

~~CONFIDENTIAL~~

PEACE CORPS  
WASHINGTON, D. C. 20525

11c  
DECLASSIFIED  
E.O. 12356, Sec. 3.4  
NJ 90-131  
By *ing* NARA, Date 6-20-90

March 29, 1966

MEMORANDUM TO: The Honorable John A. Carver, Jr.  
Under Secretary of the Interior

Miss Ruth Van Cleve  
Director, Office of Territories  
Department of the Interior

FROM: Ross Pritchard *RPM*  
Regional Director, Far East  
Peace Corps

SUBJECT: A Proposal for a Peace Corps "Barn  
Raising" in the Pacific Trust  
Territory

(1) During the past five years, in a variety of ways, the deficiencies and shortcomings of US administration in the Pacific Trust Territory have been clearly expressed. Two reports of the Trusteeship Council (1961 and 1964), the 1963 report of the US Government Survey Mission (Solomon Report) and, more recently, the January 12, 1966 report of Ambassador Eugenie Anderson, US Representative on the Trusteeship Council, have reached common ground in expressing the need for substantial economic and social improvements in the Territory. These reports also reach common ground in expressing the need for improved citizen orientation of the inhabitants of the Trust Territory, and implying the need for a more enthusiastic and progressive administration of the Territory.

(2) In reviewing the needs for programs in economic and social development, all these reports emphasize critical deficiencies in middle level manpower. For example, in the field of education there is a need both

~~CONFIDENTIAL~~

COPY LBJ LIBRARY

~~CONFIDENTIAL~~

- 2 -

for elementary and secondary school teachers; in health programs for doctors and health auxiliaries; in public works for engineers, draftsmen, architects, and construction supervisors; in rural programming for community development workers and agriculturists.

(3) During the last five years the Peace Corps has established itself as a principal supplier of middle level manpower for programs of economic and social development. The Peace Corps now has extensive experience in the fields of education, health, public works and rural community development. In addition, the Peace Corps has been able to mount special programs requiring a wide variety of middle level manpower in the fields of public administration, communications, and educational television. Perhaps more relevant to the needs of the Trust Territory, the Peace Corps Volunteer has also supplied and exercised the competence of instilling in host country nationals the dynamics of self-help and citizen participation.

(4) The needs of the Trust Territory are needs that can competently and enthusiastically be met by the Peace Corps. This memorandum outlines specific programs in the fields of education (350 teachers), health (100 health auxiliaries with professional support), public works (75 engineers, architects, draftsmen, and construction supervisors); and programs in cooperatives and credit unions, agriculture (gardening, cattle, and poultry), public administration, communications, and transportation as a second phase effort. It is anticipated that the first phase of Volunteers will be recruited in May and June of 1966 and trained during the late summer, with arrival in the Trust Territory in September or October 1966. It is anticipated that the second phase of Volunteers will be trained in the

~~CONFIDENTIAL~~

~~CONFIDENTIAL~~

- 3 -

fall, with a December or January arrival in the Territory. It is also anticipated that a Peace Corps training site for the other Peace Corps programs in the Far East will be established and operated in the Trust Territory.

(A program proposal is attached to this memorandum as Appendix A)

(5) Three conditions are absolutely essential to this Peace Corps effort in the Territory:

- I. The request for a Peace Corps program in the Trust Territory should be discussed with and, insofar as it is practicable, be responsive to a request of Micronesian leadership in the Territory. If possible, the request for Volunteers should come from the District Congresses and the Council of Micronesia, through the High Commissioner. It would be essential from the start to emphasize liaison, consultation, and cooperation between the Peace Corps and the Micronesians.
- II. The program must receive special support from the White House, Department of the Interior, and the Department of State. Without special support which would publicize the Trust Territory problem and call for special action, it is not likely that there will be sufficient momentum generated to bring 400-500 Volunteers to training by July 1966.
- III. There must be an acceptance on the part of the new High Commissioner and his staff

~~CONFIDENTIAL~~

COPY LBJ LIBRARY

~~CONFIDENTIAL~~

- 4 -

that the Peace Corps will be allowed to operate in a substantial, progressive and formative manner. In other words, it would be senseless to commit large numbers of Volunteers to a creaky administrative system bogged down in red tape and restrained by marginal enthusiasm. The Peace Corps must be part of a completely "new day" in the Trust Territory. If the announcement of the appointment of a new High Commissioner could be made simultaneously with the announcement of Peace Corps participation, it would be beneficial.

