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# MICRONESIA:



*Yap District*

"Land of Tiny Islands"

U.S. TRUST TERRITORY OF THE PACIFIC ISLANDS

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# Part I: General Information

## *Micronesia: Land of Tiny Islands*

### THE LAND

#### GEOGRAPHY

The Trust Territory of the Pacific Islands—"Micronesia"—is administered by the United States under a 1947 Trusteeship Agreement with the United Nations. Located north of the equator, Micronesia's total area is approximately that of the continental United States, covering almost 3,000,000 square miles, while its more than 2100 islands form a total land mass equal to less than one half that of Rhode Island. Many of the islands are only minute dots of sand and coral which cannot support permanent habitation.

Three major island groups comprise Micronesia: the Marshalls, the Carolines, and the Marianas. In all, the territory stretches more than 2700 miles east to west and 1300 miles from north to south. The map, shown in Figure 2, gives the location of these island groups with respect to other areas in the Pacific.

The northern Marianas, exclusive of Guam, make up a sizable volcanic archipelago with over 180 square miles of land area. Smaller volcanic islands are found in the Western Caroline group and at Truk and Kusaie in the Eastern Carolines.

However, the majority of the islands of the territory are of coral formation and are generally in the form of atolls. These atolls tend to be separated by hundreds of miles from their nearest neighbors. Consequently, such vast distances are having an important bearing on all aspects of the growth and development of Trust Territory.

#### CLIMATE AND WEATHER

A tropical climate with small seasonal change is found throughout Micronesia. The average daily temperature ranges between 70° and 80° F with a humidity ranging from 77 to 86 percent.

Rainfall varies throughout the territory and tends to be seasonal with especially dry seasons in some areas. The average rainfall data is shown graphically on Figure 3.

Tropical storms are prevalent throughout the western portions of Trust Territory during the period between August and December. Although such storms rarely occur in the Marshalls and Eastern Carolines, those that do strike outside the "typhoon belt" are generally severe in nature. The typhoon belt is shown in Figure 3.

#### VEGETATION, ANIMAL LIFE

Vegetation within Trust Territory is mostly tropical in nature, but varies from the high islands to coral atolls. Two distinct types of vegetation are found on some of the high islands which have both limestone formations and volcanic soil areas. Forests are in the limestone area while scrub forests or grassland grow in the volcanic soil area. Coconut palms are predominant on the coral atolls, along with their plant associates of breadfruit, pandanus and plants of a shore nature. The high volcanic islands have mangrove swamps on the tidal flats, coconut vegetation on the slopes, and a mixed growth on the uplands.

Animals are of three main types: "indigenous"; those introduced by migrating Micronesians before European contact; and types introduced subsequent to the arrival of the Europeans.

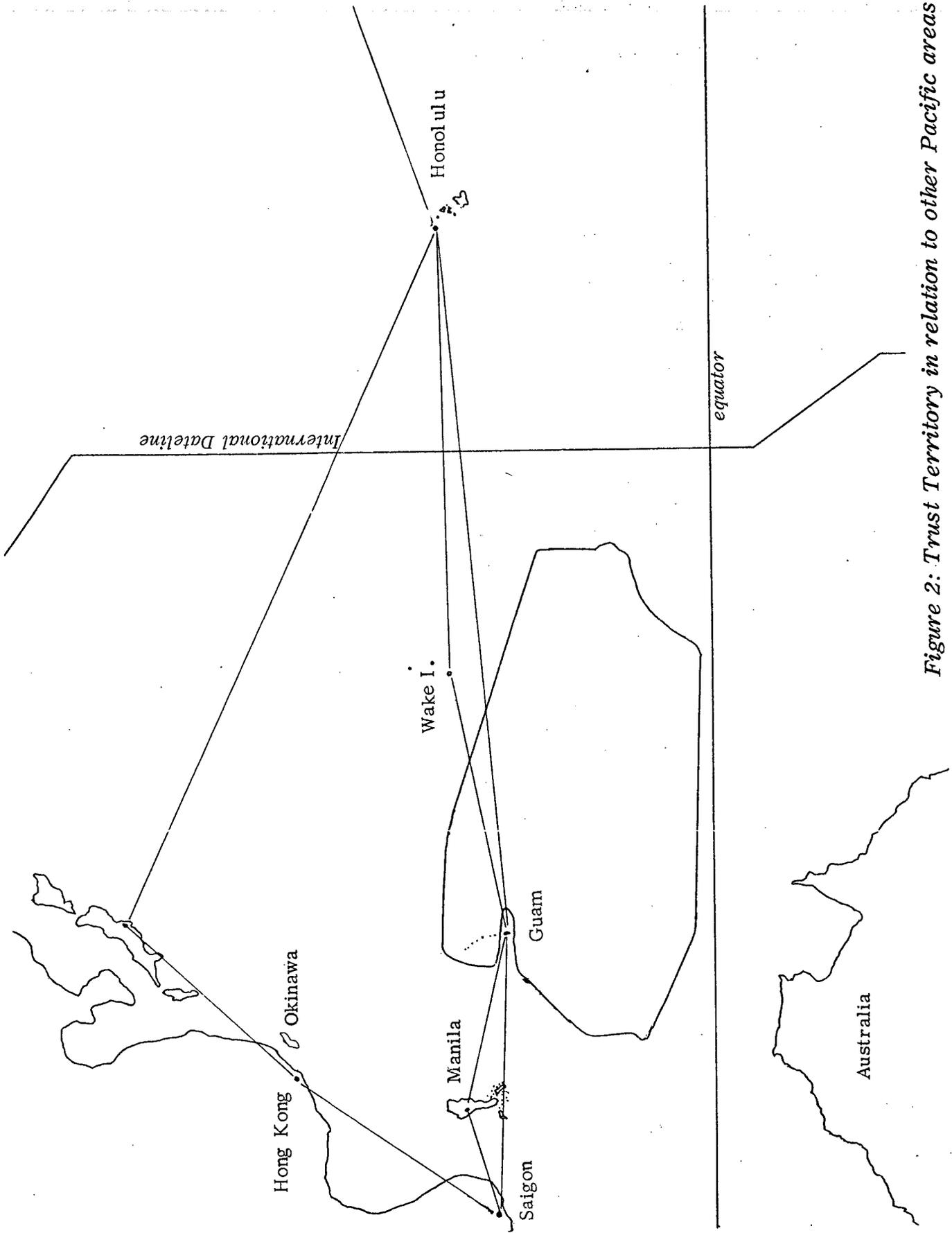
The bat is believed to be the only indigenous mammal and is found only on the high islands. The dog, pig, and rat are believed by some to have been introduced by the migrating islanders as they were in neighboring Polynesia.

The original strains, however, have become crossbred or were supplanted by later species brought in through western contact. In early Spanish times the water buffalo, or carabao, was introduced to the Marianas from the Philippines, and subsequently to Ponape and Palau. Deer were introduced into the Marianas and later carried to Ponape Islands where they thrived. Horses, cattle, goats, and cats came in the post-European period.

Land birds are relatively scarce, but marine and shore birds characteristic of the tropical Pacific are found in sizable numbers. Among the many sea and shore birds are the gull tern, albatross, gannet, frigate bird, golden plover, duck and heron. On the high islands, land birds include the pigeon, dove, kingfisher, cuckoo, starling, finch, flycatcher, purple swamp heron, reed warbler, rail and woodcock. In the Marianas and Palau, a species of megapode, or mound-builder similar to one found in the New Guinea-Australia area, is becoming increasingly scarce.

Sea crocodiles and certain species of poisonous sea snakes are found in the Palau District. Two

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*Figure 2: Trust Territory in relation to other Pacific areas*

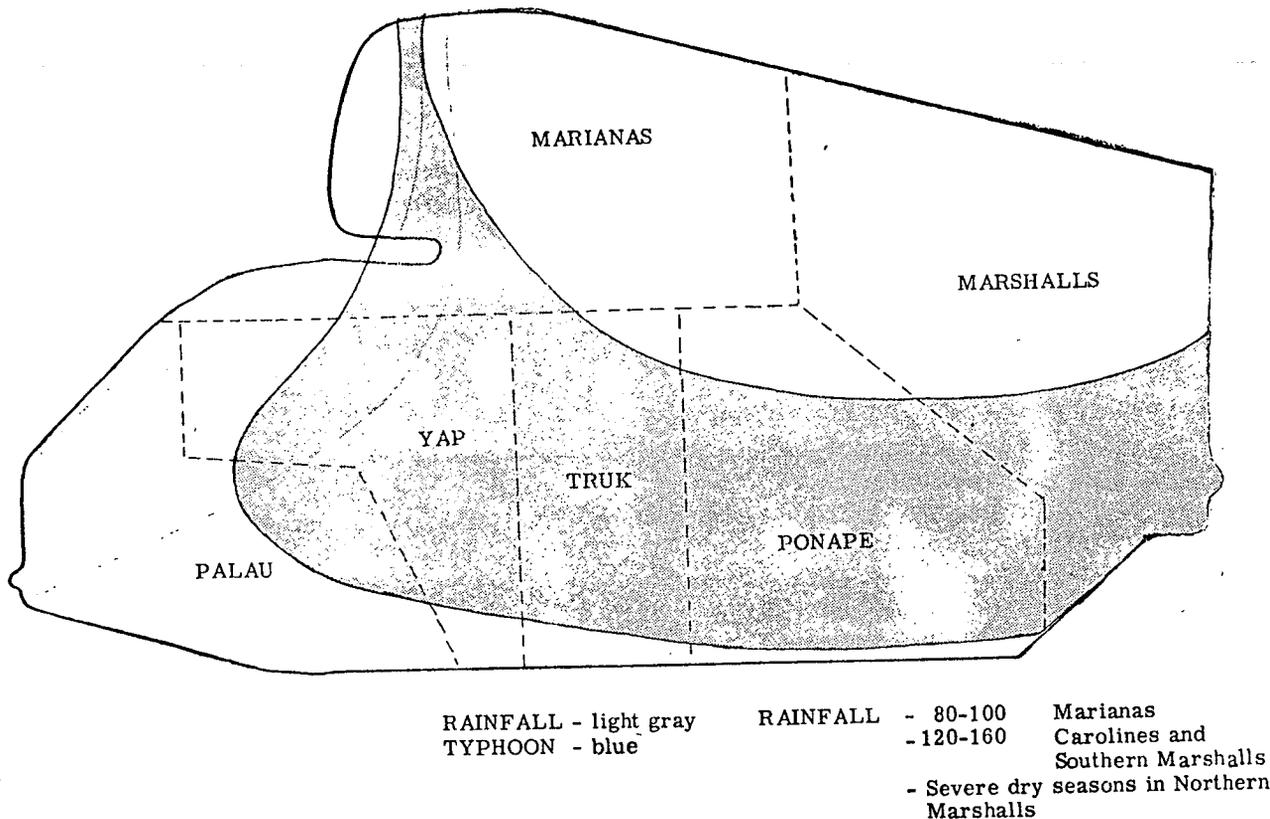


Figure 3: Rainfall and typhoon belt in Trust Territory.

species of land snakes have also been reported in Palau and a blind burrowing snake is found in the Marianas. Lizards are plentiful throughout the territory; geckos are universal.

The sea, reefs, and lagoons support a large marine fauna. Bonito, tuna, barracuda, sea bass, sharks, eels, flying fish, porcupine fish, scorpion fish, octopi, sea slugs, many kinds of crustacea and mollusks such as crabs, lobsters, shrimps, langouste, oysters, clams and others are found. Sea mammals are represented by the porpoise and the dugong, or sea cow, although the latter is found in decreasing numbers only in Palau.

An estimated 17,000 species of insects are found in Trust Territory. Fifteen percent of these have been introduced by man. Of the total, about 45 percent are found throughout the territory while the rest are endemic to specific areas.

## THE PEOPLE

### ETHNIC BACKGROUND

The people of Trust Territory, more than 92,000, are classified as "Micronesians" with the exception of about 1000 inhabitants of the islands of Kapingamarangi and Nukuro and a scattering of individuals of other racial groups. The original homeland of the Micronesians was very likely somewhere in the Malaysian area with long and

hazardous sea voyages made by their original ancestors to reach the islands. Archaeological investigations of the past few years indicate that settlement of the Pacific islands was much earlier than previously estimated. Dates as early as 1500 B. C. have been established through the carbon dating method from artifacts found in the Marianas.

Physically, the Micronesians are characterized by medium stature, brown skin and straight-to-wavy black hair. A slight physical variation tends to exist from district to district. The people of the Carolines tend to show a stronger relationship to Malaysian types than those found elsewhere in the region.

A true Polynesian racial type is found in Kapingamarangi and Nukuoro. The inhabitants of the Mariana Islands, the present-day Chamorros, differ considerably physically from the original Chamorro inhabitants whose skeletal remains indicate that they were a tall large-boned people. Present-day Chamorros actually are the descendants of the indigenous population who have inter-married over the past three centuries with Spanish, Filipino, Chinese, German, Japanese, and American strains producing the modern Chamorro physical type.

Traditional customs differ from district to district since the scattered and isolated islands have produced local adaptations and inventions.

There is a basic similarity throughout, however, in general cultural characteristics such as close adjustment to life in a small tropical isle; a specialized technology using stone, shell, fibers and other local materials; complex class distinctions; narrow political loyalties; close kinship ties; a cult of ancestors; and leadership by chief, much of which still exists. Differing degrees of acculturation can be noted depending upon the contacts with the Spanish, German, Japanese, and American cultures.

## LANGUAGE

Nine major languages, with regional dialect variations, can be differentiated in the area. Two of these languages are classified as "Malaysian" in type: Chamorro and Palauan. Yapese, Ulithian, Trukese, Ponapean, Kusaiean and Marshallese are classified as "Micronesian" while Kapingamarangi and Nukuoro are "Polynesian." The language of the islands southwest of Palau, that of Sensorol and Tobi, is counted as a separate language type by some linguists since it is distinct from Palauan. It has a definite relationship to a dialect of Trukese, and also appears to be related to the dialects of Ulithi and other low islands of the Western Carolines.

In the islands where there were large Japanese populations and where the Japanese language was stressed in the schools, most people, particularly in the older age levels, know at least conversational Japanese. Efforts are being made to establish English as the common language.

For example, English is now the official medium of all instruction within Trust Territory. This is in keeping with the request of the Micronesian people as expressed by elected legislative bodies and by Micronesian teachers and students.

## SOCIAL STRUCTURE

Throughout Micronesia, except for the Polynesian islands, a matrilineal organization is traditionally found. In the central Carolines, the basic political unit appeared to have been the local community which consisted of a number of lineages tracing descent from a common female ancestor. Elsewhere in the area, political organization was more complex.

In former times a number of warring and unstable feudal states arose in the Marshalls accompanied by stratification into a number of social classes. An even greater degree of social stratification developed in Kusaie, Palau, Yap, and the Marianas. On Yap, nine sharply differentiated social classes arose of which five are still prevalent today. Yap also established a loosely organized economic-religious empire which

extended far to the east in the Carolines. In Ponape, extreme competition for social status became a pattern. There, every man strives for social status through a complex system of bestowed titles.

## POPULATION MOVEMENTS

In the pre-European period there appears to have been considerable exchange and travel between adjacent island population groups despite clan and tribal wars. The Yapese visited Palau via canoe where they quarried stone from which the famous Yapese stone money was made. They also were known to have visited Guam, some 400 miles to the east. People of the west-central Carolines traded with those of the Marianas and peoples from Ulithi to Satawal visited the Gagil district in eastern Yap to acknowledge its overlordship and to exchange ceremonial goods. The Marshallese were noted for their sailing trips to islands and atolls in the Marshalls as well as to Kusaie. Similarly, trading, visiting, and raiding were carried on throughout Micronesia.

Although island communities were locally independent and at times warred against one another, a considerable amount of travel and exchange was carried on. In general, such visitations involved only a small group of people. Recently, population movements have likewise involved only small groups of people.

## THEIR HISTORY

### SPAIN

The first European voyages of exploration in the Pacific missed the islands of Micronesia. Magellan passed hundreds of islands during 1519-21 until he sighted Guam. In time, other explorers became familiar with the islands and named them for the wife of Philip IV, Queen Maria Anna.

During this time the Portuguese were establishing themselves at key points throughout the Malaysian area in search of the spice islands. From there they fanned out and touched various islands in what is now the Trust Territory. They discovered Yap and Ulithi in 1526. Later Spanish voyagers, sighting these and many of the other islands in the central and southwestern area, named the archipelago "Carolina" for Charles II of Spain. The islands in the group now known as the Marshalls were first discovered by the Spanish in 1529, but were not named until the English Captain Marshall made a voyage of exploration into the region in 1788.

In this early period, local inhabitants lived undisturbed by foreign influences. An exception

was the Mariana Islands where the port of Agana, Guam, became a regular food and water stop by 1565 for the Spanish vessels traveling between Mexico and the Philippines. A fort was also established there. In 1668 a party of Jesuit priests and a small guard of Spanish soldiers explored and set up missions on Rota, Tinian, Saipan, and other islands north of Guam. As a result, Spain's claim over all of the Marianas was established.

Spanish colonial policy in the Marianas was directed to the pacification and Christianization of the peoples and subsequently to the preservation of orderly government. In this way they felt that the islands might serve as ports of call for Spanish vessels and as outposts of the Spanish empire.

Late in the 19th century, Spain extended its administrative domain to include the Carolines and the Marshalls. By this time the lucrative copra trade had attracted the commercial interests of Germany. Spanish attempts to control trade were met by German moves to assume political control in the Marshalls. Since the Spanish claim to sovereignty in the Marshalls was weak, the Germans assumed a protectorate of this area in 1885. This precipitated disputes with both Great Britain, who had also indicated an interest in the islands, and Spain. By 1886, however, both of these had formally conceded the Marshalls to Germany.

## GERMANY

In 1885, Germany sent a gunboat to various ports in the Carolines and claimed formal possession of the islands. Spain reacted violently and serious international complications were avoided by referring the issue to Pope Leo XIII for mediation. The Pope confirmed Spain's claim to sovereignty over the Carolines on the condition that she maintain an orderly government. He awarded Germany the right to trade with these islands, however.

Following the war with Spain, the United States acquired Guam in 1898. The next year, Spain decided to withdraw from the Pacific and sold all of her remaining Micronesian possessions to Germany.

During the German administration, the development of trade was encouraged and copra production was expanded. The German control of Micronesia was abruptly terminated by the outbreak of World War I.

## JAPAN

In October, 1914, Japanese naval squadrons took possession of the Marshalls, Carolines, and Northern Marianas. On December 17, 1920, the

responsibility of administering the islands of Micronesia was formally entrusted to Japan by the League of Nations. In 1922 a Japanese civilian administration established headquarters in Koror, Palau. Six districts were established, although this number was later reduced to three. Japanese citizens were encouraged to colonize the islands to develop them economically, although the development was largely by and for Japan. Naturally, the Japanese controlled the islands politically. In 1935, the island became dominated by the military policies of Japan and certain parts of the area were fortified. Japan withdrew from the League of Nations in 1935, but continued to send an annual report to the League until 1938.

## WORLD WAR II

With the outbreak of World War II, Micronesia became the bulwark for the Japanese forming a natural strategic barrier from which to operate against Allied Forces. During the first two years of the war, the Allied Forces paid little attention to Micronesia but by 1944 massive campaigns were launched in the area.

