

EIGHTH DAY

Monday, January 18, 1971

The House of Representatives of the Fourth Congress of Micronesia, First Regular Session, 1971, was called to order at 9:59 a.m., Monday, January 18, 1971.

Speaker Bethwel Henry presided.

A moment of silent prayer was observed.

The Chief Clerk called the roll. Seventeen members were present; Representative Sigrah was excused. There was a quorum present.

Floor Leader Silk moved to suspend reading of the Journal; Representative Paul seconded and the motion carried by voice vote. The Journal of the Fifth Day was adopted.

There were no communications from the High Commissioner.

Floor Leader Silk: Mr. Speaker, we have with us this morning to address the Chamber Dr. Robbins, Professor of Political Science at Tufts University. Dr. Robbins was our first Legislative Counsel for the First Congress when it was created. Since then he has returned to his duties at the University, but nevertheless he keeps contact with us and those of us traveling to Massachusetts have been welcomed in his house. I now introduce Dr. Robbins to the House.

Dr. Robert R. Robbins: "Mr. Speaker, Representative Silk, Honorable Members, Ladies and Gentlemen:

I can think of no other way to begin my remarks than to express to you, Mr. Speaker, in the usual banal fashion my warm appreciation for this honor and to say that I am happy indeed to come back to Micronesia five and one-half years after 'the day to be remembered'--July 12, 1965.

There are many among you, however, both within and outside the Congress, who know that there is very deep feeling behind my remarks. For back in that earlier epoch we lived and worked together for some forty days. We nursed the new-born Congress, caring for the needs of the infant, anxiously waiting and watching for its pulse to become regular as it struggled to overcome an initial problem--a distressing credentials issue.

In this particular setting I have the urge to reminisce for a moment before speaking of matters of the present. Here on this slope of Mt. Tagpochau we became friends and gained confidence in one another by working together. The common purpose was to insure that the momentous step forward at that time would be a solid stretch of paving on the road leading to a full measure of self-government. Certainly one small accomplishment can be noted from which great significance can be extracted. With the spawning of the new legislative branch of government we replaced the letter "a" by the letter "o" in the designation of this section as Capitol Hill of the Headquarters and Housing Area.

Following the completion of my six-months assignment and a month of travel-study to the other five districts, I departed from this salubrious island with mixed feelings of regret and real happiness and many rich memories. The happiness was due to the assurance I received on the day of my departure that the Congress of Micronesia would, without question by July 1966, have a floor under it and a roof over it which it could call its own. I regarded that as a very real and personal triumph brought about by long and discreet lobbying here and beyond with majority endorsement by the membership of both houses of the Congress of Micronesia.

Now we are told by some later arrivals that these provisional buildings are rather awful and unbecoming the dignity of the Congress. While I would go down fighting for the dignity of the Congress and have done so more than once, I would like to express the personal view that these simple and modest buildings are genuine, sincere and prideful products of provisional times and circumstances. I might add that they are in keeping with some theory of modern architecture; namely, that buildings should fit into, not project from the landscape; that buildings insofar as possible should be of local materials and not appear to be something different from what they are; and above all they should be functional. The frames for these buildings, ladies and gentlemen, were scrounged from the boondocks, and who can say that the buildings appear to be more than what they are or are not functional?

While in Saipan five years ago I did not pose as an architect, but I am willing to have it said that I was a scrounger. Nonetheless, I drew up the original projection for this complex of buildings and the Public Works Division rather faithfully reproduced my suggestions on the first blueprints. The present Legislative Counsel has facetiously pointed out to me since my return that I did not take advantage of the splendid panoramic view by properly positioning the rest rooms.

All that I can say in response to that charge is that the plan called for four rather than just three bunk house frames. It showed all the major plumbing concentrated in one area to minimize costs. It called for a snack bar for Carmen and a spacious center pavillion for foregathering. I lobbied for that latter feature suggesting that the central area might also house and display Congressional mementos and that the building complex might later become the nucleus of a museum. You can readily understand that I continue to lobby, and not very subtly, for my own pet ideas whenever an opportunity occurs. Perhaps such a proposal now has a better chance of being realized inasmuch as Micronesia seems to be reaching the stage of the affluent society.

Turning to matters more immediate and grave, I presume that you would expect me to say something about the vexatious issue of future status, now seemingly deadlocked. Fortunately all doors appear to have been left ajar for further negotiation. This is good and hopeful. But I would not be candid if I did not confess that I am confused, worried and only able to blow hot and cold within myself as I ponder the issue of future status. As a political scientist, I'm convinced that no more than two alternatives can be placed before the people at any one time if a workable consensus is to be forthcoming. The Babel here and beyond seems to have reached such intensity that nobody can foresee what the next step should be. A less benevolent administering power which would have forced the issue six to seven years ago would have had a

far easier time of having a decision in its favor or simply unloading its responsibilities for the Territory as has been the case with other trust territories.

While members of the Congress of Micronesia, the shining hopeful symbol of political unity among these islands, have worked hard to develop and expand legislative powers to produce a high degree of responsibility and effectiveness in making known the needs and aspirations of those they represent and have guarded Micronesian interests against outside encroachments, the forces of localism are more apparent and to the fore than they were five years ago. One might simply conclude that this is the natural result of political development of the people and their increased capacity to express themselves. At the same time one can, I believe, be rightfully concerned over what seems to be the disintegrative aspects of the situation. Five years ago, representatives of opposing Palauan political parties joined hands and came to Saipan in support of Micronesian unity. During the first session Chief Petrus Mailo of Truk spoke inspiringly in support of that cause at Tanapag Village. The election results in the Marianas produced strong support for the idea of a single political unity of all the districts. The picture seems to have changed radically since then.

