, views and aspirations on the status question are fully reported to and understood by Washington.

Carl Heine has been a semi-regular contributor to the Reporter in the past, last writing of Yap in the Third Quarter 1971 issue. Heine is on leave from his post as Deputy District Administrator, Yap, while he serves with the status committee. He is a student of the modern political development of Micronesia, and is now writing a book on that subject.

C.M. Ashman is the former editor of the Reporter, and now serves as Chief of Tourism in the Trust Territory Department of Resources and Development. His tour of Saipan in this issue updates the mid-1969 Reporter feature on the beaches of Saipan.

Thomas Gladwin was with the Trust Territory from 1947 to 1951 during the U.S. Navy Administration, serving as Political and Economics Officer in Truk. He currently lives in Hawaii, where he was formerly in the Anthropology Department at the University of Hawaii. He is an advisor to the Congress Joint Committee on Future Status.

Richard F. Kanost is the Chief of the Training Division in the Department of Personnel at T.T. Headquarters on Saipan. He has also been Chairman of the Social Security Board since the inception of the Social Security System in the Trust Territory.

Dwight Heine is Special Consultant to the High Commissioner. He agreed to be interviewed by **Jon A. Anderson** of the Public Information Division, and together they compiled the information for the story on Enen-kio. Anderson added the updated material on the island today.

INTERVIEW:

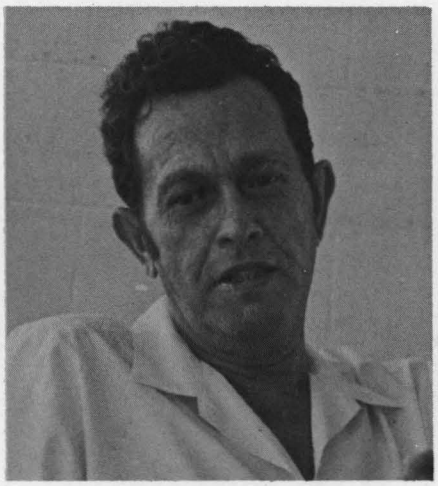
James Boyd MacKenzie

There were hundreds of people at the Ponape airport one morning this past November, as the Air Micronesia jet from Honolulu taxied to a stop. They weren't there to greet an Ambassador, or some other high level visiting dignitary. They were there to welcome Boyd MacKenzie home. As the Ponape District Administrator and his wife, Thelma, stepped from the plane the crowd pressed toward them; the couple was moved to tears by the display of affection. They were covered with dozens of flower leis, marmars *and countless good wishes.*

For Boyd MacKenzie, this particular flight to Ponape must have been a moving experience; for as he says in the following interview, he felt he had just been given "a second chance in life." He was returning home to Ponape for the first time following serious open heart surgery in California.

Four days after the MacKenzies' airport welcome, the Reporter sat with Boyd in the living room of his Kolonia home. He looked remarkably fit considering the seriousness of his operation, and the fact that it had taken place only seven weeks before. We talked some about that operation, and about his future plans. But we also talked about the old days in the Trust Territory, and about some of his many experiences in Micronesia.

MACKENZIE: I was originally hired in Honolulu. At that time Frank Midkiff was the High Commissioner and I was hired through the office in Honolulu as an Island Development Officer for the Jaluit Project. My official title at that time was Jaluit Project Manager. I was to live and work in the atoll of Jaluit on the Island of Jabwor, constructing an experimental agriculture station, primarily in the area of atoll agriculture. I first moved into Jabwor shortly after my arrival in the Marshalls, in December of 1954. Officially, I started my actual development of the island in January, but moved there in December just to get acquainted with the area. The Island of Jabwor when I first moved into the area was uninhabited. It was a government-owned island for the most part. There were two other private owners, Kabua Kabua and Lejelan Kabua, and a small piece of property was owned by the Catholic Mission. My job was to go in and begin cleaning up the island and start the construction of a home, office, radio station,



warehouses and begin the field work. As I said, there was no one living on the island so it was necessary to bring people to work as part of the crew. I started out with a crew of eleven workers, and we first constructed an office and radio building. Then we built a home for me to live in. In the meantime MIECO, the trading company for the Marshalls, moved into Jabwor and built a warehouse on the dock for copra collection for the atoll of Jaluit. I had been living in a native-type hut, with no sides, just a roof and a mosquito net for my bunk. I lived in this little house for six months until the copra warehouse was completed on the dock by MIECO, and then I moved into this copra warehouse and lived there for the next year while I was constructing a warehouse, a generator shack and a home.

In 1956 I moved into the home, and continued work on various buildings there. The moving of agriculture cuttings and seedlings into the island had started, where coconut seed-nuts from Yap were brought in for experimental plantings on the island of Jabwor. We brought well over a hundred varieties of breadfruit cuttings in from Truk and Ponape, and various varieties of taro corms were brought in to be tried in the swamps on the various islands in the atoll. And citrus of all types was started. Roads were put in, and then the animal and fowl pens were built. We constructed a piggery to start out with,

to hold approximately eight thoroughbreds; a chicken run; and runs for ducks and turkeys were also completed. In 1957 I left for Hawaii, where I picked up fifty-three hogs; they were Tamworths and Hampshires. These were for the entire Trust Territory, and of these I was given eight for the agriculture station in Jabwor. These animals were the original stock for the Marshall Islands.

The power plant that was being constructed was almost completed in 1958, and just before this the people of Kili were given land rights on the island of Jabwor and the AEC came into Jabwor to build homes for the Kili people and warehouses. This village was constructed on the southern end of Jabwor, to be used by the Kilians as a stopping place, for the catching of fish for the people of Kili island itself. The Kilians as you know are from Bikini. They were then living completely on Kili island and a 50-footer plied between Jabwor and Kili moving people and produce back and forth. The Jaluit warehouses on Jabwor were the focal point of where they stored their food and materials, and then this would be moved by 50-footer down to Kili.

Kili was then put under my jurisdiction, agricultural-wise, and I worked closely with the Kilians. Konto Sandbergen at that time was the Kili Project Manager and we worked very closely together in replanting of the island of Kili, putting in new coconut plantings, taro plantings, and in general working with the people of Kili.

In 1958, January 7, Typhoon Ophelia swept through Jaluit, and destroyed everything that had been constructed. Winds were recorded at up to 140 knots, the entire atoll was devasted, and 15 miles of islands were completely destroyed and returned to their original form of just being a reef. We lost 17 people, and damages amounted to $400,000. This, I believe, was the first major rehabilitation program, with the Trust Territory receiving a million dollars from the U.S. Congress to conduct the rehabilitation of not only Jaluit, but Ponape, and the Truk area which also had been hit by Typhoon Ophelia. The project in Jaluit was, I believe, the first full-scale rehabilitation program for the Micronesians.

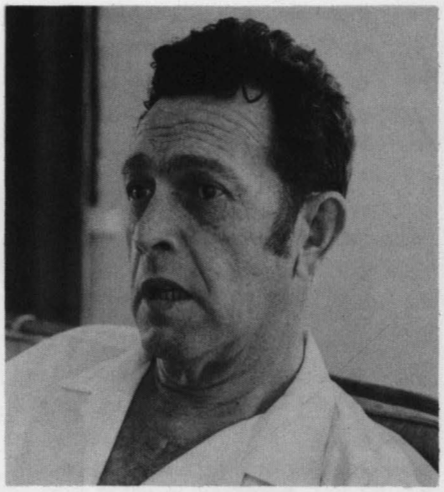
A $400,000 fund was set up with which we went in to Jaluit with additional agriculturists, working with the people to rebuild and replant and grow agricultural produce. We had a USDA feeding program for them, in order to help them get back on their feet. The planning program continued on until 1961.

REPORTER: Where were you at the time the typhoon hit Jaluit?

MACKENZIE: Unfortunately, I was in Majuro. I had gone to Majuro on some business, and was to have returned on the seventh, the day of the typhoon. Because of the storm I was not able to get in there. However, the *Gunner's Knot* happened to be in Majuro at the time and I was in communication with my office in Jabwor at the time, so I knew just exactly what happened up to the point where the radio shack was blown away. I had no idea of the devastation until my arrival there on the morning of the ninth.

The *Gunner's Knot* took me into Jaluit, with food--at that time, C—rations--and some kerosene and gasoline, and there were other items that were taken in there. It wasn't until we arrived off of Jaluit at daybreak on the ninth that we realized the extent of the damage. This was reported back to the District Administrator--at that time, Maynard Neas--and we gave him the entire picture as we went into the lagoon, as to the devastation. These reports continued from the *Gunner's Knot,* which sat there for two days while we relayed what information we could get to the DistAd using the ship's radio.

There were many injured people who had been brought to the island of Jabwor. Within four hours the first Navy plane from Kwajalein had landed in the lagoon with a medical team aboard, and the evacuation of the more



critical patients took place. Patients were taken out to Majuro itself, and the worst cases to Kwajalein. The Navy came into Jaluit on an average of three planes a day, bringing water, medical supplies, and food. They made air drops to the smaller islands and covered the entire atoll for a period of two weeks. In the meantime, two planes from Guam, which were then Trust Territory planes, had come into Jaluit with outboard engines and additional gear so that we could get around to check the island. A survey team was brought in, headed by Manny Sproat, the present Chief of Agriculture, and a complete survey of the islands in the Jaluit Atoll was made to determine the amount of damage, and the figure of $400,000 was the amount that we came up with.

REPORTER: This must have been a tremendous disappointment for you personally, to see this typhoon in effect wipe out everything that you had worked for for so many years.

MACKENZIE: Yes, this is true. It was a very disappointing thing to have happen, because we had progressed to such an extent that the fields had been planted. As I said we had just a little over a hundred varieties of breadfruit that were still in the growing stages, not more than four or five feet tall. We had over an acre of citrus of various types. We had the South Pacific Commission interested in coming in, and in fact we had two teams come in to visit and go

over the fields where crops had been planted. We had introduced jackfruit. We had brought in trials on various types of sweet potatoes. We had also started on some of the leaf crops that we felt might do well. The castor bean, another plant, was being experimented with. And quite a few other ideas on what grew on other atolls were being developed and were going to be brought in for trials in Jabwor.

With the devastation of the island, however, the headquarters decided that they would discontinue this project. I tried very hard to get them to restart the project--in fact I had gone back there with the idea of rebuilding and starting all over again. However, they felt at that time that due to the small budget that the Trust Territory had--at that time five and a half million dollars--that to put out a large expenditure towards the rebuilding and everything would not be fair to the rest of Micronesia. So the project was abandoned, with the idea that perhaps at a later date this could be revived, only the location would be changed from the Southern Marshalls to the Central Marshalls, probably around Wotje. However, up to this period of time I do not think the Trust Territory has considered reviving this particular project.

REPORTER: What was your next assignment after Jaluit?

MACKENZIE: I was transferred to Majuro, the District Center, as Island Development Officer, and the entire agricultural program for the Marshalls was placed under my jurisdiction. There was the rehabilitation of Namorik, which was hit by a typhoon two months before Jaluit, but which we did not know about until well into January, and a third typhoon that swept through there that damaged part of Kili. So the rehabilitation program for these three areas was put directly under my control, as well as the entire agriculture program. And then Rongelap--the people of Rongelap were moved back, and this project was also given to me as a special project, as well as the replanting of the atoll of Ujelang.

We worked in agricultural development with an American agriculturist on Ujelang and another on Rongelap, and an agriculturist in Namorik and in Jaluit, all working primarily on coconut rehabilitation and development of the agricultural programs. I remained as an Island Development Officer until some major changes were made in the district, and in 1959 I became Acting District Administrator. In 1961 I was replaced by the Honorable Pete Coleman as District Administrator, and worked with Mr. Coleman from June of 1961 to November of 1961, when I was transferred to Truk.

In July of 1961 I was selected, as well as William Allen, who is now head of the Community Development Office, to represent the Marshalls in the first large South Pacific Co–ops meeting in Palau. On the 19th of July, while landing in Palau, the plane that we were in crashed, and in the crash I was badly injured with a fractured back. I was flown from Palau to the Naval Hospital in a cast, and I spent three months in the Naval Hospital on Guam, and then was brought back to the Marshalls accompanied by the then Deputy High Commissioner Peppi (Jose A.) Benitez; and I recuperated in the Marshalls, and in November of 1961 was transferred to Truk as Assistant DistAd to Robert Halvorsen.

REPORTER: Before we move on to your experiences in Truk, lets talk a little more about airplanes. Could you relate some of the other experiences you have had while flying in the Trust Territory back in the old days of the amphibians?

MACKENZIE: One of the first real bad experiences we had was in 1959, when Thelma and I were married on Guam on April 4, and left Guam on the 6th for Truk. Halfway between Guam and Truk the plane lost both engines. The pilot was able to get one engine restarted, and we turned back for Guam, but the plane dropped from five thousand feet down to about 150 feet. We began throwing things overboard to lighten the plane. At that time also on board the plane was the High Commissioner, Delmas Nucker, and Clarence and Sachi Takeuchi, and John Spivey, the Executive Officer, and several other passengers.

Everything we owned went overboard, including the empty seats of the plane. But we still could not get up high enough to land at the airstrip at Guam, so we tried to make a water landing in Apra Harbor; but we could not quite make it, and landed just on the outside of the harbor itself. We were covered by Navy and Coast Guard planes and helicopters. Upon our landing, just as we touched water, we lost the good engine, and a tugboat had to tow the plane into the harbor itself and up on a ramp. This was one of the worst plane experiences.

While working in the Marshalls I traveled primarily by plane, by canoe, by 50-footer, by the *Gunner's Knot,* and by other boats. I have had several experiences on Navy planes. On one flight, on takeoff, one of the engines caught fire, out of Kwajalein. I have made flights out of lagoons in complete darkness, not knowing where we were or if we were going to end up on the reef. And of course there was the crash in 1961.

I've had other experiences with planes that by comparison seem rather minor, such as losing the cowling off one engine. It was nothing unusual to come in with just one engine. Also taking off from Ponape once we made four tries before finally getting off the water on the fourth try . . . and things like this.

REPORTER: About that crash in Palau, tell us more about that.

MACKENZIE: Well, the plane was full, with fifteen passengers on board. All were participants in the South Pacific Seminar on Co–ops, except a young lady, who I believe was of Palauan ancestry, and she was coming from Yap to Palau. She was the only female on board. All of them got off the plane. Dr.

Aaron Jaffe, who also was aboard, was slightly injured, I believe above the right eye. One of the participants from Saipan, I do not recall his name, had difficulty in the water and almost drowned. Deputy High Commissioner Peppi Benitez was also on board but got off okay. The rest of the passengers came through the ordeal in pretty good shape.

REPORTER: What happened to the plane?

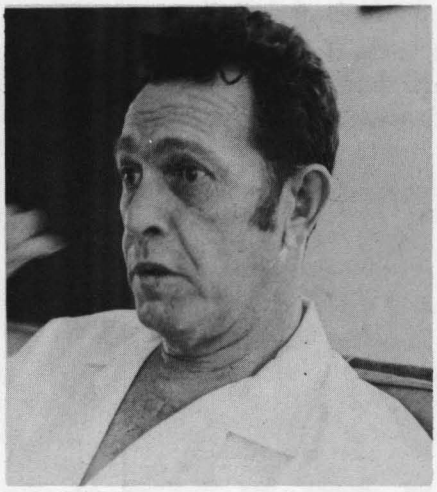
MACKENZIE: The plane turned over and sank, and about a week later was brought up from fifty feet of water by a Coast Guard buoy tender.

REPORTER: How much time did you have to get out of the plane before it sank?

MACKENZIE: That's pretty hard to say. To me it was several hours, but I'm quite sure it was just a matter of minutes. The plane broke where I was sitting. It crashed when it hit, and the water coming through the hull ripped the seat I was sitting in and slammed me against the roof, and I dropped back into this same hole, and was under water. My seatbelt had held, and I had a little bit of a problem trying to get the seatbelt loosened. In coming up through this hole I also tore my leg pretty badly, requiring twenty stitches. I was the last one out of the plane and had to be pushed out because I couldn't move very well. The flight engineer and I were the last ones to leave, and I remember that he pushed me out of the plane and he jumped, and the plane at that time was beginning to turn over.

I hit the water and couldn't get my lifejacket open. Fortunately Dr. Jaffe, who weighed about 85 pounds, had his lifejacket on, so he hung on to me and I hung on to him and we finally got into a life raft that was partly deflated. William Allen was in the life raft and he pulled me on board. I remember saying to him, "Please take my shoes off," and he kept saying, "What do you want your shoes off for?" When he finally got them off he found that one shoe was full of blood. When he got my socks off I told him to watch my toes, that I was going to wiggle them and I want to know if they are wiggling. He said, "Yeah, they're wiggling," and I said, "Well okay, then I'm not paralyzed."

Then I was taken to the hospital in Palau, and Dr. Masao Kumangai X–rayed me and put me into a body cast, and the next day I was air-evacuated to the Naval Hospital where additional X–rays were made and the determination was that I had fractured two of the lower lumbar and had compressed both vertebrae. So I spent two or three months there and was then transferred to Majuro to recuperate.



REPORTER: When you were transferred from the Marshalls to Truk, what position did you assume and what were some of your experiences there?

MACKENZIE: I was transferred to Truk as Assistant District Administrator under Robert Halvorsen, who was the District Administrator. I came into Truk specifically--I think at this time it can be told--I was instructed to come into Truk to assist Mr. Halvorsen in breaking down the discrimination that existed at that time in Truk.

This may come as somewhat of a surprise to many people. I don't think I've ever discussed this, but I think it's time it is discussed. I was not secretly told, but I was told that I was being brought in to assist Mr. Halvorsen in breaking down some of the discrimination that existed in Truk at the time I went in.

Three things that come immediately to mind are: one, no Micronesian was allowed in the hotel. The only ones allowed in there were people going through or people who worked there. The Trukese themselves could not enter that hotel. The second thing that comes to my mind is that the average Trukese person was not allowed to walk up the hills, unless he had business up there or unless he worked up on these hills where the homes were situated. Third was they had an administrative taxi that operated after 4:30 until midnight, and anybody could call and have use of the taxi, but not the Trukese.

These were three things that I ran across. At that time also there was no drinking allowed, which was prevalent throughout all of Micronesia. These were some of the things that I was brought in to assist Mr. Halvorsen in doing away with. This of course was done in a very short order. Within three or four months of my arrival the Trukese people were free to enter the hotel, they were free to walk up any hill they wanted to, and we no longer had the administrative taxis. This was one of the main reasons that I was brought in there.

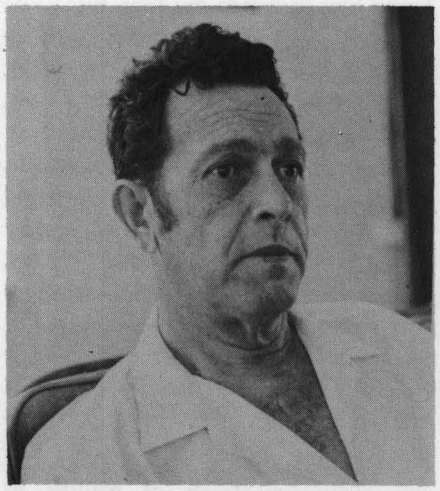
The second reason was that Mr. Halvorsen was going to be transferred to Ponape shortly after I arrived and they had selected me as his replacement. In Truk my primary job was to travel, and I covered every island in the district visiting with magistrates, visiting with the councils. We held the first conference, after I was DistAd, in which the magistrates came in for a general conference. The administration began to work very closely with the chiefs of the various areas in trying to get down to working with the people and finding out what their needs are. One of the areas of work was, I presented I believe the first district budget to the legislature in 1963. The district budget was discussed with the legislature, and

recommendations made by the legislature at that time were incorporated into the budget. This budget prior to that time had been made up primarily by the district administrator and his department heads with no participation at all from the people.