Kwajalein in the Marshalls was the first of the group to be taken by American Forces on Feb. 8, 1944. Systematic and bloody fighting continued on the other islands. That same month in 1944 American Forces attacked Truk and went on to bomb positions on Guam, Tinian and Saipan. Heavy air attacks continued through March, April, and May culminating in the invasion of Tinian and Saipan in June and Guam in July. It was not until October, 1944, however, that occupation was declared complete in the Marianas. In the Western Carolines fighting continued through September in the Palaus with full military control gained throughout the area in October, 1944. Final surrender of Japanese forces came in August, 1945.

As each island was occupied by American troops it became subject to United States authority in accordance with the international law of belligerent occupation until July, 1947, when the islands formally became a United Nations' Trust Territory.

War had a devastating effect upon the islander and his home. There had been almost no medical care or treatment and schools had ceased to function during the latter years of the war. Trade was ruined. Many of the people had been displaced from their homes, gardens, and fishing grounds; and in some areas there was a lack of food.

This was the situation confronting the United States in 1946 when it agreed to administer the former Japanese-mandated islands of the Caroline, Marshall, and Mariana groups (except Guam) as a trusteeship for the United Nations.

The draft trusteeship agreement was formally submitted to the Security Council of the United Nations on Feb. 17, 1947, and unanimously approved after slight modification on April 2nd. This agreement came into being on July 18th when President Harry S. Truman approved it on behalf of the United States with authorization of Congress. On the same day, the President delegated responsibility for the civil administration of the islands on an interim basis to the Secretary of the Navy and commissioned the commander-in-chief of the United States Pacific Fleet, then Admiral Louis E. Denfield, as High Commissioner of the Trust Territory of the Pacific Islands. His headquarters was at Honolulu. Thus military government gave way to civilian administration.

Admiral D. C. Ramsey, later commander-in-chief of the Pacific Fleet, became High Commissioner of the Trust Territory of the Pacific Islands on April 17, 1948. He was relieved by Admiral Radford on May 1, 1949.

The commander-in-chief continued to hold the office of High Commissioner until Jan. 8, 1951, when he was succeeded by the first civilian High Commissioner. The latter's appointment by the President of the United States was an initial step in the transfer of the administration of the Trust Territory to a civilian agency of the government.

Administrative responsibility for the Trust Territory went from the Secretary of the Navy to the Secretary of the Interior, effective July 1, 1951.

The late Elbert D. Thomas, former United States Senator, served as the first civilian High Commissioner in the Interior administration from January, 1951, to February, 1953. He was succeeded by Frank E. Midkiff on March 13, 1953. Mr. Midkiff resigned on Sept. 1, 1954, and was succeeded by Delmas H. Nucker who first served as Acting High Commissioner until Nov. 26, 1956, at which time he was appointed High Commissioner.

He was succeeded on April 24, 1961, by M. W. Goding, who served the territory as High Commissioner until July 1, 1966. The present High Commissioner, W. R. Norwood, took office on July 1, 1966.

Although Trust Territory was under supervision of the Interior, the islands of the northern Marianas, comprising the Saipan district, were administered by the U. S. Department of the Navy until May 7, 1962. On this date the northern Marianas were turned over to the Secretary of the Interior for administration. Thus, all islands of Micronesia were consolidated under the control of the civilian High Commissioner. Following the

transfer of the northern Marianas, the headquarters and office of the High Commissioner were moved from Guam to their present location on Saipan.

## GOVERNMENT

The executive authority of the Government of the Trust Territory, and the responsibility for carrying out the international obligations undertaken by the United States with respect to the Trust Territory, is vested in a High Commissioner of the Trust Territory who is appointed by the Secretary, and are exercised and discharged under the supervision and direction of the Secretary.

Legislative authority is vested in the bicameral Congress of Micronesia, established by Interior Secretarial Order 2882, as amended.

The judicial authority is independent of the other two branches of government and is vested in the High Court of the Trust Territory and such other courts as may be established by law.

## TERRITORIAL GOVERNMENT

### EXECUTIVE BRANCH

Working with the High Commissioner are a headquarters staff, described below, and six district administrations.

The "Office of the High Commissioner" consists of the Deputy High Commissioner, the attorney general, the public defender, the internal auditor, and the assistant commissioners for public affairs, community services, resources and development, and administration. The four assistant commissioners and the attorney general perform both line and staff functions in assisting the High Commissioner in the over-all direction of the executive branch. They exercise the authority of the High Commissioner with respect to the activities of the government within their respective areas of responsibility. With the Deputy High Commissioner, they also serve collectively to advise the High Commissioner on matters of policy and program, functioning as a de facto "cabinet."

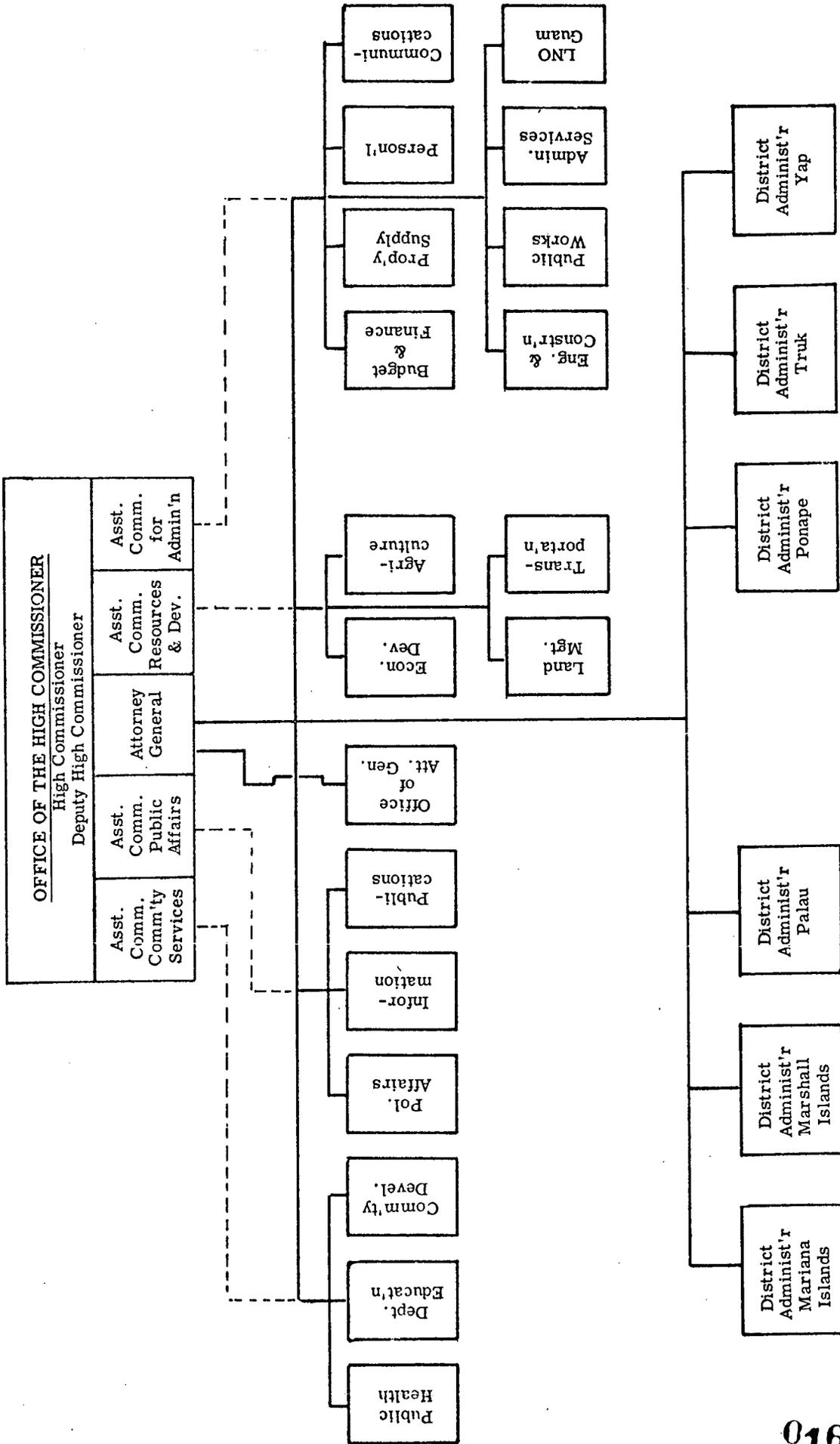
The organization of the administration is shown in Figure 4.

## CONGRESS OF MICRONESIA

The Congress of Micronesia was created by Interior Order No. 2882 on Sept. 28, 1964. The first members of the Congress were chosen in a territory-wide election held Jan. 19, 1965. The first regular session of the Congress of Micronesia convened on July 12, 1965.

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TRUST TERRITORY OF THE PACIFIC ISLANDS  
 MANUAL OF ADMINISTRATION  
 ORGANIZATION OF THE EXECUTIVE BRANCH OF THE TRUST TERRITORY GOVERNMENT



The Council of Micronesia, a twelve-member territorial advisory council which had recommended the formation of the Congress of Micronesia, ceased to exist.

The Congress of Micronesia is a bicameral legislature, consisting of the House of Representatives and the Senate. There are twelve Senators, two elected at large from each of the six districts for a term of four years. The House has twenty-one members elected for two-year terms from single-member election districts of approximately equal population. The present apportionment of Representatives is Mariana Islands District, three; Marshall Islands District, four; Palau District, three; Ponape District, four; Truk District, five; and Yap District, two.

Members of Congress are chosen in biennial elections by secret ballot of residents of the Trust Territory who are citizens of the territory and eighteen years of age or over.

In order to be elected as a member of the Congress, a person must be a citizen of Trust Territory for at least five years; have attained the age of 25 years at the time of his election, and have been a bona fide resident of the district from which he is elected for at least one year next, preceding his election. In addition, no person may sit in the Congress who has been expelled from the Congress for giving or receiving a bribe or for being an accessory thereto, or who has been convicted of a felony by any court of the Trust Territory or any court within the jurisdiction of a district court of the United States unless the person so convicted has been pardoned and has had restored to him his civil rights. With the third general election, no person may serve in the Congress who holds a position as a department head or assistant department head in the headquarters of the Trust Territory government, or in a district administration, or as a district administrator, assistant district administrator, judge, or member of a district legislature.

A regular session of the Congress is held in each year beginning on the second Monday of July and may continue for 30 consecutive calendar days. The High Commissioner may call a special session whenever he deems it in the public interest.

All legislative proceedings are conducted in English. However, any member may use his native language if he lacks fluency in English, and the Congress provides for an English interpretation.

Each house of the Congress of Micronesia keeps and publishes a journal in English of its proceedings. The secretary of the House of Representatives and the clerk of the Senate compile

the journals, which include daily memoranda of all petitions, motions, resolutions, amendments and other matters brought before the Houses, and their disposition. Each member has the right to append to the journal of the day a statement explaining his vote on any bill, resolution or other matter being voted upon by his house on that day.

The legislative power of the Congress of Micronesia extends to all rightful subjects of legislation, except that no legislation may be inconsistent with treaties or international agreements of the United States; laws of the United States applicable to Trust Territory; executive orders of the President of the United States and orders of the Secretary of the Interior; or sections one through 12 (Bill of Rights) of the Code of the Trust Territory. Furthermore, the Congress may not impose any tax upon property of the United States or of Trust Territory, nor may it tax the property of nonresidents at a higher rate than the property of residents. The Congress also has the power to appropriate funds available from revenues raised pursuant to the tax laws and other revenue laws of Trust Territory and to review and make recommendations on the High Commissioner's proposed requests for funds to be appropriated by the Congress of the United States.

The Congress of Micronesia may recommend amendments of Secretarial Order No. 2882 during any regular session by a two-thirds majority vote of the membership of each House.

Bills and resolutions may be introduced by any member who is willing to sponsor them or to introduce them by request. The High Commissioner may submit and recommend the enactment of legislation at any time during a session of the Congress of Micronesia. In order to become an act of the Congress, a bill must pass two readings in each House on separate days, the final passage of which in each House must be by a majority of all the members present and voting. Although this is true, in practice under the Rules of Procedure of each House, final passage of a bill is by the majority of all memberships.

## JUDICIARY

The judicial system in Trust Territory functions independently from the Office of the High Commissioner and the Congress of Micronesia, with the chief justice and associate justice appointed by and directly responsible to the Secretary of the Interior.

The High Court, consisting of an appellate division and a trial division, plus the district

## LOCAL GOVERNMENT

### MUNICIPALITIES

The basic unit of government in Trust Territory is the municipality. Municipal boundaries to a large degree represent customary geographic-political divisions or entities which may comprise an island, group of islands or atolls, or a locally recognized area or division of a larger island. The Marshall Islands, however, are grouped into municipalities by islands and atolls, irrespective of the overlapping jurisdiction of the hereditary chieftains, the Iroij Laplap. The municipalities may be divided into those which function under a charter, those which elect only an executive officer, and those which remain under a traditional form of government.

### DISTRICT GOVERNMENT

Each district administration is headed by a district administrator who is both the direct representative of the High Commissioner and the executive of the district government. In the former capacity, the district administrator has the administrative supervision of a number of offices and departments which function under the technical guidance of the corresponding headquarters departments. As executive of the district government, the district administrator is responsible for the execution of laws passed by the district legislature. Each district administrator is assisted by qualified Micronesian and expatriate professional and technical personnel.

A district legislature functions in each of the six administrative districts of Trust Territory with the exception of the Yap Islands' Congress, which has legislative jurisdiction only in Yap Island proper. These legislatures have been granted certain taxing powers and are responsible for legislative matters within their districts which are not territory-wide in scope.

Except for the Iroij members of the Marshall Islands' District Congress, and the paramount chief members of the Palau Legislature, who acquire membership by virtue of hereditary status, all members of the legislative bodies are elected by popular vote and according to the provisions of their charters. The hereditary chiefs of Palau who are members of the legislature, including two paramount chiefs and 12 municipality (village) chiefs, do not have the privilege of voting in the legislature.

Acts of the district legislatures become law for the district concerned upon approval by the district administrator and the High Commissioner and subsequent promulgation.

### CITIZENS OF THE TRUST TERRITORY

Residents are officially described as "citizens of the Trust Territory of the Pacific Islands," according to the Code of the Trust Territory.

The Bill of Rights, Sections 1-12 of the Trust Territory Code, guarantees to all those living within Trust Territory lands and waters freedom of conscience, speech, assembly, press, worship, religious teaching and petition; no slavery or involuntary servitude; protection against unreasonable search or seizure; no deprivation of life, liberty, or property without due process of law; no ex post facto law; no excessive bail, excessive fines or unusual punishments; no discrimination due to race, sex, language or religion; freedom of migration and movement; and the maintenance of a general system of education.

Citizens of the Trust Territory travel abroad under the diplomatic protection of the United States but the territory has its own passport. In order to facilitate entry of Micronesians into the United States, an order was issued on Aug. 2, 1962, waiving requirements for visas and passports for citizens and residents of Trust Territory proceeding in direct and continuous transit from the territory to the United States.

### PRODUCTS OF THE TERRITORY

#### COPRA

The principal commodities marketed by Trust Territory producers are copra, fish, and vegetables.

Copra, marketed for the territory by a private Micronesian firm under contract to the Copra Stabilization Board, is the only commodity on which price controls are maintained.

In 1966, a contract was made with United Micronesians Development Association, Saipan, to perform the actual collection of copra throughout the various districts, to negotiate export sales, and to ship the copra and collect the proceeds from sales on a fixed percentage fee plus an overhead charge allowed for every ton of copra sold.

The Copra Stabilization Board administers the Copra Stabilization Fund, which maintains established copra prices to producers when the price of copra on the world market drops.

## FISH

The initial development of the territory's major resource came in April, 1964, with the construction of plant facilities required to start fishing operations in the Palau District. One of the provisions of the agreement between Van Camp Sea Food Company and Trust Territory provides for training of Micronesians as tuna fishermen. Eventually they will replace the non-indigenous fishermen on the boats, and more local men will be engaged as trainees until fleet and shore installations are operated primarily by Micronesians. Local contractors participated in the construction of housing, offices, and storage units. Commercial operations began in August, 1964.

## VEGETABLES

Vegetable growing and marketing is significant only in the Mariana Islands District. A major setback to the vegetable industry in Saipan and Tinian occurred in June, 1965, when the Government of Guam banned produce from these two islands due to a quarantine put into effect to control the oriental fruit fly. This quarantine was of a temporary measure to eliminate the possibility of infestation of Guamanian fruit and vegetable crops in case the fly still remained in the Marianas.

## TROCHUS

Trochus production has dropped steadily since 1956 due to declining demand of the world market for trochus. Uses for the trochus are being explored and one enterprising craftsman in Palau is making jewelry from the polished shell.

## HANDICRAFT

Handicraft is marketed through a private retail outlet on Kwajalein, the Micronesian Handi-

craft Shop, a former government-sponsored retail outlet on Guam, the Micronesian Products Center, and the Palauan Products Center in Koror.

## INDUSTRIES

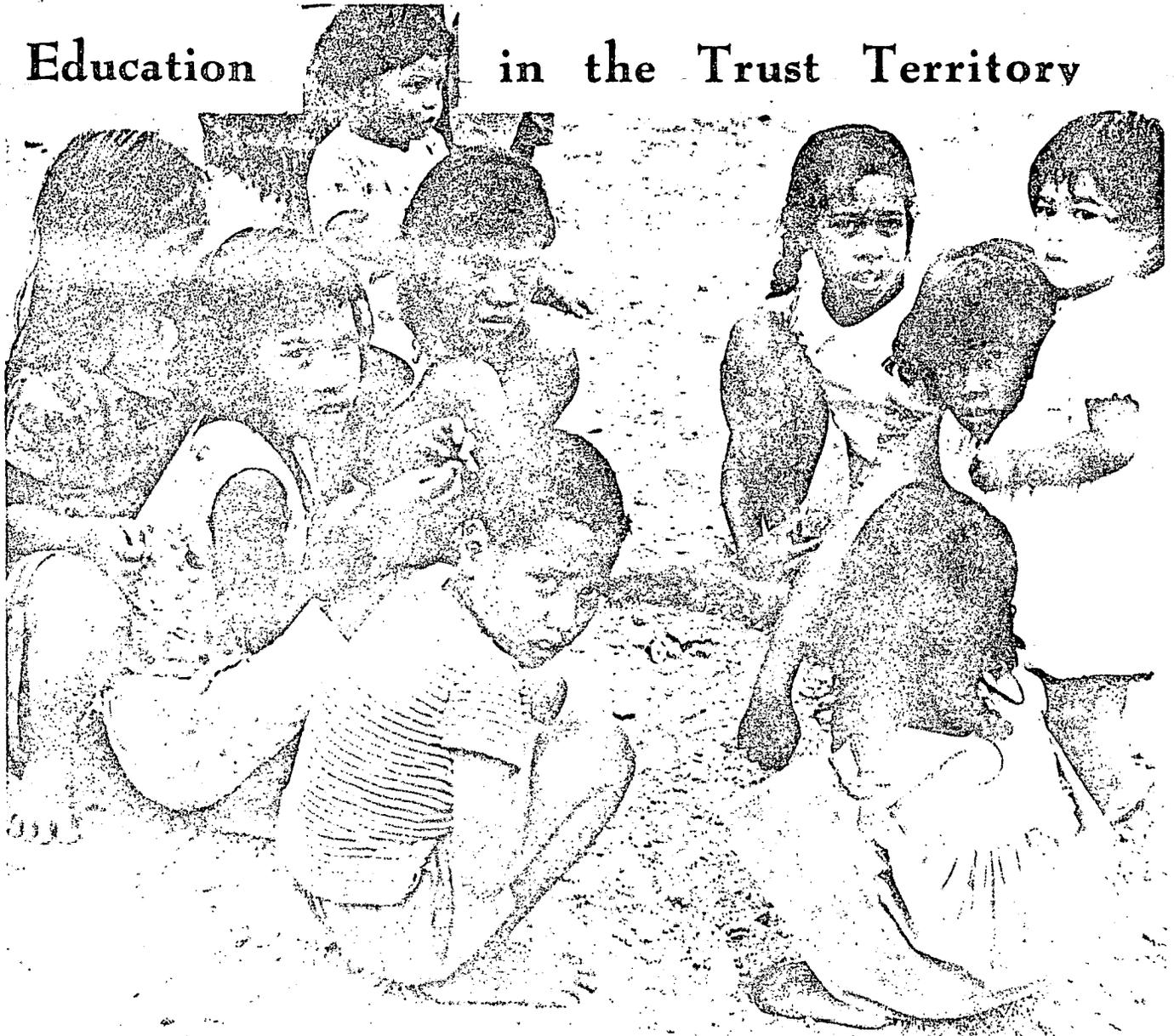
Manufacturing in the territory is developing slowly. Furniture, starch, and soap-making establishments can be found in limited numbers. Many problems involving financing, availability of raw materials, marketing, packaging and shipping remain to be solved.