Since leaving the Eastern Coast of the United States shortly after Christmas and traveling to California, Hawaii, Palau, Yap and now Saipan, I have had to turn complete somersaults in my thinking as discussions about the issue of status have occurred enroute. In each place genuinely interested people approach the issue from different vantage points and with different conceptions and misconceptions of the realities.

I have had some experience in the past in living with and learning about the sometimes painful processes within the United States Government concerning territorial affairs and what is necessary to reach policy decisions at the top. In the late spring of 1966 I was called to Washington to report to the Office of Territories and the Under Secretary of the Interior on my assignment with the Congress of Micronesia and the Trust Territory Government. The aide memoire I prepared for those meetings contained no state secrets, but I continue to think it contained some good, though now dated, ideas. Unfortunately, the date scheduled for my Washington visit coincided with the very moment Secretary Udall chose to remove my recent Trust Territory employer and there was an atmosphere of deep regret and no hesitancy in expressing the opinion that sins against the High Commissioner were far graver than any he may have committed after fulfilling five years of faithful service. Furthermore, at that very moment the Under Secretary of the Interior, who had the welfare and advancement of the Trust Territory very close to his heart, was simply beside himself in learning that an Assistant Secretary in the Department of State, quite on his own, had been peddling for six months to other departments his pet idea that the Department of State should take over the administration of the Trust Territory. He also had his own candidate for the office of High Commissioner--a former doctoral student at Tufts University and at that time the Peace Corps Director for the Western Pacific region.

Here in the Trust Territory I have heard the idea blithely expressed that perhaps the Department of State should take over the administration of the Trust Territory. This, some believe, is a very precarious proposal for it could be accomplished by the President in a moment of

absentmindedness by a stroke of the pen. This seems to be a very dangerous idea especially at this late date. I will explain why. The Department of State isn't presently suited to conduct such an operation. It could not support even the idea of a little colonial office within that Department. If, however, Micronesia became independent and maintained a diplomatic mission in Washington, then the rightful channel to the United States Government would be by way of the Department of State. And it should be expected that developing ideas of a U.S. Foreign Service increasingly oriented in the direction of "Development Diplomacy" would have values to share with Micronesia. However, these scattered islands would have to compete with the vast number of other developing nations.

The idea of having the Trust Territory administered by the Department of State now, as suggested by Phillip Quigg in his Foreign Affairs article of April 1969, might be expected to accomplish at least two things: (1) It would doubtless place the Congressional concern and worry about the TTPI in the hands of a different group of U.S. Senators and Congressmen in the committees of Foreign Relations and Foreign Affairs where the business pertaining to the Territory would have difficulty in achieving priority in the face of the daily crises arising within the arena of U.S. Foreign Affairs; (2) it would symbolize a decision to treat the TTPI as wholly external, foreign and hence more distant. In governmental parlance, it could cause quite a 'flap' in Washington. I cannot believe that anybody with any knowledge of the trauma in Washington and out here in Micronesia which marked the decision and period of transfer of administrative responsibility from the Navy to the Interior would think that Micronesians deserve to have to repeat such an experience.

A recent American dimension added to the Micronesian scene in the last five years has been the advent of the Peace Corps with officers and volunteers brought to this area in large numbers applying the saturation principle to accomplish their mission quickly. Operating under the American Flag was a new experience for the Peace Corps, and in that situation, the operational principle of avoiding discussion of politics was quite unnatural. This was particularly so in view of the initial recruitment information they received. The college newspaper advertisement for applicants had as an attention-getter: "There is Trouble in Paradise." Two things were basically misleading: (1) That Micronesia is Paradise, when indeed it is a bewildering "Wonderland"; (2) the implication that the Peace Corps could clear up troubles in a jiffy.

I must hasten to add that when the performance of the Peace Corps in Micronesia is summed up, I believe, that it will be overwhelmingly on the positive side. I was profoundly impressed with the group of volunteers with whom I spent most of a Saturday afternoon in Koror two weeks ago as they discussed with me their ideals, serious purpose and frustrations in seeking to make positive contributions. I have shared with former Chief Justice Edward Furber, whom I have known since the days when Admiral Leon Fiske was the Territory's spokesman in Washington and before the United Nations, his joy and my own satisfaction in seeing the results of the project by Peace Corps lawyers which produced the four volumes to date of the Decisions and Opinions of the High Court since the advent of U.S. Administration. I can appreciate more than anyone else, perhaps, what it means to have the assistance of Peace

Corps lawyers in conducting a session of Congress such as this. But I would ask: Why are not Micronesian political affairs officers from the districts hired for the type of assistant legislative counsel on-the-job-training instituted in 1965? That process seems to have been preliminary to producing some distinguished members of the Congress.

If we turn to the Territory itself, "The Bible for Controversy" is of course The Report of the Political Status Delegation of July 1970. I told the Chairman and Co-Chairman of the Delegation some time ago that I regard that document as a remarkable tool for teaching political science. It brings up for discussion so very many facets and issues of modern government. We could spend the rest of the winter discussing its contents and their implications.