This nearly cost me my job, because I was told that a budget such as this was not supposed to be shown to anyone because, I guess, budgets are not to be revealed until they have been approved by the President, or something. I do not know the particulars to it, but as a consequence I had to cut out working with the legislature on budgets.

I felt at that time that Truk District's budget was something that was minor and would not upset the national scene as it was so small it would not have affected the Trust Territory or national budgets at all if it were discussed in advance with the people.

The other area where we worked and slowly improved was the relationship of the Micronesian employees in Truk to the government. Up to this point whenever there was a "rif" (reduction in force) or he lost his job, the employee had no recourse. We set up new procedures during the first "rif" in Truk in 1963 or 1964, which was a district-wide "rif." Up to this point each department head just selected the people he wanted to drop from his payrolls and they were dropped. We set up in Truk a system where a person who had worked there for a number of years, and his record, counted toward whether he lost his job or stayed on with the government. We eliminated the ones who were last to be employed. We eliminated the ones who had bad records. As a consequence an employee who was faithful to the government and was working well was retained. We made other changes. The first employees' council, I believe in the entire Trust Territory, was formed in Truk--the first council was also formed to which the employees could bring their cases, and the council would meet and make a



ruling by which a District Administrator could decide whether an employee should be released or retained as an employee of the Trust Territory.

REPORTER: How long did you stay in Truk?

MACKENZIE: I spent four years in Truk, almost to the day. I was transferred to Palau in October of 1965. I believe that I should mention here that one of the important things that happened while I was in Truk was the first election of the Congress of Micronesia members from Truk. The first Congress opening, July 11, 1965, on Saipan, was attended by Mrs. MacKenzie and me. We were quite proud to be at this historic event. Unfortunately, I believe we were the only couple from the districts to be at this historic first session of the Congress of Micronesia. But I shall always remember it as one of the most important things that has ever happened in Micronesia.

REPORTER: What kinds of problems did you encounter as Palau DistAd?

MACKENZIE: I was transferred to Palau, again, in order to try and work closer with the people of Palau and to try and get them to work closer with one another. As you know, Palau has two political groups, and there was quite a bit of political friction between these two groups. One of the major jobs there was to be able to get to work with both groups. The administration at the time I arrived in Palau was on the outs with the legislature. The legislature would not meet with the District Administrator and there were quite a few problems in this area. This was part of my job, to go in and heal this break between the legislature and the district administration, and in general to work with the people of Palau in the betterment of Palau for the Palauan people.

Again, it was a matter of communication, in getting across to the people of Palau the same as we had done in Truk, to let them know what the government was doing--to keep them advised and to keep nothing from them. Getting them to slowly participate in some of the actions that the government was making, and in general beginning to bring the people closer to the administration by participating with the Administrator in some of the decisions that should be made by the people themselves.

REPORTER: It was along about this time that the budget that the United States was expending in Micronesia began to increase dramatically. Did you as a District Administrator find that this made your job easier, as more and more money became available?

MACKENZIE: Yes, we began to be able to have a little bit more money to spend in the district, especially in the area of education and medical, which was badly needed. These weren't the only areas where money was needed, but they were the primary ones. Education was one of the areas that had been sorely neglected, as well as medical. With the increases we slowly began to be able to put in better educational systems, better classrooms, to upgrade our local teachers to fill the classrooms, better qualified--and of course, this increase in budget was the beginning of your large educational program which is still continuing and still growing.

REPORTER: In what year did you leave Palau to come to Ponape?

MACKENZIE: I left Palau in 1969, February, to come to Ponape. Ponape was the only district at that time that did not have an airstrip and was still using the SA–16, with two flights a week if the plane operated--otherwise one flight a week, and a maximum of fourteen people coming in on each flight. Again, vast problems in communications itself. The radio communications were still an old, outmoded system that didn't work too well.

I had last visited Ponape in about 1959 or 1960. I used to come in and spend one to two weeks from the Marshalls enroute to Ujelang by ship, with a field trip party. From Ujelang we would return to Ponape, where I then caught either an SA–16 to return to the Marshalls, or one of the ships that went into Kusaie first and from Kusaie on to Jaluit where generally they dropped me off. So I got to know Ponape quite well. When I arrived here in 1969 I saw very little in improvement here in Ponape. By that I mean in the way of electricity, water--the roads, I thought, had deteriorated even worse than they had been in 1959. On my arrival I was determined to do something about this. And we have, I believe.

An airport has been built, there are better loading and offloading facilities for ships with the completion of the airport area. We are moving ahead quite rapidly with roads. The Ponape Transportation Authority had been formed before my arrival and they were doing the majority of new construction of roads or the rebuilding of old roads. I could see that this was an instrument that was created by the people for roads. They insisted as a first priority that they have roads. So the emphasis has been placed in this area of public utilities. Up to my 1969 arrival I would say about ten per cent of the people living in the Kolonia area received power and water. Today I can say that roughly 60 per cent receive these services. And this has not been through capital improvement programs, but through slowly extending to the people power wherever we had lines.

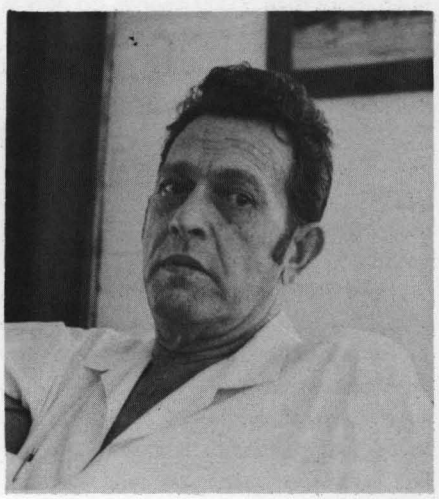
I would like to at this time say that it was a joint effort, between the administration and the people themselves. Water and power were taken to the houses, the villages. They did the putting together of the pipe with help from us. It's been sort of a joint effort all the way through. Ponape is, I feel, going a long way towards their own development because they are interested, they are willing to get in and work for themselves. This, I believe, is one of their main characteristics. I find the same thing in Kusaie. The people are working for themselves, they are not depending on the Trust Territory to do everything for them. It's a wonderful feeling to find the people working alongside of you.

We've come a long ways, of course, in administration of government. The people now are participating in the decisions of the government . . . the budget work is being done directly with the people, with the legislators. Each department's Micronesians take part in budget preparation, and what to have in their budgets. This has finally come to the people themselves, and I've always felt that if we had taken this stand many years ago, many of the problems that we have today we would not have had. The people themselves should be making their own decisions as to what they want. They should be setting their own priorities as to the things that they want. If we continue in this way we will find that the Micronesians will begin to participate more, because they will feel that they are wanted, and that they are now in the decision-making seat. And by right this is where they should be.

REPORTER: You mentioned Kusaie. From time to time we hear that the people of Kusaie might like to become a separate district. How do you as DistAd feel about this?

MACKENZIE: Well, there are several feelings in this area about Kusaie. In a way I cannot blame the Kusaieans for feeling this way. They have been somewhat neglected, and it's pretty hard to try and tell the people of Kusaie, well you know you can't have this and you can't have that because of this and because of that. It is a difficult thing to explain to approximately four thousand people that they are a part of a large group of islands and that we do not have the money allotted to do many of the things that we would like to do. This we have tried in the last couple of years to remedy by slowly increasing the money that is going to Kusaie. This comes about again because the people are beginning to take part in the decisions as to how the money should be spent in each district. It means money that normally was spent in the district center is no longer being spent in the district center, but is being spent in Kusaie, and is being spent in other outer islands.

Construction is slow because of transportation, but we are building a new hospital. I hate to keep saying we are building a new hospital, but we are and this has been going on for four years--building a hospital. However, the ground work has been done, the area has been cleared and very, very shortly we will start laying the foundation. We are building a new high school to take care of five-hundred students. This is in a three-year increment, and the first increment goes in this year. And again, we have to make an excuse, but we are delayed because of the big stevedore's



strike on the Pacific Coast, and we are not getting the materials. We are way back in our construction now because of this factor; in fact, we are beginning to run into problems with finance because of the strike and because we are not getting the materials here. We have funds to improve their dock facilities, we have funds to improve their roads. We are building a new power plant, and there are other changes coming in water systems. We hope to get more power to the people; outside of Lelu itself we hope to get into Tafunsak and down to Utwe with power. We hope to have some type of an emergency airstrip put in, to take care of emergencies. We would prefer, and we would like to see a 7,000-foot strip built rather than an emergency type of strip, however again financing to build this strip is going to cost five to seven million dollars. At this time we can't see our way clear to divert this type of money to construction of an airstrip, but we hope to be able to begin to get money for the strip within three or four years.

Kusaie has been neglected, Kusaie has been forgotten; but if people would stop and think of Kusaie as an island of approximately 120 square miles with 4,000 people on it--it is one of the most populated areas, even in comparison to a district center. The district center of Kolonia, for instance, is only about 3,800 people. Yap, the main town, which is considered the district center, is no more than 3,000 people. So here is Kusaie sitting out here with almost four thousand people. This is sort of forgotten that here is a very populated area that is not receiving the assistance that it should have been receiving. We hope to change this and we will do so over the years. They are slowly increasing in their administrative force. We now have a community development officer, we have a DistAd Rep. who has a political background, and this is a new position within the last two years. We now have a personnel officer down there, and this has occurred within the last couple of years. We will have an increase in construction where the local contractors will have supervisory help from the government in order for them to construct the schools that we are building, the roads that we are building, and so forth. So I think little by little Kusaie will begin to hold its own with the rest of the money that's being spent in the Trust Territory.

REPORTER: You are the last of the non-Micronesian DistAds. How do you feel about your own future here as a District Administrator, and generally about the future of Micronesia?

MACKENZIE: Well, to be very truthful, I would like to stay in Ponape. I like Ponape very much and I find the people easy to work with. I have had no difficulty in any of the other districts. When I was in Truk I liked being in Truk, when I was in the Marshalls I liked being in the Marshalls working with the Micronesians, and Palau was the same way. I'm now in Ponape and I enjoy very much working with the Ponapeans.

However, I believe it is time now that the training that Americans were brought in here for be acknowledged. It's time that we be replaced by Micronesians. I think that if a Micronesian man is capable that he should take over the reins of the District Administrator's job. I am somewhat mixed in my feelings as to whether a Ponapean should be the District Administrator in Ponape, or whether he would do a better job if he were a District Administrator in another district. It would be the same with the rest of the districts, as to whether or not the men who are from the district might be more effective in another district. It's not because of their training, it's because of the many customs, the culture. In the areas where they are born and brought up you have certain restrictions that they are faced with, and this is something that you cannot overcome. Many people say it's simple enough to overcome it. No it isn't. If you are brought up within a certain culture with certain customs, why you have no choice but to live with these. I think this is a disadvantage. Perhaps more credit should be given to the men who must overcome these things.

From the time I first came in, I came with the idea that it was my job to produce as much as I could produce toward helping the Micronesian and at the same time to train a Micronesian to replace me. I feel that at any time that the High Commissioner has someone to replace me I'm ready to go wherever he wants to send me. I would like to stay in Micronesia because I feel that with my background and my experience with the people, I can still assist them in some way wherever they send me in Micronesia.

REPORTER: What about the political future of Micronesia?

MACKENZIE: First of all I am very concerned about the future of Micronesia, and the reason for this concern is because I have eight Micronesian children. I am concerned about their future as any father should be. My children I will educate, put through school, and hope that they will return to Micronesia and take their place in Micronesia. This is my aim and my wife's aim. We do not want them, at this point in the game, to become Americans. We feel that this is their choice. When they get to be twenty-one if they want to become Americans then it's up to them. In the meantime our aim is to train them, educate them and have them return to Micronesia to make their homes.

I will say this as far as political status is concerned. I would like to see the best for the Micronesians. However, I would like to see a close association with the United States, because it is my strong feeling that the obstacles can be overcome in the status talks to meet the needs of Micronesia. One of their greatest concerns is the land problem. I don't think this should be an issue. I believe something can be worked out where the Micronesians will control their own lands, and will control their

own destinies. They don't necessarily have to come under the present form of government. There are other alternatives which can be made to fit the needs of Micronesia. But I still feel that the best way is some type of close association with the United States.

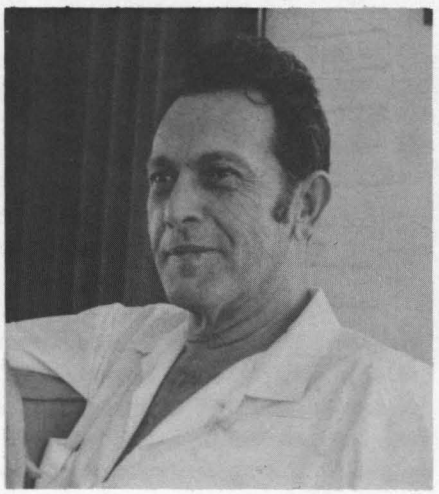
REPORTER: Did you ever think of yourself as a High Commissioner, or theorize about what you might do or might have done as the High Commissioner?

MACKENZIE: I guess many people who work out here have thought about this. I do say this, I have worked under Mr. Midkiff--he was the first High Commissioner under whom I worked. Mr. Del Nucker was number two; Mr. Goding, who was number three; number four was Mr. Norwood; and now Mr. Johnston, number five. The only one that I did not work under was the first High Commissioner, who was Senator Thomas, from Salt Lake. In many instances I would not like to have been in their shoes. I think each one has had to put in long hours and hard work. I think Mr. Johnston, our present High Commissioner, has had a real tough row to hoe. He has the problems of young Micronesia growing and expanding and pushing in all directions, and some of the decisions to be made are real difficult. And I'm happy to see that we have a man sitting in the High Commissioner's seat who, I feel, has done a very good job. I would say that he is for the Micronesians. He is trying to help Micronesia.

REPORTER: How do you feel about decentralization?

MACKENZIE: You are hitting at a spot that I've fought for for the last twelve years. I have been, I guess, one of the greatest ones fighting for decentralization. I've fought for it through three High Commissioners, starting with Mr. Goding. Decentralization, I feel, should have been done many years ago. I don't think we would have the problems that we have if we had decentralized earlier. By decentralization you are beginning to give the authority not just to the District Administrator, but to the people. This is where the decisions should be coming from. I think we know more about what is happening in our districts than someone sitting in headquarters. We can anticipate the problems, we know the problems, and in working out the answers to these problems we turn to the people.

A good example here, and again I go back to land, one of the biggest problems we have in the Trust Territory in every district is land. In Ponape we have set up the District Land Advisory Board, which is set up by law. We've gone a further step and have set up a



land advisory board in each municipality. And primarily they are the ones who are settling the questions. It is not the District Administrator with his advisors, sitting and making decisions on land. They are being made by the Ponapeans themselves through these land advisory boards. The Kolonia Land Advisory Board, for example, sits weekly in settling the leasing of lands in Kolonia. They are the ones who are determining, and deciding, and advising the District Administrator on who should get this land. I feel that this is the only way that we can handle land. The same thing is happening with the homesteading of land. Three or four months ago, I believe, I signed the first fee-simple deed issued in Ponape for the last ten or fifteen years. So the land issue is beginning to move. Yes, we still have a lot more work to do, but we are slowly getting it done and I believe the land program in Ponape is slowly beginning to resolve itself, and this has come about because of decentralization--because the people are beginning to make the decisions, saying what should be done with land, how it should be done, who it goes to. I think this has been a fair way of working it and this comes about because of decentralization. The priorities are set because of decentralization, the budget procedures, where the money goes, both in operations as well as in construction areas--they are making these decisions. It's not the District Administrator and it's not headquarters. This comes about because of decentralization.

REPORTER: Is this true also with regard to the rapidly growing tourist development? Do the local people have adequate control over this?

MACKENZIE: Yes, I feel that they are now beginning to control these areas. They are beginning to control who can come in. In some cases, perhaps, people feel that this has hindered tourism, or has hindered the economic development of a district, but it is not the American that is making this decision. In other words, what I am saying in this area is that the Micronesian can no longer point a finger at the American and say it is because of you that nothing is happening. The Micronesian is doing it the way he wants to do it. Now, to our view, it might be a slow way of moving, but let's take it from the view of the Micronesian. If the Micronesian wants to slow it down I think that is his own responsibility. It is not for us to say no, we don't want it this way. I think it is up to the Micronesian to say, and he is saying it right now. If he wants to move his district faster, he can do it. If he doesn't want to move it faster, he can slow it down to a pace that he wants. He can control the construction within it by saying that we will only build

hotels, for instance, that are three stories high, no more. Then nobody can come in and build a fifteen story building. They can control it. They can also control whether they want Americans to come in and build hotels or not. And I feel that this is where we should have been--this is where we are now, and this is where we should stay. The decisions as far as the development of these districts is concerned should come from the Micronesians in the districts themselves.

REPORTER: Let's conclude this interview on a personal note. You mentioned a few moments ago your Micronesian children. Tell us more about your family.

MACKENZIE: My wife, Thelma, was originally the Administrative Assistant for the High Commissioner. I met Thelma in 1956 in Guam, where I attended a district agriculturists conference. We courted for three years, and were married in 1959 on Guam. She was at that time Mr. Nucker's Administrative Assistant, and was in charge of the communications at headquarters. She was in charge of the security of all of the messages coming through, and taught communications procedure to all of the DistAds and assistant DistAds.

We moved to the Marshalls after our marriage. Our first son Jamie was born in 1960 in the Marshalls. Our second son Kevin was born in Truk in 1962. And we acquired in Truk while we were there, by adoption, Michael and Patrick, who were Trukese. We moved to Palau and adopted Mary, a Palauan, and Menrissa and Esther are Trukese. And then we have two grandchildren with us, who we consider our children. One is Kirin, who lives with Minrose and Kasper Peter in Truk, and the other is Ruby-jan, our youngest, who is living with us.

Michael, the oldest, decided when he got out of high school that he wanted to go into the U.S. service and he is presently stationed with the U.S. Coast Guard in Viet Nam. Our second son, Patrick, is a senior at Yelm in Washington State, where he made the all-state honor role this year and also all-state high school end. Esther, our oldest daughter, is a senior at PICS in Ponape. Marita, our number two daughter, is a sophomore at PICS. Mary, Menrissa, Jamie and Kevin are going to school here at the local Catholic Mission school in Kolonia. Ruby-jan, the youngest is running around in the house. She is just three years old. We have some others living with us. One is an older man, Kaimi; he has been with us now for eleven years and is part of our family, and also we have Salia who is from Palau, and she has lived with us for the last six years.

REPORTER: On a final personal note, you are just back in Ponape following a very serious operation. What have the doctors told you about your health, and how soon will you be able to undertake full activities again?