At the present time most small industries fall into the service classification. These businesses which may be family-owned and run, include auto repair shops, barber shops, beauty shops, a charcoal manufacturer, electricians, gas stations, movie theaters, photographers, poultry and egg farms, refrigeration repair shops, restaurants, saw mills, small boat-building and repair shops, stevedoring companies and taxi and bus companies.



*Weaving is one of several types of handicraft being produced in Micronesia. This woman is from Ponape, but the most work in weaving comes from the Marshalls.*

# Education in the Trust Territory



*Children of Micronesia offer one of the biggest challenges and one of the territory's greatest resources...the "human" resource.*

The policy of Trust Territory is to provide educational opportunities for all Micronesians so that they can develop their capacities to the fullest extent. English is the language of instruction whenever possible throughout the school system. Although the local communities are encouraged to share in the support of their schools, it is the responsibility of the Trust Territory Government to set educational standards and to guarantee the necessary funds to support public education throughout Micronesia. This support includes school construction, employment of teachers, school supplies and equipment, provision of adequate books, and professional training of teachers.

A complete reassessment of educational needs of the territory undertaken in 1962 resulted in

the decision that a much more rapid pace of development was needed in all phases of the territory's education system. To do this meant vastly increased appropriations as well as revision of many programs, particularly the territory's approach to elementary education. Thus, an accelerated elementary school program was launched. The educational program was upgraded by the addition of fully qualified U. S. teachers as well as Micronesian teachers. A Micronesian Teacher Education Center has been established on Ponape. Increased scholarships in education have been awarded.

Since 1963, more than 300 new elementary classrooms have been put in use. Additional houses have been completed for teachers. The goal of the administration is to provide adequate

elementary classrooms for every public school in the territory.

Overall expansion of the education program will continue into the 1970's as secondary school facilities are also expanded.

## **ORGANIZATION OF THE DEPARTMENT OF EDUCATION**

The Education Department of Trust Territory consists of the director of education, his deputy director of education and other staff members. There are six district educational administrators with teaching and support staff.

Micronesian participation is important in all aspects of the education program. As Micronesian educators gain professional experience, administrative authority in the education field is transferred to them. One district has a Micronesian educational administrator. Other Micronesians hold positions as superintendents, school principals, teacher supervisors, and teachers.

On the district level the educational administrator has the responsibility through the district administrator for the total educational program. This includes supervision of the mission schools to ensure that their program conforms to minimum essentials contained in the policies for the public schools. The mission schools play a very important part in the total educational program of the Trust Territory.

## **ELEMENTARY SCHOOLS**

There are more than 20,000 children in the public elementary schools and more than 4,000 in mission schools.

## **HIGH SCHOOLS**

Until 1962, the Pacific Islands Central School was the only public high school in the territory. In all districts, except Yap, the 10th grade was opened in September, 1962; the 11th grade was added in 1963; the 12th grade, in 1964. (Yap District added the 10th grade in September, 1963, and the 11th grade in 1964). The opening of the school year in September, 1965, found all districts with full four-year public high schools. In addition, high schools were established in Ulithi and Kusaie in September, 1965. Seven high schools are conducted by missions in the territory: one in Truk; one in Saipan; two in Ponape and three in Palau.

High school enrollment has reached more than 3,000 in public high schools and 1,000 in mission high schools. Between the two groups, about 300 are graduated from secondary schools.

The administration recognizes the value of

vocational education as an essential part of the education of young people in high school. At present, a full-fledged vocational school exists in Palau as part of the public high school, and in other districts classes are taught in carpentry, boatbuilding, and other skills which students will need for living in their own communities. Girls engage in food preparation, sewing, weaving, home nursing, infant and child care and other courses in homemaking. Agriculture receives emphasis where suitable land is available. Some students raise some of the food they consume in their dining rooms.

## **HIGHER EDUCATION**

No institutions of higher education beyond high school level operate in the territory. There are, however, three specialized schools: the School of Nursing in Saipan, the Farm Institute and the Micronesian Teacher Education Center at Ponape.

An extensive program of higher education is provided outside the territory through the government's scholarship program and partial subsidy including transportation grants to private scholarship holders or sponsored students. In addition to the full scholarship students and partially supported students, the administration also provided transportation aid to the students on district legislature scholarships and other sources and also underwrote transportation for college students who were on a private sponsorship program in Guam or Hawaii.

Money for scholarships has enabled the administration to award almost 90 scholarships to students in schools outside the territory. About one-fourth of the grants were in medical or paramedical fields.

## **ADULT EDUCATION**

A growing part of the territory's educational program is to provide increasing opportunities for adult education. Among adult education activities in the districts are training sessions for leaders of women's clubs. Trainees participate in courses including commercial sewing, home economics and cooking. In Yap, adult education classes were held in algebra, business machines, English, and food preparation. In Ponape, adult education classes are organized for sewing and handicraft. In Palau, adult education-sponsored classes in English are conducted daily over the radio.

## **PUBLIC HEALTH**

The public health program of the territory is established to maintain and improve health

and sanitary conditions, minimize and control communicable disease, establish standards of medical and dental care and practice, encourage scientific investigations in the field of health, supervise and administer all government-owned hospitals, clinics, dispensaries, and other medical and dental facilities.

The Department of Public Health headquarters staff includes personnel in the fields of medicine, nursing, dentistry, vital statistics, sanitation, and administration. The department also operates a two-year school of nursing in Saipan. Each of the six districts of Trust Territory has a public health department headed by a district director of public health who is a Micronesian medical officer.

There are no medical services outside of those provided by government, although missions provide a varying amount of medications and care for their own personnel and students, including contributions of medication to the government hospitals.

### MEDICAL FACILITIES

There are six district hospitals, three of which have been built since 1961: Mariana Islands, Marshall Islands, and Palau District hospitals. New hospital plants are scheduled for the district centers in Truk, Yap, and Ponape. A 60-bed polio rehabilitation center has been placed in operation in the Marshall Islands. In addition, there are three large field units that in the past have been called field hospitals but might better be classified as cottage hospitals or bedded dispensaries, with 10 to 20 beds each. They are at Kusaie, Ponape District; Rota, Mariana Islands District; and Ebeye, Marshall Islands District.

### TUBERCULOSIS CONTROL

Tuberculosis continues to be a major health problem, and efforts are made to minimize the effects of the disease and attempt its control. In some districts, mass X-ray and PPD surveys of total populations have been done, with the use of the BCG vaccination for PPD negative patients. A central tuberculosis register is maintained by the public health statistician, incorporating the data collected by the respective districts. This provides a means for establishing a continuous picture in the detection and treatment of tuberculosis cases, and when reporting reaches acceptable standards in quality and coverage, it will provide information on prevalence of the disease in each district.

### MATERNAL AND CHILD HEALTH

Prenatal care is given at regularly scheduled maternity clinics at the district hospitals. One district hospital conducts an organized well-child clinic with public health nurse attendance. Other districts have scheduled clinics for medical examinations and immunizations of well children.

### MEDICAL AND DENTAL SERVICES

Medical services are given, where available, to everyone without restriction or discrimination. A number of services are furnished without charge. These include maternity and well-child health clinics, immunizations, treatment for communicable diseases, including tuberculosis and leprosy, X-ray for TB, school dental clinics, and also sanitation services. For other services, although not standardized, in all districts medical fee schedules are established, with fees ranging from 10 to 25 cents per outpatient visit, and up to \$10 for surgery. Inpatient hospital services average 50 cents per day plus 50 cents if meals are served. No person is denied service, and if unable to pay, no fee is charged. There is a separate fee schedule in all districts for Americans and other non-indigenous persons receiving medical and hospital services. Licenses for physicians and dentists are granted by the High Commissioner upon recommendation of an examining board.

### ENVIRONMENTAL SANITATION

Sanitation activities are supervised by a Micronesian director of sanitation services and his staff. The director's headquarters is located on Saipan, but the assistant director maintains his office in Ponape. Field work in sanitation is handled by Micronesian personnel employed either locally or by the administration. Training courses for the local sanitarians are held at regular intervals.

Sanitarians are in charge of the health examination program for food handlers, house servants, barbers, etc. Individuals are contacted, brought in, and issued appropriate certification of their health status to perform certain duties after a medical officer has completed their physical examination. All food handlers receive semi-annual physical examinations for contagious diseases.

### PREVALENCE OF DISEASE

The principal diseases in Trust Territory include a variety of respiratory conditions such as pneumonia and bronchitis; the common cold

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#### **PREVALENCE OF DISEASE**

The principal diseases in Trust Territory include a variety of respiratory conditions such as pneumonia and bronchitis; the common cold

and serious respiratory infections frequently reported as "influenza"; gastro-enteritis; amebiasis; infection with ascaria, hookworms, and other round worms; filariasis; gonococcal infections; tuberculosis, and leprosy. Among the common communicable diseases of childhood, measles (rubeola) and German measles occur in epidemic form, while chickenpox and mumps are endemic.

## PREVENTIVE MEASURES

Immunization programs are carried out on a regular basis for all travelers. In some districts there are school and pre-school clinics for immunizations on a regularly scheduled basis.

During 1964 a territory-wide mass immunization program was launched to provide protection against smallpox, tetanus, diphtheria, whooping cough, typhoid and paratyphoid. This was planned to require three years for completion.

An oral polio vaccine (Sabin) Type I program was carried out territory-wide in 1963 by a team from the U. S. Public Health Service, and this was followed by Types II and III by local staffs.

In the spring of 1965, a large group of the Truk out-island population was immunized against measles (rubeola) in an effort to halt an epidemic that spread through two districts. Some Yap out-islanders had received this vaccination for measles through the National Institute for Health research program. Other activities include the tuberculosis control program and the prenatal and well-child care clinics, both previously described; free fluoridation treatment to all children at dental clinics for those that could be reached; education and training in the field of environmental sanitation; and the improvement of dietary standards established in the hospitals.

## TRAINING AND HEALTH EDUCATION

Provisions are made for training of Micronesians in health disciplines, both within and outside the territory. Training is sponsored by a Trust Territory scholarship program and by the public health scholarship program from within, and by such outside agencies as the World Health Organization, South Pacific Commission, and East-West Center at Honolulu.

The only facility within the territory for training in the health field is the Trust Territory School of Nursing, which provides a two-year program and offers a diploma. All other training must be provided at facilities outside of the territory.

Medical officers receive postgraduate training in both general and special fields of public health

work in hospitals in Guam or abroad. This postgraduate training may be in one or more general or special fields such as surgery, obstetrics, medicine, anesthesia, and others, according to the individual student's interest and the needs of the territory. The territory also receives annually one or more postgraduate training fellowships from the World Health Organization. The East-West Center at the University of Hawaii is providing postgraduate medical training fellowships for medical officers, and special training for graduate nurses and other paramedical staff.

Within the territory, in-service training is given in medical, dental, and sanitation fields. Health aide training is carried out at all the district center hospitals.

## NUTRITION

In general, the nutrition level of the people is good. Food is limited in variety but is adequate in quantity and nutritional value, according to the findings of nutrition experts who have previously made studies in the area. Lack of knowledge and understanding of food nutrients have been a major nutritional problem in the territory. Emphasis is now given to education of the public and in schools on nutritional values and requirements, better ways of food preparation to preserve nutrients, and so forth, as an overall public health program.

Imported foodstuffs such as rice, flour and sugar, as well as canned fish and meat are becoming staple food items throughout the territory. In the district centers, wage earners live mainly on imported foodstuffs because local food products are either not available or inadequate in quantity. In the outer islands, local food products are more readily available.

Fresh milk is not available in most areas of the territory. Canned or powered milk is used instead.

A training course for nurse dieticians was held at the East-West Center with one nurse from each district hospital attending. These nurse dieticians are now assisting in the preparation of food at the hospitals, as well as education of the people.

Throughout the territory, sizeable quantities of canned fish and meat are purchased. This is due to lack of facilities to keep fresh fish or meat for any length of time.

## COMMUNICATION

The government communication system of Trust Territory provides around-the-clock radio-telegraph links between headquarters in Saipan

and the district centers. It is maintained by radio-teletype to the Navy in Guam, then to Truk by radio-teletype and from Truk to the district concerned by radio-telegraph.

Direct radio-telephone service is available to all district centers and the headquarters building. Commercial RCA facilities have been put into operation between Saipan and Guam and provide message and radio-telephone services.

The emergency communications coordination center is presently maintained in Truk. It is operated on a 24-hour basis and issues weather forecasts, storm and typhoon warnings, and seismic (tidal) wave warnings on an emergency basis to all districts and radio-equipped out-islands. The center has direct radio communication with the agencies issuing the warnings. In turn, radio stations at district centers broadcast the information on scheduled and/or emergency broadcasts.

Communication services in the public interest include commercial cablegram service from the district centers to all parts of the world; ship-to-shore commercial cablegram service; 24-hour surveillance on "international distress and survivor" frequencies; 24-hour surveillance on Trust Territory ship-to-shore and primary air-to-ground frequencies and radio beacon service on an on-request basis for shipping and aircraft.

There are six district radio broadcast stations operating daily in Trust Territory. Power output in each broadcast station is currently 1,000 watts. All broadcast station men and women are Micronesian with the exception of a few Americans who provide their services on a voluntary basis. A radio program officer heads the broadcast services section at headquarters. Added training for the core of Micronesian broadcasters is carried out in Honolulu and in the United States. All stations are government-owned and do not carry commercial advertising. It is expected that eventually broadcast stations may operate on a commercial basis. The broadcast facilities figure prominently in the education program of the Trust Territory. Practically all levels of the Trust Territory administration use the services of the stations. Radio sets are numerous and even the most remote out-island has at least one transistor radio.

## TRANSPORTATION

### AIR TRANSPORTATION

Air service in the territory consists of service six times a week from Guam to Saipan by a 57-passenger DC-4 aircraft; twice-weekly by DC-4 from Guam to Yap-Palau; once-weekly to the Marshalls and to Truk; weekly by SA-16 from

Truk to Ponape. In cases where there are heavy passenger loads such as on holidays, additional service is provided. Emergency flights are made for medical and other reasons between outlying islands and the district centers.

Two air taxi companies operate air taxi service between Guam and the Marianas.

### ROADS

Roads in the territory range from concrete and macadam in excellent condition to dirt roads which are little more than footpaths. Current road construction work is carried on through a grant-in-aid program as well as through direct administration construction work.

A designated road system has been established throughout the territory. Primary roads are the basic responsibility of the Trust Territory Government through the district administration. Secondary roads are those involving district support and local roads are essentially the responsibility of the municipality. The administration is working cooperatively with local communities to develop all three types of roads.

### SHIPPING

The Trust Territory government owns five district vessels and three major logistic vessels. This fleet is operated by a commercial firm.

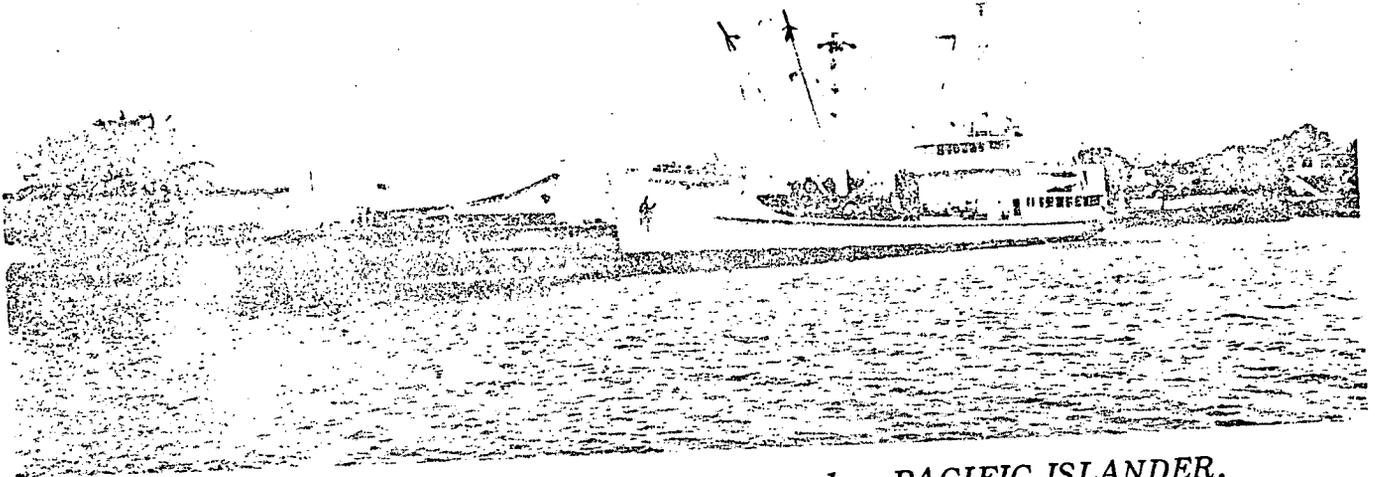
Three 21-foot, twin-screw, cabin cruisers are assigned to Palau, Truk, and Ponape districts. A 65-foot steel, diesel-powered, twin-screw, cargo and passenger vessel, the M/V FEIOCH operates in the Truk district. This vessel provides scheduled cargo and passenger service to the many islands in the Truk lagoon.

Two additional 100-foot, steel-constructed, diesel-powered, cargo and passenger vessels, the M/V YAP ISLANDER and M/V TRUK ISLANDER, are assigned to Yap and Truk districts to provide scheduled cargo and passenger service and are operated by local companies.

Increased cargo capacity has been provided with the recent conversion of the M/V ERROL which saw the addition of a 30-foot section. Renamed the M/V PALAU ISLANDER, this ship, formerly having a 250-ton targo capacity, now has a capacity of nearly 700 tons. It provides scheduled 14-day service between Guam/Saipan/Yap and Palau.

In addition, a private Micronesian firm has recently purchased a 1,103 ton vessel, the M/V RALIK/RATAK for commercial operations in the Marshall Islands District.