A most interesting aspect of the Report and a basic point of controversy is the interpretation given to the word "compact." We all know that this word is used in many contexts. We prick our wrists and comingle our blood with that of a friend in American Indian fashion thereby forging a compact of blood brotherhood. We recall that the New England forefathers, passengers on the Mayflower I, drew up the well-known compact for their governance. But the compacts best known to us in a present day governmental sense are those based upon Article IV, Sec. 3 of the Constitution of the United States which prevents a state from being dismembered without the consent of both its own legislature and the United States Congress. We have also a compact between the United States Congress and the U.S. citizens of the Commonwealth of Puerto Rico. The essence of these compacts is the mutual protection and safeguarding of the well-being of both parties to the agreement and insurance against quick, arbitrary action on the part of just one of the contracting parties.

I would maintain strongly that the United States has shown itself quite capable of working out new arrangements of government to fit new situations in the modern world. One will search in vain for a more careful and honest and straight-forward application of the principle of self-determination than that which took place between 1948 and 1952 in regard to Puerto Rico. I would hasten to add that that vaunted principle of self-determination is a most troublesome concept because so many people have the idea that it is an absolute right, but for whom?

One could expect the United States Government with strong reason to pause in regard to the arrangement proposed by the Status Delegation which provides no future guarantee of mutual assistance and protection. Hence, I would maintain that what has been proposed is in an historical and practical sense, not a compact at all.

I have been impressed by the President's statement made a year ago in which he pledged to do all in his power to move Micronesia forward--in whatever direction the Micronesians decide. That pledge is paralleled by the High Commissioner's statement on the Status Issue made last month in Honolulu, in which he expressed the hope that the Micronesians and the United States can always remain in some form of partnership and friendship. But he also said that he would go along with the 100,000 Micronesians if they voted for independence. What more can true friends of Micronesia do? I would pose a prior question which Micronesian leaders need to ask themselves and those they represent. Is there a foundation of friendship, goodwill, vital U.S. interest in these

islands and sustained concern for the welfare and advancement of the Micronesians sufficiently broad and solid to take the chance of opting for independence?

Before the decision is made I trust that Micronesians will ponder deeply and consider how future generations in these islands will look upon their decisions and will not sell them short. I hope that responses will not simply be on the emotional plane to shibboleths and slogans such as "good government is no substitute for self-government." A number of you have been exposed to the political wisdom and experience of the ages and ought to know how misleading and inaccurate such slogans can be however dramatically declared.

To those of you who think in terms of returning to the old ways in your artificially-created six districts and looking back to pre-colonial localism for guidance I would suggest advice of the sort given by Queen Mother Bilung of Palau. In intervening to speak in response to recent political disturbance in Koror she said in substance that people must stop and think and realize that they are beyond the harshness of the old ways of doing things.

You know that I speak as just one American in his private capacity. Nonetheless, I have the same sort of worries and concerns we all share as we face the future in our world of swiftly changing technology and values. We are all on the same painful course and the only way lies ahead. It is easier for human beings, despite their differences and frailties, to paddle along together rather than alone.

God save the Polity of Micronesia."

A round of applause followed Dr. Robbins's speech.

Speaker Henry declared a short recess at 10:21 a.m., subject to the call of the Chair.

RECESS

(Representative Sigrah took his seat during the recess.)

The House reconvened at 10:29 a.m. and the Speaker called for the presentation of communications.

COMMUNICATIONS

Senate communications were submitted as follows:

Senate Communication No. 1, regarding Standing Committee list.

Senate Communication No. 2, regarding S.J.R. No. 1, SD1.

The following Departmental Communication was reported:

Departmental Communication No. 2, responding to Public Affairs Liaisons.

The following Miscellaneous Communications were reported:

Miscellaneous Communication No. 2, regarding Resolution No. 25, Ponape District Legislature.

Miscellaneous Communication No. 3, regarding Resolution No. 70(2)-6, Palau Legislature.

Miscellaneous Communication No. 4, regarding Resolution No. 70(2)-5, Palau Legislature.

Miscellaneous Communication No. 5, regarding Resolution No. 70(2)-4, Palau Legislature.

Miscellaneous Communication No. 6, regarding Resolution No. 70(2)-16, Palau Legislature.

-- The Chief Clerk called attention to Referral Sheet No. 2 attached to the Order of the Day and bills were assigned as follows:

H.B. No. 4 Education and Social Matters

To add new subsections to Section 24 of Title 41 of the Code of the Trust Territory to provide for Teacher Training Programs.

H.B. No. 5 Judiciary and Governmental Relations

Making YUTAKA SUZUKI eligible for naturalization as a citizen of the Trust Territory of the Pacific Islands.

H.B. No. 6 Judiciary and Governmental Relations

Making TADASHI J. UEMOTO eligible for naturalization as a citizen of the Trust Territory of the Pacific Islands.

H.B. No. 7 Health Matters

To add a new Section 104, to Title 63 of the Trust Territory Code to provide for immunization against contagious diseases for pupils of schools within the Trust Territory.

H.B. No. 8 Judiciary and Governmental Relations

Adding a new section to Title 43, Chapter 1, of the Trust Territory Code to provide an offense and punishment of an election official who knowingly and wilfully commits or permits any violation of the election laws.

H.B. No. 9 Judiciary and Governmental Relations

To add a new Section to Title 43 Chapter 1 of the Trust Territory Code; to provide penalties for intimidating or bribing a voter, to declare ballots cast under such circumstances void, and for other

purposes, and to amend Section 9 of Title 43 Chapter 1 of the Trust Territory Code.

STANDING COMMITTEE REPORTS

None

Floor Leader Silk stated a report of the Special Credentials Committee had been submitted by Chairman Williander as follows:

Special Committee Report No. 1, regarding Credentials of the Congressmen-elect from Palau District.

