ILPI

In reply refer to: I-7971/74 5 September 1974

MEMORANDUM FOR MR. PHILIP E. BARRINGER, DIRECTOR FMRA/ISA

SUBJECT: Public Lands Policy in Micronesia

You have requested my opinion with respect to a bill proposed by the Congress of Micronesia to transfer public lands from the Trust Territories to legal entitles in the six districts of Micronesia. The bill is very lengthy, and in the time frame afforded me for analysis, it would be impossible to attempt to rewrite the bill or to attempt re-shaping it. However several comments can be made by way of a preliminary overview:

- the bill as drafted is inconsistent with United States objectives on the islands. An analysis of Section 4 indicates that the authority vested in the District Legislatures would afford them a full veto over the use of the lands, or over all claims to use the lands by the United States.
- the report of the Conference Committee of Micronesia, explaining the bill indicates the attitude and intention of the draftsmen. The primary concern in this report is to place the lands entirely and absolutely in the proposed legal entities. The rationale behind this proposal is that the Trusteeship Agreement was not intended to protect United States interests apart from "strategic interests." The retention of lands for the pursuit of such interests is said to be inconsistent with "the obligation of a Trustee," such as the United States.

The answer to this, in brief, is that the legitimate interests of the United States under its Agreement and the United Nations Charter include the claims presently being made concerning the acquisition and use of Micronesian lands - and, to fulfill its strategic objectives such claims are necessary and essential for fulfilling and protecting those interests.

In my view the entire Bill should be rejected, and the procedures proposed in the Compact adopted.

SIGNED

Harry H. Almond, Jr.
Office of Assistant General Counsel
International Affairs

cc:
GC
Master Chron
Circulating
File: ILP-TTPI

## OFFICE OF THE SECRETARY OF DEFENSE

4 September 1974

Memo For Mr. Almond, OGC (IA)

Capt. Smith, ODUSA (IA)

Capt. Smith, ODUSA (IA)
Maj. Gehring, Navy JAG
Mr. B. Allen, SAFGC

SUBJECT: Public Lands Policy in Micronesia

We have been asked to review the attached <u>Congress</u> of <u>Micronesia</u> bill to <u>transfer</u> public lands from the TTPI to legal entities in the six districts. The text of the bill itself is accompanied by a covering report from a Micronesian House-Senate Conference Committee, and by a US position paper on the general subject prepared by Col. Smith of the Office of Micronesian Status Negotiations.

Your views and comments are requested by COB Thursday, 5 September, together with any recommended changes needed to make the bill acceptable from a DoD standpoint.

Philip E. Barringer Director, Foreign Military Rights Affairs (x56386)

Attachments - a/s



## Congress of Micronesia

CAPITOL HILL

SAIPAN

MARIANA ISLANDS

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PRESIDENT Toshko Nakayama

MARIANAS DISTRICT
Olympio T. Borja
Finand DLG, Pangolinan

MAT SHALLS DISTRICT Amata Kabua Mittor I, Kendali

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TRUM DISTRICT Tesiwo Nakayama Andon Amaraseh

YAP DISTRICT

John A. Mangefal

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RE: S.B. NO. 296, S.D.1, H.D.4

The Monorable Tosiwo Nakayama President of the Senate Fifth Congress of Micronesia First Special Session, 1974

and

The Honorable Bethwel Henry Speaker, House of Representatives Fifth Congress of Micronesia First Special Session, 1974

Dear Mr. President and Mr. Speaker:

Your Conference Committee, to which was referred S.B. No. 296, S.D.1, N.D.4, entitled:

l, N.D.4, entitled:

S.B. No. 296, S.D.1, H.D.4, "A BILL FOR AN ACT TO ALLOW
THE TRANSFER AND CONVEYANCE
OF CERTAIN PUBLIC LANDS FROM
THE GOVERNMENT OF THE TRUST
TERRITORY OF THE PACIFIC
ISLANDS TO LEGAL ENTITIES IN
EACH OF THE SIX DISTRICTS; TO
EXPOWER THE HIGH CONMISSIONER
TO TRANSFER AND CONVEY SUCH
LANDS; TO PRESCRIBE CERTAIN
LIMITATIONS, RESERVATIONS,
AND CONDITIONS TO SUCH TRANSFER
AND CONVEYANCES; AND FOR OTHER
PURPOSES.",

begs leave to report as follows:

Senate Standing Committee Report No. 221, and House Standing Cormittee Reports No. 293 and 316 amply set forth the intent and purpose of this bill, and we adopt them here.