Additional local companies have been established to handle shipping agency, stevedore, and

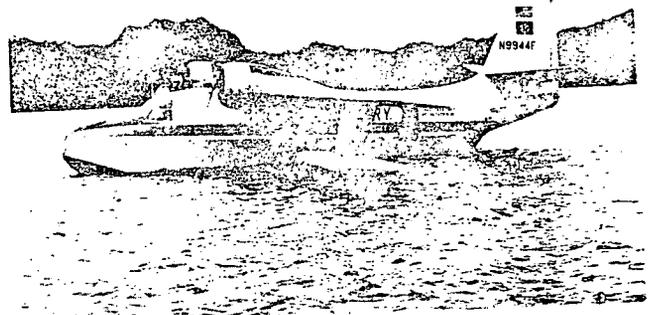


*The Trust Territory's three major vessels--PACIFIC ISLANDER, GUNNERS' KNOT and PALAU ISLANDER--are operated under contract by the United Tanker Corporation of New York. Shown above is the PALAU ISLANDER at the Yap Dock.*

terminal operations at all district ports on a private enterprise basis.

### POSTAL SERVICE

The Trust Territory has third class post offices in all district centers. There is a branch post office at Ebeye, Kwajalein Atoll, and a post office on the island of Rota in the Marianas District. The Trust Territory is in U. S. postal zone eight.



*Two SA-16s--amphibian aircraft--provide services throughout Trust Territory. Ponape utilizes these planes to the greatest extent as a landing strip is being built in Kolonia.*

# Part II

## The

### Districts

MARIANAS

YAP

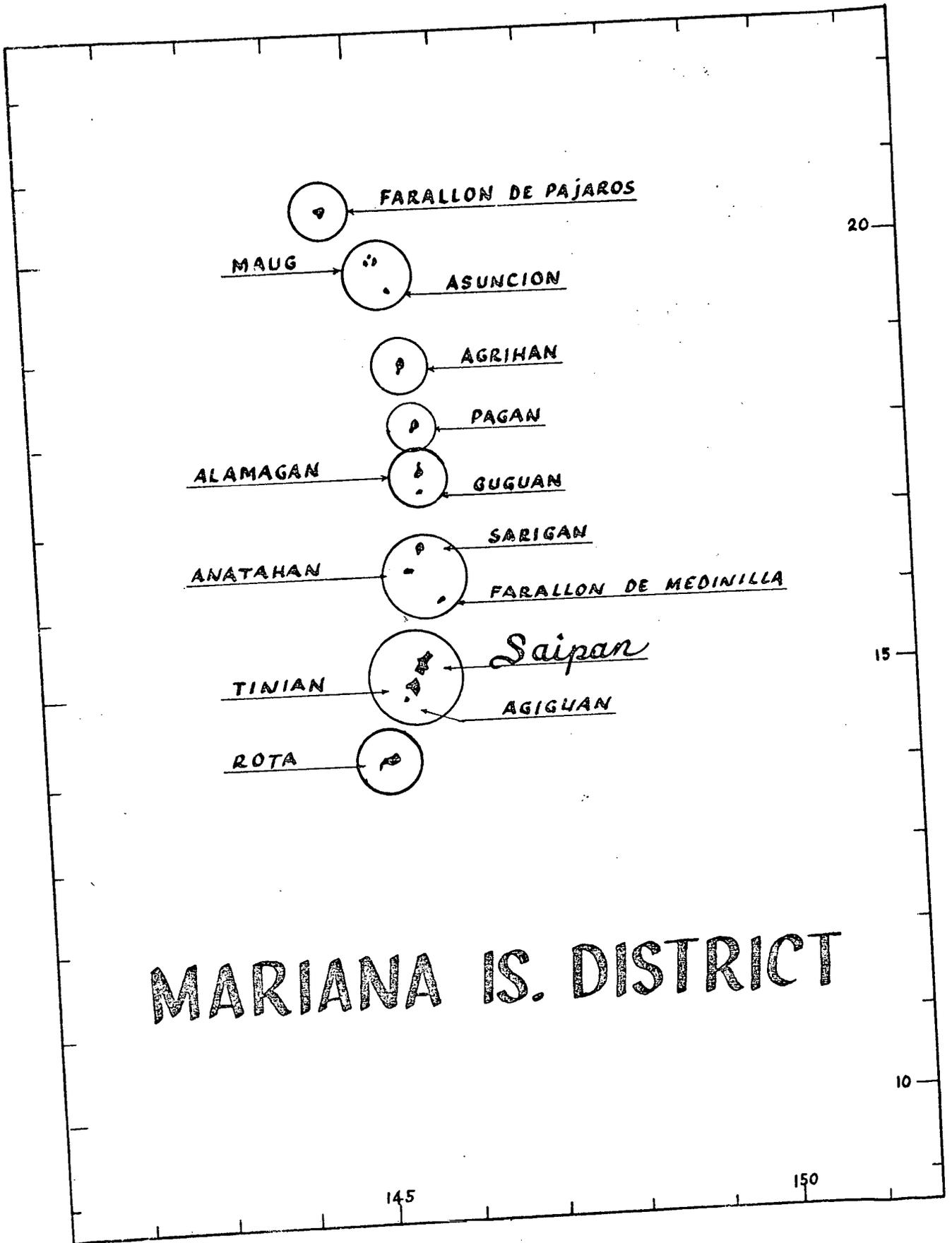
PALAU

TRUK

PONAPE

MARSHALLS





# MARIANA IS. DISTRICT

# MARIANA ISLANDS DISTRICT

## GEOGRAPHICAL DESCRIPTION

The Mariana Islands District is shown on Figure 5. It includes 13 single islands and one group (MAUG) of three small islands. The total land surface is approximately 183 square miles, two thirds of which is made up of the three principal islands: Saipan, 47 square miles; Tinian, 39; and Rota, 32. Only Agrihan, Pagan, Alamagan, Sarigan, Anatahan, Saipan, Tinian and Rota are inhabited.

The Mariana Islands extend in a chain some 300 miles long from Farallon dePajaros in the north to Guam in the south and are considered to be the southernmost volcanic peaks of a gigantic mountain range rising almost six miles from the ocean bed of the deepest known parts of the Pacific. The island peaks of this range form a series of stepping stones from Japan to Guam when viewed on a map.

Geologically, the Mariana Islands fall into two groups. Saipan, Rota, Tinian, Agrihan, and Farallon deMendinilla are composed of madre-pore limestone. The balance of the islands is composed of volcanic rocks. The southern group (limestone islands) are lower than the northern group and have gentle rolling elevations and few mountains. They rise out of the sea in successive level terraces, indicative of repeated volcanic elevations. Nearly all reefs around the islands are elevated table reefs; the tops are flat and built of coral limestone laid almost horizontally on an apparently flat base. The flat terrace-like hillside slopes may have been either fringing or barrier reefs at some time in the past. Saipan is the only island having a sizable lagoon; it extends almost the entire length of the western side. The northern group of islands are young volcanic islands consisting of volcanic peaks, many of which retain their original form. A few volcanoes are still active.

## HISTORY

On March 6, 1521, Magellan sighted the Mariana Islands on his voyage westward across the Pacific. Some sources state that Guam was the first island he sighted, but it may have been Saipan or Tinian. Upon landing in Guam, the Spaniards, ravaged by starvation and scurvy from their long voyage, gladly accepted gifts of fruit and fresh water brought to their ships by the islanders in their outrigger canoes. In return they gave trifles of iron and clothing. Impressed by the generosity of the Spaniards, the islanders began to make off with anything they could lay hands on, including a ship's boat. In anger,

Magellan named the place "Las Islands de las Ladrones" (The Islands of Thieves). With the advent of the first missionaries the islands were named Mariana in honor of Queen Maria Anna, widow of King Philip of Spain and patroness of the first missionaries.

In 1526, another Spanish expedition arrived from the west. In 1565, Legazpi formally proclaimed the Mariana Islands to be Spanish territory. For a century after Lagazpis' visit, however, Spain made no attempt to colonize the Mariana Islands. The islands had neither gold nor other treasure and were too remote from Spain. They were mainly a watering place on the long voyage from South America to the Philippines.

As a Christian nation, therefore, Spain turned her attention to spreading the Catholic faith and as such continued to claim sovereignty over the islands. In 1668, Father Luis de San Vitores headed a mission which housed the first Spaniards actually to inhabit the islands and begin their rule. During the next 30 years the Chamorros, the indigenous population, were converted to Christianity. This was a time of continual resistance to Spain culminated by a revolt which caused the Spanish to remove the Chamorros of other islands of the Marianas to Guam. Only a few people from Rota escaped by hiding in caves.

No other occupants were in the islands other than Guam until the middle of the 19th century when the Spanish allowed a few Chamorros to migrate to the other islands. At this time, some people from the Eastern Carolines settled in Saipan.

In 1898, at the end of the Spanish-American War, Guam was lost to the United States and in 1899 Spain sold the rest of the Marianas to Germany. Germany ruled the Marianas from 1899 to October, 1914, when a Japanese naval squadron took possession of the islands. Germany's period of occupancy was too brief to leave much imprint and influence upon either the people or the landscape. Considerable improvements were notable for such a short period of administration, however, health measures were imposed, public schools established, roads cleared and extended, and coconut plantings for possible commercial export were greatly increased.

In 1920 the League of Nations placed the Carolines, Marshalls and the Marianas, except Guam, under Japanese Mandate. Japan remained in possession of the Marianas until 1944 when, after a month of severe fighting, the Marianas were occupied by American Forces. Besides the loss of lives, the destruction of properties was severe. Garapan, Saipan, once a city of over 29,000 people, was reduced to rubble. Saipan has

not yet completely recovered from this devastation.

In 1944, a U. S. military government controlled the islands until the Security Council of the United Nations and the United States reached a trusteeship agreement on July 18, 1947, establishing the Trust Territory of the Pacific Islands. This was to encompass the former Japanese mandated islands.

On July 1, 1962, a new era was begun in the northern Mariana Islands with official transfer of the administering responsibility of the former Saipan district from the Navy to the Department of the Interior. The President's signing of Executive Order 11021 of May 7, 1962, made the transfer effective. The occasion marked the termination of nearly a decade of naval administration, the beginning of a civilian administration, and the establishment of the Mariana Islands District.

### THE PEOPLE

Approximately three-fourths of the people of the Mariana Islands are called Chamorros. The word Chamorro is believed to be derived from the native word "chamorra" denoting a class of nobility, or a noble of the highest rank. Early records indicate that the Marianas were quite densely populated until the 16th and 17th centuries when epidemic diseases almost completely wiped out the population. At the end of the 17th century, the Spanish quelled a revolt by moving the rest of the Chamorro population to Guam. This group intermarried with immigrant Filipinos, Spaniards, Chinese and others to form the basis of the present population. To this has been added German, Japanese, American and other blood. While admixture is to be noted in the present population, the various strains have produced a distinctive racial type with features similar to those of a Filipino or Mexican.

The other quarter of the population of the Mariana Islands consists of descendants of the Carolinians who migrated during the 19th century. Like the Chamorros, they have intermarried.

### CULTURAL CHARACTERISTICS

Cultural changes in the Marianas have been broadly similar to those in other Spanish colonial areas such as Hispanic America and the Philippines. A complex fusion has taken place between older beliefs and usages and the elements of Spanish Catholic civilization which reached these remote outposts.

Early Spanish Catholicism provides most of

the basic patterns of conduct and values, and the people are still devout in church activities. Chamorro society has a definite Hispanic flavor; yet the subsistence economy of gardening and fishing continues to follow closely the old-time techniques. Family organization shows strong marks of the past.

The present culture of the Mariana Islands District is somewhat similar to that found in rural Mexico, Spain, and the Philippines, modified by some surviving characteristics of the Carolinian and Chamorro cultures. Remnants of ancient Chamorro customs are especially pronounced on Rota.

### LANGUAGE

Chamorro is the district-wide language of the Mariana Islands District. The Chamorro language was reduced to writing by the priests for purposes of religious instruction. Great numbers of Spanish words are found in Chamorro, including the Spanish number system and system of weights and measures. Other countries have left their influence on the language as well.

The Rotanese have retained a purer form of Chamorro than elsewhere in the Marianas, except in the villages of Inarajan, Merizo, and Umatac on Guam. The Rotanese and the Guamanians of the above mentioned villages speak the language with a musical tone of high and low pitches. A language of the Caroline Islands is spoken by members of the Carolinian colony who are also conversant in Chamorro. Many older people speak Japanese, German or Spanish as well. About 90 percent of the population below the age of 25 are conversant in English.

### POLITICAL STRUCTURE

The Mariana Islands District is divided into three municipalities. The Municipality of Saipan represents the island of Saipan and the islands to the north. The Municipality of Rota represents the island of Rota. The Municipality of Tinian represents the island of Tinian and the presently uninhabited island to the south, Agrigan. Each municipality elects its own mayor who is the chief executive in his respective municipality. In the case of Rota, a chief commissioner is elected as chief executive. The term "chief commissioner" is analogous to that of mayor. Assisting the mayor in his executive obligations are the district commissioners who are elected in each of the wards of a municipality and serve as liaison between the wards and the mayor.

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## LAND MANAGEMENT

Until the early years of the nineteenth century the northern Mariana Islands were practically uninhabited. The Spanish government, and from 1899 to 1914 the German government, gave grants of land in fee simple to private individuals. These grants, and some were large, were for unsurveyed tracts. One peculiarity of land tenure under the German and Japanese governments was that private land was forfeited to the government unless it was enclosed and cultivated. This prevented any individual or family from acquiring a disproportionate amount of land. Individually owned tracts vary from less than one hectare to 30 hectares, with the average about four or five hectares. Under the Japanese, the NKK, a government supported sugar producing company, acquired vast holdings in the Mariana Islands District. These interests have now become vested in the Trust Territory of the Pacific Islands. Privately-owned land is held in fee by families or individuals and is limited to the islands of Saipan, Tinian and Rota. Land on the other islands of the northern Marianas is public domain. A Land Advisory Board, established in 1955, advises the district administrator on land matters, land utilization and homesteadings.

The Saipanese are reluctant to sell land. Land owners consider it a solemn duty to retain lands within the family.

There have been only 100 recorded land transfers in the past 10 years. Upon investigation, it was discovered that in most cases the sellers sold in order to meet urgent family expenses. It is not believed that there are many unrecorded transfers of land except for sales or gifts among close relatives. Although there is nothing in the Trust Territory Code prohibiting sales of land among citizens of the Trust Territory, the Code does not permit non-citizens to acquire title to land. Religious groups may own or lease land which is used only for religious functions.

## YAP DISTRICT

### GEOGRAPHICAL DESCRIPTION

Yap Islands "proper", nine inhabited atolls and two single island formations, four normally uninhabited atolls and islands, and thousands of miles of water comprise the Yap District. See Figure 6. From Yap proper, where the district center is located in Colonia, the inhabited outer islands are scattered to the east for a distance of approximately 700 miles to Satawal in a band of north-south width of 160 miles.

Yap proper, located about 450 miles southwest of Guam, is made up of four major islands separated by narrow passages and surrounded on various shores by fringing or barrier reefs or both. The total land area of Yap is approximately 38.7 square miles. The main island is divided in the northern portion by a range of hills, 585 feet at its highest elevation, which separates the inhabited east and west coast villages. The southern end flattens out to coastal plains more nearly resembling low-island formations. Roads extend several miles north of Colonia along the east coast of the main island and to the southern tip. Roads are continuously being improved and extended. Vehicle travel to some parts of the island is impossible and to others, difficult. The roads to the airport and to the Coast Guard Loran Station are good.

The outer islands to the east are all low and coralline, with the exception of Fais, a raised coralline island. Most of them are beautiful lagoon-type atolls, although a few emerge lagoonless out of the sea, making landings difficult during heavy surfs. Ulithi atoll was an important staging center for the U. S. fleet during World War II. On Fais, about 50 miles southeast of Ulithi, phosphate once was mined by the Japanese.

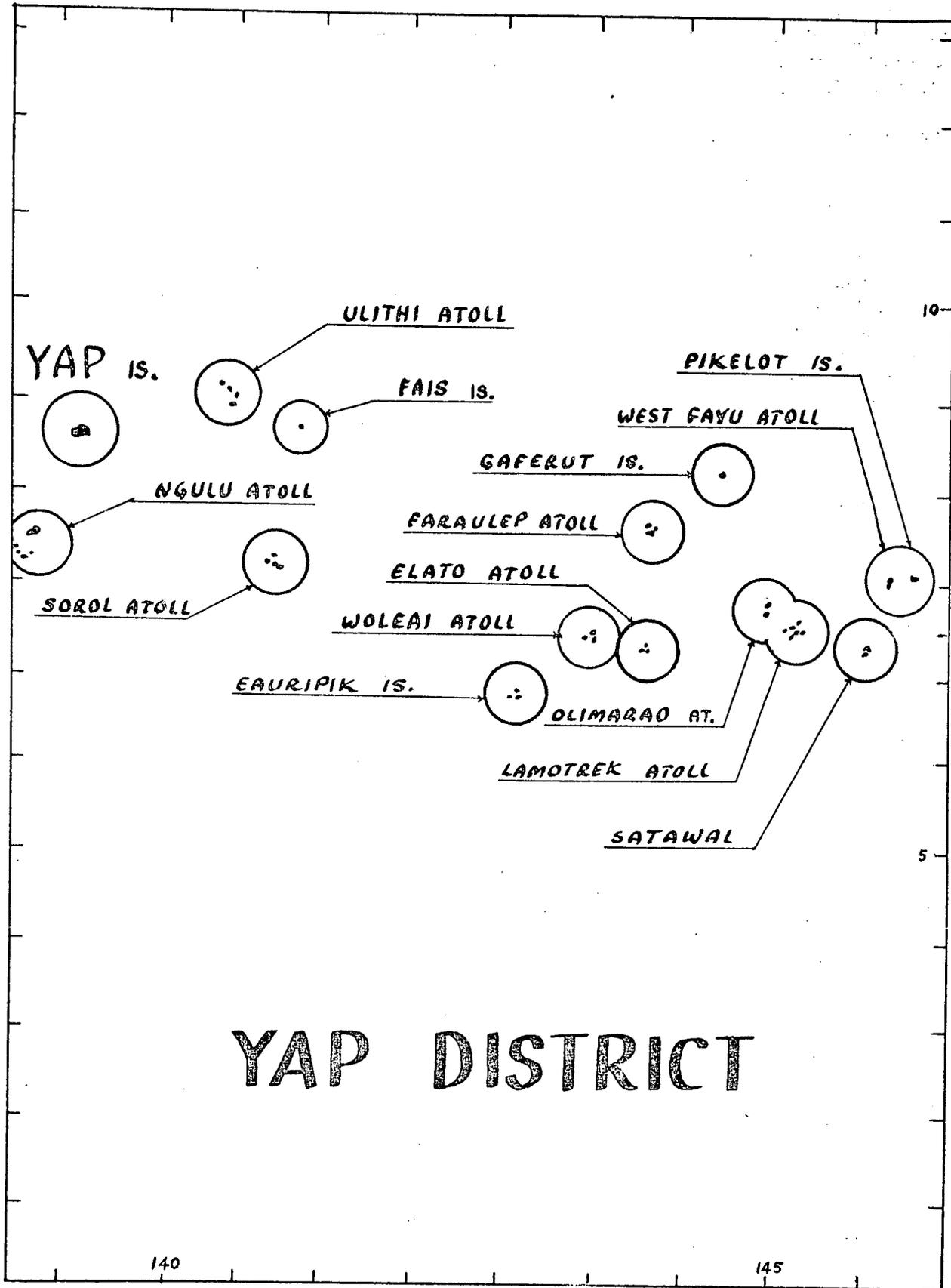
Only the largest of the major islands are inhabited. These are Yap, Ulithi, and Woleai. In the other atolls, particularly the Ulithi-Woleai group, are numerous unpopulated islands each so small they are little more than coral dots in the ocean. The origins of the outer islanders are undetermined, and their folklore sheds little light on the question.