MACKENZIE: I had a heart attack in July of 1970, and was at the Naval Hospital for several months, and went to the Stanford Medical Center in November. This year in September, on one of my checks, they found my pulse down to 30, and EKG doing poorly, so they referred me back to the Naval Hospital in Guam. They notified us that they could not handle me there, and they recommended that I be transferred to the Oak Knoll Naval Hospital in Oakland. I left here on the 5th of September, and was admitted at the Oak Knoll Hospital where I was under observation for three days and then transferred from there to the Stanford Medical Research Center. I was in Stanford for one week, during which I underwent studies. I was released for a period of three or four days, and was then returned on the 22nd of September for major surgery. I went into major surgery at 6:30 a.m. on the 24th, and came out of surgery at about 12:30 that same day. It was open heart surgery in which, first, I was frozen to 32 degrees. The incision was made through the center of the chest, and they worked through that way. They removed what I call a "bubble" from the left ventricle of the heart, and they did a graft, taking the main artery from my right leg to make this graft on the main blood vessel in the heart.

I was released from the hospital two weeks after this surgery, and I lived with friends in Belmont. My wife, Thelma, joined me there and took care of me while I was out of the hospital. I returned twice a week to the hospital to be checked, and was finally released a month after surgery to return.

At this point in the game it is entirely up to me, as to how much activity I can take. I was told that I should take my time in returning to full activity. They have told me that I will be able to return to normal in about five to six months. By normal that means I will be able to do a little bit more in the area of exercising. They do not want me to return to competitive sports such as baseball or tennis, but deep sea fishing, golfing, umpiring games, this type of thing they see no reason why I can't slowly work back to. They see no reason why I can't return to work. The main thing is that when I get tired I should come home and rest. I do feel a lot better. I even feel better than before I went into surgery.

I would like to add that it is fantastic what they are doing in open heart surgery at Stanford. I have seen the latest equipment that is being used. They do a minimum of two open heart operations a day, and a maximum of six or seven a day. They are so busy that they are eighteen months in back. They move you out of the hospital very quickly. The second day after you come out of surgery they have you out of your bed, sitting up in a chair, and the third day they have you walking. By the fifth day you are walking by yourself. The pain of course is quite bad, but you learn to live with it, happy that you are alive and are being given a second chance in life.

Micronesia's Future Status

the most important question

THE HANA TALKS: BACKGROUND AND RETROSPECT

by John C. Dorrance

"We are very conscious of the importance which the people of Micronesia themselves attach to these discussions and how they will relate to their long-term future and welfare. We recognize that, in the past, Micronesians have been caught up against their will many times in events which they did not control. We understand full well and respect your natural desire that, in the future, Micronesians should control their own affairs. We are fully sympathetic with this legitimate objective and the aspirations of your people to determine their own destiny." -- Ambassador Franklin Haydn Williams, October 4, 1971

The third round of Micronesian Future Political Status talks at Hana, Hawaii, October 4-12, 1971, was a turning point in the lengthy, complex and most serious quest for agreement on the future of Micronesia and her some 100,000 citizens. While no basic agreements had been reached in earlier talks, they were an essential prelude, and served the vital purpose of delineating the issues that must be resolved prior to any agreement on a compact for association between Micronesia and the United States.

The Problems

The problems facing both parties to these talks were formidable as the third round approached. On the Micronesian side, the diversity of geography, ethnic groups, cultures, languages, attitudes, and even basic interests--which all make up the Micronesian whole--continued to make it exceedingly difficult to weld into one the goals of the disparate six districts of Micronesia. Attitudes on political status range from those who favor the *status quo,* through "Commonwealth" or "Free Association," to unqualified independence. Many Micronesians have taken no firm or specific position on the status issue, often because of the high level of confusion with respect to each of the possibilities under discussion. Equally, even understandings of the concepts vary widely. Some view the concept of free association as a true and close relationship between the Micronesian and American peoples. Still others look upon that relationship as a purely monetary one. Differences also exist with respect to present and potential relationships among the peoples and districts of Micronesia, and over such basic questions as how to approach economic and social development while preserving a Micronesian identity. Should Micronesia freely accept foreign investment capital to speed modernization of its society, economy, and physical infrastructure, or should Micronesia attempt to remain wholly Micronesian, even at the expense of needed development? Between these extremes lie many other positions, and the problems inherent to most: how to preserve a Micronesian identity while also developing Micronesia to meet the needs of a people now irrevocably linked with the outside world. Too, there is the dilemma of Micronesia's dependence on the outside world for developmental capital, *(e.g.,* over 90 percent of Micronesia's public revenues, direct and indirect, derive from U.S. assistance). About the only accepted certainty at this point is that a majority of Micronesians appear to favor a self-governing Micronesia in association with the United States within a framework which would preserve a Micronesian identity while also permitting development at a pace and in directions determined by Micronesians.

These are some of the problems and factors that the Congress of Micronesia and its Joint Committee on Future Status (and the latter's predecessor committees and delegations) have had to face, and must find answers to. In approaching the political status question, the Congress quite naturally has sought a solution which would provide to Micronesia fulfillment of the inherent rights of self-determination and self-government, while also assuring to Micronesia continuing economic and social development. The latter requirement, coupled with Micronesia's resource base and reliance on outside assistance, as well as other problems that flow from a small population scattered over a wide area, have been arguments against unqualified independence, at least for the majority of the Congress.

With these diverse hopes, attitudes, and problems in mind, the Congress of Micronesia determined that Micronesia's interests lie in a relationship already begun--that with the United States--but remolded as "Free Association" based on the "Four Principles." In formulating this concept, the Congress gave public recognition to the importance of U.S. security interests.

However, even this position and negotiating mandate has not satisfied all of the diverse attitudes and interests of Micronesia. As examples, the Marianas District instead seeks closer, permanent links with the United States, while some leaders in some other districts favor unqualified independence. Thus, despite Congressional decisions and mandates, public debate continues to range over the relative merits of the *status quo,* commonwealth, free association, and independence.

While the Congress of Micronesia has wrestled with these problems, the United States, since May, 1970, has been faced with equally serious, if quite different, issues. It was realized that U.S. Constitutional and historic precedents may not apply to Micronesia, and a wholly new approach was examined. An intense review of past positions and new requirements was in order, a review which would take into full account the differing aspirations, attitudes, and hopes of Micronesia as articulated by Micronesia's peoples and leaders within and without the Congress. The review also, quite naturally, would require fresh consideration of U.S. responsibilities to the Micronesian people under the Trusteeship Agreement, and of continuing, if changing, United States and free world interests in the Pacific Ocean Area. Coupled with commencement of that review, a series of basic new steps was taken by the U.S. Government. These steps illustrate the seriousness of purpose with which the question of Micronesia's future has been approached at the highest levels in Washington.

U.S. Action

The first, taken within a matter of weeks after the May, 1970, talks, was the assignment of the author, then attached to the American Embassy in Canberra, Australia, to Saipan. I was advised of my new post in July, 1970, and arrived on Saipan in early October (coincidently one year to the day prior to the opening of the Hana talks). I was instructed to assure that at all times Micronesian views and attitudes on all issues related to the status question were fully reported to and understood in Washington. It was felt that the establishment of this new position would permit a greater degree of American understanding of Micronesian aspirations.

The next and most basic measure taken was the President's appointment, in March, 1971, of Ambassador Franklin Haydn Williams to be the former's personal representative for Micronesian Status Negotiations. The President's instructions to Ambassador Williams were straightforward: negotiate a mutually beneficial settlement of the status question. Though Ambassador Williams also retains his position as President of the Asia Foundation, he committed himself to the President and to Micronesia to apply his time and energy to the status question to the fullest extent necessary.

In July, 1971, that development was followed with the establishment in Washington of an Office for Micronesian Status Negotiations, an office created solely for the purpose of assisting Ambassador Williams in his pursuit of a status settlement. Ambassador Arthur W. Hummel, Jr. (at the time Ambassador to Burma and formerly a Deputy Assistant Secretary of State for Educational and Cultural Affairs) returned from Burma to be appointed as Director of that office. He and Ambassador Williams in a matter of weeks put together a small team of four persons to staff the office, representing the interested agencies, with arrangements to use experienced officers in other departments (mainly State, Interior, Justice, and Defense--plus the White House) on a priority "on call" basis.

The review of Micronesian aspirations and U.S. positions, including defense land requirements, began in the summer of 1970 and continued into the summer of 1971. The process of review and change of policy was a long, arduous and complex business for all concerned. This was not so much because of divergent opinions between governmental departments, but rather because many difficult and basic decisions had to be made which involved many departments of the government, and ultimately the President of the United States. Most of these decisions had no precedent in U.S. Constitutional history. Further, the decision that Micronesia's concerns with respect to the eminent domain issue required a new approach to the handling of U.S. land requirements created practical problems for defense planners. To sum up, these planners, in the midst of rapidly changing security and political conditions and circumstances in the Asia-Pacific area, were asked to define specifically U.S. long-term land needs in Micronesia. Further, these requirements would have to take into consideration a wide range of possible future contingencies. Finally, in deference to legitimate Micronesian concerns arising from limited land resources and the role of land in Micronesian society, the planners were directed to hold their requirements to an absolute minimum. From this study flowed the land proposals detailed by the U.S. delegation at Hana.

At the same time, in response to Micronesian positions on the nature of Micronesia's self-government in a compact of association, lawyers and other officials of the State, Interior and Justice Departments cast aside the "textbook" to seek means by which Micronesian requirements for association could be met within the limitations imposed by the U.S. Constitution and legislation. The end result was the flexible series of proposals advanced at Hana. Summing up, a concerted effort was made at many levels of the U.S. government to find the ways and means of satisfying Micronesian requirements in a form of association which would be without U.S. precedent, but which could be mutually satisfactory and beneficial.

A vital side product of the above review--one that was to have major implications for the Hana talks--was an early decision by Ambassador Williams that it would be preferable not to place on the conference table a detailed "blueprint" of an American solution to Micronesia's future. Rather, it was deemed preferable to approach the talks with an open mind and explore together with the Micronesian delegation the many issues basic to any agreement on a compact of association. In this manner, an agreement could be put together with a full appreciation for, and understanding of, each party's interests and views. The Joint Committee on Future Status, through its co-chairmen, Senator Lazarus Salii and Congressman

Ekpap Silk, were consulted on this approach in the spring of 1971. They fully agreed with it (and, indeed, had themselves favored this approach). Partly as a consequence of that decision, Ambassador Williams also decided that it would be better, in his discussion of the issues at the Hana talks, to focus on the substance rather than the outward labels of association. Through the above approaches, it was, and is, hoped that an agreement can be reached which will satisfy Micronesian interests.

The Hana Talks

To some outside observers, it still appeared on the eve of the talks that differences between U.S. and Micronesian interests were irreconcilable. This was demonstrably false. The Micronesians went to Hana with a mandate to negotiate association with the United States and with a record of previous commitments and pledges to satisfy U.S. security requirements in Micronesia, interests and requirements which the Congress of Micronesia had acknowleged on several occasions.

Ambassador Williams and the U.S. Delegation went to Hana committed to negotiate a form of association that would be responsive to Micronesian interests and views. He was prepared from the outset to give full and immediate recognition to Micronesia's inherent rights to self-determination, self-government and control of its lands and economy. He modeled his proposals in most instances on positions previously taken by Micronesians. Ambassador Williams also went to Hana to explore how past Micronesian commitments to meet U.S. security interests would be met, particularly as they related to defense land requirements; but above all he approached the talks with a view to achieving fulfillment of U.S. responsibilities under the Trusteeship Agreement to all Micronesian peoples.

Though only nine days passed at Hana, a new spirit was evident and major progress was made toward fulfillment of the goals of both delegations. At the conclusion of the talks on October 12, both sides, in a joint communique, "expressed appreciation for the spirit and atmosphere surrounding the third round of talks on Micronesian future political status" and "found the open exchange and exploration of each other's points of view highly useful and both agreed that substantive progress was made in narrowing differences." The record of achievement, for so short a period, was impressive. Following are some of the highlights of agreements made and positions taken:

--There was agreement that Micronesia's future political status ultimately must be determined, not at a conference table, but by all Micronesians in a sovereign act of self-determination.

--There was agreement that Micronesia's Constitution, system of government and laws need not be patterned after, nor be consistent with, those of the United States. Rather, they will be determined only by Micronesians and need be consistent only with the compact of association, a compact which can come into force only with the consent of the Micronesian people. U.S. responsibilities, programs and laws would apply to Micronesia only as agreed to by Micronesians and as detailed in the compact, or as agreed upon subsequently by the Micronesian government.

--It was agreed that upon termination of the trusteeship, the United States would exercise no rights of eminent domain in Micronesia. U.S. land requirements in Micronesia would be met thereafter only in accordance with Micronesian laws and procedures through negotiations with the Micronesian government, and only with the consent of that government. This procedure would apply in particular to temporary land requirements for defense emergencies.

--As requested in the past by previous Micronesian negotiators the U.S. at the Hana talks did describe its limited, definable and forseeable defense land requirements. The U.S. asked only for contingency options in Palau against possible future use. No new land requirements were sought for the Marshalls and none at all for Truk, Ponape and Yap Districts. Additional requirements for land in the Marianas, mainly on Tinian Island, were described.

--The U.S. positions and proposals on land requirements took into full consideration past Micronesian statements on the land issue and past Micronesian commitments to meet U.S. defense requirements. The U.S. also proposed, for the protection of both parties to the compact, that the detailed arrangements for the forseeable land requirements be negotiated in time to go into effect on the termination of the Trusteeship Agreement.

--The U.S. position with respect to Micronesian land also gave full recognition to the principle that the ownership of land would be fully under Micronesian control, and that land could not be used or alienated for any purpose, including commercial purposes, except by procedures and laws to be determined by Micronesians.

The Director's House, Hotel Hana Ranch, site of the status talks

——The U.S. position recognized that the course and pace of economic development should be the product of the thought and the will of the Micronesian people, would be fully under Micronesian control, and that appropriate laws and regulations in the fields of foreign capital, investment, etc. would be governed by Micronesian desires.

——The U.S. position with respect to operation of U.S. programs and services in Micronesia basically was that none would be pressed upon Micronesia; but that, under a relationship of close association with Micronesia, the U.S. Government would do its best to provide those services and programs which may be desired by Micronesia. Although both sides at the talks believed it was too early to discuss in detail the nature and magnitude of financial and other assistance to Micronesia, the basic U.S. position was that the U.S. will do its best to assist Micronesia's continuing development. The extent of U.S. assistance in recent years was cited as evidence of our good faith in this regard.

——The U.S. position on foreign affairs and defense was that the U.S. would have primary responsibilities in these fields; but, by agreement, some foreign affairs functions could be handled by Micronesians. Responsibilities for economic and cultural relations with other nations and international organizations, and other aspects of foreign affairs remain to be resolved at future talks, but the existing differences do not appear to be irreconcilable in any way.

——On nationality, the U.S. proposed that Micronesian citizens, to their own advantage, have the international status of U.S. nationals. This would assure free entry into the U.S., the privileges of U.S. national status while in the U.S., and the full protection and services of our embassies and consulates while traveling abroad.

——The Micronesian delegation requested free entry of Micronesians and Micronesian products into the U.S., while the U.S. delegation maintained that these rights should be reciprocal, as a matter of principle. The U.S. delegation did point out, however, that Micronesia could exercise effective indirect control over the entry of Americans and American products (as well as over the entry of citizens and goods of other nations) into Micronesia. As an example, the Micronesian government's powers of taxation would permit the levying of high sales or luxury taxes on goods or products to limit their entry. As to the entry and activities of Americans in Micronesia they would be subject to Micronesian laws just as Micronesians are subject to American laws while

in the United States. Micronesian control of land alienation and use, foreign investment, business licensing and other economic activities, including Micronesian control of the rate of hotel and other tourist infrastructure development, would thus assure effective control of the numbers and activities of Americans and other non-Micronesians in Micronesia. In short, non-Micronesians could do business in Micronesia only on Micronesian terms.

—Finally, it was agreed that all of the understandings reached at Hana were preliminary in character, subject to review by both parties and conditioned on an overall agreement on Micronesia's future political status.

Issues Remain

There are, of course, a number of issues that remain to be clarified or resolved. The most basic of these relates to how a compact of association between the United States and Micronesia might be terminated. The Micronesian delegation held to the principle of unilateral termination, while the U.S. delegation asked that consideration be given to the principle of termination by mutual consent, with both parties committed to consider promptly and in good faith a request for termination by either of the parties. Obviously, this question or issue must be resolved before there can be agreement on Micronesia's future political status. However, it is inaccurate to state, as some have, that the concept of mutual consent termination of itself strips Micronesia of her freedom. Any form of association, including that which would provide for termination only by mutual consent, would have to be entered into freely by the Micronesian people in an open, free, and sovereign act of self-determination. Such association (and for that matter any other form of political status) would not be imposed on Micronesia against the will of her people. The principle of termination would be given full recognition, and could be implemented if termination becomes desirable or necessary. Moreover, the principle of termination by mutual consent would assure a careful examination of both parties' interests and views before termination is resorted to, thus possibly permitting consideration and adoption of less drastic measures to rectify legitimate grievances. Too, it would seem clear that in the final analysis termination would be assured if at any point continuing association became intolerable for either party, and became incapable of being satisfactorily modified.

Since the termination issue does seem to be the single most important remaining issue, it would be well to quote precisely some of Ambassador Williams' comments on the concept of "mutual consent termination:"

> *"We believe that there should be specific provision in our compact stating that after a certain period of years, during which the association could be given a practical test, either party might propose amendments or even termination of the compact. Such a provision would contain an express pledge that the party to which such proposals were directed would agree to consider them promptly, to respond to them within a reasonable and specified time, and to negotiate those proposals for amendment, modification, or termination in good faith. We would propose in addition that as part of the compact, or as a supplementary agreement, we might establish efficient procedures and machinery for such negotiations so that their later creation would not be a cause of delay.*
>
> *"This suggestion clearly contains a significant capacity for flexibility to meet the interests of either party, guaranteeing the option for revision or abandonment of part or all of the compact. This new proposal also entails a guarantee that both parties will proceed to negotiate any differences speedily and in good faith. I can assure you that my Government would make such a commitment." (October 7, 1971)*

The major progress made at Hana on most issues gives every hope that the remaining issues can and will be resolved at future meetings. But, beyond the negotiation process itself, there are looming on the horizon related problems or factors which must be given increasing attention by one party or the other--or both. Any compact for association must, to become valid, be endorsed not only by the Congress of Micronesia and the Micronesian people, but also by the United States Congress. Implementation of the compact also will require massive U.S. legislative action in terms of enactment of new laws and amendment of old laws. Too, the financial implications for the U.S. are major and cannot be treated lightly. As a practical matter, the U.S. delegation (and indeed the Micronesian Joint Committee) must bear in mind not only what is negotiable at the conference table, but also what will in the final analysis be acceptable to the Micronesian people and to the United States Congress. The U.S.