(6) The special announcement should have a distinctive tone and approach. In days gone by along the western frontier of the United States, it was customary for neighbors en masse to find the time to visit new settlers and assist them in taking the first steps toward membership in the community. Throughout the west the tradition of "barn raising" was used to assist the new settlers in developing the first means of livelihood and to extend membership to the new community. In this same spirit, the President could call upon young Americans to respond to the needs of the Trust Territory and to attend over the next four or five years a "barn raising" in Micronesia that would be responsive to the economic and social needs of the people, and through association and example would invite the inhabitants to constructive participation in citizenship. I am convinced that an appeal of this sort to prospective Volunteers to participate in such a dramatic exercise in social revolution and nation building would result in an immediate and enthusiastic response.

Copies to: The Honorable Eugenie Anderson  
United States Representative on the  
Trusteeship Council of the United Nations

The Honorable Joseph J. Sisco  
Assistant Secretary, Bureau of International  
Organization Affairs  
Department of State

Mr. Chester Cooper, The White House

~~CONFIDENTIAL~~

COPY LBJ LIBRARY

~~CONFIDENTIAL~~

APPENDIX A

A PEACE CORPS PROGRAM PROPOSAL FOR  
THE PACIFIC TRUST TERRITORY

The Peace Corps program proposal for the Trust Territory covers three phases: A first phase effort of 525 Volunteers which would mount programs in education and community development; health; and public works. A second phase of 200 Volunteers which would introduce programs in cooperatives and credit unions; agriculture (gardening, cattle, poultry); public administration; communications; and transportation. And a third phase effort which would establish in the Territory a Far Eastern regional training site for Peace Corps programs in Thailand, the Philippines, Korea, Malaysia, and other operations in the Far East and Southeast Asia.

PHASE I

A. Programs:

- |  |             |
|--|-------------|
| 1. Education and community development | - 350 PCV's |
| 2. Health                              | - 100       |
| 3. Public Works                        | - <u>75</u> |
|  | 525         |

B. Calendar:

Announcement - May 1, 1966  
Special Recruiting - May-June 1966  
Training - July, August, September 1966  
Trust Territory Arrival - October 1966

C. Project Descriptions:

1. Education/Community Development/Citizenship -  
350 Volunteers

"The mission observed some United States teachers working in remote areas with very simple living conditions. It was

~~CONFIDENTIAL~~

these teachers who were making the greatest contribution, not solely in their strict assignment as school teachers, but through their influence on the whole community. They interpreted their job as virtually a 24 hour one; they taught, they organized adult education classes, they taught first aid, they talked English to old as well as young... They lived in the local style either next to the school or in the village. It was apparent to the Mission that these teachers were respected..."

Trusteeship Council Visiting Mission  
Report, 1964

This quotation is practically a description of the work that more than 5,000 Volunteers are engaged in the world over. These Volunteers, engaged primarily in classroom teaching, work and live within the community which enables them to participate in a full range of community development projects. It is contemplated that this same type of activity would make a significant contribution to the educational and community development needs of Micronesia.

The education/community development/citizenship program of the Peace Corps in Micronesia would have two principal components: (a) 200 Volunteers engaged at the elementary level, and (b) 150 Volunteers teaching at the secondary level. In addition, both groups would participate in (c) adult education programs.

(a) Elementary Teaching

In her January, 1966 report, Ambassador Eugenie Anderson noted that "while there are new school buildings going up...there are still severe shortages of teachers."

~~CONFIDENTIAL~~

- 3 -

At the elementary level young people in the Territory are demonstrating a desire to study, particularly English. There is also on the part of adults a high regard for education and a desire on their part that their children take advantage of educational opportunities.