Throughout the course of the consideration of this the the Congress of Micronesia, the United States has we are bound by its interpretation of the United Statement on the Return of Public Lands which it issued in

November of 1972. We are not certain that this position is sustainable. There seems to be something hypocritical, something inconsistent with United States responsibilities and obligations toward Micronesia and its people, to contend that the United States can dictate policy like this in the first place. We remind the Administering Authority that, while the Trusteeship Agreement certainly contains language obligating the United States to protect Micronesian interests, it says absolutely nothing about using that agreement to protect its own interests, at least outside of the very limited rights granted to the United States by the "strategic trust" provisions. It also seems to us to be somewhat hypocritical for the Administering Authority to contend, as it has done for twenty-seven years, that it holds Micronesian lands only as trustee for the people, and then to contend that it will return these lands only on its own terms. This is not the obligation of a trustee, a fact of which we helieve the Administering Authority is fully aware.

In the second place, once the United States had agreed in principle to the return of public lands to the people of Micronesia, it also agreed to negotiate the terms and conditions under which these lands would be returned. As a result, at the Seventh Round of political status negotiations, held in Washington, D.C., in November of 1973, the question of the return of public lands was discussed between the two delegations, and negotiated by them. The actual United States position, then, is not what is contained in its Policy Statement—which served only as a working document for the negotiations, in effect,—but rather, what came out of those negotiations. And we believe that it is inconsistent with the principle and spirit of those negotiations for one side—either the United States or Micronesia—to dictate what the results of those negotiations were.

As a result of those negotiations, and of the opportunities which we have had to meet with representatives of the Administering Authority throughout the course of the consideration of this bill, we are convinced that there is absolutely nothing contained in the bill, as it has been amended by the Congress of Micronesia, which would reasonably be said to threaten any legitimate interest either of the United States or of the Trust Territory Government. Thus, if the bill is disapproved

RE: S.B. NO. 296, S.D.1, H.D.4

by a unilateral determination of the Administering Authority that "their" policy has been violated, the Congress should have no choice but to construe such an action as a breach of the good faith under which the negotiations were and are being conducted. The Congress will have made its best effort to accommodate, in good faith, the best interests of the people of Micronesia and the wishes of the Administering Authority.

Many of the amendments offered by the Nouse of Representatives to Senate Bill No. 296 were acceptable to the Senate. Disagreement centered on one area in particular: the question of the return of title to military retention lands in the Mariana Islands District. Your Committee believes that, as is the case with all other public lands, title must be returned to the people. We would point out that the interests of the United States will not in any way be threatered by this provision, since title to the lands concerned will still he subject to the indefinite use rights agreements which the United States negotiated with itself as to our lands. The continued existence of these agreements, which will still remain in force as specifically provided by the bill, will effectively give the United States the lever that it wants to avoid paying an excessive price, and there is no legitimate need to resort to the tactic of retaining title as well to accomplish the same purpose. In any event, the Congress of Micronesia will still retain its responsibility to participate in the negotiations for the leases of military land under the Compact, and the United States may be assured that we intend to grant our agreement only at a price which is neither too high nor too low.

We have also amended the House Draft by providing for Congress of Micronesia approval of any district legislature resolution authorizing the sale, lease, or exchange of any lands by the district entity to the United States. While it is our goal to maximize district control, the nature of the relationship between Micronesia and the United States indicates that the Congress of Micronesia has a clear and important role in this particular class of land transactions.

All of the other amendments made to the bill by your Committee are minor or technical in nature, and we have not discussed them at length; they are all related to amendments made initially by either of the two Houses, and references to each

CONF. COM. REPT. NO.

AUGUST , 1974

RE: S.B. NO. 296, S.D.1, H.D.4

of them can be found in the respective Standing Committee
Reports cited above.

The amendments are listed as follows:

- 1. On page 2, lines 5 through 7, the words "except those lands . . . the public domain" are deleted.
- 2. On page 2, lines 12 through 14, the words "except those lands. . . the public domain" are deleted.
- 3. On page 3, line 2, the words "among its purposes" are deleted, and the words 'as its primary purpose, to which all other powers and duties are subordinate, are inserted in lieu thereof.
- 4. On page 3, line 18, following the word "legislature", the words "subsequently approved by the Congress of Micronesia" are inserted.
- 5. On page 6, line 12, following the word "Government", the words ", as determined by Rosolution of the district legislature; EXCEPT, HOWEVER, the High Commissioner shall have one year prior to passage of title to demonstrate to the district legislature the Government's active use, after which the district legislature may rescind its prior determination" are inserted.
- On page 7, lines 12 and 13, the words ", economic development of that district," are deleted.
- On page 7, line 13, following the word "and", the words "to fulfil" are inserted.
- 8. On page 9, line 2, the words "transferred and" are deleted.
- On page 9, line 4, the words "transfer and" are deleted.
- 10. On page 9, line 5, the words "transferred and" are deleted.