Congress, for our part, does not treat lightly its responsibilities, particularly as they relate to the appropriation of the tax dollar. In these circumstances, the compact (given the financial implications inherent to it) must be seen as being mutually beneficial to Micronesia and the U.S., not only by Micronesia and the U.S. Executive Branch, but also by the U.S. Congress. The U.S. Congress' (and the American people's) attitudes toward financial assistance to foreign nations are undergoing major and rapid change. To an increasing degree, priority in the allocation of limited U.S. financial resources is being given to the problems and requirements of the American nation. Thus, any dependable financial relationship between Micronesia and the United States will require that the Congress and the American people view Micronesia as being a "family relation" entitled to the benefits of that status. To the extent that Micronesia is viewed only as another foreign nation with just one more claim on American assistance, the financial relationship in a compact of association could indeed be a fragile one.

On the Micronesian side, there are also major problems and issues to be faced and resolved, although mainly as a function of a future Micronesian Constitutional Convention. To date discussion of Micronesia's future political status has focused almost exclusively on the nature of Micronesia's legal status and of her ties with the U.S. In the long run, an equally serious question may be the character of Micronesia's internal political and constitutional arrangements on which only Micronesians can make the necessary decisions.

One thing is clear. An American will exists to establish a mutually beneficial and, hopefully, lasting association between the Micronesian and American peoples--one based on common interests, mutual respect, and on an honest recognition of differences of culture and life styles that can and should be accommodated. Such a venture, if it is to be practical and viable, must offer advantage to both partners and not only be on the terms of one of the parties. There can be no other basis for a partnership.

The United States representatives, from left: John C. Dorrance, Captain William Crowe, Ambassador Arthur Hummel, Jr., Ambassador Franklin Haydn Williams, Lindsey Grant, Col. Athol Smith, Ronald Stowe. (Not pictured, Thomas Whittington.))

the most important question

A CHALLENGE TO MICRONESIA'S FUTURE

by Carl Heine

The process of decolonization in Micronesia was set in motion in 1967 by action of the Congress of Micronesia. This expressed intention was approved and sanctioned by the administering authority. Since 1967, the Congress of Micronesia has created and empowered three select committees on political status whose primary function has been to study, negotiate and make recommendations to the Congress of Micronesia regarding any proposed changes in the political or constitutional status of the Trust Territory as a whole.

In the period between 1967 and 1971, there have been many meetings, much travel, debate and discussion, sometimes within the membership of these committees alone and at other times within the entire Congress of Micronesia. There have also been meetings with outside groups and with various agencies of the United States Government. In addition, since 1969, three rounds of formal negotiations have taken place between these select committees and authorized representatives of the United States Government.

The third round of negotiations, and the most recent one, was held on the island of Maui in the village of Hana in Hawaii in October, 1971.

A brief review of these talks will reveal that substantial progress and advancement toward the political objectives of the Congress of Micronesia have been achieved. However, closer scrutiny will also reveal that now, instead of one political choice, there are three major political factions with different goals within the Congress of Micronesia, to which I will return later in this article.

The recently concluded talks at Hana, while inconclusive, did result in agreements in certain broad areas of vital concern to the Congress of Micronesia. Any student or scholar of the Micronesian scene cannot help but appreciate that the United States has come a long way to admit and, to a certain degree, accept the basic right of the Micronesian people to determine their own political destiny.

More important, perhaps, is the fact that these talks have been able to continue and thus provide a forum for a dialogue between Micronesia and the United States Government.

Micronesia in its search for a change in government or a change in political status has also inspired the ambitions that move men in politics. With the creation of the Congress of Micronesia in 1965, the people of Micronesia, through their elected leaders, found a new forum toward which they could focus their energies and aspirations for the development of their islands and societies. Prior to that, they could only accept what was given and ask no question. The Congress of Micronesia, however, created a new channel in which two-way communication could be established between the government and the governed.

There was a sense of purpose, of unity; the people of Micronesia rallied around and behind their representatives in Congress to help find as well as to chart their common destiny. The Administering Authority began not only to listen, but also to respond. Authority and the control of affairs, which up to the time of creation of the Congress of Micronesia were the prerogative of the Administering Authority, were suddenly released in greater measure to the Micronesian people. Ethnic, religious and regional differences that had seemed unimportant so long as an outside administration ruled, boiled up; and more often than not, the differences now dominate the loyalties of each district's peoples as the course along the winding road toward an uncertain political future continues to stunt their previous sense of common purpose and unity.

Today, after six years of Congress and three rounds of talks, the same people who not too long ago had united behind their Congress with a common purpose and a common destiny are now having great difficulties in moving toward national unity and a common political future.

The challenge to the future of Micronesia is, more than anything else, a challenge to leadership, to statesmanship at a trying and decisive phase in Micronesia's political evolution. These are extraordinary times and they demand extraordinary leadership and statesmanship.

Micronesia, whether or not anyone wants to admit it, is being colonized on two opposing fronts: by the forces of modernization and by the forces of Micronesia's own traditional past. The Micronesian solidarity which developed at the time of the creation of the Congress of Micronesia is being weakened gradually. Thus, instead of a Micronesian solidarity, there is now Trukese solidarity, Marshallese solidarity and Saipanese solidarity. National loyalty is being replaced by ethnic and district loyalty.

The pace of rapid modernization and transformation in Micronesia and within the Congress has alienated the leaders from the followers, and thus increased group antagonism within Micronesia. The quest for political status has enlarged the gap between the Congress of Micronesia and the electorate for lack of public participation. The administration's programs of accelerated modernization in economic and social areas may also have increased rather than diminished the scope and intensity of Micronesian political and ethnic conflicts.

With these rapid social changes, and the contending forces of modernization and traditionalism, political loyalties have also been greatly affected. A great number of people throughout Micronesia today are confused about where their political loyalties lie since there seems to be no common goal. The Congress of Micronesia is advocating great changes in government and in political status; the administration is pushing for economic and social improvements; while the average Micronesian is caught between these two different, if not opposing, forces. The average Micronesian is in a dilemma; he is attracted to and receptive to the idea of modernization, and yet is not quite willing to return to his past.

For lack of direction regional loyalty has come to replace territorial loyalty. The people of Saipan want to go their own way, the people of Truk want their own way, the Rotanese want to secede from the Marianas, and it is possible that more districts and groups may soon decide that they too must plan their own future destiny.

This writer had the privilege a year ago to give a paper at a seminar at the University of Papua and New Guinea, the title of which was "Unification and the Coming of Self-Government." Since that time, some of the observations which were made have gradually come to the fore. The writer had seriously questioned not whether the Micronesians had the capability and readiness to govern themselves, but rather whether they had reached the stage where the integration of diverse and discrete cultural loyalties could affect political units into a common territorial framework with a government which could exercise authority and provide a sense of common purpose.

The Congress of Micronesia has somewhat lost its provisional base at the seat of government; perhaps the fact that it is now going to the people, to the districts, to hold its regular sessions will resurrect that measure of confidence and pull the people of Micronesia together. Only time will tell.

In the final analysis, it must be this legislative body that ultimately makes recommendations and gives direction in the long and uncertain years ahead as Micronesia strives to define and decide what its political future will be -- alone, or in alliance with another country. However, if this august body is unable to provide the kind of leadership that is needed at a time like this, even greater numbers of ethnic and sub-district groups may want to go their own ways and determine their own futures.

The second round of talks held in May, 1970, on Saipan between the Political Status Delegation and the U.S. representatives revealed profound differences between the two positions. As a result, an impasse was created. At the recently held third round of talks at Hana, the U.S. came closer than at any previous time to embracing the legal rights and political demands of the Micronesian people, if not in substance and detail, at least in spirit and broad general principles.

However, the talks at Hana also revealed, for the first time, and in an official circle, that the Micronesian Delegation has within it profound differences in political opinions and goals. In fact, it would seem that while the United States is getting closer and more willing to discuss changes, the Micronesian representatives are more divided and moving further and further away from the position of free association, away from leading the people of Micronesia toward one common destiny.

With all the differences in goals and opinions within both the Congress itself and among members of the Joint Committee on Future Status, it is worth noting that these political factions did not block the Joint Committee from pursuing its official position on Free Association during the discussions at Hana. That course had been set in the mandate of the Congress to the Committee when it was established in January, 1971.

In every society affected by social change, new groups arise to participate in politics. Micronesia is no different. It is becoming apparent, however, that Micronesia's westernized elite no longer can be as self-assured as it used to be. Consolidation of

Micronesia's diverse ethnic communities into one nation of Micronesia is further away today than it was six or seven years ago. The challenge of trying to weave the varied social and political fabrics to form the pattern of Micronesia's future will tax the skill and statesmanship not only of the Joint Committee on Future Status, but also of the Congress of Micronesia itself.

There is no assurance that if the present trend continues, the political objectives of the Micronesian people will be improved. There are increasing signs that people in Micronesia are getting restless, and are confused about Micronesia's political alternatives and goals, much less the chances of survival as a single political entity.

There seems at present to be no concerted goal or direction in Micronesia. The Administration is pursuing its own goals and objectives according to its own obligations and responsibilities. The Congress of Micronesia is engaged not only in trying to build a nation, but also in pursuing *its* own priorities and objectives. The district governments and district legislatures go their own ways.

Unless there is concerted direction from someone, national loyalty will continue to deteriorate. The established institutions in Micronesia, such as the Congress, the administration, district governments, the judiciary, churches and schools, are not of one goal, and lack purpose and direction. Unless they are organized with a common purpose and a common end during this period of crisis in Micronesia, they are not able to give objective expression to the national will. All these require a national leadership. Both the Congress and the Administration are in a position to exercise this kind of statesmanship and leadership.

Perhaps somewhere, sometime in this decade, both the administering authority and the Congress of Micronesia, as representative of the people, should jointly make some effort to redefine and direct national goals and priorities for the Seventies. Present goals and objectives overlap, and the public is confused. As it is, the interplay of politics between the new hopes and the old ways may eventually yield substantial damage to Micronesia itself.

As a consequence of rapid change and growing uncertainties, people in certain areas of Micronesia have found their goals more in tune and harmony with one another and with those ideas and concepts which are non-Micronesian than with those that are Micronesian in character.

The people of the Marianas, at least a great majority of them, are united and ready to accept the idea of a commonwealth government with all its problems and blessings; they appear to be together in their pursuit of this goal.

A great majority of the people in the Marshalls, Ponape, Yap and Palau fall generally under the category of advocates of free association. There are minority factions within these districts, but it can be argued that at least they, too, are willing to adopt a foreign arrangement in which they will be able to share both blessings and problems.

The case of Truk is an unusual one. Truk, from all appearances, is opting for complete independence, free from all foreign domination including ties with other districts of Micronesia. It is not clear what their idea of independence is--whether it is a return to the past and a subsistence economy or whether it is a proposal to try their hand in the experience of other countries who have achieved modernization and an advanced technology. One cannot overstate the situation, however, for there are those in Truk who may not at all be willing to go the independent way.

The official U.S. position at the third round of negotiations at Hana, was one directed at and in response to the Micronesian proposal for free association. At no time during the talks at Hana did the U.S. Delegation make any attempt to respond to or encourage any discussion in the direction of either independence or commonwealth proposals. And as has been pointed out previously, the official Micronesian position was also directed to the proposal for free association.

Internal self-government in Micronesia will come within the next few years, probably sooner than anyone expects. Transition to the status of free association will follow, but political momentum is not always easy to predict with any measure of accuracy. Neither can anyone predict the ultimate interest of the U.S. military nor the economic role of the United States in what will one day be called the former Trust Territory of the Pacific Islands.

ON THE GO

Saipan overnight

by C.M. Ashman

HAFA ADAI!

Welcome to Saipan! You're here at the western edge of the vast North Pacific Ocean where Saipan stands as a four-mile-wide borderline between the Pacific and the Philippine Sea.

At least 400 years of tourists have preceded you. The first big name visitor to the Marianas was a voyager named Ferdinand Magellan who arrived in 1521 and left almost immediately because he considered the place to be a clip joint. In fact, on his navigation chart he penned *"Islas de ladrones,"* the islands of thieves.

Quite the contrary today, with Saipanese very generous and hospitable by nature, a visitor who has taken the time to get acquainted takes home with him a sense of kinship and the love of friends.

Saipan is a modern community with its abundance of paved roads, TV, daily air traffic and newly built typhoon resistant houses. Some people call it a pocket size edition of Guam, and there is good reason for the comparison. The Chamorros' language, culture and attitudes on Saipan certainly are very similar to their cousins and brothers on Guam. It was only at the beginning of this century that Germany's Pacific administration, desiring to stimulate agriculture on Saipan, offered Guamanians free transportation and parcels of land to those who would become permanent settlers. These immigrant Chamorros joined the handful of other islanders who had migrated from the Western Caroline Islands about a hundred years earlier.

Also along with the Guamanians in the early 1900s, a number of Carolinians were evacuated from their home islands to the Marianas because of severe typhoon destruction. However, the truly early days of Saipan go back at least to around 1500 B.C., as dated by the *latte* stone remnants still to be seen at Obyan Beach.

Today's Saipanese family names record the meandering of islanders, explorers, whalers, traders, missionaries, settlers and others from all corners of the earth, as well as government employees of Micronesia's four foreign administrations. Spain loosely ruled the Marianas until 1899 when Germany purchased the islands of Micronesia, excepting Guam. The Japanese took over by quietly landing military forces on Saipan in October 1914 to begin an occupation of Micronesia later sanctioned by the League of Nations. World War Two brought a U.S. naval administration followed by continuing American administration under a United Nations trusteeship beginning in 1947.

The Mariana chain of islands, geographically, includes Guam. Politically, however, Guam is a territory of the U.S. while the remaining Mariana Islands serve as one of the U.N. trusteeship's six administrative districts. The brotherliness of Guam and the northern Marianas is indicated in the result of a Nov. 1969 plebiscite in which more than 3,000 of the district's 5,000 eligible voters expressed opinions: 1,942 wanted reintegration with Guam, 1,116 favored another type of association with the U.S., 106 marked a preference for unincorporated U.S. territory, 19 for independence, 5 status quo, 1 U.S. commonwealth, 1 named Japan, and another simply wrote in U.S.A.

Stretching nearly 400 miles northward from Guam, the northern Marianas are the tips of a massive mountain range rising more than 30,000 feet above the ocean floor. At least one inhabited island, Pagan, has an active volcano. Total district population as of July 1, 1971, was 13,076. Four islands, Saipan (pop. 10,458), Rota (1,727), Tinian (781), and Pagan (54), have airstrips. The remaining sparsely settled islands with a population of 56 are serviced only by field trip vessels.

Saipan's townspeople are divided among eight villages. A visitor should plan time for a stroll through at least one of them, preferably just before sunset when families are outside enjoying the cool of evening.

Tour operators have found that a visitor with limited time is able to circle the highlights of Saipan's beauty spots and historic sites in about three to four hours. But this, of course, does not permit time for responding to the serenity of the island's west-side lagoon and sparkling beaches, or marveling at the relentless ocean as it crashes against the rocky eastern shore, or succumbing to the recurring review of battle relics and sites cloaked in their awesome aura of Japanese and American deaths by the thousands.

The standard quickie tour, whether conducted by a professional guide or self-driven, usually starts somewhere along Beach Road.

On the shore side, almost any stop will reveal good spots for sunbathing and numerous relics of war: tanks, landing craft, gun emplacements, and pieces of this equipment. It was along this now peaceful stretch of beaches that more than 3,000 American marines and soldiers met death and another 11,000 were wounded during the invasion hours of June 15, 1944, and the three weeks that followed.

A quick spin down to Puntan Muchot, now called Micro Beach, should be made to evaluate swimming possibilities against other beaches you'll be seeing. Micro Beach is the most popular of Saipan's picnic and play grounds and is being developed into a full scale public recreation area.

Main points of interest along the mountain side of Beach Road begin with the civic center and Marianas High School complex, built with budgeted T.T. and U.S. disaster relief funds following ferocious Typhoon Jean, in April, 1968. Here in distinctive architectural form are the offices of the district administrator, the police and fire departments, and the Marianas Tourist Commission.

Continuing along Beach Road, after passing the intersection marked by a monument and two U.S. artillery pieces, you'll run abreast of several miles of tangled *tangan-tangan* now hiding the area of the former town of Garapan, a major seaport of Japan's Micronesian empire. Nearly 13,000 Japanese and several thousand Micronesians lived in the approximately 150 acre townsite. Criss-crossing, narrow streets, still traceable today, carried the busy traffic of the peacetime populace through the civic center and its surrounding residential and business neighborhoods. Before the Japanese, the site was headquarters for the German administration of the Marianas.

Well worth a second and longer inspection are the civic center's hospital and jail, usually visited on the return loop of the island tour. However, the center's lone concrete church tower can be seen from Beach Road, just behind the temporary Garapan Catholic Church. The tower was built in the early 1920's at the site of the original Spanish mission. On the hillside above can be seen the remains of the Japanese lighthouse. The *tangan-tangan* you see everywhere, covering the island like a stiffly teased Afro hairdo, was seeded to prevent soil erosion. The land had been laid bare during World War II.

Farther down beach road, as you approach the intersection with Middle Road, is the commercial port of Saipan and the entry road to the government's lower base industrial and public works area.

Two villages, Tanapag and San Roque, both with interesting churches and homes and friendly faces, are passed before reaching the Marpi (Magpi) area of northern Saipan. Rugged and almost completely overgrown with wild brush and trees, the uninhabited Marpi region contains some of the finest beaches and saddest natural monuments of the battle for Saipan.

Nearby is Papau Beach and its distant reef, a sweeping lagoon to see and enjoy when you have more time. Its narrow access road begins at "Marpi Gate," a gateless location one-half mile beyond San Roque. The spot is easily recognized by a dip in the asphalt road now leveled with concrete, and by a four inch pipe upon which the Marpi gate once swung at the right. Turn left here for Papau Beach. At the far northern end of the beach are cleverly camouflaged machine gun nests dug into the rocks by the Japanese defenders.

Back on the main road, signs will lead you to Wing Beach, given its name because of an American Navy airplane wing lying lightly covered in the sand; to the Last Japanese Command Post, a natural cave where the decision was made to capitulate; to the watery grave at Banzai Cliff, and to the solemn Suicide Cliff.

An onlooker standing at the upper rim of the somberly beautiful 800 foot high Suicide Cliff views the panorama of a battle-scarred land plateau rising sharply from the dark blue, rolling sea. Straight ahead is the monument marking Banzai Cliff and below to the left lies the Command Post, recognized by its mounted cannons.

In mid-June, 1944, nearly a hundred U.S. Navy ships, including 16 carriers, stood off Saipan delivering a three and a half day softening up blow in preparation for invasion. A few days later, just beyond the horizon, Japanese and American aircraft carriers steamed head to head, and on June 19th engaged in "The Marianas Turkey Shoot" air massacre: 402 Japanese and 17 American planes downed in one day; three Japanese carriers sunk.

The land battle for Saipan was slow moving and gruesome. By the first week of July, American ground forces, having secured the southern and central sections of Saipan, were sweeping in wide columns up both sides of the island, intending to join at the Marpi plateau below Suicide Cliff. At the Garapan plains to the left, on the night of July 6th, GIs ran into the most fanatical banzai attack of the entire Pacific war. The last several thousand Japanese troops, all that remained of the 30,000 original defenders, pushed American forces back across the Tanapag plain, into the sea and on to the reef at Papau. The Japanese charge had been sparked by Gen. Yoshitsugo Saito's *shichi sei hokoku* order calling for each man to take seven lives for the emperor. The defense chief watched the fierce combat from the Last Command Post, finally conceded defeat and sent his men into a mass suicide attack. Later, quietly kneeling facing Japan, he pressed his dagger into his stomach and an aide shot him in the head with a pistol. There was no formal surrender of the island.