The Yapese experienced a severe population decline after contact with Europeans. The decline continued during the period of Japanese administration, but has since been arrested, and an appreciable population resulted in recent years. See Figure 7.

## HISTORY

Yap and the outer islands probably were discovered by a Portuguese Captain, Diego DaRocha, in 1526.

In the latter part of the nineteenth century the development of the copra trade brought the Pacific islands into commercial prominence. In the face of possible political encroachment by Britain and Germany in the Carolines, the Spanish government in 1874 formally proclaimed its sovereignty over these islands. Germany protested and the British supported her. In 1876 Germany dispatched a corvette to Yap and Ngulu to map the area and to protect the interests of German traders, and at the request of the British admiralty and British merchants, as well. The



following year, an exchange of notes between the three governments concerned resulted in Spain's agreeing to free trade in all areas of the Pacific not actually occupied by her. Spain then began preparations to occupy the Carolines.

In 1883, a Spanish cruiser visited Yap and two years later the governor of the Philippines was ordered to take possession of the islands. In August, 1885, two Spanish vessels arrived with a governor, soldiers, convict laborers and two priests, with horses, cattle, water buffalo and stone for the construction of a church and a governor's residence. Instead of raising the Spanish flag immediately, the party spent five days selecting a suitable site, in landing their cargo, and in planning an appropriate ceremony. Early on the morning of the 25th of August, a German gunboat sped into port, landed a party and took possession of the islands in the name of the Kaiser.

The Spanish-German dispute was submitted to the Pope for adjudication and resulted in Spanish sovereignty being confirmed with Germany permitted to trade freely in the area.

The Spanish set up headquarters on Yap to administer the Western Carolines. These were staffed by a governor, his secretary, a physician, 50 Filipino soldiers with Spanish officers. They were accompanied by six Capuchin priests and lay brothers.

Aside from missionary activity, the Spanish interfered very little in local affairs. In 1899, Yap, along with the remaining island possessions of Spain, was sold to Germany.

The Germans set up a district office in Yap with branches in the Marianas and Palau. Official relations with the Yapese were on the basis of indirect rule.

The district officer first defined eight administrative districts on the main island of Yap, and named an "over-chief" for every one. He then held meetings with these chiefs monthly. In turn, they held meetings with the chiefs of the villages in their jurisdiction, 106 in all, to pass on orders from above. Each of the "over-chiefs" was obligated to provide one man for the local police force to supplement the 11 Malay police and the white police chief who came from outside. Pacification of the island was so complete, however, that all but one of the Malay policemen had been eliminated by 1903. The remaining Malay "non-com", with 32 native police, coupled with the skillfully managed German administration, were able to maintain law and order much more effectively than had the Spaniards with their military garrison.

One of the most significant events of the German period was the laying of the Pacific

cable in 1905. A German firm completed the Yap-Guam section on April 8; the Yap-Celebes section on April 28; and the Yap-Shanghai section on Oct. 30, 1905. The cable provided a brief economic stimulus to Yap trade, and foreshadowed later international complications over cable operation.

German control in Micronesia was abruptly terminated when the Japanese occupied the islands in 1914. The Japanese set up five administrative districts in 1914, but in 1915 added a sixth in Yap.

Yap attracted much international attention from 1919-21 when the Pacific cable system was the subject of an American-Japanese dispute.

The only island in Yap captured before the actual Japanese surrender in 1945 was Ulithi, the atoll northeast of Yap having a spacious lagoon, which was used by Allied Forces as a staging area.

### "HIS MAJESTY" O'KEEFE

No story of Yap is complete without mention of the name of "His Majesty" O'Keefe, who, as an enterprising trader and owner of a fleet of ships established his headquarters on Yap for a period of years during late Spanish and early German times, and ranged throughout the adjacent archipelagoes and along the Malay coast.

Through his keen appreciation of Yapese culture and his understanding of the significance of the Yapese stone money, O'Keefe developed an ingenious system of stimulating the Yapese to increase their production of copra and trapang (sea slugs), which he marketed at Hong Kong at what was reported to be fabulous profit.

In the end, the seas which had brought his fame and fortune became the master of O'Keefe's fate. In the course of a voyage, a tropical storm took the colorful "His Majesty" to a nameless grave somewhere out in the water of Micronesia.

### CULTURAL CHARACTERISTICS

The majority of the Yapese subsist on an economy of gardening, harvesting and fishing. Crops include taro, yam, sweet potatoes, bananas, Polynesian chestnuts, breadfruit, papaya, oranges, cassava, coconuts, pineapples, and tobacco. Chickens and pigs are raised but are usually eaten only on special occasions. Among the various fishing techniques employed are traps, spears, large nets, the usual hook and line, and stone fish weirs which appear from the air like huge arrows in the shallow waters of the lagoon. The above described subsistence economy includes home building without the use of nails, canoe and boat-building, and the weaving and making of clothing.

## LANGUAGE

The most important form of property in Yap is land, almost all of which is native owned. Land not only provides subsistence and building materials, but also determines one's status and role. A man becomes chief or magician because of the particular land he holds, and Yapese often say, "The man is not chief, but the land is chief."

Yap is, at times, called "The Land of Stone Money." The large doughnut-shaped stones were brought from Palau before European times on canoes and rafts (just under 300 miles of open sea travel), and later on, in sailing ships similar to O'Keefe's. Some stone money was brought to Yap from Guam. The German administrators (1900-1914) recognized the importance of these monoliths and confiscated these valuables when government directives were disregarded. The more valuable stone money is that from Palau, and the value depends not so much on size as on age and hardships undertaken to obtain the money.

Orange-colored shell necklaces—some adorned with dugong or whale teeth—and pearl oyster shells are other types of valuables used in ceremonial exchanges, settlements of torts, and for funerals, marriages, and other important rites.

Western clothes are worn by Yapese usually when coming into Colonia and by people who live close to the district center; but in villages, traditional types of attire are worn. Yapese clothing is simple and scanty but not without meaning. The men wear loin cloths (thus) and upon reaching early manhood add a bunch of hibiscus bark which passes between the thighs and is attached to the front and back of the *thu*. In the past, but less so today, the color of a man's *thu* denoted his class standing. The women dress in full and heavy-waisted grass skirts and upon reaching womanhood add a black cord which is looped around the neck.

The traditional Yapese house is large and hexagonal in floor plan, with a steep thatched roof which juts out at both top ends. This type of house, however, is quite rare today, and has been replaced by smaller, flimsier houses with corrugated iron or thatched roofs. Most villages have a large men's house where the men gather to chat and sleep.

About 90 percent of the Yapese are Christians—mostly Roman Catholic—though there is a protestant missionary on Yap proper. The Catholic mission is represented by one Jesuit priest, a Jesuit brother, and three Maryknoll sisters, all residing in Yap proper. The native religion, with its priest-magicians and sacred places, still functions and commands belief, even among many Christian converts. However, there seem to be few new and younger men being trained as magicians.

The languages of the Yap District belong to the great Malayo-Polynesian language family that extends from Madagascar to Easter Island. Yapese is so distinctly different from any of the languages in this area that mutual intelligibility is lacking even with other Micronesian languages. The Ulithians, only a hundred miles distant from Yap, speak a language that is more akin to Trukese. Yapese is a complex language involving the use of 13 vowel sounds and 32 consonants. It has a definite grammar with numerous tenses and some extra features not found in most languages such as the distinction in number between singular, dual and plural. Yapese vocabulary is rich and adequate to cover practically any local situation. Where new materials and concepts have been introduced since contact with foreigners, foreign words have been adopted into Yapese vocabulary.

Changes in foreign administration have left Micronesians largely bilingual. Many speak both Yapese, or Ulithian, and Japanese; many also speak English; and a few speak Palauan and German.

Small as the Yap Islands may be, dialect differences exist in different regions, so that a Yapese is able to distinguish the regional origin of another Yapese from a different island by these fine speech differences.

## ULITHI-WOLEAI AREAS

The outer islands in the Ulithi-Woleai area to the east are traditionally affiliated with Yap through three villages in Gagil municipality in a parent-child, landlord-tenant relationship, with the Yapese in the parent or landlord position. A chain of command exists extending from Gagil to Ulithi and on to the Woleais. Before the more stringent requirements of this relationship weakened, large fleets of canoes made annual trips to Yap with outer islanders bearing tribute to the over-lords. In return, they received even larger quantities of food and material. This exchange still continues today, though to a lesser degree.

The Ulithians and Woleaians are quite different from Yapese in a number of respects. They are, in general, lighter-skinned and look more Polynesian. Their language has a greater affinity to Trukese and is quite distinct from Yapese. While Yapese and outer-island men both wear loin cloths, the outer islanders do not add the hibiscus bark to indicate manhood and often wear loin cloths woven of hibiscus or banana fiber. The women wear brief skirts until they

reach womanhood—then they wear hibiscus or banana fiber woven into lava-lava type wrap-arounds.

Almost all of the Ulithians are Catholics while the people on Satawal in the eastern extreme of Yap District are largely pagan. Unlike Yap there are no sharp class distinctions in these coral islands although chieftainships are hereditary and are held by definite matrilineal lineages.

These low islands are extremely vulnerable to typhoons which sweep through the area almost annually. Although the typhoons in recent years have not been as severe as the one in 1907 which necessitated mass evacuation of natives to Yap, "Typhoon Ophelia" in November, 1960, did extensive damage. Sustained winds of 78 miles per hour, with gusts up to 90 miles per hour, lashed Yap Islands proper, as well as the outer islands. Food crops were so extensively damaged in Ulithi that relief supplies had to be provided by the administration for two years following the typhoon. Trees, houses, canoes, were destroyed.

Sometimes when storms come up suddenly there are canoe loads of outer islanders who lose their lives. Also, it is not unusual for inter-island canoe traffic to get caught in ocean storms or currents and drift as far as the Philippine Islands. This happened to a canoe load of six men enroute from Ulithi to Fais in 1963. The threat of typhoons (among other forms of pestilence) against which Yap magicians worked their magic feats was one means by which the Yapese maintained control over the low-islanders. Many outer islanders still believe their traditional over-lords are capable of bringing typhoons and pestilence.

## POLITICAL DEVELOPMENT

### MUNICIPAL GOVERNMENT

Since German times, Yap has been divided into 10 political-geographic divisions known as "falak" or municipalities. Each municipality since 1946 has elected its executive head of government, the magistrate, who, with the advice and approval of the local council, appoints a municipal secretary. Term of office is three years.

### YAP ISLANDS COUNCIL

The membership of this organization is composed of an elected magistrate from each of the 10 municipalities of Yap proper. Some of them hold the rank of hereditary chief and have served in this capacity without compensation until late 1956. Their term in office is for two years. Each of these magistrates then selects a secretary.

The council constitutes an advisory board to assist the district administrator and the Yap

Islands Congress with problems of a political, social or economic nature. Regular bi-monthly meetings are held. Special meetings may be called by the Trust Territory government, or for any emergency that arises.

The Council of Magistrates was the first proponent and organizer of the Yap Islands Congress. Its status and performance have not been diminished by the establishment of the Congress; in fact, it readily relinquished its former legislative functions, and now serves as an executive body for the Yap Island Congress.

Some confusion still exists with the people as to the separation of responsibilities of the Yap Islands Congress and the Council. This is primarily due to the fact that the magistrate is closely concerned with affairs of the municipality and is in direct liaison with the administrator.

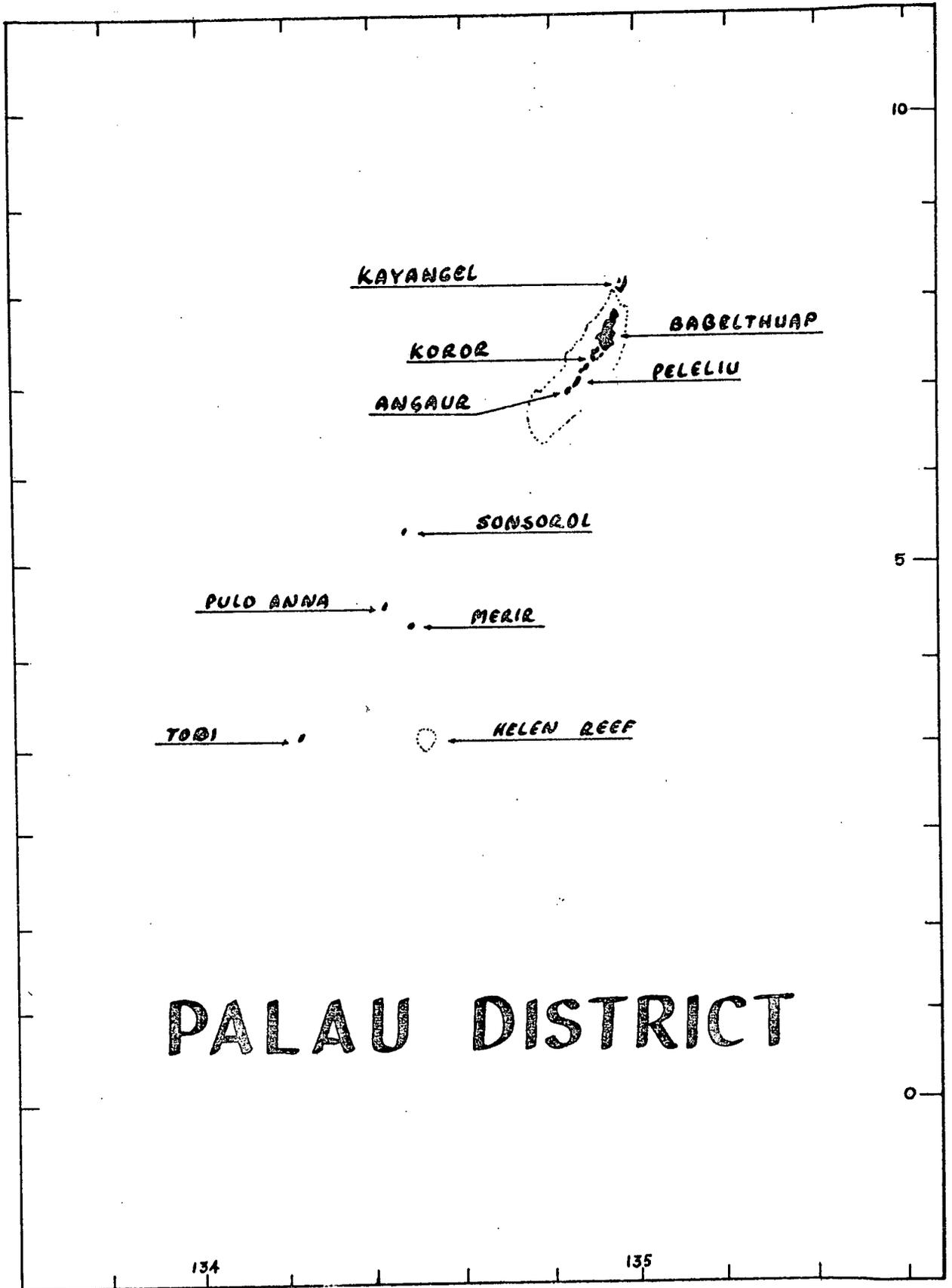
### YAP ISLAND CONGRESS

The first Yap Islands Congress was chartered February 9, 1959, and convened its first session in May of that year. The Yap Islands proper is divided into 10 municipalities. Each of these municipalities is represented in this body by two representatives who are elected by the people from their municipalities by secret ballot. The elected representatives' term in office is four years. However, any of these elected representatives may be impeached or removed from office for cause by a two-thirds majority vote of Congress.

The Congress convenes in regular session twice yearly, the first Monday in May and in November. The purpose of this is two-fold: an overall budget estimate is prepared in May for the next fiscal year; and in November the Congress evaluates and, if necessary, makes adjustments in its budget should there be any deficiencies in funds to carry out programs for the remaining six months.

Ever since the first session of this body, educational classes have been held to acquaint the members, especially the older ones, with the concept of a democratic form of government. This has not only improved their own understanding, but serves also as guidance in the form and techniques of taxation, budgeting, and the facility for passing resolutions that most affect the general welfare of all the inhabitants of Yap Islands proper. Consequently, this leads to the elimination of having to care for individual aims at the village and district levels.

Resolutions passed at each session by a two-thirds majority of Congress are forwarded to the district administrator for consideration and then forwarded to the High Commissioner for approval. Any resolution on which the High Commissioner



# PALAU DISTRICT

has not taken action within 180 days of receipt from the district administrator is considered as having the High Commissioner's approval and becomes a law of Yap District.

## PALAU DISTRICT

### GEOGRAPHICAL DESCRIPTION

The Palau District lies in the southwestern corner of the Trust Territory of the Pacific Islands, (see Figure 8.) The total land area is approximately 185 square miles but much of this is uninhabited limestone islands, mangrove swamp, hilly and rocky land.

With the exception of the four small isolated coral islands of Sonsorol, Merir, Pulo Anna and Tobi, together with the adjacent atoll of Helen Reef, the entire land area of the district is contained within the high island archipelago known as the Palau Islands. This group includes more than 200 islands of both volcanic and coral limestone composition, of which eight are permanently inhabited. The island chain is about 125 miles long and 25 miles wide. With the exception of the island of Angaur and the atoll of Kayangel, all of the Palau Islands are located within a single barrier reef. This fact has made for cultural homogeneity and relative ease of communication within the area.

Palau is divided into 16 municipalities, 10 of which are located on the large coastal plains of the island of Babelthuap. Babelthuap, the largest single land mass in the Trust Territory, is about 27 miles long and varies in width from four to eight miles.

Peleliu, which is famous for heavy Marine action during World War II (Bloody Nose Ridge is in Peleliu), is located just within the barrier reef to the south of Koror. Angaur, where the Germans and Japanese used to mine phosphate, is located outside the barrier reef to the south of Peleliu.

Kayangel, the only true coral atoll in the Palau group, is located about 28 miles north of the upper tip of Babelthuap.

Koror Municipality, the capital of Palau, consists of the island of Koror, Arakabesan, Malakal and most of the small uninhabited "rock" islands between Koror and Peleliu.

The islands of Sonsorol and Tobi are two separate municipalities.

### HISTORY

Until its first contact with Europeans, Palau was a world to itself, with a culture all its own. Occasionally people drifted in canoes from the

Philippines, Indonesia, and from islands farther west in the Pacific, but these were assimilated into the Palauan culture. About the time of early Western contact in 1783 the Palauan world was divided into two competing embryonic semi-states of Babelthuap and Youlthuap. Capital villages were in Melekeiok and Koror as governing village clusters, and diplomatic exchanges occurred between the aristocratic chiefs of the chronically warring semi-states.

### SPANISH ADMINISTRATION

Direct administration by Spain was not established until 1885 when the Palau group was ruled by a governor at Yap. The Spaniards, largely through their resident Jesuit priests, exercised nominal control between 1885 and 1889. Their chief influences were the introduction of Christianity, the alphabet, and their success in putting a stop to inter-village warfare in Palau.