However, education in the Territory leaves a great deal to be desired. Teachers are poorly trained, and often inadequate. They have little background and experience in associating classroom education with practical problems of growth and development. For example, while health and hygiene is taught in classrooms, most elementary schools do not have the simplest systems of sanitation on the school grounds.

It is anticipated that at the elementary school level Volunteers would teach spoken English, thus improving both the quality of English and upgrading counterpart Micronesian teachers; would teach simple community development and citizenship responsibility; and instruct in elementary health and hygiene. Properly trained, the Volunteers could pursue their classroom activities out-of-doors in organized activity. The development of a simple latrine and sanitation system would be feasible in most elementary schools, and would represent the type of activity Volunteers could engage in.

These Volunteers would also live near the schools. Their living allowances would be comparable to the salaries being received by Micronesian teachers, thus eliminating another source of grievance.

It is anticipated that 200 Volunteers would adequately meet the requirements at the elementary school level in the Territory.

~~CONFIDENTIAL~~

~~CONFIDENTIAL~~

- 4 -

(b) Junior High, Vocational, and Secondary School Teaching - 150 Volunteers

Micronesia has also embarked on a program to expand secondary schools throughout the Territory thus placing additional education within the reach of more elementary school graduates.

As in the elementary schools there is a need at this level for improved English teaching and for improved vocational training. There is also the need to initiate programs of citizenship and community development.

Eighty Peace Corps Volunteers could teach English, broadening classroom English teaching activity to include English clubs, school newspapers, and other activities which would aim at instilling a sense of community responsibility among the secondary school students and at expanding their grasp and understanding of US institutions. Seventy Volunteers could teach vocational subjects (carpentry, masonry, simple electricity, Machine shop, and boats) and at the same time organize self-help community projects.

(c) Adult Education

Both the elementary and secondary school teachers would have responsibilities to organize adult education groups in their community in English teaching and would pursue self-help community projects.

Following the recommendations of the Solomon Report, 1963, all teachers would:

- (1) Provide courses in simple English which would tend to keep the family together as the children and the adults move on a common road toward developing English as a Territory-wide language of communication;
- (2) Present simple courses for adults in child care and sanitation;

~~CONFIDENTIAL~~



~~CONFIDENTIAL~~

- 5 -

- (3) Organize programs in citizen education, using films and visual aids;
- (4) Organize simple courses in explaining US customs and institutions;
- (5) Initiate self-help community projects in cooperation with Peace Corps Volunteers engaged in health and public works activities.

At the present time the Peace Corps and the University of Hawaii, in the interest of providing better Peace Corps teachers for the various programs in the Far East, are exploring methods of training and field support which would enable Volunteers who are essentially classroom teachers to participate more fully in community development activities. In this regard new training techniques contemplate instruction in community development, environmental sanitation, gardening and first aid as important elements in the training of Volunteers. This type of training is made to order for the requirements of the Territory. It is likely that training for this segment of the Peace Corps program in Micronesia would be conducted by the University of Hawaii.

2. Health - 100 Volunteers

"A related but possibly even more acute Territory-wide problem is the health of the people. There is very little or no public health education, and only the beginning of an immunization program... Throughout the Territory there is a high incidence of tuberculosis, gastroenteritis, and various parasitic infections... There should be commenced at once a crash program for medical care.... dispensaries, and health centers."

Ambassador Eugenie Anderson's Report, ...  
January 12, 1966

~~CONFIDENTIAL~~

~~COPY LBJ LIBRARY~~

~~CONFIDENTIAL~~

- 6 -

The principal contribution of the Peace Corps heretofore in health programming overseas has been its ability to utilize large numbers of properly trained generalists to work with higher level professional support. In this fashion the Peace Corps has been able to develop control programs in malaria and tuberculosis; it has been able to organize immunization programs; it has been able to administer programs in environmental health and sanitation. These programs have utilized professional support provided by the Peace Corps, AID, international agencies, or the host country.