Meanwhile fighting continued through the early morning hours on Garapan plain: artillery, machine guns, rifles, pistols, bayonets, swords, bamboo spears, clubs, stones and fists. The calm that eventually settled over Tanapag saw nearly 5,000 men dead, about 1,500 in the last few hours. Of the more than 30,000 Japanese defenders of Saipan on D-day, only a little more than 600 survived to be repatriated.

One of the most lamentable episodes of the war took place at Suicide and Banzai cliffs. During the last week of fighting, Japanese civilians by the hundreds, choosing death rather than surrender, plunged over the rocky precipices. Many families were seen lining up single file, each younger member being shoved over by the next

older child. As the final action, the father would run backwards towards the edge so he would not sense his last step. Other families were seen circling a hand grenade detonated by a parent. Americans and Saipanese with loudspeakers had failed to convince many Japanese that surrender would be harmless and shameless.

Invasion date estimates place Saipan's Japanese, Okinawan and Korean civilian population between 25,000 and 30,000. About 15,000 were held in protective custody when the island was secured. Virtually all were returned to their homelands.

In memory of the 400 Saipanese who died and the thousands of other unaccounted-for civilians and the well over 30,000 military dead, numerous memorials have been placed around the island. On Banzai Cliff rise two marble columns shaped to represent youth and adults kneeling in prayer for peace. This monument was built in 1969 by students from Japan. Among the largest remembrances is the peace memorial park atop Suicide Cliff, a shrine proposed by a former head of the *Nanyo Kohatsu Kaisha,* the Japanese firm which had developed the sugar cane business of the Marianas.

Setting aside the somber thoughts of Saipan's wartime history, there is much to see and enjoy from other natural wonders on this 14.5 mile long tropical island. On the eastern shore of the Marpi end, accessible by auto as you descend from that cliff, is a "calendar picture" view of Bird Island, a marvelous limestone islet set upon a secluded reef. A difficult, half-hour hike (later when you have more time) from the end of nearby Bird Island access road brings you to a snorkeling, shelling, spearing, sunbathing Shangri-la. Another road leads to the Grotto, a mammoth sunken pool connected to the ocean by two underground passages. Because of the powerful surge as the Pacific Ocean swallows and spews back large volumes of water from the grotto, dipping is best left to the strongest of swimmers.

The entire Marpi region is pockmarked with caves, both large and tiny, many still replete with the rusting remains of war. Few have trails; most are discovered through machete labor.

Heading back toward southern Saipan along the Marpi road, a cenotaph marks the left turn to Capitol Hill and the so-called Cross Island Road. The presidio-like community of Capitol Hill is topped by the offices of the Congress of Micronesia. The TT's executive branch headquarters occupies several buildings and the almost identical concrete houses are home to 113 Micronesian and American families. The entire complex was built in 1948 for use by the U.S. Central Intelligence Agency as it conducted Nationalist Chinese guerilla training at Marpi. The area became TT headquarters in 1962.

From the Congress parking lot, an auto path meanders through an abandoned coffee plantation and radar station on its way to the 1,545 foot high Mt. Tagpochau, Saipan's highest elevation. Some drivers are known to have made it up and back without trouble. Many others prefer rambling on wheels only as far as their bravado and skill will take them and then ambling on up to the top. This side trip is not recommended for the quickie tour.

From Capitol Hill, the sightseer has a choice of returning to his hotel via the Cross Island Road or traveling the Middle Road through Garapan. Most one-day visitors will head for Middle Road to make stops at Garapan's former civic center surrounding Sugar King Park.

The little red railroad engine at the park once hauled sugar cane and firewood along a route roughly following Middle Road. The cane, brought in from as far as the Marpi plateau in the north and Magicienne Bay, to the southeast, was processed in a multi-storied factory located at the present site of Mt. Carmel Church.

The towering bronze figure, set in the park in 1934, honors Haruji Matsue, pioneering president of *Nanyo Kohatsu Kaisha,* the firm which produced Japan's molasses and industrial alcohol. A *torii* (shrine gateway) and a tiny concrete teacher's cottage are the only other prewar structures remaining in the park.

Directly across Middle Road, reached by circling as shown on the map, is the island's pre-war hospital. Still easily identifiable are its circular waiting room and two tiled surgeries. Other rooms served as an office, pharmacy, library, consultation room, x-ray, laundry and even an office for the eye-ear-nose-throat specialist. Graffiti, said to have been scribbled during typhoons, line corridor walls. Adjacent is the former laboratory building, with a flaking Palauan mural over its entrance, and an underground roundhouse whose construction and use is unrecorded.

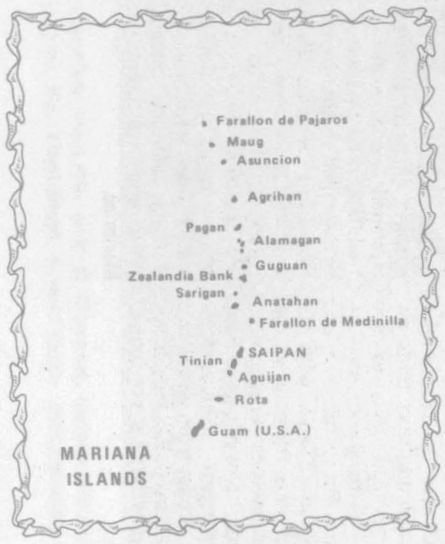
A bit bewildering is the route to the old Japanese jail. Try driving (airport direction) a few hundred yards down middle road from Sugar King Park. The first coconut trees on the right mark an entry road into the boonies. (A house stands close to the palm trees.) Less than a hundred steps from Middle Road will bring you to a path on the right. This in turn leads to the jail.

The main cellblock normally held male civilian prisoners and the smaller five room unit opposite was reserved for bad girls who violated employment agreements, didn't pay debts, abandoned their children, or rifled pockets of customers' clothing left hanging in Garapan's three dozen geisha houses. The jail's administration building and workshop stands near the women's unit. And behind the two is a corner section of the 13 foot high concrete wall which once surrounded the prison.

Some people insist that downed American aviatrix Amelia Earhart was held briefly in one of the two smaller, recessed cells of the main block. More certain is the record of a handful of American GIs confined there after crashlanding in the Pacific during the war.

The sightseer who chooses to return from Capitol Hill around the other side of the island will enjoy the Cross Island Road as it skirts the slopes of Mt. Tagpochau, passes near small scattered farms, transits San Vicente Village and goes by the present hospital and nursing school before joining Middle and Beach roads. Numerous foot trails lead to the sandy pockets of Saipan's mostly rocky eastern shore. A half dozen rather large, sandy beaches, however, may be reached or at least approached by car.

From Capitol Hill, the first coral road heading left from Cross Island Road leads to Talofofo Beach (secluded, half-hour hike) and Old Man by the Sea



Sabaneta Point
Banzai Cliff
Lagua Katan Point
Last Command Post
Suicide Cliff
Marpi Point
Wing Beach
Lagua Lichan Point
The Grotto
Bird Island trail
Bird Island lookout
Papau Beach
Fanunchuluyan Point
Marpi Gate
Hara Kiri Gulch
Achugau Point
SAN ROQUE
Tanke Point
Dogas Point
Marpi Road
MANAGAHA ISLAND
Tanapag Beach
TANAPAG
Nanasu Point
Flores Point
Lower Base
Commercial Port
Charlie Dock
Talofofo Beach (Jeffries)
Puntan Muchot (Micro Beach)
CAPITOL HILL
Trust Territory Headquarters
Old Man by the Sea (Profile Beach)
RAPUGAO (Navy) HILL
Congress of Micronesia
Japanese Lighthouse
Gloria Point
Hafa Adai Hotel
GARAPAN
Sugar King Park
Church tower
Old Japanese hospital
Old Japanese jail
Our Lady of Lourdes Shrine
GARAPAN HEIGHTS
Marine Beach
MT TAGPOCHAU
Halaihai Point
Communications station
Tank Beach
Chacha Agriculture Station
Laulau Katan Point
Cross Island Road
Communications station
Kagman Field
Purple Heart Ridge
Whispering Palms Golf Club
Beach Road
Middle Road
OLEAI (San Jose)
Death Valley
Laulau Beach
Kagman Point
District Legislature Bldg.
Marianas High School
SAN VICENTE
Civic Center
Royal Taga Hotel
Nursing School
Dr. Torres Hospital
SUSUPE
Magicienne Bay
Sugar Dock
Lake Susupe
Post Office
CHALAN KANOA
Bunkers
Hopwood School
Dandan Beach
Transformer station
SAN ANTONIO
Afetna Point
Japanese Commun. Station
Dandan Point
Air terminal
As Lito Airfield (Isely Field)
Coast Guard
Kobler Field
Agingan Point
Agingan Beach
Ladder Beach
Obyan Beach
Obyan Point
Naftan Point

Map Design by C.M. Ashman and Nicolas C. Guerrero

SAIPAN

(spectacular rock formations and tidal pools, half-hour walk when rains have left the last stretch of road impassable).

Our Lady of Lourdes Shrine, a few minutes away from the main road, marks a cave where local residents took shelter during the war and still seek refuge during typhoons. The two *toriis* and park-like surroundings are maintained by grateful neighbors.

The side road to the Kagman (Hagman) communications and housing areas also leads to Marine Beach (turn left by Ag. Station) and Tank Beach (straight ahead through U.S.-built Kagman airstrip). Both offer sand for sunbathers, tidal pools for naturalists, caves for boondockers, and foaming seascapes for meditators.

The setting is similar at wide-stretching Laulau Beach reached by narrow road from near San Vicente. One of the island's three Japanese coastal defense pillboxes faces the skyline of Magicienne Bay.

An extra day can most pleasantly be spent by taking a picnic lunch and exploring the unfrequented vast area around Japanese-built As Lito Airfield (Isely Field) and its two nearby beaches, Obyan and Ladder. Among the airstrip's attractions are three mortar pounded bunkers lining the road from San Vicente, a crumbling communications station, and three abandoned concrete structures now serving occasionally as typhoon shelters. Small white arrows have been painted on the asphalt edge of the airstrip where auto paths lead to the two beaches. Obyan Beach (pronounced Ohb-zhahn), with its *latte* stone pillars dating back to 1500 B.C. and its striking pillbox guarding the channel, is lengthy enough to offer a good seaside hike and rewarding beachcombing. Ladder Beach, for those who don't mind shinnying down a ten-foot pole or plank (whichever may have been left propped against the small cliff) is a cove with caves and hypnotic waves, an isolated setting for building castles in the sand or sky.

One other south coast beach worth exploring is Agingan, entered near Kobler Field. Long and rocky, as Obyan is, Agingan is much easier to find. Its pillbox facing Tinian island three miles distant, is Laulau and Obyan's double.

Drivers to all the beaches from Talofofo to Agingan on the east and south coasts should be wary of the auto paths leading to the sea, particularly after a rain shower. The depth of mud holes and ruts often is not realized until you're up to your exhaust pipe in slush. And if the way has grown into a *tangan-tangan* tunnel, scouting ahead makes good sense.

After sightseeing, boondocking in search of wartime treasures and a wide variety of watersports tempt most visitors during daytime hours. Night-time action includes occasional live entertainment at hotels, three movie theaters, swilling at the hotel cocktail lounges or swigging with the local people in more than a dozen village bars. If the latter intrigues you, it might be wise to note the locations of the scattered local taverns as you make your daylight sightseeing tour. The bright lights of night are pretty dimly lit on Saipan. If you're here on a Sunday, you might ask to be directed to the cockfight arena in Chalan Kanoa. Matches begin in the afternoon and continue through the evening. Visiting golfers can join a foursome at the Whispering Palms Golf Club, a nine-holer laid out in the triangle between Middle and Cross Island roads. Billiard enthusiasts can find pool tables in many villages.

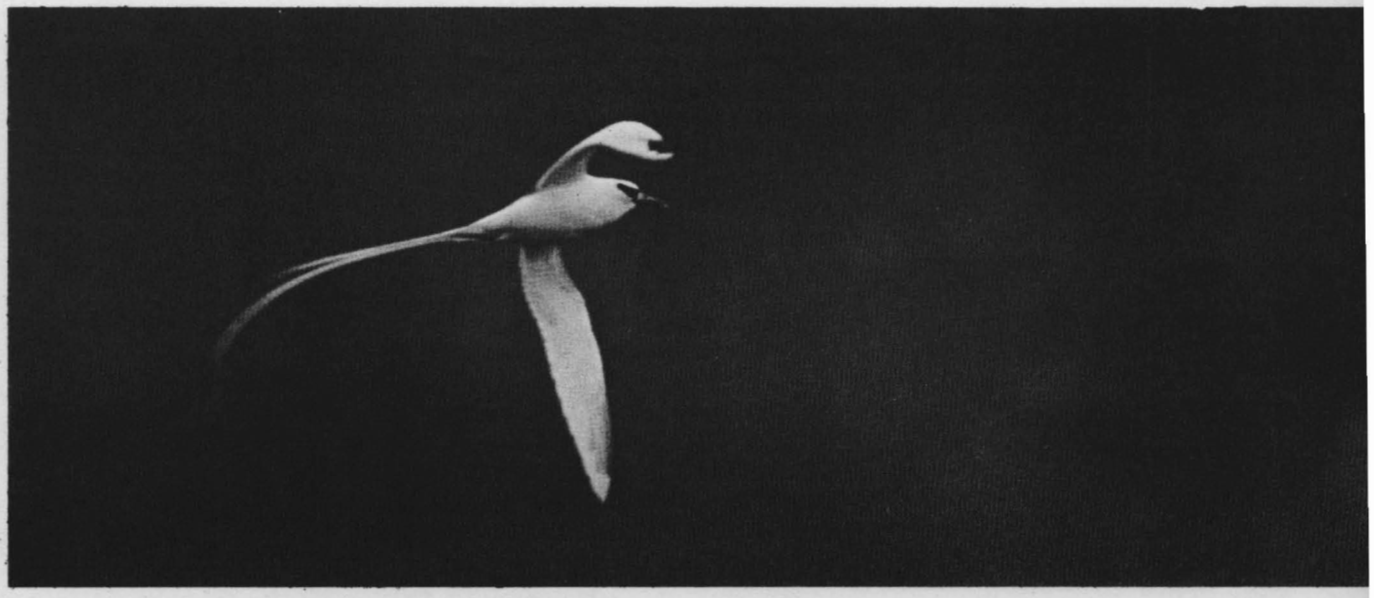
Saipan's sister islands of Tinian, Rota and Pagan would entice travelers with their own singular allurements. The volcanic peak of Pagan, up north, offers hot springs as well as warm lagoons and a black sand beach for relaxing. Rota, down south, adds to its beaches the fascination of wild deer and birds on Tipingot peninsula and visits to the quarry area for *latte* stones used in ancient Chamorro house construction. Next door neighbor Tinian, with its white sand beach near the main village of San Jose, beckons with excursions to the House of Taga, home of a great Paul Bunyonesque Chamorro chief, and to the North Field airbase from where the American B-29 Enola Gay launched the atomic age when it left for Hiroshima on Aug. 6, 1945.

The island of Rota is a regular stop on Air Micronesia flights between Guam and Saipan. Air Pacific offers service to Rota, Tinian and Pagan from either Guam or Saipan.

Saipan's own tiny island of Managaha, across the lagoon, is a popular weekend picnic site reached only by small boat. Three Japanese artillery pieces remain as sentinels over the channel. Added to the islet in 1970 was a Carolinian monument dedicated to a Chief Ahgrub who is said to have been buried there many, many years ago. The Chief came up from Satawal in the Western Carolines and is said to have been granted rights to colonize the Marianas. As payment for this permission, the Spanish governor is said to have accepted Satawal's floating currency brought in by canoe, namely two golden cowries, three ropes and two women.

For detailed information about hotels, restaurants, u-drives, handicraft, tours, boat rentals, church services and other community activities and services, visitors should pick up a copy of the Marianas Tourist Commission's directory of services. It's available throughout the island.

Knowing a few Chamorro expressions may help to make your visit more enjoyable. Good morning, afternoon and evening are taken directly from the Spanish *buenos dias, buenos tardes* and *buenos noches.* Goodbye, similarly, is *adios.* Thank you is the Chamorro *si yuus maase,* "see yoos mah-ah-say." *Hafa adai* is a greeting and a spirit of hospitality much like the Hawaiian *aloha. Hafa* is pronounced "hah-fah." The first letter "a" of *adai* is not sounded so that in common use the expression becomes *hafa 'dai.* Many people pronounce *'dai* as "day". However, the rules of Chamorro pronunciation sound it as "dah-ee," very close to the English "dye". No matter how you hear it spoken, the greeting *hafa adai* means you are a genuinely welcome guest in the Marianas.



We come in sadness and not in happiness. For a leader has passed on; a pillar of the House of Micronesia has fallen; a father has left us; and a bird of the sea flown beyond the horizon never to return. Words are inadequate to lighten the burden of grief that is upon the family, the people of Truk, and all of us who knew and loved Chief Petrus well and so much, not only throughout Micronesia, but also in the community of islands in this Pacific.

In days of old in these islands, there were wars between people and there were heroes. And the heroes were also the leaders. Chief Petrus was a hero. He fought well the battles of life. There is an old island saying as a result of these battles -- "A hero falls, a hero rises."

Chief Petrus possessed certain fine qualities which impressed me very much. These were humility, wisdom, and a love for his people. He leaves these fine qualities as an inspiration to all of us to carry on as he would like us to do.

--Peter T. Coleman, September 15, 1971.

Petrus Mailo A Micronesian Chief

The late Honorable Petrus Mailo, traditional Chief and Mayor of Moen Island was born on December 27, 1902 in Mwan Village, Moen Island, Truk District. He received his primary education from the Protestant Mission School at Anopouou on Moen Island from 1909 to 1914. From 1915 to 1920 he studied navigation by working on a trading boat sailing throughout the Truk District.

He first entered public service in 1932 when he was appointed Secretary of the island of Moen under the Japanese Administration. In 1933 he was appointed to succeed his uncle as Chief of the village of Nepukos, Moen Island, and served in that capacity until 1936. From 1936 to 1938 he became Leader of Section No. 2 of Moen Island which included Nepukos and Mwan Villages. From 1939 to 1944 the Japanese Civil Government appointed him as advisor on native affairs to the Military Government which employed Trukese at its projects and installations on Moen Island. In 1941 he represented his father, who was the Chief of Moen, in coordinating and negotiating with Military personnel for the relocation of the people of Moen to the other lagoon islands. Soon after the end of World War II, he was appointed by his brother, Albert Mailo, who was the chief of Moen, to the position of Nepukos Village chief.

After the Civil Government was established in 1947 by the U.S. Naval Military Government, he succeeded his brother Albert as Chief and Magistrate of Moen Municipality. When Moen Municipality was granted its charter by the High Commissioner in 1957, he became its first elected Mayor, a post he held until his death at 2:25 o'clock in the morning, Sunday, September 12, 1971.

In addition to his position as Chief and Mayor of Moen, Chief Petrus Mailo also served in the following public offices:

From 1957 to 1962, he was elected as Moen representative to the first Truk District Legislature body known as Truk District Congress. He served as President of that body in 1957 and 1958. He also served as the first Truk District Delegate to the Trust Territory Inter-District Advisory Council to the High Commissioner from 1956 to 1958.