INTRODUCTION OF BILLS

The Speaker called for presentation of bills and the following were introduced:

H.B. No. 10 Introduced by: Rep. Henry

To amend paragraph (f), Section 53 of Title 77 of the Trust Territory Code relating to import taxes on distilled alcoholic beverages.

H.B. No. 11 Introduced by: Rep. Paul

To appropriate \$40,000 for the operation and program expenses of the Pohnape Housing Authority.

H.B. No. 12 Introduced by: Rep. Paul

To amend Section 356 of Title 6 of the Trust Territory Code relating to stays of execution.

INTRODUCTION OF RESOLUTIONS

H.R. No. 6 Introduced by: Rep. Samuel

Extending best wishes to the Honorable Joab N. Sigrah on his 39th birthday.

UNFINISHED BUSINESS

None

MISCELLANEOUS BUSINESS

Floor Leader Silk announced that the attire for the Joint Session in the afternoon was coat and tie.

The Speaker declared a short recess at 10:34 a.m., subject to the call of the Chair.

RECESS

The House reconvened at 10:36 a.m. and the Speaker called the House to order.

MISCELLANEOUS BUSINESS

Floor Leader Silk moved for suspension of the Order of the Day so the House could get back to the Resolution Calendar. The motion was seconded by Representative Samuel and carried. Floor Leader Silk moved for suspension of House Rule 7e on duplication. Representative Samuel seconded and the motion to suspend carried. At the request of Representative Setik the Chief Clerk read the title of H.R. No. 6: "Extending best wishes to the Honorable Joab N. Sigrah on his 39th birthday."

Floor Leader Silk moved for the adoption of H.R. No. 6; Representative Samuel seconded and the resolution was unanimously adopted by the House.

(Representative Sigrah--upon call for discussion by the Speaker--moved that action be deferred on the resolution and that the age of 39 should stand corrected as "21.")

ANNOUNCEMENTS

There being no announcements, the Speaker declared the House recessed until the 2:00 p.m. Joint Session to hear the address of the High Commissioner. The House recessed at 10:59 a.m.

SUPPLEMENTAL ORDER OF THE DAY

JOINT SESSION

Pursuant to H.J.R. No. 2 resolving that the two houses of the Congress meet in Joint Session for the purpose of having the Honorable Edward E. Johnston, High Commissioner, give such address or greetings as he may be pleased to make, the Honorable Bethwel Henry, Speaker of the House, called the Joint Session of the Fourth Congress of Micronesia, First Regular Session, January 1971, to order at 2:15 p.m.

Floor Leader Silk escorted the High Commissioner to the rostrum.

At the invitation of the Speaker, Reverend Charles Carr gave the invocation.

Speaker Henry: On behalf of President Amata Kabua and our colleagues and myself, I wish to welcome the wife of the High Commissioner, Mrs. Johnston, to this Joint Session. It is also an honor for the House to have with us the wife of the President of the Senate, Mrs. Kabua, the Honorable Harold W. Burnett, Chief Justice, and Deputy High Commissioner and Mrs. Peter Coleman, as well as all the other honored guests that we have in the Joint Session this afternoon.

At this time I call upon the Honorable Edward E. Johnston to present his message to this Joint Session of Congress.

High Commissioner Johnston: "Mr. Speaker, Mr. President, Mr. Chief Justice, Members of the Congress, other distinguished guests, ladies and gentlemen:

First of all, on behalf of the Executive Branch of the Government of the Trust Territory of the Pacific Islands, may I extend a special

welcome to the newly-elected Members who are now serving their first term in the Congress of Micronesia, and offer sincere congratulations to the re-elected leadership of both houses. We, again, pledge to all of you, both new Members and veteran Members, the full cooperation of our Administration during the time you are in session, as well as in the interim periods between sessions.

May I also say, at the outset of today's remarks, how pleased I am with the spirit of teamwork which has prevailed during these past few months among the members of the Executive Branch. The Deputy High Commissioner, the Executive Officer, all the members of the cabinet and their deputies, have worked together effectively to inspire a spirit of cooperation throughout our governmental structure which has been of benefit to all of us. In order to achieve this situation, we have had to make some changes in personnel -- with the concurrence of this Congress -- but, I believe, we have reached the stage where our programs can move forward with maximum effectiveness.

The spirit of cooperation, on the part of officials in Washington, has continued to be a major factor in Micronesia's progress. We are particularly happy to have been visited recently by Mrs. Elizabeth Farrington, Director of the Office of Territories, who has given us such excellent support in solving some of our most perplexing problems.

In my last address to this Congress, I predicted that the visit by Chairman Aspinall and Congressman Saylor of the United States House of Representatives Committee on Interior and Insular Affairs would be most helpful, and this has certainly been the case. In fact, Chairman Aspinall recently visited us for the second time in less than six months to check on the progress of our various programs and to give us his usual helpful and friendly advice. The United States Congress has continued to show an increased awareness of, and interest in, the affairs of Micronesia, and we should all be thankful for their understanding and assistance.

Possibly uppermost in the minds of many of the Members of this Congress is the question of how we may be affected by the change in Secretaries of the Interior. While all of us appreciate the great personal interest which former Secretary Hickel took in the Trust Territory, I feel that I can safely assure you that Micronesia will continue to move forward if Representative Rogers C. B. Morton is confirmed by the United States Senate as the new Secretary of the Interior. In this respect, I would call to your attention the comments of my predecessor, the Honorable William R. Norwood, who wrote as follows in a letter to the Editor of the Honolulu Advertiser: (and I quote)

"On all occasions when we appeared before the Interior Committee in connection with budget and program proposals Morton showed an interest and understanding of the problems and what appeared to be a genuine and thoughtful concern for their solution.