The health needs of the Territory provide excellent opportunities for Peace Corps programming. For example, Volunteers could participate in programs of tuberculosis and leprosy control. In the field of controlling tuberculosis the Peace Corps has had substantial experience in training generalists to work with and implement programs supported by professionals. In the field of leprosy control Dr. Merlin Brubaker, formerly with the Peace Corps and now Director of the USPHS leprosarium in Carsville, Louisiana, is interested in a control program in the Trust Territory.

In addition, the Trust Territory offers an interesting site for the development of a training program for health auxiliaries. Properly trained Volunteers, working with a small number of doctors, could staff local clinics, thus providing improved care and instruction, and at the same time upgrading the skills of counterparts. Programs in child and maternal care, immunization programs, and programs in community health and sanitation could be initiated by these Volunteers using the teaching Volunteers as cadre.

The possibilities of a cooperative program between the US Public Health Service and the Peace Corps should be explored in developing the health segment of the Peace Corps program in the Territory.

~~CONFIDENTIAL~~

~~CONFIDENTIAL~~

- 7 -

3. Public Works - 75 Volunteers

"Excepting for a few small American enclaves where US officials live in relative convenience and comfort, most of the Territory lacks the basic infrastructure needed for civilized development of human and natural resources. Throughout the territory there are extremely limited or non-existent water supplies, sanitation, electric power, and communication. Consequently the possibility for economic activity and development are untapped and even unknown."

Ambassador Eugenie Anderson Report, 1966

In an extensive analysis of the problems in the field of public works the Solomon report cites the desperate lack of trained personnel, particularly those who can provide planning, estimating, drafting, and engineering services at the Headquarters and District levels.

The report cites the need for qualified professionals to staff out an Engineering Division in the Headquarters Office and others to work out of the District offices. It does without saying that without adequate supervision to plan and guide self-help projects it is senseless to generate among the people a fever for community development.

The Peace Corps could supply a mixed cadre of engineers, architects, draftsmen and construction supervisors who could work both at the Headquarters and District levels. Their function would be to supply planning and engineering support in developing projects in road construction, building water catchments and other activities, and to supervise construction at the District level.

The growing tendency in the Peace Corps to expand its contractual relationships with industrial concerns could be utilized in developing an extensive public works project for the Territory.

~~CONFIDENTIAL~~

PHASE II

A. Programs:

1. Cooperatives and Credit Unions - 80 Volunteers
2. Agriculture: Gardening, Cattle, Poultry - 60
3. Public Administration - 30
4. Communications and Transportation - Not estimated

B. Calendar:

Recruiting - August-September 1966  
Training - October, November, December 1966  
Arrival - January 1967

C. Project Descriptions:

1. Cooperatives and Credit Unions - 80 Volunteers

"The very nature of the economic circumstances in the Trust Territory calls for considerable effort on the part of the people at the grass-roots level. With the necessary stimulation, proper organization and guidance, this potential force can be productive for the common good. The co-operative movement lends itself well to this effort."

Solomon Report, 1963

At the present time there is some activity in the Territory in organizing and operating credit unions and cooperatives. Both the report of the Visiting Mission and the Solomon report encourage additional effort.

The principal need at present for expanded developments in this sector is the need for personnel. The Solomon report points out that many credit union officials are not trained in the principles of credit union management. More are needed.

Peace Corps Volunteers working with Micronesian counterparts could establish and operate credit unions and cooperatives among small agricultural producers and fishermen.

2. Agriculture: Gardening, Cattle, Poultry -  
60 Volunteers

"The Mission believes there is reason to direct greater resources into agricultural development ... Immediate needs are to advance the dairy and beef projects in the Marianas, to accelerate vegetable production on Rota ... Agricultural production ... is dependent on an increase in the number of agriculturalists and extension workers..."

Trusteeship Council Visiting Mission  
Report, 1964

(a) Gardening - 30 Volunteers

There are few places in the Trust Territory where truck crops thrive as successfully as on Rota. The soil, the climate, and the rainfall are almost optimum. The geographic proximity of Rota to Guam also gives it special significance for an expanded commercial truck crop operation for tons of vegetables are shipped monthly from US to Guam. Despite these optimum conditions... the vegetable production situation on Rota is presently in dire need of assistance. The assistance needed ranges from production through marketing. The farmers on Rota, although willing, are insufficiently aware of the specific market needs for Guam or of their own potential for production, that the demands on Guam are constant, that a variety is essential, that quality must be foremost in order to capture this market.