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1974 AUGUST

RE: S.B. NO. 296, S.D.1, H.D.4

- On page 9, line 10 is deleted in its entirety.
- On page 11, line 2, following the word "and", 12. the word "a" is inserted.
- On page 11, line 11, following the word "Purpose", "To" is deleted, and the words "The purpose of this Title is to" are inserted in lieu thereof.
- On page 11, line 13, the words "customary and 14. traditional" are deleted.
- On page 13, lines 17 and 18, the words "a court judgment Land Title Officer:s Determination of Ownership" are deleted, and the words "judgment of a court of competent jurisdiction on the merits of such claim and not on the basis of a prior determination by a Land Title Officer of by any other agency or official prior to the establishment of the Land Commission for the district," are inserted in lieu thereof.

Your Conference Committee is thus in accord with the intent and purpose of Senate Bill No. 296, S.D.1, H.D.4, as amended, and recommends that the bill be adopted by both Houses of the Congress of Micronesia as Senate Eill Mo. 296, S.D.1, H.D.4, C.D.1, attached heréto; and your Committee begs to be discharged.

Respectfully subritted,

rman Co-Cha

Polycarp Basilius, Co-Chairman

Bailey Olter, Member

Herman Q. Guerrero, Member

Resio Moses, Member

John Mangefel, Alember

## AN ACT

To allow the transfer and conveyance of certain public lands from the Government of the Trust Territory of the Pacific Islands to legal entities in each of the six districts; to empower the High Commissioner to transfer and convey such lands; to prescribe certain limitations, reservations, and conditions to such transfers and conveyances; and for other purposes.

## BE IT ENACTED BY THE CONGRESS OF MICRONESIA:

- 1 Section 1. Short Title. This act shall be known as the
- 2 . "Public Land Act of 1974."
- 3 · Section 2. Purpose. The purpose of this act is to provide
- 4 for the return of public lands to the people of Micronesia, who are
- 5 the rightful owners thereof; to authorize and empower each of the
- 6 district legislatures to create or to designate a legal entity or
- 7 entities within its district to hold title to public lands within that
- 8 district in trust for the peoples thereof and to manage, or dispose of the
- 9 same; to authorize and empower each district legislature to enact laws
- 10 providing for the exercise of the power of acquiring land for public
- 11 purposes, and to establish adjudicatory bodies which may utilize traditiona
- 12 means, when desired, for settlement of claims of title to or rights in
- 13 the lands transferred; and to authorize the High Commissioner to convey
- 14 certain public lands within each district to such legal entity or entities
- 15 , Section, 3, Definitions. As used in this act, unless it is
- 16 otherwise provided or the context requires a different construction,
- 17 application or meaning:
- 18 (1)."District" means any of the administrative districts
- 19 of the Trust Territory of the Pacific Islands as described in Section 1,
- 20 Tifle 3, of the Trust Territory Code.
- 21 '... (2) "District Legislature" means any of the chartered district
- 22 legislatures of the Trust Territory of the Pacific Islands.