I am confident, therefore, that while his responsibilities as Secretary will embrace a wide range of programs and needs, his interest in Micronesia will be sustained and he will endeavor to place Micronesia in the administrative perspective the people of these islands deserve." (end quote)

From my personal experience, I would certainly concur in Mr. Norwood's remarks. We are hopeful that the new Secretary will be able to visit us

fairly early in his administration, and we will certainly invite him to do so.

In the interim period, I am equally sure that Acting Secretary Fred J. Russell, Assistant Secretary Harrison Loesch, and others, will continue to give us all support necessary from the Interior Department.

Since the last session of this Congress, we have continued to make progress toward Micronesian involvement in the program planning and budgeting processes. For the first time, District Administrators have provided initial inputs to the program planning cycle for fiscal year 1973. District Legislatures also have participated in this process in order that our plans can be just as responsive as possible to the needs and desires of Micronesians at the local level. The limited resources available to the Trust Territory make it necessary to secure as much agreement as possible on priorities for action at all levels. We cannot finance immediately all that needs to be done, but we can agree on, and work toward, accomplishment of the most urgent of our needs.

I look forward to a continuation of the fine work of your Joint Committee on Program and Budget Planning under the leadership of Congressman Raymond Setik and Senator Bailey Olter. These two members, and others in the Congress, have been of great assistance to the Executive Branch in helping to obtain favorable action on our budget requests in Washington.

The Congress of the United States recently enacted new ceiling legislation for the Trust Territory. Appropriations of \$60 million per year are authorized now for fiscal years 1971 through 1973. We have already received \$50 million for fiscal year 1971 and continue to hope for an additional \$10 million in fiscal year 1971 supplemental funds. We will be asking the United States Congress for approximately \$60 million in 1972. Based on the same ceiling legislation, we intend to seek a further \$60 million in 1973. Our proposed five-year plans for fiscal years 1973 through 1977 will be presented shortly for your consideration. As in the past, I anticipate that you will share with us the responsibility for developing a program plan that is truly responsible to our highest priority needs.

As fiscal year 1970 drew to a close last June, the Government of the Trust Territory was carrying out a total capital improvement program of approximately \$38 million, which included all work-in-progress as of that date. Added to this, during fiscal year 1971, are funds of approximately \$15 million -- which brings the total program up to about \$52 million, as of December 31, 1970.

Should we be successful in obtaining the 1971 supplemental appropriation which we have requested, the construction program will increase by \$9.6 million to about \$60 million total this year and if we are also successful in adding \$20 million in fiscal year 1972, the total program through next year would reach \$80 million -- the largest construction program in the history of the Trust Territory.

We are continuing to utilize local Micronesian organizations and businesses which have the capabilities of carrying out construction

contracts. As of September 30, 1970, more than \$1.7 million in contracts had been awarded to wholly Micronesian-owned firms.

In previous messages to the Congress, we have referred to the inadequacy of our existing airports. This still constitutes a major problem area. We in the Executive Branch feel strongly that we must develop Isley Field on Saipan to at least minimum Federal Aviation Administration standards to replace the present overworked and deteriorating facilities at Kobler Field. Due to the present availability of certain substantial help from other departments of the United States Government, we will ask this session of the Congress to consider upgrading the priority assigned to the development of Isley, particularly in view of the fact that Japan Air Lines is now authorized by the United States Civil Aeronautics Board to fly direct from Japan to Saipan.

To assist us in the orderly development of all of Micronesia's airports, a team of experts from the United States Federal Aviation Administration is in the process of completing a very thorough and comprehensive report. As soon as this report is available, copies will be furnished to the members of this Congress.

One might well say that the year just concluded has been "The year of the Audit" for the Trust Territory of the Pacific Islands. In addition to the effective work of our Internal Auditor, we have been audited by no less than three separate United States Federal agencies. Unfortunately, some of these audits have tended to be more critical, for criticism's sake, than constructive or helpful. Nevertheless, we are well aware of our inadequacies in the field of financial management. We will receive shortly the final product of a financial management plan for the Trust Territory by the audit firm of Peat, Marwick, and Mitchell. We will then ask your assistance and cooperation in implementing this plan and in helping the Executive Branch secure adequate, qualified personnel to make the system work and to remedy the defects which have been pointed out in our various audits.

One of the major points set forth by your Future Political Status Delegation, in its report to the Third Congress, as an interim measure while the future status of Micronesia is being decided, is the suggestion that we make "district administrations more like district governments" in each of our six administrative districts. As you know, a major goal of the Executive Branch during the past eighteen months has been the decentralization of our sprawling and rather complex government in the Trust Territory. In some areas, we have made decided progress -- in others, major problems have arisen. We feel that the time has come to take a good, practical, non-emotional look at the entire picture, and toward this end the Deputy High Commissioner recently appointed a Decentralization Study Committee consisting of Mr. George A. Hoover, Director of Finance; the Honorable Francisco C. Ada, District Administrator of the Mariana Islands; Mr. Clarence Takeuchi, Assistant Special Consultant; Mr. Lawrence K. Anderson of the Public Works Department; and Dr. Raymond Lehrman of the Education Department.