### GERMAN ADMINISTRATION

Palau, together with the rest of the Carolines and Marianas, was sold to Germany in 1899. The principal concern of the German government was to increase the economic potential of the Palaus without disturbing the aboriginal chieftainship structure any more than necessary. The Germans introduced a program of coerced coconut planting, drastic sanitary measures to stem epidemics of western contagious diseases, and a phosphate mining operation in Angaur where Palauans—for the first time—met fellow Micronesians from such distant islands as Truk and Ponape.

Germany, however, was not able to realize the benefits of these developments prior to the occupation of Palau by Japanese forces early in World War I. Together with the other German islands, the Palaus became part of a League of Nations mandate granted to Japan in 1920.

### JAPANESE ADMINISTRATION

Three distinct periods of administration must be recognized during the time Palau was held by Japan: (1) a period of Japanese Naval Administration, 1914-1922, in which conscientious efforts were made to develop the islands by working through native institutions; (2) a period of civilian rule under the South Seas Bureau, 1922-1942, marked by intensive economic expansion, rapid colonization and increasingly direct rule; and (3) the war-time period during which Japanese controls over the native population deteriorated, due to the pressures of military defense and the attrition of food supplies.

## CONTEMPORARY PERIOD

Despite their illegal fortification of the islands, the Japanese made conscientious efforts to observe the other conditions of a League of Nations Mandate. Free public elementary (up to the third grade) and vocational schools were established. Medical facilities and services were expanded. Efforts also were made to stimulate increased cash crop production by the islanders. Firmly believing that the Palaus' only hope for survival (as Japan's had been a half century before) lay in rapid westernization of all ways of living, much time and money was expended selling "westernism." The old native ways were discouraged and discredited.

Particularly in the early 30's, pressure from the Japanese home office to "make these islands pay" saw the increased extension of Japanese efforts in mining, plantation agriculture and commercial fishing. Since the supply of local manpower was inadequate, Japanese, Okinawan, and Korean colonists were introduced. Within a few years there were one and a half times as many colonists in Palau as there were Palauans. The administration displayed increasing impatience with the local indirect rule through the first chief of every village, whose authority had long since been undermined, and relied to an increasing extent on direct police supervision of native affairs.

Economic expansion was curtailed by warfare conditions which substituted a strict and unpopular military regime. As the war progressed, the Japanese forces found their energies consumed with maintenance of military security and subsistence for troops and colonists. In this vacuum situation, traditional authority structures re-emerged and a strong nativistic anti-foreign reaction developed in most Palauan communities.

Under the Japanese, the Palauan came to realize and appreciate the value of education and modernization, even though universal education was limited to three years of elementary schooling which stressed speaking ability. Some Palauans went on to vocational schools where they learned carpentry and mechanics.

While the Palauans learned to want modernization under the industrious Japanese, they hardly came to understand the administrative and technological means by which a modern economic state might be achieved. Palau as a whole prospered under Japanese entrepreneurship and almost every available economic resource in the area, from fishing to charcoal manufacture, was exploited, with the Palauans playing only a minor role in economic enterprise and reaping only side benefits from the resulting prosperity.

Because of the density of the Japanese population and the great amount of Japanese enterprise in Palau during the Japanese administration the Palauan society had imposed upon it a process of modernization, a process which the Palauans could not resist even if they were determined to oppose it. This type of situation produced in the Palauan society the desire for a modern standard of living, technical efficiency and occupational skills and intensified the desire for acquisition of property and wealth. The development of these new values created a force which became chief competitor of the traditional socio-economic-political order in Palau.

When the United States took over the administration, the Palauans, encouraged by the new "western democratic concept" and the doctrine of "free economic enterprise" were eager to continue and accelerate the process of economic change that took place under the previous administration. The evidence of progress made since the war in the process of modernization can be seen in the form of new building construction, transportation, business concerns, saw mills, furniture industries, etc., owned and manned by Palauans. Palau today is well launched on an irreversible and occasionally rocky road toward cosmopolitan modernization, partly from outside suggestion but largely from internal momentum.

## CULTURAL CHARACTERISTICS

The Palauans comprise a composite of physical types which indicate a long history of racial admixture. Palau's geographical position has placed it on the threshold of the Pacific and numerous waves of migration passed through the area into Oceania. Today one can observe racial types and blends including "Polynesian," itself a complex racial phenomenon, "Malayan" with its strong Mongoloid strain, and "Melanesian." In recent years there has been considerable Mongoloid admixture through the Japanese and Caucasian admixture through the Americans.

Aboriginal Palauan culture, less limited than the typical Pacific atoll by virtue of its high-island environment, was relatively complex for Oceania, with an economy dependent on taro and yam agriculture by the women and fishing and hunting by the men. Palauan villages have always been situated near the coast or on a water-way leading to the reef protected tidal flats. One can find on many of the islands numerous terraced hillsides, now vacated, suggesting a much larger early population. Village organization consisted, ideally, of ten totemic clans hierarchically oriented

in a system which persists today and is organized, as elsewhere in Micronesia, matrilineally-through the mother's line.

Villages were traditionally ruled by a council of 10 male chiefs and a parallel "advisory staff" of 10 titled, female elders, each representing one of the ranking clans of the community. The chiefs' council directed matters concerning the village, the planning of economic activities, the direction of warfare, and the apprehension and punishment, usually by money fine, of law-breakers. The parallel women's organization, constituting a female voice in the community, was concerned with the maintenance of intra-community peace and with matters of lineage, for example, the inheritance of titled positions both male and female. The notable readiness of contemporary Palauan women to form effective social and economic organizations, as well as their initiative in political matters, is a ready reminder of their traditional participation in community affairs.

In addition to these two councils, both women and men were, and in many locations continue to be, grouped in numerous age-graded societies for social and economic purposes. Every men's society had, and many still maintain, a "bai" or clubhouse. In a few places these "bai" are preserved in the original Palauan long-gabled form.

Palauan villages were, in turn, loosely linked to form a nuclear village and a series of surrounding hamlets, or "suburbs," constituting rather unstable political divisions, i.e., the municipalities of the district.

Prior to the advent of Catholic missionaries in the last decade of the 19th century, Palauans practiced a mixed totem-clan-ancestral worship with a rich assortment of nature-spirits, taboo-protecting female demi-gods, and protective village deities. More recently Lutheran protestant and Seventh Day Adventist missions have been established and the bulk of the population, at least nominally, has been absorbed into one or another Christian congregation. Soon after World War I, a native cult grew up. This creed, now called "Ngaramodekngei," perhaps best translated "the united sect," was suppressed as ritually and ethically not conforming with Japanese policies. The sect has experienced a revival in recent years and still performs rituals which jeopardize the health of the people because of the religion's prohibition of modern medical services. At the present time, "Modekngei" constitutes about one-third of the population but in addition to this there are a few other native religious practitioners who base their beliefs upon totemic structure of traditional Palauan ideology.

No understanding of Palauan values is possible without an appreciation of the central importance of land and money wealth in this society. With few exceptions both these symbols of wealth are conceived ultimately to be the property of the total clan group. It is still considered a disgrace for land to pass outside the clan and sales of land are rare. The Palauans also developed an intricate aboriginal system of native bead-like money valuables, payment of which is the central feature of all life crises—birth, marriage, divorce and death. This money is still actively used both economically and socially. The greatest duty and expression of loyalty by an individual for his clan is to secure money for that group.

Aside from its utilitarian value, money tends to be regarded as "beautiful" and a "restorer of peace." This set of attitudes has recently been extended to include foreign currency, and all present day payments of clan money also include large sums (\$300 and up) of cash collected from all clan members. This system of interclan payment serves the function of distributing Palau's relatively limited cash resources and is used as a kind of cash-reserve for minor capital enterprises, such as the purchase of a boat or the building of a home. By the same token, however, it tends to inhibit the accumulation of capital for economic expansion since the frequency of such payments keeps much of the existing money in a constantly liquid state.

Newcomers to Palau are frequently impressed by the manner in which the people appear to imitate the ways of modern western society. That this imitation is not as slavish or indiscriminating as it might seem is borne out by the healthy survival of numerous basic aboriginal institutions—the clan, the village council, and age-graded societies—and fundamental attitudes toward land and money.

## LANGUAGE

With the exception of approximately 170 people who live in the southwest islands (Sonsorol, Tobi, Pulo Anna), Palauan is the major language of the district. It is spoken without major dialectal differences by practically the entire population. The language of the southwest islands is a dialect of Trukese and a simple language, closely related to that of Ulithi and cousins of the great Malayo-Polynesian languages.

A high rate of literacy is found in the younger age groups of the population today. Japanese is spoken by persons between the ages of 30 and 45. Practically all young people who have attended the public and mission schools now speak English.

## POLITICAL DEVELOPMENT AND STRUCTURE

The aboriginal political unit was the village, led by the chiefs' council and united in confederations which in turn had their councils of chiefs.

### MUNICIPALITIES

Since 1948 the Palau District has been organized into 16 municipalities which represent these historic village alignments. The system of government, whereby a single popularly elected magistrate is at the head of the village government, was introduced in 1948. In 1951, in an effort to reconcile traditional and modern forms of government, the administration encouraged municipalities to organize municipal councils, including as members former members of the chiefs' council, to assist elected local officials in the performance of their duties. This group has helped to bridge the leap from aboriginal to modern patterns in government. A broadened and integrated public support for local government has resulted.

Each of the 16 municipalities, including the two outer island municipalities of Sonsorol and Tobi, has an elected magistrate, who with his secretary performs the necessary functions of local government. This includes preparation of budget, collection of taxes and vital statistics, paying the salaries of teachers and other functionaries, and directing the local public works. A number of municipalities pay the traditional chief a small stipend in recognition of his ceremonial status.

Palau District chartered 15 of its 16 municipalities from 1957 to 1959 under the administration's chartering program and has taken the lead in this program in the territory. The incorporation of Airai Municipality in February of 1963 brought to a close the chartering program for all of Palau.

### PALAU DISTRICT LEGISLATURE

The district has a very active legislature, the "Olbiil era Kelulau," which meets twice annually. Adult Palauan men and women 18 years of age or over elect one or more legislators, the "Chadal Olbiil," from 16 electoral precincts corresponding to municipalities. In its session of April, 1963, the legislature, known as the Palau Congress, passed a sweeping amendment to its charter. Under the new charter the number of legislators was reduced to 28, five of whom are elected on an at-large basis throughout Palau. Apportionment takes place every 10 years. The magistrates, here-

before members of the legislature, were taken out of membership under the new charter, although the chiefs retain their position as non-voting members of the legislature.

The congress was organized in 1947 to serve as an advisory body to the Naval administration and through the years its jurisdiction was gradually expanded. At its semi-annual meetings, the Palau Legislature now has the power to propose bills and resolutions upon any appropriate subject. Acts of the new legislature are submitted to the district administrator for approval and the legislature may enact a measure over his veto. In any event, all measures must be sent to the High Commissioner who has absolute veto power. The speaker of the Legislature, chosen from among its members, appoints and discharges all legislative employees, subject to legislative confirmation.

Standing committees of the legislature consider measures referred to them by the speaker, and following American practice have the power of deciding whether they shall be reported out onto the floor for further consideration. In the old congress, a mixed commission called the Palau Council, composed of congressmen and non-members appointed by the president with the approval of the congress, functioned as a holdover committee of the congress between legislative sessions. The council met at the call of the president throughout the year as an advisory intermediary between the district administration and the people of the district. The Palau Council was eliminated in the new legislature. Instead, four standing committees of the legislature now carry on the work of the legislature between sessions, doing research, and preparing the groundwork for future legislation. A screening committee which put proposed measures into proper form prior to each session of the old congress has been discontinued.

A secretary, chosen by the speaker with the confirmation of the legislature, is responsible for carrying on the correspondence of the legislature and preparation of notices and reports required by the legislature. He serves as interpreter, records minutes, and supervises the clerical staff providing the typing, drafting and translation assistance requested by committees and individual legislators. Members seeking information contact the secretary for access to legislative files, reference data, and interpretation of laws.

Aiding the Palau Legislature is a political affairs officer on the staff of the district administration. Serving in a liaison capacity, he assists the legislature in preparing legislation and provides technical advice. Prior to the 1963 charter amendment, he used to act as parliamentarian

for the congress during the legislative session. A lawyer on the staff of the High Commissioner occasionally aids in bill drafting. In practice, most of the drafting occurs in the district political affairs office.

The Palau Legislature also selects a treasurer who is responsible for collecting the taxes levied by the legislature. He, too, is assisted by the staff of the political affairs office. Part of the receipts from these taxes pay the salaries of the treasurer and the secretary, other legislative staff, and legislators.

## POLITICAL PARTIES

Two political parties were formed in Palau in May, 1963. The issue over which many of the political leaders in Palau divided and which became the basis for the formation of the two parties was the future status of Trust Territory. One group became known as the "Progressive Party" while the other adopted the name of "Liberal Party." Of the five seats in the Congress of Micronesia allotted to Palau District two each were captured by the "Progressive" and "Liberal" Parties while the fifth was won by an independent candidate.

## TRUK DISTRICT

### GEOGRAPHICAL DESCRIPTION

The Truk District, consists of approximately 100 islands, 40 of which are permanently inhabited, the others being used as "food islands" for the raising of crops, copra and pigs. The total land area is only some 46 square miles. The district is shown in Figure 9.

The outer islands of Truk District are all low islands or atolls, a ring of coral reef with a number of sand islands on top, the whole enclosing a lagoon. It is believed by geologists that such atolls were formed by the gradual sinking of a high island accompanied by a continuous upward growth of coral around it. Exceptions to this lagoon formation are the islands of Nama, Namoluk and Pulusuk where a further stage of sinking and shrinking has resulted in fragmentation of the atoll, leaving only an isolated coral island.

Truk, itself, is a complex atoll composed of 11 main islands which are mountainous and of volcanic origin and surrounded by an enormous coral ring in places more than 40 miles across from one side of the lagoon to the other. The population of Truk atoll is concentrated on the islands of Moen, Dublon, Fefan, Uman, Udot and Tol. Population density for Truk atoll as a whole is 465 persons per square mile.

Geologists state that from one to 10 million years ago, Truk atoll was one big island, with Udot the approximate center. The land has now sunk so much that the land mass has been broken up and only the tops of the highest mountains show above the water. The barrier reef is from five to 20 miles from the islands. Each island, in addition, has its own fringing reef flats, which, when exposed at low tide, surround it. These reef flats nowhere exceed 600 feet in width, and in places drop off steeply close to the shore.

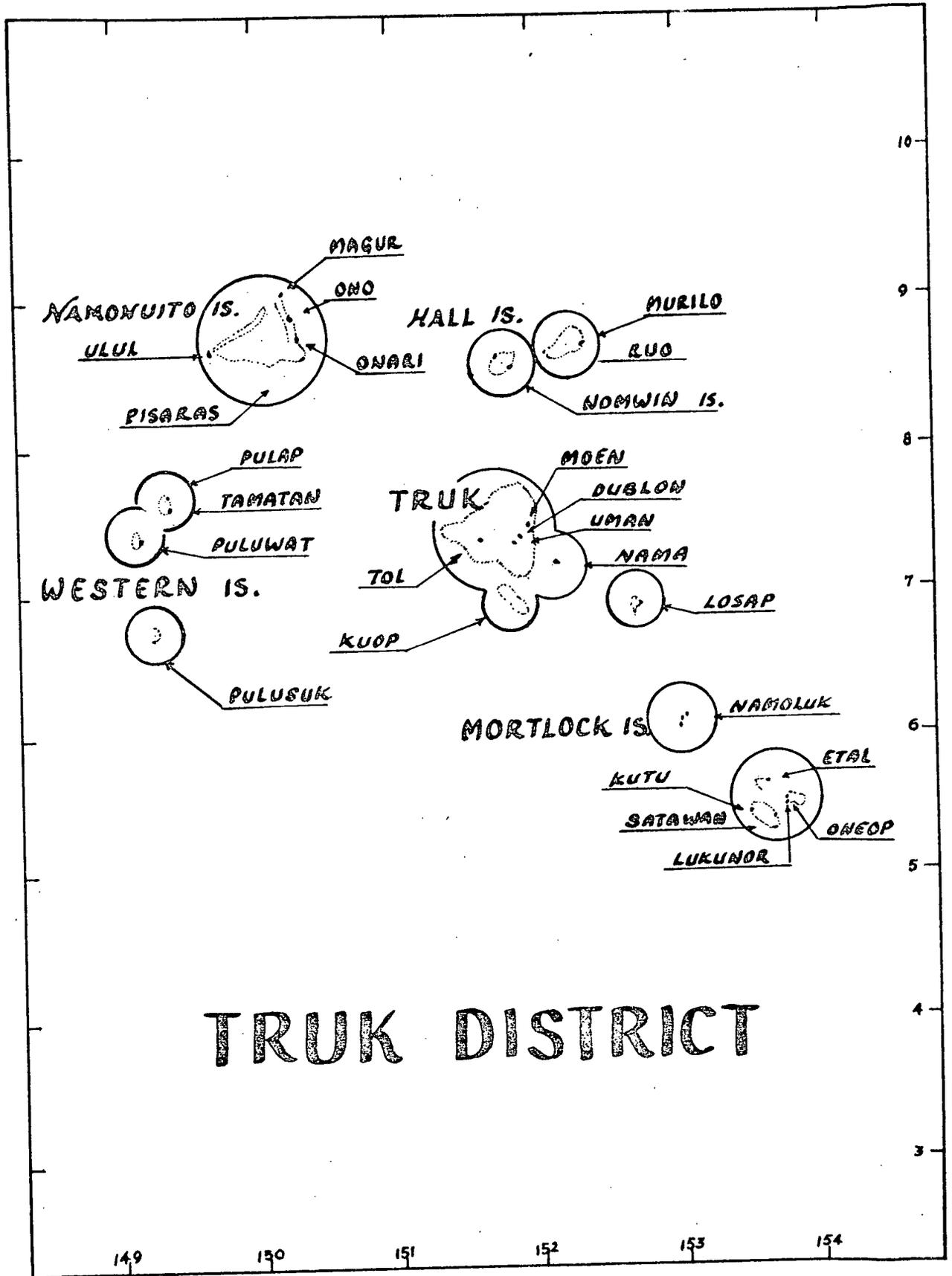
A typical reef consists of live coral; inside this is a zone of hard limestone formed by dead coral, and there may be an inner zone of hard limestone overlain by soft, fine sand and muck, or simply sand. A narrow beach of sand or rock gives way rapidly to steep rocky hillsides although a sandy or swampy coastal belt may lie between shore and hill. These are heavily wooded, except where intensive cultivation and fire, or erosion on steep slopes result in coarse grasslands and occasional bedrock outcrops. The soils are red silt clay loams and silt, often mixed with the basaltic boulders. The interior is a rocky basalt core, in places forming relatively level upland areas and in others steeply rising (the highest peak, on Tol, is slightly over 1,400 feet) to narrow ridges and sharp peaks. Compared with the low atolls and islands, the soils on the high lands of Truk are fertile and support a dense vegetation with more varied flora.

The soil of the low islands is a mixture of coral sand and black loam from decomposed vegetable matter which can support a variety of wild and domestic plants. The entire land surface tends to be under intensive use on nearly all low atolls.

### CLIMATE

A tropical oceanic climate produces a high and relatively uniform temperature, with a mean of about 80°F and daily range of about 10°. Humidity variations are also low, averaging about 83 percent. Rainfall is seasonally heaviest from May to August, and lightest from January to March, but annual variations are great. Annual rainfall of roughly 140 inches is considerably less than that of Ponape and Kusaie, the other high islands in the Eastern Carolines, but higher than that of most of the low islands in the region.