Peace Corps Volunteers could man a "gardening" station in Rota, using it as an "in-house" training center in production and marketing for Mariana families, and as a

base for extension services within an operating radius of Rota. If successful, other "gardening stations" could be established elsewhere.

(b) Cattle and Poultry - 30 Volunteers

There is an immediate need to advance the dairy, cattle and poultry projects in Micronesia. These activities are compatible with small-scale operations. Production in these areas would improve diets and supplement incomes. There is a good demand for beef, dairy products, vegetables, eggs and poultry in Guam.

Peace Corps Volunteers could establish and operate district centers for training purposes and offer extension services in these areas. These efforts could be coordinated with the efforts previously mentioned in credit unions and co-ops.

Six district centers for cattle and poultry with extension services would require approximately 30 Volunteers.

3. Public Administration (Public Administrators, Lawyers, Secretaries) - 30 Volunteers

"The Mission has no doubt of the need for a much more active and comprehensive system of in-service training" /in public administration/.

Trusteeship Council Visiting Mission  
Report, 1964

The Trust Territory has pursued an active policy of replacing non-indigenous personnel with Micronesians. However, the Mission observed that their level of competence and performance was significantly below the level expected from non-indigenous personnel. If the native population is to make progress toward a greater

degree of local self-government, there is an urgent need for more training, particularly in the area of professional and technical skills.

Micronesians are now filling most of the manual and clerical jobs in the government, but their productivity is relatively low. The government has relied heavily upon on-the-job training as a teaching mechanism for manual and clerical employees, but the effectiveness of this training appears to have been limited by inadequately trained supervisors.

Peace Corps Volunteers with degrees in law and public administration, working under the supervision of one or two professionals in the field of public administration, could implement both organized courses in public administration and more effective on-the-job counterpart training. In addition, a cadre of Peace Corps Volunteer secretaries could initiate classes in various clerical skills.

#### 4. Communications and Transportation

At the present time, lacking both a completely up-to-date report of activities underway in the Territory in developing better modes of inter-island communication (broadcasting) and inter-island transportation, it is difficult to estimate the number of Volunteers who might be employed satisfactorily. However, if a program of inter-island broadcasting were to be extended beyond its present utilization for emergency and weather purposes and if it were to be used for a wide range of educational purposes, Peace Corps Volunteers could be useful in programming and station management. Peace Corps Volunteers are now engaged in several countries developing broadcasting systems.

In addition, Peace Corps Volunteers with proper background and training might be used in improving inter-island navigation systems. Under the supervision of trained navigators and pilots Volunteers could certainly install buoy and marker systems, build simple dockage, and otherwise provide trained manpower.

PHASE III

A Far East Training Center for the Peace Corps  
in the Trust Territory

Five years' experience has taught that for complete effectiveness, Peace Corps training should be conducted in a site which has a physical and cultural correlation to the country of assignment. Attempts have been made to simulate the different physical and cultural settings of assignments in the Far East. However, no long-term training program for the Far East has approached the validity of the African Training Center in the Virgin Islands or the Latin American training camps in Puerto Rico where trainees are immersed in an actual overseas setting. Both training sites are being staffed and run by the Peace Corps.

No area of the United States or its possessions is better equipped for a Far East Training Center than the Pacific Trust Territory; where the surroundings and character of the population are parallel to the countries in Southeast Asia. In a center operated by the Peace Corps and manned by qualified returned Peace Corps Volunteers and staff, the Peace Corps could utilize techniques and methods of its own choosing as well as capitalize on the natural surroundings.

Trainees for the Far East countries would work alongside Volunteers assigned to the Territory, and would "learn by doing" in circumstances very much like those they will confront in their host countries. Visiting Peace Corps field staff (the Philippines, for example, is only 500 miles away) and University of Hawaii experts could conveniently supplement the basic Center staff.