This committee has already submitted a preliminary report, based on input from all six districts, and will soon submit its final report. I can assure you that the report will be made available to this Congress, and that we will wish to discuss it with you in considerable detail.

In my remarks to the members of this distinguished body on July 15, 1970, I made reference to the problems caused to our government by the continuation of the United States Federal Civil Service system in the Government of the Trust Territory of the Pacific Islands. Since that time, many discussions have been held between officials of this government and officials in Washington. I am pleased to report that definite progress has been made, and that I am now in a position to inform you that if this session of the Congress of Micronesia will adopt a revised Trust Territory merit system, along the lines suggested by the Executive in proposed legislation which will be submitted to you, we will be able to discontinue new U.S. Civil Service hirings on March 1, 1971. If this idea meets with your general approval, we will send a key member of our staff to Washington to work out the details of the gradual, complete phase-out of U.S. Civil Service positions.

During this session, our Personnel Department and other members of the staff, will wish to thoroughly discuss with you the implementation of our revised classification plan and pay schedules, which reached the Second Regular Session of the Third Congress too late for adequate consideration. At this point, I would state very firmly that I feel a pay raise for Micronesians throughout our Trust Territory Government is long overdue and must be considered in the early days of this session. We have pledged to seek your approval of a pay raise retroactive to July 1, 1970, and will actively pursue this goal on behalf of our many loyal and hard-working employees.

Time Magazine, in its first issue of 1971, named "the environment" as the "issue of the year" throughout the world in 1970. Here, in Micronesia, inadequate sanitation is our greatest health problem, and the particular word for it now is "pollution." The Department of Health Services has called attention to this by distributing its rather disturbing report documenting the manner in which district center developments -- new developments as well as old ones dating back twenty to fifty years -- are polluting our lagoons. The hazards to health from such pollution are obvious, and we know they will lead to major health problems. But I would point out that the hazards go beyond those of disease production. Pollution, as it now exists, threatens the lagoons themselves, the actual integrity of the reefs, their huge harvest of sea foods. I think it is no exaggeration to say that today's pollution is, the most serious threat we have to the traditional island ways of life.

We are dealing with this threat in the following important ways:

1. During this session of the Congress, the Executive Branch will work with the Congress to create a commission or agency which will relate its efforts to the Federal Environmental Protection Agency recently established by President Nixon.
2. The Department of Health Services has been instructed to immediately establish a continuous system of monitoring the waters of all populated areas and to release this information for our use.
3. The Department of Health Services and the Office of the Attorney General are reviewing all regulations and laws to determine their adequacy in protecting our environment.

4. We have established a policy that before approval can be given to any new construction or new program, an evaluation must be made as to the impact on the environment.

Another matter of great concern to many of our citizens, is the payment of war claims to the people of Micronesia, as agreed to by the Governments of the United States and Japan. Unfortunately, a great deal of misinformation has been circulated recently throughout the Trust Territory concerning the status of both "war claims" and "post-secure claims" legislation. To set the record straight, the current status of this important legislation is as follows:

A bill to provide \$5 million for ex gratia payment of war claims (to match a similar payment by Japan) and \$20 million for post-secure claims was passed by the United States Senate. It was not passed by the U.S. House of Representatives in the session of the U.S. Congress just concluded, and, therefore, must be reintroduced in the new Congress which convenes on January 21, 1971. Although we are still hopeful that this legislation will pass in the relatively near future, we must bear in mind that it would be enabling legislation and that before any money would be paid to Micronesian citizens, two more steps would be required -- (1) actual funding of the authorization, and (2) appointment of a commission to process claims. This will take some time.

Please be assured that, as we have in the past, the Executive Branch of your Government will continue to push for the early passage of war claims' legislation.

In the field of education, the major movement continues in the priority areas of scholarships, teacher training, curriculum, and school construction. I am sure we agree that we still have a long way to go in each of these areas, but that we are making significant progress. The participation in the planning phase of our educational development by district Boards of Education has been very helpful. And the activation of the Territorial Board of Education in the near future should further augment this valuable citizen participation.

Our Department of Education has successfully instituted a pilot program for deaf children, one for the physically handicapped, one for the mildly handicapped, and has conducted special study programs and seminars for administrators and teachers in the problems of this special type of education. The Trust Territory Curriculum Council provided the necessary representation for setting priorities in the all-important area of curriculum development, an area in which there has been a significant increase in Micronesian involvement.

Emphasis on scholarships has continued, and I am pleased to report that for the school year 1970-71 there were 139 government-supported full scholarship students, 70 of whom are in the medical and para-medical fields. In addition to the full scholarship grants, 248 students have been awarded education assistance grants, or partial scholarships.

The appropriation of \$200 thousand by the Congress of Micronesia is financing the education of 57 students, each on a two-year grant.

With additional help from other non-governmental agencies, and those who are putting themselves through school, we have a total of 667 students studying in various trade, technical and professional fields. We expect that at least 50 of these students will complete their studies this year and return to assist in the development of Micronesia.

Our TESL (teaching English as a second language) program continues to be of major importance in the educational system. To strengthen our efforts to preserve our various local languages, through the cooperative efforts of the East-West Center, the Trust Territory Government, the University of Hawaii's Department of Linguistics, and the Pacific and Asian Linguistics Institute, the Micronesian Linguistics Project got underway on July 1, 1970. At the present time, there are 9 Micronesians and 1 Nauruan participating in the Pacific Language Development Project.