The seasonal wind pattern consists of usually strong northeast trades from November to May, with the southwest monsoon weakly felt in Truk during the summer as variable winds, calms and occasional thunderstorms. Typhoons often originate in the Truk region and travel west. Rarely a strong one forms sufficiently east of the district to produce full typhoon-force winds at Truk.



Within the memory of living men, however, these storms have been catastrophic.

## LANDSCAPE AND VEGETATION

The landscapes of Truk consist of strand forests at the shores, secondary forests (generally man-managed) on the lower and mid-uplands (alternating with grasslands) and remnants of primary forests on the very steep slopes and highest elevations. The strand may be of mangrove, particularly in muddy areas of slight wave effect, or of wild hibiscus and other low trees species. Vines and coarse herbs may dominate, particularly following land abandonment by man. A tall reed of "elephant grass" covers many acres of coastal swampland, particularly along the inner shores of the larger islands. The most abundant secondary forest types consist of breadfruit and coconut, mixed or separate. Strands dominated by these trees are generally rather open, usually with a shrub or grassy understory.

The primary forest remnants on mountain tops and steep slopes include the largest number of endemic species of plants—those of very restricted distribution, often kinds found only in Micronesia, or just in Truk. The tree species are frequently tall with the forest canopy at 100 feet or more and little herbaceous vegetation near the ground.

## GARDEN AND VILLAGES

Gardens are usually small plots, either completely cultivated, or consisting of patches and individual plants near houses, frequently among the important breadfruit and coconuts. Row crops are mostly restricted to hardy, starchy sweet-potatoes, and to a small amount of tapioca. Bananas, including both raw and cooked varieties, sugar cane, squash and papaya are also common. Some farmers grow green beans, Chinese cabbage and cucumbers, but these are small in quantity. Limes are widely planted but not usually numerous; mangoes are quite common on the high islands; and oranges are occasional. Pineapples are found usually in small patches or as scattered plants. Gardens often tend to be inter-mixed, with many plant forms on one piece of land.

The most important subsistence crops are breadfruit (eaten fresh in season and preserved in earth pits for eating out of season) and taros. Pigs and chickens, though common, are not typically part of the daily diet but are reserved for special occasions. Green leafy vegetables are not generally an important food, although there are a number available in some use.

Villages tend to be spread along the shores and lower slopes, with absence of houses where swampiness or steepness of slope prevent house establishments. Thus, most reasonably, dry land near the shores is inhabited, and often one village imperceptibly merges with the next. Some villages, however, are more compact, with areas of residence surrounded by areas without houses on which horticulture or agriculture are practiced. Houses are for the most part of two basic types: modified or unmodified traditional thatched dwellings, with pole frames tied with coconut cord, "sennit," or frame buildings, usually with metal roofs and board or metal walls, fastened with nails. Poured concrete houses or cement block houses are increasingly built, either as single-story buildings, or as two stories, with the upper usually of wood frame with a metal roof.

## HISTORY

It appears likely from geographic distribution of languages and other anthropological evidence that the Trukese preceded the Polynesians who moved eastward through the corridor to the south between Micronesia and Melanesia.

Some elements of traditional history are contained in local island legends, a few of which speak of immigrations from Kusaie. There are, in addition, a fair number of stories concerning inter-island fighting within the Truk lagoon. According to these stories, the people of the coast made war over a long period of time against the arrogant mountain people. Finally the latter fled Truk and occupied nearby atolls such as Satawan and Namoluk. At a later date a few of these returned to Truk.

According to most early authorities, the discovery of Truk is credited to Alvaro Saavedra in 1528. Others, however, think that the islands were not discovered until 1565 by Alonso de Arellano and Lope Martin. The lagoon did not become well-known until the first decade of the nineteenth century, when it was visited by Dublon in 1814. The Russians and the French sent expeditions to the area under Krusenstern, Freycinet, Kotzebue, Duperrey, Lutke, and Dumont d'Urville. Duperrey sailed among the Caroline Islands during the year 1824 and is credited with mapping the lagoon islands of Truk (shown on some early maps as "Hogalu Islands"), thereby making it known to the outside world. Dumont d'Urville was the principal explorer of Truk, reaching the lagoon in 1838.

It appears that during this early period, and for some time thereafter, the Trukese were in contact with Guam and other islands in the Marianas owing to the fact that atoll islanders

to the west of Truk regularly voyaged to Guam and back, taking with them items for trade in return for which they brought back iron and steel implements. The Trukese were thus in possession of iron tools at a very early date.

The period of whaling industry (1830-60) brought more extended foreign contacts, although Truk was affected less than some other islands in the Carolines. It was not until around 1860, when the development of the copra trade stimulated imperialistic penetration, that Truk was greatly affected by foreign influences. The publications of the German investigator, Kubary, who resided in the islands in 1878-79, also helped to awaken interest in the area.

The islands, normally controlled by Spain prior to the Spanish-American War, were administered by Germany from 1899 until the beginning of the First World War, when Japan unofficially took possession. The Germans confined themselves to setting up a trade office on Truk and encouraging the natives to plant more coconut trees for the production of copra. They also abolished warfare and introduced a money economy. It was during this period that the German investigator Kramer worked on Truk from 1906-07, in connection with the Thilenius Southsea Expedition. He produced a large volume on Trukese culture, the first of its kind.

The Japanese have been the most important acculturative factor on Truk prior to the American administration. They were in the area from 1914 until the end of the Second World War, and in relatively large numbers. In 1935 there were approximately 2,000 Japanese on Truk and in 1945 more than 35,000 (including Okinawans). Prior to the war the Japanese invested large sums in the development of a commercial fishing industry. This included a fleet of over 50 power boats and drying installations (producing the Japanese soup base "katsuobushi," dried tuna) on all the major Truk islands. In 1937, the year of highest production, over 1,500 Japanese nationals, mostly Okinawans, were engaged in this industry. The Japanese also encouraged the production of copra on a commercial scale.

Another important acculturative influence, the missions, began on Truk as early as 1879, and as a result the Trukese today are all nominally either Protestant or Catholics.

## THE PEOPLE

### CULTURAL CHARACTERISTICS

The population is divided into a number of matrilineal, exogamous "sibs" which function chiefly in regulating marriage. More important

from a functional viewpoint are matrilineal lineages, the members of which trace common descent in the female line from a remembered ancestress. Lineages were, until recently, localized in villages; they own land, and the members of a lineage (or a descent line within a lineage) from the usual cooperative workgroup. Lineage (district) chiefs constituted the highest political authority in most cases.

Trukese culture must ultimately be understood in terms of a Greater Truk Area, comprising some 15 island groups within a maximal radius of 150 miles from Truk proper. These include Pulap, Puluwat, and Pulusuk to the west; Namonuito, Murilo, and Nomwin to the north; Nama, Losap, and Namoluk (the upper Mortlocks) to the south and east; and beyond these Satawan, Lukunor and Etal (the lower Mortlocks).

Languages throughout the area are mutually intelligible (with the western islands most nearly distinct) and there are close cultural similarities. Gladwin (Gladwin, Thomas and Seymour B. Sarason, *Truk: Man in Paradise*. Viking Fund Publications in Anthropology, No. 20, New York.) stresses the particularly close relationship between Truk and the islands to the north and south, including the fact that these latter trace the origins of their sibs back to Truk. He makes the further significant point that Truk, with Namonuito, Murilo, and Nomwin to the north and Nama, Losap, and the Mortlocks to the south, lies roughly on a line at right angles to the north-east trades, thus facilitating the passage of sailing canoes back and forth among these groups.

The western islands (Puluwat and Pulusuk) lack this advantage, and their voyages to Truk are therefore more hazardous. Although the western islanders still come in to Truk for trading purposes, they do not claim as frequent kinship with the Trukese; their cultural role has been mainly that of intermediary between the Greater Truk Area and the islands of the Western Carolines.

The outer islands are without exception low coral atolls, ecologically distinct from the high volcanic islands of Truk. The close cultural relationships in the Greater Truk Area have undoubtedly been reinforced by these ecological and geographic facts—the difference in raw materials and manufactured goods as between Truk and the surrounding low islands—and the trade and consequent cultural contact engendered by these differences. The extent of this trade in former times was considerable.

From Nama and Losap came fine pandanus sleeping mats; and from these islands and also Puluwat and Pulusuk came coconut fiber ropes and lines. The Mortlock Islands specialized in red

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and white shell beads which were worked into ornaments by the Trukese. Puluwat islanders occasionally sailed into Truk with several canoes, trading one or two, and returning home on the remaining vessels. In all such cases the low islanders of Truk sought such items as red clay, yellow tumeric powder (teik), and tobacco—all scarce or unavailable on the atolls. In addition the islands of Truk specialized in weaving fine skirts and loincloths of banana and hibiscus fibers. These, together with the famed cosmetic, teik, were in great demand throughout the area.

In pre-Japanese times, boats from Nama and Losap regularly put in at one of the eastern Truk islands, in particular Dublon (Tonowas), where there were established trading relationships with kinsmen. These eastern Truk islands in turn served as middleman to the rest of the islands within their lagoons. According to informants, the people of Romanum, Tol, and Udot visited kinsmen on Dublon regularly for the purpose of trading skirts, tobacco, and teik for items brought in from the atolls. The Japanese appear to have capitalized on this pattern, setting up stores on Dublon where they purchased goods from atolls such as Nama and Losap, and maintaining a diesel-powered passenger boat which regularly brought people from the western part of the lagoon into Dublon to trade.

These ties between Truk and the outer islands have also rested on the role of the former as a supplier of food (particularly preserved breadfruit which can be transported long distances) in times of natural disaster such as a typhoon which can destroy the entire breadfruit crop on a low coral atoll.

## LANGUAGE

All the people of the Truk District speak the Trukese language, a branch of the Malayo-Polynesian language family. Each island has its own dialect and it is not difficult to recognize which island a person comes from by the way he speaks. Almost all these dialects are mutually intelligible with the possible exception of those of Puluwat and the Pulusuk Islands, approximately 200 miles to the west of the Truk atoll. Most of the inhabitants of the Truk atoll find it difficult to understand the dialect spoken by the people of these two islands.

## POLITICAL STRUCTURE

### MUNICIPAL GOVERNMENT

Truk District is sub-divided into 38 political sub-divisions. These sub-divisions, or basic politi-

cal units in the Truk District, are called municipalities. A municipality may be an island by itself with its own municipal government or may constitute the combination of several islands into one political unit. For example, the municipality of Moen is composed of three islands: Fano, Pis and Moen.

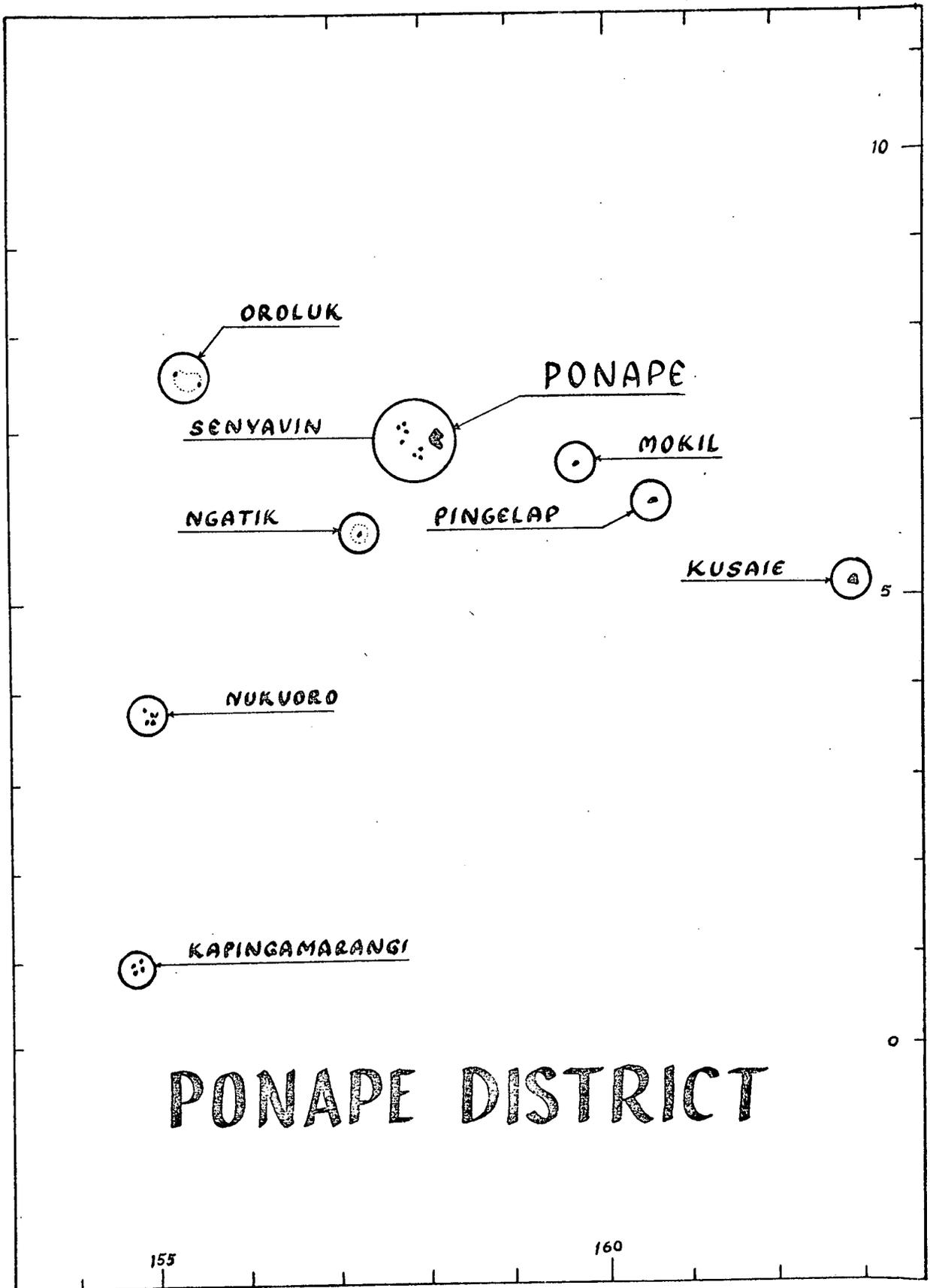
Each of the 38 municipalities is headed by an elected executive whose office function is much like that of a mayor's. Incumbents' titles vary from municipality to municipality. Moen's elected executive is called "mayor" while in the other municipalities, the term "magistrate" is commonly used. The elected executive serves an office term of two years, with the exception of Uman municipality whose magistrates serve a term of three years. All magistrates and/or mayors are responsible to the district administrator for the proper political administration of their own respective area. To carry out the duties of his office, the elected executive is assisted by a municipal council.

Truk District's municipal chartering program was initiated in late 1956, and of the 38 municipalities, nine have been chartered. These are Moen, Dublon, Fefan, Udot, Tol, Polle, Pata, Uman and Nama. Nama is the only outlying island chartered. Though many municipalities have not been chartered, most have had instruction and adult education programs designed to outline the general structure of municipal government under the chartering program. All municipalities have patterned their governments accordingly, adopting particulars which they feel will suit their purpose.

In the smaller un-chartered municipalities, methods of selecting councils vary from appointive to elective. A few municipal councils are comprised of clan leaders, village chiefs, and other prominent village figures. The composition of a municipal council is left much to the discretion of the community. Where the council is elected, members serve a two-year term. Councils for chartered municipalities are elected and duties are designed as for a law-making body.

### TRUK DISTRICT LEGISLATURE

The Truk District Congress was established under the provision of a charter granted Aug. 9, 1957, by the High Commissioner in order to provide a representative legislative body for the people of Truk. On Aug. 7, 1963, the elected representatives of the people of Truk, by two-thirds majority vote, requested that the existing charter be revised with the provision that the people of Truk be given the right to participate through the Truk District Legislature in the government of Truk District.



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The legislative powers of the Truk District are vested in a single house composed of 27 legislators elected every two years. To be eligible for election or appointment, a person must be a citizen of Trust Territory; have resided in Truk District for a three-year period immediately preceding his election; be a resident of his electoral precinct for a period of not less than one year immediately preceding his election; be 23 years of age or over; and never have been convicted of a felony. No person may sit in the legislature who holds an elected public office in the executive branch in a municipality, who holds a judicial office, or who holds a staff position in the district administration.

The Truk District Legislature has legislative powers extending to all rightful subjects of legislation, except that legislation may not be in conflict with laws of the United States applicable to Trust Territory, executive orders of the Secretary of the Interior and the High Commissioner and laws of the Congress of Micronesia.

The regular sessions of the legislature convene in February and August of each year and generally run for a period of from one to two weeks. Special sessions may be called by the district administrator or by one-third vote of the membership.

## PONAPE DISTRICT

### GEOGRAPHICAL DESCRIPTION

Ponape District, which lies in the Eastern Carolines, consists of the two high volcanic islands of Ponape and Kusaie and eight coral atolls. See Figure 10. Ponape is the second largest land mass in Trust Territory, only Babelthuap in the Palaus being larger, while Kusaie ranks fourth in land area among the islands.

Kapingamarangi and Nukuoro atolls, far to the south, are included within Trust Territory and are part of the Ponape District, although their classification is Polynesian rather than Micronesian.

Ponape, seat of the district administration, is a "high island," as also is Kusaie, both rising more than 2,000 feet above sea level at their highest elevations. They lie in an area where they receive the northeast trade winds through most of the year. From November until March, winds increase considerably in strength. Although Ponape is on the edge of the typhoon breeding area, severe storms do not usually occur. Since 1907 there have been only two storms, in 1957 and 1958, which have passed by closely enough to do significant damage.

The two volcanic islands, Ponape and Kusaie, are among the wettest in the Pacific. The fertile

soil and heavy rainfall of Ponape Island results in luxuriant tropical foliage and it has been called "the garden of Micronesia." Kusaie has a mean annual rainfall of 180 inches on parts of its east coast and probably greater precipitation in the interior. The low-lying atolls receive less precipitation, but still have adequate rainfall for vegetation.

### HISTORY

The history of this area is predominantly that of the largest island, Ponape. In prehistoric times the entire island was ruled by the Saudeleurs, a dynasty of island chieftains who resided at Nan Madol, a group of more than 80 partially man-made islands off the southeastern shores of Metalanim (Madolenihmw). Remaining today are imposing ruins of Nan Towas, the "Place of Lofty Walls" and an elaborate temple; Pan Ketira, an island of approximately 20 acres on which the reigning Saudeleur resided and on which were performed the highest ceremonies and rituals of the day; and many others of great archaeological and historical interest. Bases and walls of the ancient ruins were built of enormous natural crystals of basaltic rock, some weighing tons and being as much as 20-odd feet in length. Some walls at Nan Madol rise more than 40 feet.

In early historic times, following the rule of the Saudeleurs, the ancient government was reorganized and Ponape was subdivided into three independent political units—the areas of Metalanim, Kiti, and Uh, plus a fourth area of lesser status, controlled by the ranking chieftain in Metalanim, which now comprises Net and Jokaj (Sokehs). The chieftains in the two lines of "nobility" preserved a pattern of matrilineal marriages, each in the line with the other, thus retaining chiefly prerogatives and attendant material wealth within respective matrilineal clans. Portions of this system persist today, bestowing upon current chiefs some of the social and material benefits which their ancestors claimed. The system provides many of the social and economic controls by which present day society is organized and maintained.

