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COMMANDER IN CHIEF PACIFIC REPRESENTATIVE
GUAM AND THE TRUST TERRITORY OF THE PACIFIC ISLANDS
FPO SAN FRANCISCO 96330

17 July 1973

Dear Ed,

Enclosed are some thoughts that I have with regard to the Civic Action Program in the Trust Territory. I am forwarding them to you at this time to obtain first, your official views on the subject and, secondly, if you see some merit in them, approval to firm up an official position for forwarding up the respective lines of authority to Washington.

I think the enclosed is self-explanatory. If you have any questions regarding this matter I stand ready to visit with you at your desire, or to send Captain Kodis, who has full background in this area, to talk to you and members of your staff.

I would hope that we can get a good handle on this subject within the next month for, as you know, our lead time in "turning off the faucet" is long and time consuming.

Kindest regards,



G. S. MORRISON
Rear Admiral, U.S. Navy

The Honorable Edward E. Johnston
High Commissioner
Trust Territory of the Pacific Islands
Saipan, Mariana Islands 96950

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Subj: Civic Action Program in the TTPI; review of

Ref: (a) Inter-department Support Agreement for the Utilization of U.S. Military Civic Action Teams in the TTPI for FY74

1. Four years have passed since the initiation of the Military Civic Action Teams in the Trust Territory. To summarize, our goal has been to construct worthwhile public facilities and roads for the people of Micronesia, as tasked by the Civic Action Coordinating Committee of the District Legislatures. The basic purpose of this has been to assist the Department of Interior in its socio-economic program in the TTPI by providing a limited construction capability (13 man Military Civic Action Teams) to function as a catalyst to accelerate socio-economic development. The result desired is the continuation of this development once the Team is removed. In prosecuting such a program, the Team provides construction expertise to execute formal vocational and on-the-job training, and limited medical assistance.

2. Throughout this four year period the Trust Territory Government has made significant progress; economic development has accelerated in many areas in the six Trust Territory Districts--to the point that this development is accelerating independently of the Civic Action Teams. In the District Centers, progress in economic development cannot significantly be altered by the Civic Action Teams; it is for this reason that the Teams are being deployed further from these areas. Another way of describing this situation is to say that private capital has significantly increased due to massive Government spending, and has centered itself in the more populated District Centers. Facilities programming by the Trust Territory Government has had time to reach the point where civilian contractors, both local and alien, have entered the scene. The Civic Action Teams are now in conflict with the money interests of these contractors and the Micronesians they employ. Training of Micronesians in construction skills already exists in some Micronesian institutions, and programs are being funded for this training through other of your Trust Territory Departments. This situation has not yet reached the remote outer islands of the Districts. The Civic Action Coordinating Committees and the traditional leaders wholeheartedly desire more progress for the people of the outer islands. It is for this reason that the Civic Action Teams have moved much of their attention and efforts to these outer islands away from the District Center.

3. In reviewing the effectiveness of the Teams, I am pleased to note the progress, accomplishments, and future workload of the Teams in the Yap, Palau, Ponape and Marshalls Districts. The same is not true of the Mariana and Truk Civic Action Teams. A change is needed either in assigned work, the Team composition or, if neither is considered feasible, termination of their existence in these two districts. This situation has existed for some time and has reached the point that it must now be addressed straightforwardly. In the Mariana and Truk Districts the Teams are less effective for the following reasons:

a. In the Marianas District there are only three islands where the Civic Action Team could possibly be used effectively: Rota, population 1,400; Tinian, population 700; and Pagan, population 52. Teams have not worked in Saipan since the beginning of the program, and should not return because of the degree of present economic development. The District Administrator, Marianas District, has no projects proposed for Rota or Tinian and has not accepted the offer of planning assistance by the Civic Action Detachment. In Pagan, the present projects consist of completion of a water distribution system (estimated two weeks work), extension of a runway (beyond the capability of the Team), and lastly, pioneering roads (estimated maximum three months work). Fifty miles away on Agrihan Island there is a proposed project to build a foot bridge, but the requirements of construction have not been determined. In spite of this inadequate workload, but at the direction of the District Administrator, Marianas District, the Civic Action Team Marianas is presently relocating to Pagan Island. The reason that the Civic Action Team has reduced application either to generate its own projects or to accomplish assigned projects is again:

- (1) the Marianas District is too developed economically.
- (2) Schools, dispensaries, and municipal facilities already built have met the needs of the people.
- (3) Projects presently programmed are beyond Team capability and are offered to local and outside contractors.
- (4) Construction skills training has never functioned because nearly 100% of the islanders are employed.
- (5) Operation and maintenance requirements of the District has increased to the point where the Civic Action Team costs to the District is competing for available funds.

b. In the Truk District, money interests of the local legislator/businessmen consider the Team a competitive unit. For this economic reason, and because the need for Civic Action accomplishments were greater outside of the District Center, the Civic Action Team was relocated to Dublon Island in April 1972. Since this time, the Team has constructed roads on Dublon, water catchments on outer islands (two men, three weeks effort), and a large farmers market on Moen Island, the District Center. The latter project occupied two Civic Action Team members eight months; the roads and equipment maintenance four members; leaving a remainder (excluding the Team's Officer in Charge, his assistant, and the corpsman) of four Team members without effective employment. This inefficient use of the Team has been typical in Truk District for an extended period, with no hope for improvement. The reasons for this are enumerated as follows:

- (1) Project funds must get into the hands of the people. The Civic Action Team costs to the District are competing for the available operations and maintenance funds.

(2) The lack of diverse projects has hampered an expanded training program; however, training of equipment operators, mechanics, and some carpenters has not.

(3) Land certification has delayed outer island construction such that the only project assigned to the Team is additions to existing facilities in the form of water catchments or land fill projects.

4. It is proposed that a review of the need for the two Teams in the Mariana and Truk Districts during the next 30 days be conducted.

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