After the establishment of the Congress of Micronesia by the Secretary of the Interior in 1965, Chief Petrus Mailo was elected by the people of Moen to the House of Representatives of the Congress, and served in that capacity until he resigned in 1968 to devote his full time as Mayor of Moen. During his tenure in the House of Representatives, he served as its first Vice Speaker. He also served as a member of the Future Political Status Commission of the Congress of Micronesia when it was first established in 1968. In 1969 the Chief participated in the second Pacific Legislative Conference held in Saipan as one of the delegates from Truk District. And in 1970 he was appointed as a member of the Truk District Land Advisory Board.

During the Japanese Administration in Micronesia, he travelled to Japan on an organized Micronesian leaders tour. In 1966 he was awarded a U.S. State Department Leader Grant, under which he visited various States in the Union.

In addition to his public offices, the Chief also served as President of Truk Trading Company, as a member of the Board of Directors of Air Micronesia and in various other private organizations.

In his eulogy, High Commissioner Edward E. Johnston paid tribute to the Chief:

"Chief Petrus Mailo was a truly great leader, one of those rare individuals who enjoyed the universal respect and admiration of his own people and of all others with whom he came in contact. I consider myself quite fortunate to have known him, and have gained much of lasting value from our frequent meetings these past few years.

"Everyone in the Trust Territory, I am sure, and his many friends throughout other parts of the world, join with me and my family in expressing most sincere condolences to the family of Chief Petrus and to the people of Truk District. We join with you in your sorrow and at the same time share your pride in having known and loved such a remarkable man."

Petrus Mailo had a biographer in the person of Thomas Gladwin, who wrote of the chief in a paper included in Joseph Casagrande's In the Company of Man *(Harper and Row, New York, 1960 .)The Reporter solicited a final tribute to Chief Petrus from Dr. Gladwin, and it is printed below. Gladwin's own description of his contribution, which will be considered controversial in some respects: "a political obituary of a great politician in the best sense of the word."*

Petrus Mailo was above all a man of his people. His people were the people of Moen Island, of Truk, of Micronesia. His mission was to guide and protect his people in a world not of their making, a world of conquest and colonialism. That world was made by Americans. It is an irony which somehow illustrates the contradictions with which Petrus had constantly to deal that it is now I, an American and one of the architects of his colonial world, that is writing this tribute. Knowing this, why do I do so, aside from the fact that I knew him and loved him for many years?

Partly it is because writing words of praise for the dead is a foreign custom. It is not the Micronesian way and thus might as well be done by someone born to the tradition.

I write it, however, for a much more important reason. I hope by so doing to correct a terrible distortion which clouded the memory of Petrus almost as soon as he died. Petrus was a man of peace as well as a man of his people. Yet in extraordinary disregard of the feelings of a subject people the funeral of Petrus Mailo was taken over, taken away from his family and his people by the American military and the American administration. In the presence of an admiral, navy seabees, and soldiers of the U.S. army, navy, marines and air force marching in full uniform, the Trukese were shocked to find they were left way in the rear. As an American I therefore write in shame and anger as well as love. The death of Petrus should remind us of other things than the fact that it was military power which captured and still holds Micronesia for the United States.

The memory of Petrus should remind us instead that as long as there are men of courage and wisdom in the world, the struggle for human dignity will not end until all men are their own masters, free to shape their own lives and futures.

Long before anyone thought to say "brown is beautiful" Petrus already knew that. Although a brilliant man, he never bothered or even wanted to learn more than a little English. Instead when he talked to his people on important occasions he sometimes spoke in *itang*, a poetic and secret language of the past. Petrus was the last man in the world who knew the full *itang*. It was taught to him by his father. A few others remain who picked up a little here and there, but that is all. He spoke to his people in *itang* not because they would understand his words. He wanted them instead to understand the beauty and the mystery of their Trukese heritage, which would give them strength for the tasks of the present. Yet, sadly, although *itang* in effect died with Petrus, no one could get to the coffin in time to lay the leaves of *itang* on his body before he was buried.

Although perhaps the most distinguished and best known chief in Micronesia, Petrus dressed and lived like any other Trukese. His office was the Moen Island office, the furniture old, the floor uneven, everyone in simple clothes. No Trukese no matter how humble felt out of place there. Petrus had his home next door, available always to his people. Neither had electricity -- until it was installed by the administration at the last for the period of lying in state. Petrus was on the electric power waiting list, but seldom complained because he felt there were other causes more important than his own convenience.

In his later years when government payrolls began to grow and more and more money became available, Petrus saw the danger this posed and tried in vain to control the effects of money on the people of his island. He organized savings plans, exhorted his people to save, and was for years president of the Truk Trading Company, urging people to buy stock in that company rather than spending their money on beer and imported luxuries. Yet the flood of dollars was too great. As Lazarus Salii has said, America has been buying Micronesia, little by little, year by year. Petrus saw this years ago and tried to do something about it. He failed, and during his final illness when he lay in Tripler Hospital where I visited him every day he grieved over this failure. His people had not learned how to manage money, and he could forsee only chaos. He did not want to remain to see this. He wanted to return to Truk, but he said repeatedly he would not live long, and he did not.

If Petrus saw himself above all as a Trukese, he was also perhaps the first Micronesian. At a time when the word "Micronesia" was used regularly only by anthropologists, when few people knew more than the names of the other districts, Petrus already was thinking of the unity of interest and history which linked the islands. In 1947, soon after he became chief of Moen, Petrus travelled to Guam to participate in the formation of the first inter-district advisory committee in the history of Micronesia. In the years which followed he visited all the other districts, some many times. He learned their problems, found many were the same as those of Truk, and became increasingly concerned with unifying Micronesia.

When the Congress of Micronesia was established Petrus was at once elected to the House of Representatives and became Vice-Speaker of the House. When later he saw that the Congress in its growing strength no longer urgently needed his help he stepped down to save his waning energies for the people of Truk. From the beginning he placed his faith wholly in the Congress of Micronesia and felt that only there were the interests of the people held paramount.

While in the Congress Petrus served on the Future Political Status Commission, the first of a succession of committees charged with studying the issue of Micronesia's future political status. This was a matter of deep concern to him and he gave it much thought, talked to many people, and finally only in the last year of his life made his decision. Shortly before the onset of his final illness he declared that complete independence for Micronesia was the only possible alternative. This was for him a hard choice because he knew perhaps more clearly than anyone else the sacrifices and the mistakes his people would have to make as they learned to govern themselves. They would have to deal with the problems that he had dealt with for a quarter century, and he knew how hard they were.

In a way the most remarkable fact about Petrus Mailo, and the one which fully reveals his stature as a person, is that despite his being a Trukese he became the outstanding paramount chief of Micronesia. I say "despite being a Trukese" because in Truk, traditionally, there were no high chiefs. Chiefs were simply the most important man in a local clan; and the more power the clan had in the locality at any time, the more power that chief had, no more. Furthermore, humility is the most valued quality in a Trukese leader. Petrus never lost his humility. He saw himself as a simple human being, and invariably acted that way. Yet he became a true paramount chief, a leader known and respected and followed by all the people of Truk, and indeed Micronesia.

How did this come about? Simply through personal wisdom, strength, and complete dedication to his people. His father began this tradition, and trained his son well for the unprecedented succession. Descent in Truk is in the female line but, after his older brother briefly held office, the chieftainship came to Petrus. He was a true son of his father, who was also a great man. At once Petrus took over the full load. He saw that small local chiefs were divided and powerless. He also saw that the chiefs of larger jurisdictions, filling an unfamiliar role, in general lacked the strength to stand up to the foreign administrators and truly represent their people. In contrast, this strength came to Petrus with his very nature. He was a great chief from the first day he served. As he molded and taught his people (and in addition a number of administrators like myself), and commanded the respect of those whom he could not teach, he created around himself a totally new institution in Truk, the institution of paramount chief. Then as he grew in strength and wisdom and years he became something even more than that. He emerged as first among the paramount chiefs of all of Micronesia, known and respected by many people in all the districts. Before he died plans were under way for a meeting, which was his inspiration, to bring together all the paramount chiefs of Micronesia to consider the future political status of the nation. Thus to the end he was seeking ways to bring past wisdom and traditions to help guide the work of the present. No longer, though, for Truk alone, but now for all of Micronesia. Petrus Mailo was in a true sense the first chief of Micronesia, and it is that memory of him which we must honor most.

The preceding comments came from a man who knew and respected Petrus Mailo as the great leader that he was. The Editor regrets that Dr. Gladwin used the preceding eulogy to attack the military and the Trust Territory administration. Dr. Gladwin was not present in Truk during the funeral and consequently lacks firsthand knowledge of the actual ceremony and the events and discussions with the family preceding the funeral. We feel that the following resolutions adopted by the Moen Municipal Council and signed, in fact, by one of Chief Petrus' family, speak for themselves. The Editor further regrets that Dr. Gladwin would use a eulogy to a great man like Chief Petrus to advance a political cause--one in which Dr. Gladwin is deeply involved.

EXPRESSING THE HEARTFELT GRATITUDE AND DEEP APPRECIATION OF THE PEOPLE OF MOEN TO THE HONORABLE EDWARD E. JOHNSTON, HIGH COMMISSIONER OF THE TRUST TERRITORY, FOR PERSONALLY GIVING HIS CONDOLENCES TO THE PEOPLE OF MOEN AND MEMBERS OF THE FAMILY OF THE LATE CHIEF PETRUS MAILO AT HIS DEATH ON SEPTEMBER 12, 1971.

WHEREAS, all the people of Moen were deeply grieved by the loss of Chief Petrus Mailo commencing from September 12, to September 15, 1971, on which last day the Honorable Edward E. Johnston, High Commissioner of the Trust Territory, arrived to personally express his sorrow at the death of Chief Petrus Mailo; and,

WHEREAS, all people of Moen were deeply impressed by the arrival of the Honorable Edward E. Johnston, High Commissioner of the Trust Territory, to pay his farewell tribute to Chief Petrus Mailo; and,

WHEREAS, it was the first time in the history of Micronesia a High Commissioner, who has dedicated and devoted his genuine services toward the better development of Micronesia, demonstrated his sorrow and concern over the death of a traditional Micronesian Leader; now therefore,

BE IT RESOLVED THAT THE MOEN MUNICIPAL COUNCIL hereby expresses the heartfelt gratitude and deep appreciation of the people of Moen to the Honorable Edward E. Johnston, High Commissioner of the Trust Territory, for personally joining the people of Moen and members of the family of the late Chief Petrus Mailo in expressing their sorrow at his death on September 12, 1971. . .

/s/ Frank Nifon, Chairman
Attested to: Kasper Peter, Secretary Moen Municipal Council
Moen Municipal Council
Date: Oct. 1, 1971

EXPRESSING SINCERE GRATITUDE AND DEEP APPRECIATION OF THE PEOPLE OF MOEN TO THE DEPUTY HIGH COMMISSIONER, THE HONORABLE PETER T. COLEMAN AND HIS FAMILY FOR WITNESSING THEIR CONDOLENCE OF THE DEATH OF CHIEF PETRUS MAILO ON SEPTEMBER 15, 1971, ON WHICH DAY THE BODY WAS BURIED.

WHEREAS, the people of Moen were deeply condoled by the death of Chief Petrus Mailo from September 12, 1971 to September 15, 1971, on which last day the Deputy High Commissioner, the Honorable Peter T. Coleman and Family, jointly shared their condolences; and,

WHEREAS, this was the first time in the history of Micronesia that a Deputy High Commissioner with his family, who has worked so much toward the better development of Micronesia, demonstrated his concern and sorrow over the death of Chief Petrus Mailo, a traditional leader of Micronesia; and,

WHEREAS, all the people of Moen were deeply impressed by the arrival of the Deputy High Commissioner to pay his farewell tribute to the body of Chief Petrus Mailo; now therefore,

BE IT RESOLVED BY THE MOEN MUNICIPAL COUNCIL that it hereby expresses the sincere gratitude and deep appreciation of the people of Moen to the Deputy High Commissioner, the Honorable Peter T. Coleman, and his family for witnessing, during and at the burial services of the body of Chief Petrus Mailo, their condolence on September 15, 1971.

/s/ Frank Nifon, Chairman
Attested to: Kasper Peter, Secretary Moen Municipal Council
Moen Municipal Council Date: Oct. 1, 1971

EXPRESSING THE HEARTFELT GRATITUDE AND DEEP APPRECIATION OF THE MOEN MUNICIPAL COUNCIL TO ADMIRAL PAUL PUGH FOR JOINING WITH THE PEOPLE OF MOEN AND MEMBERS OF THE FAMILY OF THE LATE CHIEF PETRUS MAILO IN THEIR PROFOUND SORROW AT HIS DEATH ON SEPTEMBER 12, 1971.

WHEREAS, all the people of Moen were deeply grieved by the loss of the Mayor of Moen, the late Chief Petrus Mailo on September 12, 1971; and,

WHEREAS, on September 15, 1971 Admiral Paul Pugh arrived to personally express his deep sorrow at the death of Chief Petrus Mailo; and,

WHEREAS, all the people of Moen were deeply impressed by the arrival of Admiral Paul Pugh to pay his farewell tribute to the body of Chief Petrus Mailo; and,

WHEREAS, it was the first time which has ever been marked in the history of Micronesia an Admiral, who has worked toward the better development of Micronesia, demonstrated his profound sorrow and heartfelt concern over the death of a traditional leader of Micronesia; now therefore,

BE IT RESOLVED BY THE MOEN MUNICIPAL COUNCIL that it hereby expresses the heartfelt gratitude and deep appreciation of the people of Moen to Admiral Paul Pugh for joining the people of Moen and members of the family of the late Chief Petrus Mailo in their profound sorrow at his death on September 12, 1971. . .

/s/ Frank Nifon, Chairman
Attested to: Kasper Peter, Secretary Moen Municipal Council
Moen Municipal Council Date: Oct. 1, 1971

social security success story

by Richard F. Kanost

A great deal of publicity is given to criticisms of the Government of the Trust Territory; the things that are yet undone, schedules that have not been met and irksome problems that seem to go unresolved if not unnoticed. These reflect the general dissatisfaction with the pace of development under the trusteeship.

I am sure that none of us is satisfied that progress in political, social, economic and educational development of the people of Micronesia has been all that it should have been or that we would have liked. In an underdeveloped territory, the things undone are all too evident, and it is natural to focus attention on these. However, if we are to maintain a reasonable perspective and not succumb to a kind of failure complex, it is necessary to remind ourselves of the progress that *has* been made in many important areas. There have, after all, been successes as well as failure.

The Social Security program is one activity that has been a particularly noteworthy success to date. It is, perhaps, a success that has particularly low visibility, especially during the early years when beneficiaries are relatively few and benefits comparatively small. Yet the potential benefits to Micronesia from the excellent accomplishments of the administrators of this program during these foundation years are vast.

I remember vividly the skepticism expressed within the Administration about the practicality of introducing a Social Security System into Micronesia when the legislation was under consideration in the summer of 1967. It was said to be "much too sophisticated" for Micronesia. One critic stated with particular vehemence that the proposal was "fifteen years ahead of its time." The principal doubt expressed concerned the prospects of securing compliance with requirements laid on employers in Micronesia's far flung islands, many of whom had little or no acquaintance with such staples of the modern money economy as insurance, pension plans, payroll deductions, investments and the long range effects of compound interest.

Possibly the primary cause for this skepticism was the all too familiar difficulties experienced in collecting tax revenues in the Trust Terriotry. The argument that the necessarily centralized administration and the relatively simple mechanics of payroll deduction which are features of the Social Security System would give the Social Security administrators advantages not enjoyed by the tax collectors did not seem persuasive to the skeptics.

The fact that the Administration did ultimately decide to submit the authorizing legislation to the Congress of Micronesia is due, in no small measure, to the strong support of Judge Kelly Turner, then Deputy Attorney General, who drafted the legislation. Judge Turner had experience with similar legislation for the state of Arizona.

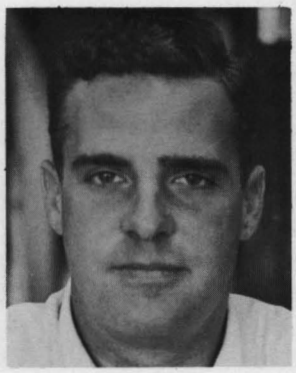
The Social Security System is the first major program of the government which was created by the Congress of Micronesia. The cost of administration is funded by an annual appropriation by the Congress. Except for a "prior service benefit" (a supplementary pension) for government employees who had a minimum of five years government service on the effective date of the Act, the system is entirely a local effort. The prior service benefit is paid by the government, without any contribution from the employee. This benefit will eventually be phased out. With this exception, the only contribution the U.S. government makes is the administration's contribution as a Trust Territory employer, matching deductions from the employees' salaries.

One of the first significant tasks which fell to me after my arrival in Micronesia in late 1965 was to meet the consultant Robert J. Myers, who was then Chief Actuary of the United States Social Security Administration, who had been requested by the Government to study the feasibility of setting up a social security system for Micronesia.

Myers developed a detailed plan which was incorporated, without material change, in the authorizing legislation. He has been consulted on (or has proposed) such changes in coverage and benefits as have been included in the amendments to the Act since its inception.

Myers submitted his original plan in early 1966 with the recommendation that it be implemented in July, 1967. However, the necessary legislation was not actually drafted and submitted to the Congress until the summer of 1967, and adopted with an effective date of July 1, 1968.

Meyers



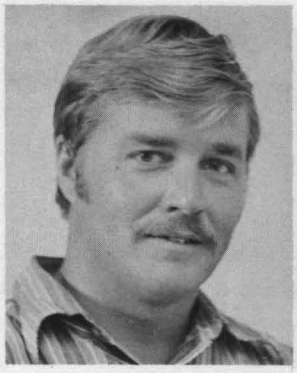
Brown

In apportioning the credit for the singular success of the Social Security System during its initial three years, the share of the first Social Security Administrator, Harry U. Brown, is second only to that of Robert Myers, whose creation it is.

The provisions of the system were Myers'. It was Brown's task to give the system an organization and a set of operating procedures, to indoctrinate government officials, private employers and wage earners throughout Micronesia, and to have the system in full operation between early January of 1968, when he reported for duty, and July of that same year, when the law went into effect.

Brown entered into this task with great energy and enthusiasm: planning, budgeting, recruiting, staffing, devising reporting forms and records, preparing information booklets, press and radio releases and conducting public meetings with district personnel, chambers of commerce, private employers and employee groups throughout Micronesia.

As it happened, an electronic data processing system was also scheduled to be in operation on July 1st. It was intended that the Social Security System be computerized, but knowing the vagaries of schedules, it was thought wise to be prepared with a manual system, just in case. Fortunately, the computer was in place and operational on July 1 and the Social Security System has been computerized from the outset.



Facey

George

Although the ground work was well laid, it was critical that there be constant and effective follow up to insure compliance, particularly during the first year when the reporting requirements were new to employers. In this regard, Brown was aided by a particularly fortunate recruitment in the person of Jerry Facey, the Social Security Examiner, whose job was to visit employers, assist them with the necessary record keeping and reporting and insure that returns were correctly and fully reported. Facey demonstrated the same energy, thoroughness and awareness that characterized the work of Brown.