We must concentrate, however, on improving the degree of fluency in the English language by our citizens. I would emphasize, at this point, that the teaching of English is in no way an attempt at "brain washing" or "indoctrination," as has been charged recently by some misinformed individuals. In fact, it occurred to me today as I was coming over here to the Congress that the whole program of teaching English in Micronesia is under a Micronesian, Mr. Marcellino Umwech of the Truk District. English is one of the major languages of the world, and by learning it, Micronesian citizens can communicate with Fijians, Samoans, Gilbertese, Nauruans -- in fact, almost every participant in the South Pacific Commission. With a knowledge of English, one can converse with people in almost any major country of the world. The value of this ability to communicate fluently in one of the world's major languages cannot be over-emphasized.

The Transportation Division staff has now expanded from five members to twenty-five, with all of the net increase in personnel being Micronesian citizens. All the U.S. positions have capable Micronesians in training to eventually replace the incumbents. Micronesian trainees have participated in on-the-job training and overseas schooling in such areas of airport, harbor and road-planning, ships' material inspection, transportation system management, aviation system control, airport management, shipyard development and ships' operations. A major effort has been started to increase the number of fully-trained Micronesian seagoing officers from the present dozen to the required one hundred and twenty.

The first significant repair of a Trust Territory ship by Micronesian citizens was carried out in November and December in Palau on the TRUK ISLANDER. The techniques developed, and the confidence gained, by appropriate "shipyard" personnel, through skillful program management, could be followed by a development program that would see much of the above-waterline work on all ten Trust Territory ships performed in Palau during the year 1971. This would save at least \$100 thousand that normally would be spent in Japanese, Korean or Chinese shipyards, and could save even more in future years.

The communications modernization program is well along the road to completion. The new Truk and Ponape stations were commissioned during the past few months and now offer reliable telephone and teleprinter services to worldwide points. The Majuro station is complete, except for final electronic testing. The Yap station will be commissioned in early March. Land problems have delayed construction of the new

facilities in Palau District. Hopefully, these will be resolved in the near future.

Considerable progress has been made toward the upgrading of our outer-island networks. The necessary radio and generating equipment has been procured.

Programs sponsored by the Office of Economic Opportunity have continued throughout Micronesia, and two new programs were introduced during the year. Most significant is the Legal Services program which is now operational. Seven highly-qualified and experienced attorneys have been recruited to provide legal services to Trust Territory citizens. Training of Micronesian public defenders is also a vital goal of this same program. In establishing this program, which the Congress of Micronesia requested in a previous session, we gratefully acknowledge the assistance of the Honorable Frank Carlucci, who has been nominated by President Nixon as Director of the Office of Economic Opportunity, and Mr. Rodger Betts, the Western Regional Director, both of whom have given great personal assistance to our local program.

In a further effort to augment our legal services in the Trust Territory, the Attorney General's office has cooperated with the University of California at Los Angeles in their law interne program. Through this program, students of law, who have completed their first two years, are sent to the Trust Territory to assist the Attorney General's Office in various legal projects. To date, the program has been very successful.

A second new OEO-sponsored program is the establishment of the Territorial Economic Opportunity Office within the Division of Community Development. This office is working to enhance the impact of all six Community Action Agencies now serving the Trust Territory through assistance in coordinating Territorial programs with the work of the Community Action Agencies.

The beginnings of a Territory-wide, low-cost housing program are underway. The United Nations has offered expert technical assistance in the development of a truly effective housing program for Micronesia. Other sources are being explored in an effort to increase our resources for this program. We are particularly hopeful that the program will involve local construction companies to the greatest extent possible.

The resources and development programs today have taken root, and I am pleased to report that substantial progress has been made during the year.

The Trust Territory has marked a new record in export income. Commodity exports, mainly copra, fish, meat and handicrafts, reached \$4.1 million. With the addition of nearly \$1 million from the "invisible" export of tourism, the Territory's total export income for the year topped \$5 million, as compared to \$2.8 million the previous year.

While the Territory's import-export ratio still stands at 4 to 1, continuous effort is being made to balance the economy by stimulating the cultivation of local products.

In encouraging the growth of our economy, our Economic Development Loan Fund has been exhausted. We have been attempting to replenish the fund with an additional \$5 million from the United States Congress. Recent communiques from Washington indicate that \$1 million may soon be forthcoming. With the \$600 thousand EDLF appropriation sought in regular funding for 1972, at the request of the Congress of Micronesia, we can anticipate a total of \$1.6 million in new Economic Development Loan funds.

The opening of the Continental Hotel in Truk occurred in November, and Palau's Continental Hotel is slated to open early this year.

Another important accomplishment was the transfer of government-operated enterprises to Micronesians. The management of the Rai View Inn in Yap and the Royal Palauan Hotel has been shifted, and the Kaselehia Inn in Ponape is in the process of being turned over to private individuals.

Teamwork between the Trust Territory and Guam to promote tourism is most noteworthy. As Micronesia becomes a definite tourist destination in the Western Pacific, development of tourism has been given our utmost effort.

1970 was our first year in implementing the Foreign Investment Act, and we have been somewhat successful. However, more education of district personnel is needed in the procedural, and other, requirements of the Act. It is important that paper work be minimized so as not to discourage potential investors in ventures which would contribute to our economy.

Before leaving the subject of economic development in Micronesia, I would like to comment on the unfortunate remarks which have been made by some non-Micronesians to the effect that certain types of work available to Micronesians are somehow unimportant, or even degrading. Such is certainly not the case.