Clan and family organizations from which traditional chieftainships derived have existed on other islands of the district, though not with the political-social-economic complexity of the Ponapean system of nobility and commoners. The people of Kapingamarangi and Nukuoro, for example, follow more nearly the patterns and structure of their Polynesian forbearers. Traditional patterns of Kusaie have been modified since the arrival of missionaries in the mid-nineteenth century and the influence of their teachings for more than 100 years. Mokil and

Pingelap, almost completely depopulated some generations ago by a severe typhoon, have since fallen under the influence of various settlers from whaling and trading ships as well as migrants from other island areas. On Ngatik, after the indigenous male population was massacred by the crew of a visiting British ship, many of the crew settling themselves on the island with the female population, a Ponapean who had accompanied the crew attempted to introduce what he knew of Ponapean political and social organization, with himself as the chieftain or "Nanmwarki." Remnants of this organization and structure exist today.

Protestant missionaries established schools on Kusaie and Ponape in the middle of the nineteenth century. Their influence soon spread to the outer islands. They reduced the indigenous languages to writing, translated portions of the Bible, and trained a portion of the local populace to read and write. Ponapean lay missionaries carried their new teachings to the Mortlocks and Truk, establishing relationships which subsequently influenced migrations of Mortlock people to Ponape following destructive typhoons in the Mortlocks early in this century.

During this period, people of many nationalities came into this area. Generally whalers and traders were disrupting influences, though some did contribute constructively to the islanders' welfare. During the American Civil War, the Confederate cruiser *Shenandoah* caught four New England whalers in Lot Harbor, Metalanim, and burned them to the waterline. For some years, the survivors were dispersed throughout the local population. German traders had long been operating in this area when the Spanish took formal control after a Papal decree in their favor. Among other things, the Spanish built a walled town in the Bay of Ascension (present-day Kolonia.) They dislodged the then-Protestant mission on the shore and substituted Catholic missionaries who succeeded in converting about half of the island population.

Germany purchased and took possession of Ponape following the Spanish-American War of 1898. The former Spanish town was renamed Kolonia by the German governors. This administration had a much more profound influence on social and political organization than did the Spanish. Through a program of land reform, the German administration established private land ownership based on a negotiated agreement between the administration, the populace, and the hereditary chieftains. The Germans also did much to establish the copra economy on a better organized and planned basis throughout the area.

In 1910 the people of Jokaj (Sokehs) rebelled against the German administration following a

disagreement over semi-forced labor on road building, but it was a short-lived revolution quickly put down by German naval forces. During World War I, in accordance with a secret agreement with the British, the Japanese occupied the German-owned islands north of the equator. Following the war, Japan was given mandate of the former German Caroline, Marshall, and Northern Mariana Islands under the League of Nations, and one of the administrative centers was placed in Ponape. Unlike their predecessors, the Japanese actively colonized and exploited the islands for approximately 30 years. While the effects of their administration and colonization are more noticeable on Ponape and Kusaie, their effects on the smaller islands were limited more to trading and other economic activity.

Long unused land areas on the high islands were opened to more intensive cultivation and commercial agricultural production. In Metalanim they built a plant to process manioc flour and tapioca; a sugar refinery completed shortly before World War II to process locally grown cane for export was converted to alcohol production to meet military needs. A town of more than 2,000 Japanese, Koreans, and Okinawans developed in the adjacent Sapwalapw area. Kolonia had a foreign population of more than 3,000. This Japanese-national population group, which outnumbered Ponapeans, was repatriated in 1945-46. On the island of Ponape today, approximately 3,000 of the population of 13,000 are more recent immigrants from other islands of the Carolines, Marshalls and Marianas.

## CULTURAL CHARACTERISTICS

Ponape District has certain cultural characteristics in common with all of Micronesia, but there are enough local differences in economy, social organization, religious beliefs, manners and dress to make it possible to distinguish culture areas. Ponape District, with the exception of the Polynesian-settled islands of Kapingamarangi and Nukuoro, comprises one of these culture areas. Like most Micronesians, the people of Ponape Island are gardeners and fishermen but live in scattered farmsteads or hamlets rather than in villages as found elsewhere in Micronesia. For the district inhabitants as a whole, their degree of orientation to the sea depends upon the type of island upon which they live; the atoll people being far more sea-oriented than the high-islanders.

Within the Ponape District there are two quite distinct racial types. The people of Kapingamarangi and Nukuro are Polynesians, generally taller, heavier, and more hirsute. Micronesians on Ponape, Mokil, Pingelap, Kusaie, and Ngatik are

Generally of shorter stature, more slender, of light brown skin color, with wavy hair (though straight and curly are sometimes seen), occasional Mongolian eyefolds, and relatively sparse beard and body hair.

Extended families or lineages have constituted the basic residential and subsistence units and they hold importance as social and political determinates. Micronesian society on Ponape has been based generally on fixed relationships between groups of people and resources, and on status determined by birth in high-ranking kin groups, rather than by individual effort. Opportunities for ambitious men to gain prominence and prestige do exist, however.

The culture of the Kapingamarangi and Nukuoro people tends in the direction of western Polynesia. They are strongly sea-oriented, being excellent fishermen and sailors. Their social and political life are more closely bound together than that of the Micronesians.

### LANGUAGE

In Ponape District, three distinct languages are spoken: Polynesian, Kusaiean, and Ponapean. The people of Kapingamarangi and Nukuoro speak a western Polynesian dialect with few, if any, Micronesian intrusions. The Kusaiean language is somewhat similar to Marshallese. Ponapean and mutually intelligible dialects thereof are spoken on Ant, Mokil, Ngatik, Pakin, and Pingelap, as well as on Ponape. All of these languages have some common vocabulary and grammatical elements which place them in the Malayo-Polynesian linguistic stock. On Ponape and Kusaie, in particular, is found a highly developed "polite form" of speaking which is used to address members of the high social classes.

The language now spoken on Ngatik is an interesting mixture of English, Ponapean and the form of Ngatikese spoken prior to the massacre of all males on that atoll by a mutinous group from a British vessel in the 1800's.

### POLITICAL STRUCTURE

A native of Ponape Island is born into one of more than 20 clans. His clan is that of his mother, and he may not marry another member of it. The island itself is divided into five formerly independent areas now known as districts, in each of which there are two lines of chiefs which are headed by individuals called "Nanmwarki" and "Naniken" respectively. The districts are subdivided into a number of sections headed by appointees of the principal leaders. These sections are further subdivided into farmsteads occupied by individual households. The rule of the "Nanm-

warki" was formerly absolute and all land in their respective districts belonged to them. In 1912, however, the Germans issued private deeds of land ownership. After the beginning of United States administration, the people of Ponape Island formed a Congress, and a democratic native government began to develop. Deference to and respect for the "Nanmwarki" and other nobles is still expressed, however.

In 1963, the residents of the district and their congress determined, as did other districts of the territory, to establish a unicameral district legislature to take the place of the bicameral district congress. Precincts were defined largely along existing political-geographical municipal boundaries, representation was reapportioned to permit a less unwieldy and more effective legislative body and organization. Elections for new legislators were held in November and December, 1963, prior to convening the first session in January, 1964.

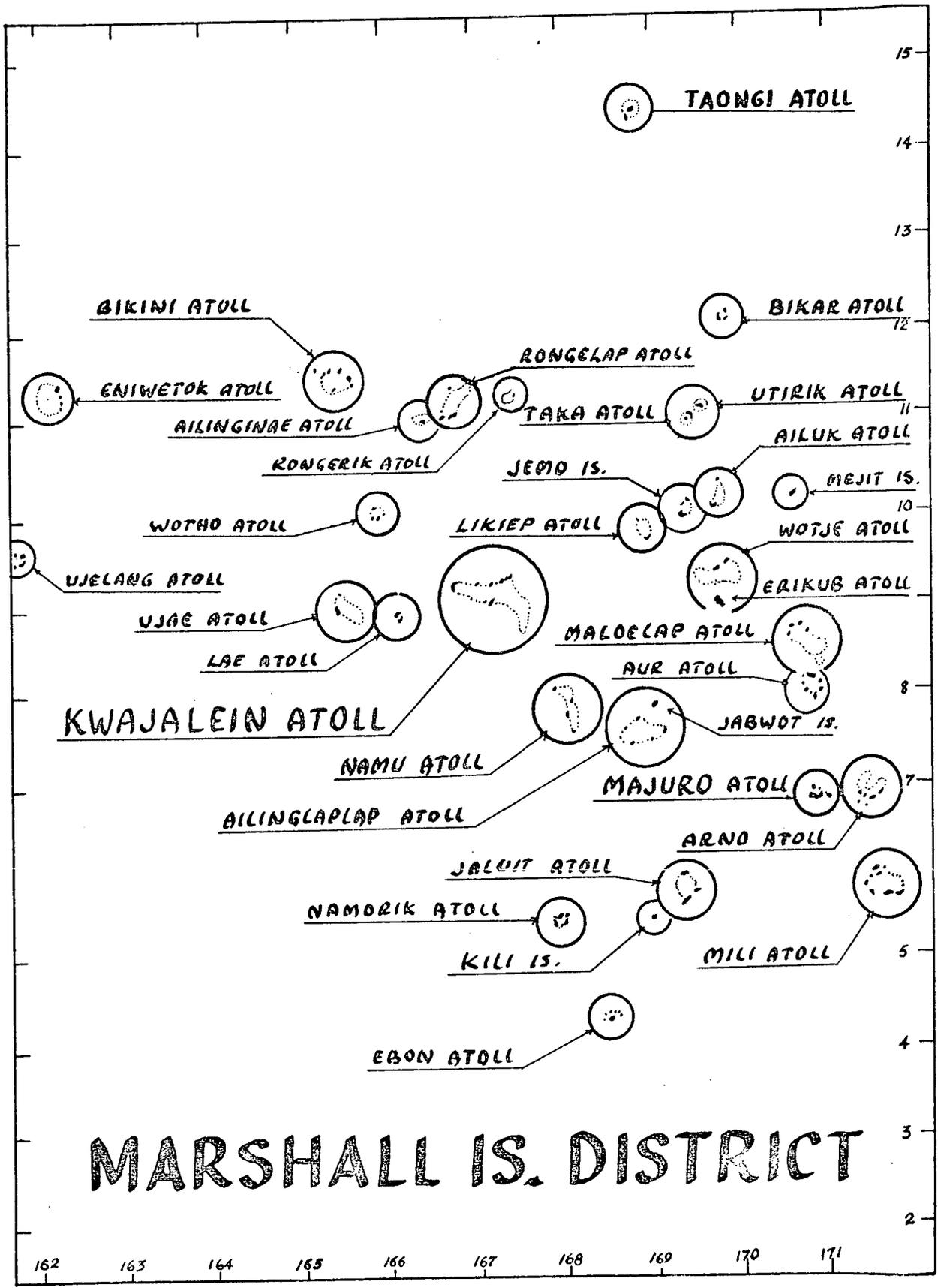
### PACIFIC ISLANDS CENTRAL SCHOOL

In order to provide more specialized teacher training for a selected group of students from Trust Territory, the United States Naval military government established a "Native Teacher Training Program" in Guam in March, 1947. In May, 1947, this school was designated the Marianas Area Teacher Training School (MATTS).

In July, 1947, civil administration replaced military government and the name of the institution was changed to Pacific Islands Teacher Training School (PITTS). During the first year, the PITTS program emphasized English and teacher education to prepare its students for teaching positions in Trust Territory schools. The first class of 25 students graduated from the school in August, 1948.

Also in July, 1947, a six-week summer session was instituted to provide advanced education for graduates and teachers. In addition to the regular staff, several University of Hawaii professors joined the PITTS staff that summer.

In September, 1948, PITTS was moved from Guam to Moen Island, Truk District, where the school could be administered more economically. A major contributing factor to this move was the desire upon the part of the civil administration unit to provide living conditions for students comparable to those on their home islands. In December, 1948, the student body was divided into two groups—juniors and seniors—and the PITTS students organization was organized. The senior group consisted of 23 students who were graduated in May, 1949. This group was the last of the one-year class to receive diplomas.



# MARSHALL IS. DISTRICT

From 1949 to 1952 the two-year course was devoted essentially to teacher training.

A school of communications opened with 29 students in September, 1949. In the fall of 1950, a school of general education was begun and courses planned in business, government and agriculture.

On July 1, 1951, the Trust Territory of the Pacific Islands was transferred from the Navy to the Department of the Interior.

In 1952, the annual conference of district directors of education recommended that the training of teachers be left to each district with PITTS concentrating upon a more general program. A new director of education had been appointed meanwhile, who, with the help of educators at PITTS, developed the general education curriculum to meet the specific needs of Micronesians. The school was renamed Pacific Islands Central School (PICS). The senior class finished its course in teacher training during 1951-52.

In 1956 a partial third year program was added which allowed the upper half of second year students to continue with their education.

PICS moved from Truk to Ponape in 1959 with dedication ceremonies held Oct. 28. At this time it became a full three-year institution, thus completing a full 12-year elementary secondary sequence within the territory. There were 52 graduates of the new school in June, 1960.

In the school year 1965, PICS became the Ponape District High School. Although its students are no longer drawn from all of the districts of Trust Territory (each district now having its own high school), the Micronesian Teacher Education Center promises to continue the inter-district aspect of the school which has been its unique feature throughout the years.

The center was a major addition to the PICS campus when, in the fall of 1962, a post-graduate teacher-education program was prepared under the direction of a staff member of the University of Hawaii Elementary Education Department. The center has now expanded its enrollment and has a faculty of three.

## MARSHALL ISLANDS DISTRICT

### GEOGRAPHICAL DESCRIPTION

The Marshall Islands are a double chain of coral atolls (34 islands and 870 reefs), as shown in Figure 11.

The total land area of the Marshall Islands District is quite small, consisting of only about 70 square miles of dry land area which is distri-

buted over 29 low-lying coral atolls and five low coral islands.

The 34 island units of the Marshalls are scattered over a large area which covers about 180,000 square miles of land and ocean, mostly ocean.

The usual Marshallese atoll is an irregular oval shape, about 25 miles in length. It consists of a coral reef surrounding a lagoon; inside is the island or island group. The Marshall Islands are composed of coral soils which support the population in an average density of approximately 250 persons per square mile.

The more than 1,000 islands are clustered in atoll groups loosely strung out over a strip of the Pacific in two parallel chains running some 800 miles northwest from the vicinity of the equator. The Marshallese have given the two chains the colorful names of "Ratak" (The Sunrise Chain) and "Ralik" (The Sunset Chain). They are roughly some 150 miles apart although the extreme western atoll of the one is 700 miles from the extreme eastern atoll of the other.

The problem of transportation and logistics is apparent when the enormous geographic spread and the physical isolation of the more remote atolls is considered.

### HISTORY

Spanish voyagers discovered the Marshalls in 1592 and claimed them for the Spanish crown. Spain gave them practically no government or supervision for the next 300 years, however, as she was concentrating her efforts on Guam and the Marianas. During this period the legendary pioneers of the Pacific—traders, whalers and missionaries—reached the Marshall Islands. The traders introduced metal tools, cloth, guns and gadgets, which were traded for coconut oil. Visiting whalers and sealers found the atolls a pleasant spot for rest and recreation ashore. The missionaries, while introducing Christianity, made efforts to cushion the impact of western civilization on a stone-age culture. Prominent among these efforts was their development of a written Marshallese language.

Germany took over the area in 1885 since Spanish control was weak. In taking over the islands, the German government set about immediately disarming the natives and establishing law and order. Tribal warfare was abolished, a health and education program was started, and trade and commerce were developed to a comparatively high degree.

Soon after World War I, the Japanese took over the government of the Marshalls under a mandate of the League of Nations. The Japanese, in developing the islands commercially, brought

rapid changes to the life of the people. Their administration ended abruptly in February, 1944, with military occupation of the Marshalls by Allied Forces.

By the time the United States Trust Territory administration had assumed leadership and responsibility, following four different governments within a span of a little over 50 years, the Marshallese people were beginning to regard all government as a temporary change of masters, and their attitude toward the new administrators was apathetic. This has changed, and the Marshallese are cooperative in programs and projects designed to aid them. Like any emerging people with a sense of pride and responsibility, they want a better future for their children.

### THE MARSHALLESE PEOPLE

Although the widely scattered Marshallese are a non-homogeneous group, racially speaking, certain characteristics are shared by most of them, such as dark eyes, thick wavy hair, slight but muscular build, and regular features. The people are included in the general classification of Micronesian. While their racial makeup is believed to be basically Mongoloid, the exact racial components are unknown. The Marshallese population is now on the increase due to better medical care and other factors.

The salient characteristics of the Marshallese personality are dignity and courtesy, kindness and generosity. "Ejoij ke" ("Is he kind?") is usually the first question asked about a newcomer. Although only three generations ago Marshallese warriors were renowned throughout the Pacific for their fighting prowess, today the Marshallese are far from a war-like people.

In common with other primitive groups the Marshallese people did not possess writing ability prior to the advent of the missionaries, and had no written records to indicate their original homes. Chants and legends, handed down from one generation to another, give only hazy clues, narrating sagas of long, arduous voyages from lands beyond the sea.

Those who have taken a canoe trip within an atoll for a relatively short distance can appreciate the hardships of the hazardous and extended voyages which must have been necessary to reach a final destination in the Marshalls. Undoubtedly many lives and canoes were lost. It would be the hardest of the lot who survived, a person able to meet the requirements of life on islands where subsistence was difficult.

The consensus of most authorities today is that the Marshall islanders came from Southeast Asia in succeeding waves of migration, moving

down through the land and island chains of Malaysia to the islands beyond, pushed to the eastward by stronger and more aggressive groups of people.

### LANGUAGE

The Marshallese tongue is a member of the great Malayo-Polynesian family of languages that extends half-way around the world, from Madagascar to the East Indies, up to Formosa then across the Pacific Ocean to include the three great divisions of Oceania—Melanesia, Micronesia and Polynesia.

Although the resemblance of Marshallese to Hawaiian or Indonesian is not too great, Marshallese is closely related to Gilbertese and the numerous languages of the Caroline Islands. Two main dialects prevail in the Marshalls, that of the eastern, or Ratak Chain, and that of the western, or Ralik Chain. Since the differences are slight, they are somewhat mutually intelligible.

### CULTURAL CHARACTERISTICS

Marshallese society is matrilineal with descent traced through the female line. Land rights and clan membership are transmitted by a mother to her children. Everyone inherits land rights. Land is considered to be the most valuable asset to the Marshallese who are dependent on it for their day-to-day existence. The custom of land tenure provides for all eventualities and takes care of the needs of all members of the Marshallese society. No one goes hungry for lack of land from which to draw food. The system is in effect its own social security. Family ties are strong and any relative may call upon another for aid at any time.

### POLITICAL STRUCTURE

The political organization consists of a series of separate municipal governments, called councils, on each atoll, and a district legislature all under the supervision of the district administration at Majuro. Each atoll or community elects its own magistrate and scribe by popular election and nominates the judge for its municipal court. The judge is then appointed by the district administrator after giving due consideration to all nominations made by popular vote.

The magistrate enforces the laws of the communities and acts as presiding official in the local council. The scribe keeps the records of the local council, collects taxes, and makes all disbursements from the local funds. The judge performs his duties as prescribed in the Trust Territory Code.