Each quarter, when returns were due, any delinquent employer soon found Facey or Brown in his office, reminding him of the requirement and assisting him with the preparation of the report, as necessary. During the first year, Brown and Facey were assisted by a Micronesian understudy and a secretary. The district personnel administrators served as the district representatives for the Social Security Administration, with district Finance Officers receiving and processing the employers' contributions and deductions.

The entire full time staff of the Trust Territory Social Security Administration, during the first two years of its operation, consisted of four persons, including the secretary. The districts absorbed their responsibilities without adding to their personnel.

How well this small staff accomplished its task was attested by the first actuarial review conducted by Robert Myers after the program had been in operation for over one year. Myers lauded the work of Brown, Facey and company. He pointed out that compliance was 100%; the staff simply refused to accept anything less.

He also commended the staff on the currency of reporting; stating that compliance and currency of reports were the critical elements in a Social Security System. He assured the Social Security Board that the Trust Territory system compared favorably with such systems the world over. Myers could speak with authority, having served as a consultant to many countries in the establishment of national social security systems.

Under the Social Security Act, a Social Security Board has legal responsibility for carrying out the provisions of the Act; including the appointment of the administrator and his staff, the establishment of salaries and conditions of employment, the supervision of operations, the investment of funds and advising the administration on policy and legislation pertaining to Social Security. In the nature of things, the Social Security Administrator, out of his experience, initiates most policy and legislative proposals, and proposes changes in investments for review by the Board.

The total revenues collected during the first three years of operation has surpassed the amount originally projected for 1973. This increase was a result of various factors; especially from the general increase in the government employees' salaries and the increases in economic activities throughout the Territory. As of July of this year, the Social Security Fund reached one million dollars. By the end of this decade, the fund will be in the range of 10 to 20 millions.

The Social Security Board has been growth minded in its investment policies. It initially elected to invest three quarters of its funds, above necessary reserves, in mutual funds of the Keystone Family, and one quarter in time deposits. Of the mutual funds, two thirds were invested in growth funds and one third in "blue chip" funds. With the decline of the stock market during 1969 and early 1970, the Board shifted a major part of its investment to short term loans, fully insured by the Small Business Administration.

At present the holdings include $458,122 in mutual funds, including capital gains and income dividends; $415,495 in guaranteed SBA loans; and the balance of $1,020,500 in time deposits, checking and savings accounts. In spite of the rather drastic fluctuations, mostly on the downside, in the stock market since the heavy initial purchase of mutual funds, the market value of shares was only $16,143 below the total cost of purchase as of July 1.

From the foregoing remarks it is obvious that the Trust Territory Social Security system has gotten off to an excellent beginning in its first three years. We have every reason to believe that the present almost exclusively Micronesian staff will be able to carry on in the tradition of the system's founders.

Two circumstances have contributed to the success of the system. First, the simplicity of the plan developed by the actuary. It is as simple as such a plan can be to still provide the essentials of a sound social security system. Second, though it may sound paradoxical, the small size of the staff was a favorable circumstance. Yet I am convinced that economy in the use of staff actually facilitates operations. It minimizes supervision, co-ordination and administration. It requires willingness on the part of staff to spread themselves thin; and it forces rational utilization of time and resources. And obviously circumstance one, simplicity of the system, has contributed to circumstance two, a small staff to run the system.

Harry U. Brown capped his success by recruiting, training, and being replaced by a Micronesian Social Security Administrator within three years of the inception of the program. Brown now serves as Budget Officer in Ponape district.

The new administrator is Yosiwo P. George, a Kusaiean, graduate of the University of Hawaii with a major in Mathematics. The present staff includes a Social Security Representative in every district, a move necessitated by the progressive growth of claims, which under the Act could begin only after the third year of operations. With the development of the district representatives, the examiner's work is progressively being decentralized.

Enen-kio
Island of the Kio Flower

by Dwight Heine and Jon A. Anderson

Whenever you have a place with a Marshallese name, you know that it belongs to someone in the Marshalls. Its land is claimed by one of our chiefs, there are fishing rights assigned for the area, and it is considered by our people to be part of the Marshall Islands.

This is true of Enen-kio, the island of the *kio* flower. In ancient time this atoll was discovered by Marshallese sailors, who probably were on a voyage in the vicinity and noticed the wave patterns that indicate that land is nearby. They followed them, and found this small atoll with its three islands, naming them Enen-kio, after the small, orange flower that blooms on a type of shrubbery found there. *Kio* is our Marshallese word for orange, hence the name means island of the orange flower--Enen-kio.

Today this atoll is called Wake Island, and it will probably surprise many people to learn that Wake is one of the Marshall Islands. I am told that when my friend, Dr. Edwin Bryan of the Bishop Museum, learned of this article he said it was the first time he had ever heard Wake called Enen-kio. This is not surprising, for we have no written history in the Marshalls, except from modern times, and the Marshallese claim to Wake goes back many, many years, to long before the arrival of the first traders and missionaries from the West.

I learned of Enen-kio from Jowej, a Marshallese scholar and one of our best navigators. Sadly, he just recently passed away, and I'm afraid many of the chants and legends which he knew, with his remarkable memory, have been lost with him. He was one of our most learned men, and some years ago he told me of Enen-kio, and of the reason for sailing there.

The voyage to Enen-kio was a hard one, very long and dangerous. And since there was no water and very little food there, the canoes that sailed to Enen-kio had to be provisioned for the round-trip, mostly with coconuts. Since the voyage was so difficult, there had to be a very strong motivation for men to make the trip.

That motivation was fear. An important part of the ancient religion of the Marshallese was tatooing. All of the chiefs were tatooed over all of their body, including the face. You could always tell a Marshallese chief because of the tatoos. This tatooing was a matter of great ceremony, and always took place on certain islands. In the Western Chain, the tatooing island was Ailinglaplap, and in the Eastern Chain, Aur Atoll.

During this tatooing ceremony human sacrifices were demanded, in order to obtain strong human bones for use in the tatooing process. It was also felt that through the sacrifices others were sharing the pain of the chief who was being tatooed. These sacrifices were required, and the only way a man could save himself was to obtain an equally strong bone as a substitute for his own, one that could be sharpened and that would serve as well for the tatooing ceremony.

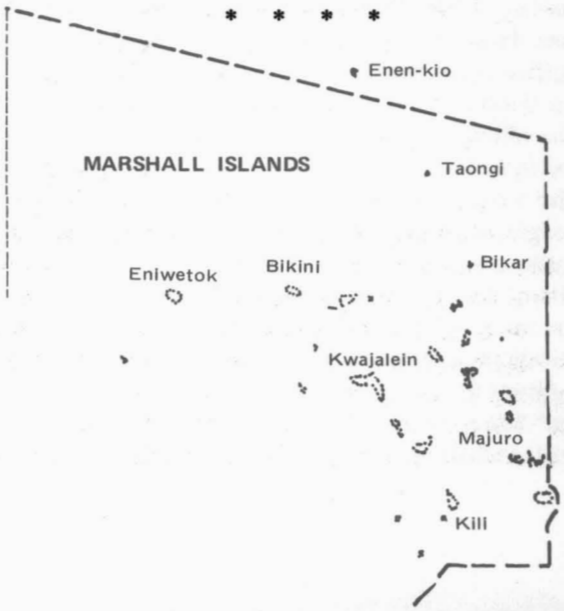
The only bone that was acceptable was the wing bone of a very large sea bird that was found at Enen-kio. I don't know the Marshallese name of that bird, but it must have been a very large bird, possibly what we call a "gooney bird." At any rate, those who obtained the wing bone of this bird would not be sacrificed, and could save themselves in this way. So it was basically a fear of being sacrificed that drove men to undertake the voyage to Enen-kio.

I believe that it must have been some time after the coming of Christianity to the Marshalls that the people stopped going to Enen-kio. When human sacrifices were no longer made, the primary motivation for sailing to Enen-kio, fear, was no longer there. So I imagine the last voyage by a group of Marshallese to Enen-kio must have been in the mid-eighteen hundreds, since the first Christian missionaries arrived in 1857.

But the island is still considered to be part of the Marshalls. It is one of the northern islands of the Eastern Chain, which include Aur, Maloelap, Wotje, Ailuk and Uterik, and it is claimed by the *Iroij,* the chiefs of these islands. They consider Enen-kio to be one of their islands. There is an old chiefess now--still living, but very old--whose name is Limojwa. She claims Enen-kio in the name of her people. She has a nephew, a young man who is a member of our district *Nitijela* (legislature) and who acts for her in traditional matters, and his name is Namo. The claim will someday pass to him.

Enen-kio is the same as Taongi and Bikar. Those islands were never divided up among the people, with a lot of small land claims, as is true of the inhabited islands of the Marshalls. Instead, they are reserved--like a game preserve--for turtles and sea birds, and are considered a source of food. They belong to the chief, meaning that they belong to all of the people.

There were never any permanent Marshallese settlements on Enen-kio, for it was too dry and not suitable for habitation. I imagine the island was not included in the present-day Marshall Islands because by the time the modern political development of Micronesia took place Enen-kio had already been claimed by the United States. But no matter which foreign government lays claim to it, Enen-kio--Wake Island--will for the Marshallese always remain one of the Marshall Islands.



It is not likely that in 1899, when United States Navy Commander Edward D. Taussig of the *U.S.S. Bennington* took possession of Wake Island for the United States, he had ever heard of Limojwa, the Marshallese chiefess who claims Wake, or of her forebears.

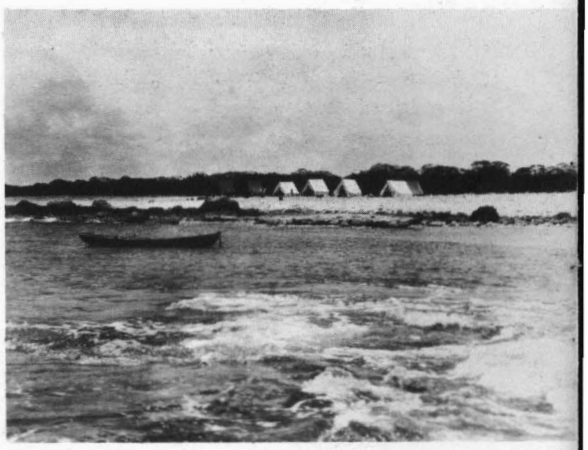
For as Dwight Heine relates, voyages by the Marshallese to Wake ceased earlier in that same century, and there had never been any permanent Marshallese settlements there. There was nothing to indicate to the men of the Navy, or to the traders and other explorers who had earlier visited Wake, that anyone had ever been there or that, indeed, there lived only a few hundred miles south a group of island people who considered that Wake belonged to them.

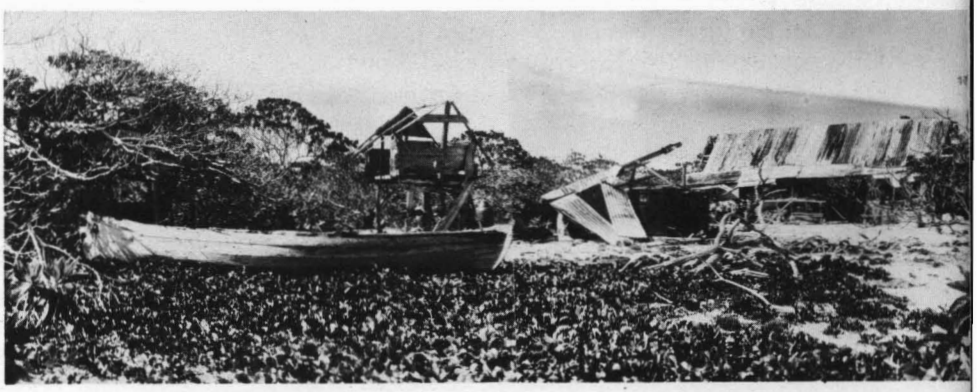
The three islands that make up the atoll, and that are collectively usually just called Wake Island, are very small. The total land area is just over two and a half square miles, with most of that comprising the largest of the islands, Wake itself. The two smaller islands, one at each side of the open end of the lagoon, are called Wilkes Island and Peale Island. Today almost all of the considerable activity of Wake is concentrated on the main island.

Wake has been known by several names, one of which is the Marshallese name, Enen-kio. It has also been called Halcyon, or Helsion, and some think it is the same as the San Francisco Island discovered by the Spanish explorer Mendana in 1568. During World War Two the Japanese renamed the island Otori. The name Wake Island is for Captain William Wake, who is credited with the official "western" discovery of the atoll in 1796.

The first detailed scientific knowledge of Wake Island came in 1841, when a United States exploring expedition led by Charles Wilkes--for whom one of the islands is named--visited and made a detailed map of the area. In his description of the voyage, Wilkes tells of finding the short-tailed albatross, quite possibly the same type of bird whose wing bone was sought by the Marshallese in their early voyages to Enen-kio. In 1923 another U.S. expedition, aboard the *U.S.S. Tanager,* visited Wake and made a detailed biological survey. The commander of the ship was Lt. Cmdr. Samuel Wilder King, who was later to become Governor of Hawaii. The only signs of habitation found in 1923 were two abandoned living sites thought to have been used by Japanese feather gatherers around the turn of the century.

Wake's importance to the United States has always been a strategic one. Its location, a little over half-way between Honolulu and Guam, has made the island a natural stopping place for trans-Pacific flights. In 1935 Pan American World Airways began construction of a seaplane base on Peale Island, and the first Clipper landed there on August 9 of that year on the first trans-Pacific flight. Since that time the island's importance to aviation has increased tremendously, although its importance to PanAm has recently declined. The airline dropped Wake from its schedule a few weeks ago, thus severing the last commercial service to the island.

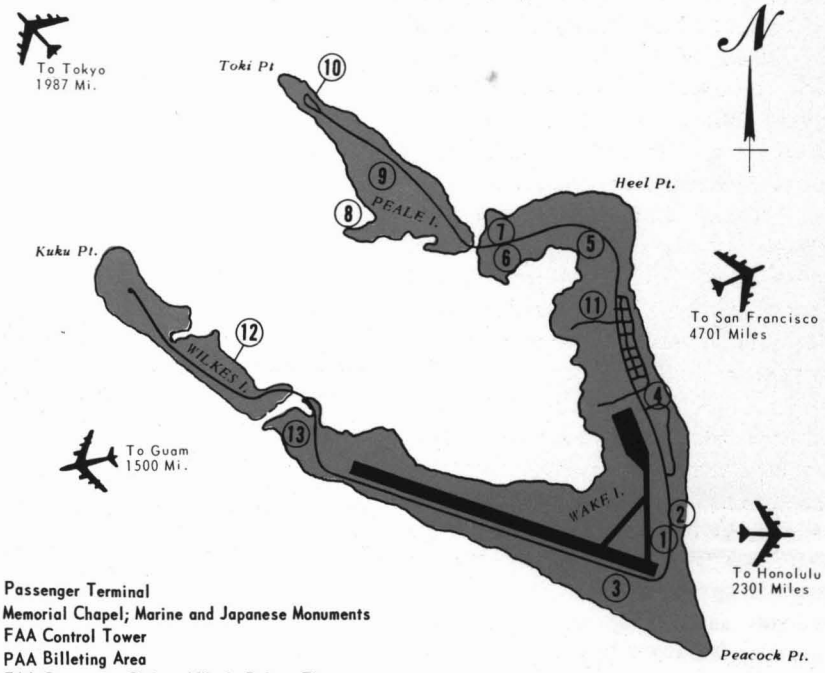




A biological survey of Wake--the Tanager expedition--was made in 1923 by a group of scientists. They made their camp (right) on the southeastern end of Wilkes Island, opposite a natural landing place to the west of the entrance between Wilkes and Wake. The only significant signs of habitation found by the Tanager party were the buildings and an old boat pictured below. They were believed to have been used by Japanese feather gatherers and abandoned about 1908. A short distance away was a Japanese shrine.

Wake still serves aviation, however, with its long-range navigational gear and its air traffic control center. The island's 9,800 foot runway is still used by frequent military flights to and from the far east, as well as by numerous smaller commercial cargo and passenger charter flights. In addition, the field offers an important emergency landing area to even the large inter-continental jets which do not need to land there on a regular basis.

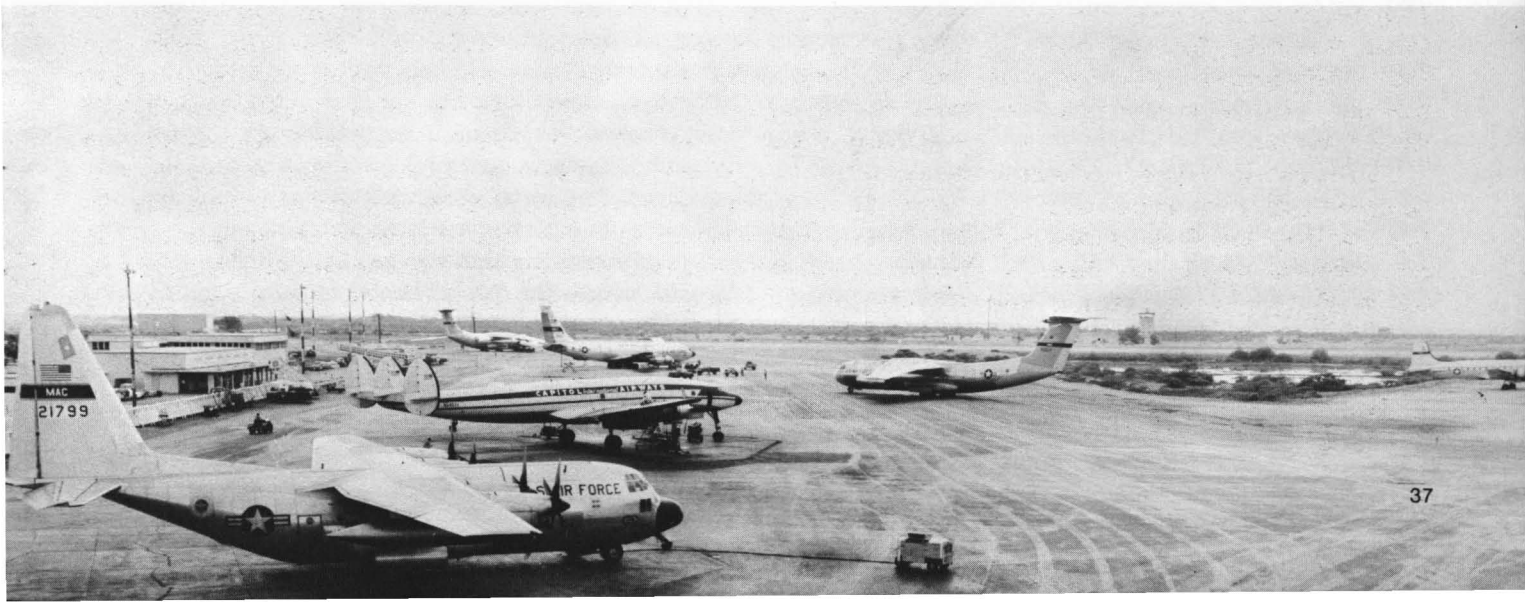
Wake was on the front pages of most American newspapers during the month of December, 1941. The Japanese launched an attack on the naval air station and fighter strip there on the same day they attacked Pearl Harbor. That attack was overshadowed by the Pearl Harbor news, but in the days and weeks following the initial attack the gallant defense of Wake by a badly outnumbered and outgunned force of marines, sailors and civilian construction workers captured the imagination of America. Finally, on December 23, a force of more than eleven-hundred Japanese soldiers stormed ashore at Wake and, after five hours of resistance, the small garrison surrendered. Wake became a rallying cry for U.S. marines in the Pacific not unlike the Alamo. The island remained occupied by the Japanese until the end of the war, when it was returned to U.S. control.