Many years ago, Benjamin Franklin in his Poor Richard's Almanac said: "A plowman on his legs is higher than a gentleman on his knees." Some years later, in the early twentieth century, Theodore Roosevelt, one of America's most dynamic Presidents, spoke as follows:

"No man needs sympathy because he has to work. Far and away the best prize that life offers is the chance to work hard at work worth doing."

And even more recently, in October, 1970, the native-born Guamanian who became the first elected Governor of the Territory of Guam, the Honorable Carlos G. Camacho, had this to say regarding the dignity of work: (I quote)

"In every kind of work, there is dignity if done in a proper manner. Every type of occupation which contributes to the welfare and the betterment of the community deserves our full respect. No matter what kind of job you do -- whether you do it with your hands, your feet, or your brains -- you are contributing to the good of mankind. After all, we have to labor to make a living, and making a living through honest work is admired by all."
(end quote)

Throughout the world today, many of our most successful leaders in business and government have started at the bottom in seemingly menial tasks, an experience which all of them feel has been helpful to them in later years. In fact, many of you may have read the story recently of a man who started as a hotel bell boy and who now not only directs a major hotel chain, but has been chosen to serve as President of America's largest airline, and he started as a bell boy. Surely, if we are to build Micronesia, we must be willing to work to accomplish our goals, and we must be proud of whatever work we perform.

In my opening remarks to the last regular session of the Third Congress of Micronesia, we were able to report that some certificates of title to land in the Trust Territory had been issued at long last. Considerable progress has been made in the ensuing months, and by the end of September, 1970, we had issued 658 preliminary titles, 262 final titles, and had held preliminary inquiries for more than 1,200 parcels of land.

During the past two years, due to excellent cooperation by the Departments of Interior and Defense, much "military retention land" has been released to the Trust Territory Government. In addition, other military retention areas have been made available for interim use to enhance Micronesian development. We will continue to pursue the firm policy established during this administration, calling for constructive mutual cooperation between the United States military and the Trust Territory Government for the benefit of the people of Micronesia.

During this session of the Congress, the Executive Branch will propose legislation in a number of areas. Two of these seem worthy of special mention:

1. During the past few months, it has become increasingly apparent that we must work together during this session to pass legislation for the control of firearms in the Trust Territory.

2. As the number of vehicles in use in the Trust Territory multiplies and accidents increase accordingly, we have reached the stage where we must seriously consider some form of motor vehicle financial responsibility legislation, and a bill for this purpose will be forwarded to you soon by the Executive Branch.

A major problem still unresolved is the creation of a fair, easily-administered Territorial tax structure. I have asked the members of my staff to again give a top priority to working with the Congress in the hope that we may reach a mutual agreement during this session on the creation of a firm, permanent tax base to strengthen the development of local revenues.

The Executive Branch is cognizant of the need and desire for political education as it relates primarily to the future political status question. The Congress of Micronesia has supported such a program, both through legislation and resolutions. Accordingly, we propose the establishment of a joint committee, with members representing the Legislative and Executive Branches, whose primary function would be to provide program guidance to ensure a dynamic, objective and effective political education program. My staff stands ready to work with your membership in the creation of such a committee, and, if this proposal is to be adopted, I would urge that the committee be appointed and the guidelines drawn before the adjournment of this session.

Peace Corps volunteers continue to play a major part in the overall effort for the betterment of Micronesia, and I feel that the present method of assigning volunteers, insofar as possible, in keeping with the districts' requests, has worked very well.

One of the highlights of the past year was the participation by the High Commissioner and Mrs. Johnston, Speaker Henry, Senator and Mrs. Salii, and Special Consultant Heine in the Fiji Independence ceremonies in October, 1970. During our visit to Fiji, we were able to meet with a number of Micronesian students and to present to the new Prime Minister of Fiji symbolic gifts from each of our six districts. These gifts were truly outstanding, and each of our districts is to be highly commended for the excellence of the workmanship involved.

The ceremonies made a lasting impression on all of us. I am sure that none of us will ever forget the thrill of landing at the Suva airport and seeing the six stars of the Trust Territory flag flying among the flags of other Pacific Territories and some of the world's major nations. Nor will we ever forget the series of songs and dances so beautifully presented by various racial groups -- the ecumenical church service -- the perfectly-executed pageantry with the Prime Minister of Fiji, the Governor General, and His Royal Highness the Prince of Wales, in the reviewing stand. Here, before our eyes, was exhibited a progressive, modern, Pacific island community which has carefully preserved its native culture to an outstanding degree.

Throughout the several days of ceremonies, it was constantly apparent that, while Fijians rejoiced at their new status as a full-fledged member of the British Commonwealth of Nations, at the same time they took great pride in their continuing relationship with, and said "thank you" to, the nation which had so well prepared them for their new status.

In recent weeks, many suggestions have been made concerning additional meetings or negotiations relative to the future political status of Micronesia. I, for one, sincerely hope that the delegations from the United States and the Trust Territory will continue to communicate with each other toward the eventual, mutually satisfactory resolution of the status question. I am sure that this hope is shared by many others.

Once again, it has been both a pleasure and an honor to meet with you today, and I look forward to working with you during what can well be a tremendously productive session of the Congress of Micronesia."

Speaker Henry: Thank you, High Commissioner Johnston, for your message, and the Joint Session will now adjourn sine die.

The Joint Session of the Fourth Congress of Micronesia, First Regular Session, January 1971, adjourned at 3:00 p.m.

Respectfully submitted,

Asterio R. Takesy
Asterio R. Takesy, Chief Clerk
House of Representatives