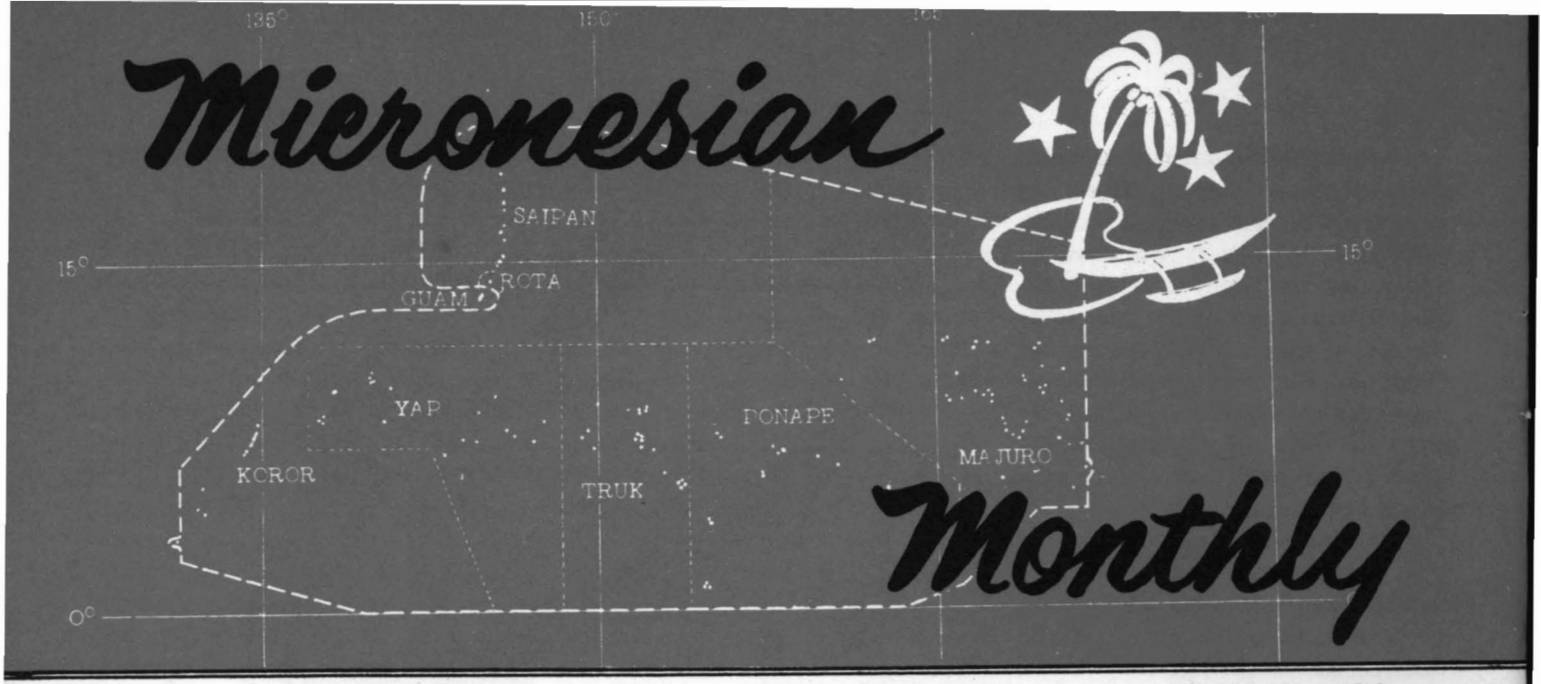


1. Passenger Terminal
2. Memorial Chapel; Marine and Japanese Monuments
3. FAA Control Tower
4. PAA Billeting Area
5. FAA Community Club and Windy Palace Theater
6. Bowling Alley
7. MAC Quarters, Gift Shop and Drifters' Reef
8. Recreation Area
9. Coast Guard LORAN Station
10. World War II Japanese Gun
11. Water Catchment Area
12. Prisoner-of-War Rock
13. Fuel Storage and Docking Area

Today, Wake is administered by the U.S. Federal Aviation Administration although it is technically under the control of the Department of the Interior. It is home to more than 1,000 people who maintain the facilities there, and is an area not unlike another Marshallese atoll, Kwajalein. The government provides a variety of facilities for recreation and excellent living quarters for the Wake Islanders, and the island is well-supplied. It is today a far cry from the barren, uninviting atoll that drew those early Marshallese sailors so many years ago.

Recently dropped from the schedule of Pan American World Airways, Wake now serves military flights and an occasional commercial charter or cargo plane. The atoll is also an important communications link and provides navigational aides, as well as offering an emergency Pacific landing field to even the newest long-range jet aircraft.





PUBLISHED MONTHLY BY HEADQUARTERS – TRUST TERRITORY OF THE PACIFIC ISLANDS

In November, 1951, the first issue of *Micronesian Monthly* was mimeographed, collated, stapled and distributed by a staff at Trust Territory Headquarters, Fort Ruger, Hawaii. Over the twenty years from then until now the monthly moved from mimeograph to offset, from monthly to once-in-a-while, to bi-monthly and then quarterly. As a quarterly journal of Micronesia, it survives today as the *Micronesian Reporter.*

As the *Reporter's* predecessor appeared, the Interior Department had just taken over the administration of the Trust Territory, and Senator Elbert D. Thomas had been named as the first civilian High Commissioner. The newsletter was established as an effort "to weld this organization, separated by vast expanses of Pacific Ocean, into a more unified group . . . "

Excerpts from the November and December, 1951, issues:

High Commissioner Elbert D. Thomas is looking forward to making his first trip into the Trust Territory he administers when he accompanies a party of Congressmen on a week's tour of the Pacific Trust Islands. The group will depart from Honolulu on Saturday, November 25.

They plan to visit Kwajalein, Majuro, Ponape, Truk, Saipan, Tinian and Guam . . . To put it mildly [Commissioner Thomas] is pleased at the prospects of visiting the field, although he regrets that the tightness of the schedule will not permit him to visit all districts. But he says he anticipates another trip in the near future.

Our Deputy High Commissioner, Mr. McConnell, has just returned from Washington where he attended hearings before the Bureau of the Budget concerning our request for appropriations for fiscal 1953.

Mr. McConnell felt particularly fortunate in being given an audience with President Truman in the company of Secretary Chapman . . . It was interesting to him to see the President go from his desk and examine a large globe he has in his office on which the Trust Territory area is clearly outlined.

The first native of the Trust Territory of the Pacific Islands to complete medical requirements and receive a license to practice medicine on his own is a 27-year-old Marshallese by the name of John Iaman. His license, appropriately enscribed and framed, was forwarded to him this week by Dr. H.L. Marshall, Director of Public Health for the Trust Territory.

During the past month intermediate school youngsters have greatly improved their fishing yields by returning to an old Marshallese method. The students are now using the *ekkol,* a long rope with palm fronds twisted about it. The *ekkol* is nearly 1,000 feet in length and is used on the reef, preferably as the tide is receding, to drive schools of fish toward the shallow water near the shore. As the *ekkol* moves in, groups of youngsters near the shore hastily build a trap of coral stones. The fish are herded into the trap, the trap is closed and the fun is on.

The *ekkol* method has proven a great success, and it is not unusual for more than a thousand fish to be caught in a single drive.

DISTRICT DIGEST

a quarterly review of news and events from the six districts

Marshalls The Trust Territory's special demolition team completed work on a series of projects involving dredging and widening of channels for small boats and ships at several islands of the Marshalls. The special project was funded by the District Legislature (Nitijela) in the amount of $25,000 . . . The Congress of Micronesia leadership met in Majuro and decided that Koror, Palau, will be the official site for the next session of the Congress . . . The people of the Marshalls celebrated U.N. Day on Saturday, Monday and Tuesday. A Monday parade featured a number of floats and a marching band from Assumption School, along with the district constabulary. For the first time the Marshalls had a U.N. Day Queen, who was from Marshall Islands Christian School. The Queen and her court were selected by ticket sales . . . Work on the Wotje Master Plan continues, while the Civic Action Team is working on several projects: repairing the pier that was built by the Japanese, repairing the runway, building schools and dispensaries, and other projects as designed by the coordination committee . . . The Eastern Gateway Hotel was getting ready for its official opening, with work on a restaurant and bar finally complete. General Manager Mike Nolan says more rooms, a saltwater swimming pool, a gift shop and a laundry will complete the complex. The hotel runs independent of island utilities, supplying its own power and water . . . Three members of a Japanese team were in the Marshalls collecting bones and other remains of Japanese war dead. The team called at Jaluit, Mili, Maloelap and Wotje . . . A special delegation from Kili, accompanied by the district administrator, travelled to Saipan to discuss the Bikini rehabilitation and housing construction program.

Headquarters Months of hard work by Headquarters Personnel staffers paid off when the personnel board approved the reclassification and pay schedules, authorizing the government to implement the plan. The new schedules result in pay raises for most Micronesian government employees . . . Micronesian Interocean Line, Inc. (MILI) was reorganized to strengthen Micronesian interests in the shipping service. The reorganization came as the result of MILI's financial problems . . . TT Public Works reported that some $80-million in construction projects were underway with the approval of Fiscal Year '72 budgeting . . . The Training Division has received a quarter-million dollar grant from the U.S. Department of Labor for management skills training for Micronesians . . . The Congress of Micronesia Joint Committee on Program and Budget Planning conducted hearings on the Fiscal Year '73 budget plan with Department Directors and Division Chiefs testifying . . . Longtime TT employee Bill McGrath resigned from the Land Administration Office to take a job in Honolulu . . . Thomas E. Warren joined Peace Corps Micronesia as Deputy Director . . . Kozo Yamada was appointed Chief of the Division of Lands and Surveys . . . and Carlos Salii, just graduated from the University of Denver Law School, is a new General Attorney in the A.G.'s office.

Ponape The Trust Territory's first low-cost housing conference was held with great style and feeling at PATS, in the brand new community leadership training school dedicated on the occasion of the conference. Dignitaries from all over contributed wisdom, experience and moral support. Following this, TT Community Development Officers met in Ponape, thrashing out problems of how-to-do-it-yourself . . . U.N. Day celebrated before, on and after, for three exciting days: Kitti swam off in first place in aquatics and trotted to triumph in track and field, while the city slickers of Kolonia batted in the highest baseball scores. Sixty started off on the marathon, won by Isiro Irons of deer hunting and MicrOlympics fame. All told, maybe 5,000 participants and onlookers . . . Fifteen quitclaim deeds were given out in a ceremony illustrating gains in land settlement approaches . . . District Legislature elections brought out the largest field of candidates in memory . . . CAA has reorganized its dramatically successful Mobile Adult Education Team and is off again to the remotest communities with information and skill-building for communities . . . People have been eating record numbers of bananas, taro, yams, and breadfruit in Kolonia, with rice and flour rare gems. The shipping strike has actually strengthened the local produce economy and should be regarded as of mixed, not just negative, value . . . Three dispensaries are under construction in Pinglap, Rohnkitti and Kusaie; Civic Action Team working on these and other projects, including the new Sokehs Municipal office . . . It's a bad time for fishing boats with three on

the reefs in recent weeks . . . Kolonia is dramatically peaceful and nice-feeling with sale of alcohol at the bars prohibited. Beer consumption is down 60 percent with savings at this rate calculated at $180,000 per year (money that could go for other personal purposes.) Arrests are down, too. Ponape has really learned something from these changes.

Truk United Nations Day was not celebrated in Truk because Moen still mourned for the late Chief Petrus Mailo . . . Fuchita Bossy, a member of Sopunupi Clan, the leading clan in Moen, was officially appointed Mayor of Moen on October 21 by District Administrator Juan A. Sablan, to complete the unexpired term of the late Chief Petrus. Mayor Bossy then appointed Pueni Mato of Penia Village as Assistant Mayor . . . Frank Nifon, former Assistant Mayor of Moen and Vice-Speaker of the Truk District Legislature has been appointed District Chief of Police by Trust Territory High Commissioner Edward E. Johnston . . . Dedication of a new Sub-District Center in Satawan took place on October 22 during an Administrative Field Trip along with the installation of Erhart Aten, named as District Administrator's Representative, Mortlocks . . . An Environmental Health Conference was held in Truk during October. Eighteen participants from the six districts attended . . . Typhoon house distribution in the Lagoon is nearing completion as the cleanup from May's Typhoon Amy continues . . . Twenty-six policemen were hired to bring the police force to a total of 65 . . . The new District Courthouse complex is 70% complete . . . The measles outbreak which occurred during the months of September and October is subsiding . . . The Committee on Resources & Development, Congress of Micronesia, conducted hearings in the district during the month of October concerning business establishments in Truk District . . . Seven Micronesian supervisors have completed a course on Human Behavior taught by Richard Kanost, Chief of Training, Headquarters, and nine completed training in Public Personnel Administration conducted by Kanost . . . Bishop Martin Neylon has been appointed by Pope Paul VI as Bishop of the Carolines and Marshalls to succeed Bishop Kennally who has resigned from his post. Bishop Kennally will continue to reside in Truk.

Yap An airport site feasibility study has recommended a new airfield be placed on a reef off Rull Municipality, but the people of Rull are concerned that the project will harm their fishing traps and destroy their fishing grounds. Meetings are being held with the people to discuss several alternative sites . . . New Peace Corps Volunteers arrived in Yap during the quarter. Most of them are assigned to the education department . . . The OEO lawyer on Yap, at the request of the magistrate, has drafted a charter for Rull, the first municipality in Yap to initiate such a proposal . . . Discussion of possible sites for the Yap Hospital continues, with consideration being given to one site in Keng, Weloy . . . Forty women left Yap to tour Palau in an exchange of women's interest delegations . . . Senator Tun and Representative Mangefel returned from the status negotiations in Hawaii and met with district officials to tell them what happened at the talks . . . Yap celebrated United Nations Day over two days. Highlights of the celebration were the drill by the Yap Police Force and a concert by the 16-man U.S. Navy band from COMNAVMAR, Guam. Evenings were given over to singing and musical contests, and a new group on the island entertainment scene, The Rolling Stone Money, easily walked away with the first prize. Sports events, boat races and an impressive performance of four traditional women's dances rounded out the program.

Marianas Tinian's new Mayor, Antonio S. Borja, was sworn into office to succeed Joe Cruz, who resigned earlier in the year . . . Several dozen members of the 20th Air Force Association, a veteran's group, toured their former bases at Saipan and Tinian, renewing old acquaintances and marvelling at the changes on these islands since they were here during the war . . . Vicente DL. Guerrero, Marianas Statistical Analyst, retired in September after 27 years of government service . . . A U.S. Navy aircraft, an HU–16 from the Naval Air Station on Guam, crash landed on Pagan island in the northern Marianas. The district LCU was sent to haul the wreckage back to Guam, lost power in her engines, and was feared lost in a tropical storm for a while. But the boat was spotted by a Japanese freighter, was towed back to Saipan, and arrived with all on board safe and sound . . . Thirty-four new Peace Corps Volunteers arrived, with the Marianas compliment assigned to the Department of Education . . . Visitors included two Royal Australian Navy patrol boats, the HMAS Samurai and the HMAS Lae, and two U.S. Navy patrol boats, the USS Gallup and the USS Cannon . . . And there was what was thought to be an illegal entrant, a Japanese fishing vessel, apprehended off Asuncion Island, but later discovered to have entered TT waters by accident.

Palau Elections for the Palau District Legislature were the dominant topic during the quarter. Both political parties, the Liberals and the Progressives, launched intensive campaigns for the five Koror seats and the five positions for at-large candidates. The Liberal candidates captured all ten seats and the subsequent leadership in the new legislature . . . Palau was chosen as the site for the next session of the Congress of Micronesia . . . Deputy High Commissioner Peter T. Coleman visited all the municipalities on Babelthuap Island, becoming the first high ranking

government official to do so during the American Administration . . . All magistrates and chiefs of Palau's sixteen municipalities attended a leadership conference designed to bring these officials up to date on existing programs for the district, particularly in the public service area where programs are focused on communities outside the district center . . . The new Peace Corps Volunteers assigned to Palau arrived and were assigned to grade schools, most of which are located outside the district center . . . The district center experienced critical water and power outages but concerted efforts were made to remedy the situation that resulted in tolerable service to the community . . . Men in two small boats armed with a .22 caliber rifle captured an Okinawan fishing vessel inside the reef at Kayangel. The boat was finally released after the court assessed the captain and her crew members a heavy fine . . . The House Committee on Resources and Development held hearings in the district during the quarter. The Committee met with the majority of businessmen and government officials in their inquiries into Palau's potential for economic development.

District correspondents:

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

footnote

In the early morning hours of Tuesday, November 30, a Saipan police officer on routine patrol on Capitol Hill discovered a raging fire in the bedroom-study area of Government House, the residence of the High Commissioner. The High Commissioner and Mrs. Johnston had been on Guam for a few days following the Thanksgiving holiday, and the house was not occupied. Fire fighting crews were at the scene in 15 minutes, and the fire was out a short time later.

According to Director of Public Safety, Carl Lindh, the way fire appeared to have started and spread pointed to arson, and the investigation proceeded on the basis that the blaze had been set intentionally. Lindh said, "Through the crime scene search it looks like we might have evidence that would identify the individuals responsible" for the fire. The Trust Territory Government offered a $2,000 reward for information leading to the arrest of those individuals.

The master bedroom at the home was completely gutted by the fire, and two other bedrooms and the High Commissioner's personal study were extensively damaged. Water and smoke caused less serious damage throughout the rest of the house. Public Works officials estimated the damage at $50,000. The Johnston's lost a great deal of clothing and many other personal items which cannot be replaced.

According to statistics gathered for the fiscal 1971 Report to the United Nations, there are now 107,054 citizens of the Trust Territory, an increase of about 5 percent over the previous year's figures. Truk is still the most populous of the six administrative districts with 29,334 residents. The Marshalls moved up to the number two spot, overtaking Ponape: 23,166 for the Marshalls, and 21,423 in Ponape. The Marianas now report a population of 13,076, and Palau 12,686. Yap District remains the least populated area with 7,369 residents counted.

Another, more intriguing bit of information came our way this quarter. E.H. Bryan completed his compilation of place names in the Trust Territory and published the data at the Pacific Scientific Information Center at Hawaii's Bishop Museum. Dr. Bryan has researched and documented names for 2,203 islands and islets in the Trust Territory. Since Navy days, the official island count has been reported at 2,141. Evidently we are growing not only people-wise but island-wise as well.

Enen-kio: Island of the Kio Flower

The Reporter discovers a Marshall island, now outside of the Trust Territory, and learns of the ancient history of Enen-kio from Dwight Heine. Jon A. Anderson reviews the modern history of this Pacific outpost--page 34.