1	(3) "Public Lands" means:									
2	(a) those lands defined as public lands by Sections									
3	1 and 2, Title 67, of the Trust Territory Code and,									
4	(b) those lands placed under control of the "Alien									
5	Property Custodian" as defined by Section 1, Title 27, of the Trust									
6	Territory Code.									
. 7	(4) "Legal Entity" means any municipal government, district									
8	government, nonprofit corporation, or individual established or designate									
9	by a district legislature to receive and hold title to real property.									
10	Section 4. Authority of District Legislatures. Each district									
11	legislature is hereby empowered to enact laws to:									
12	(1) create or designate a legal entity or entities which									
13	shall have as its primary purpose, to which all other powers and duties									
14	are subordinate, the return of public lands transferred to it under the									
15	authority of this act to the rightful owners thereof, and shall have the									
16	following powers and duties:									
17	(a) to receive and hold title to public lands in trust									
18	for citizens of the Trust Territory,									
19	(b) to administer, manage, and regulate the use of									
20	lands and income arising therefrom in trust for citizens of the Trust									
21	Territory,									
22	(c) to sell, lease, exchange, use, dedicate for public									
2 <b>3</b>	purposes, or make other disposition of such public lands pursuant to the									
24	laws of the district in which the land is located; PROVIDED, HOWEVER,									
25	that the laws of the Trust Territory regarding ownership of land shall									
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apply in connection with any disposition of lands under this paragraph, and PROVIDED FURTHER, that no lands may be sold, leased, exchanged, or in any other way disposed of to the United States or any agency or political subdivision thereof except upon authority specifically granted by resolution of the district legislature, subsequently approved by the Congress of Micronesia. (d) to enter into contracts, sue or be sued, and have such other powers and duties as may be necessary or appropriate to further the purposes of this act, and 10 (e) to negotiate in good faith to meet the land 11 requirements of the United States: 12 (2) establish an adjudicatory body to resolve claims disputes 13 as to titles or rights in land transferred to such legal entity or entities; PROVIDED, HOWEVER, that no such body shall have the authority to 14 15 redetermine any claim or dispute as to right or title to land between parties or their successors or assigns where such claim or dispute has -16 been finally determined by a Land Commission or a court of competent 17 18 jurisdiction on the merits of such claim, and not on the basis of a prior determination by a Land Title Officer or by any other agency or official 19 prior to the establishment of the Land Commission for the district, and 20 all final determinations arising therefrom shall be res judicata; and 21 PROVIDED FURTHER, that a certified copy of all determinations of such 22 23 adjudicatory bodies as to title of lands within a district shall be 24. recorded with the District Registrar and with the Clerk of Courts;

(3) establish procedural rules and regulations for such

25.

- 1 'adjudicatory body which may include use of local, traditional rules not
- 2 in conflict with applicable law; PROVIDED, HOWEVER, that the requirements
- 3 of due process shall be incorporated therein which shall include the
- 4: right to a trial de novo upon appeal to the High Court by any party to a
- 5 dispute involving a claim or right to lands and who has been aggrieved
- 6 by the adjudication of the district adjudicatory body;
- 7 (4) authorize a district legal entity to exercise the
- 8 power of acquiring land for public purposes and to this end, the district
- 9 legislature is authorized to enact laws and establish procedures therefor; and
- 10 . (5) establish a program for homesteading on the land
- 11 transferred to the legal entity or entitles created or designated pursuant
- 12 to this act and authorize such legal entity or entities to administer
- 13 such program.
- 14 Section 5. Authority of the High Commissioner. The High Commissioner
- 15 is authorized and directed to convey, pursuant to the provisions of
- 16 this act, to a district legal entity or entities all right, title and
- 17 interest of the Government of the Trust Territory of the Pacific Islands
- 18 in public lands.
- 19 Section 6. Reservations. Notwithstanding the provisions of
- 20 Section 5 of this act, the High Commissioner shall not convey to a
- 21 district legal entity or entities any right, title or interest to public
- 22 lands in the following categories:
- (1) Public lands actively used by the Covernment
- 24 of the Trust Territory of the Pacific Islands, or by agencies,
- 25 instrumentalities, or political subdivisions thereof, as of the effective

date of this act, PROVIDED, that title to such public lands in a district shall be conveyed to the district's legal entity or entities upon the cessation of active use of such public lands by the Government as determined by Resolution of the district legislature; EXCEPT, HOWEVER, the High Commissioner shall have one year prior to passage of title to demonstrate to the district legislature the Government's active use, after which the district legislature may rescind its prior determination · (2) Public lands specifically determined by the High Commissioner, with concurrence of the district legislature, to be needed for capital improvement projects extending five years from the effective date hereof; 10 PROVIDED, that such public lands in a district shall be transferred to 11 the respective district's legal entity or entities upon the expiration of 12 such five-year period if at such time they are not in active use by the 13 Government, as determined by Resolution of the district legislature; 14 EXCEPT, HOWEVER, the High Commissioner shall have one year prior to 15 passage of title to demonstrate to the district legislature the Government's 16 active use, after which the district legislature may rescind its prior 17 determination; and 18 (3) Public lands as to which there are valid homestead entry 19 permits, or certificates evidencing compliance with such permits, and 20 as to which deeds have not been issued, as of the effective date hereof. Section 7. Limitations. Notwithstanding the provisions of 22 Section 5 of this act, the High Commissioner shall not convey any right, title or interest in public land to any district legal entity or entities

until the district legislature shall enact laws complying with the criteria

of this section as follows: (1) compliance with all provisions of existing leases and land use agreements previously entered into by the Government of the Trust Territory of the Pacific Islands, or its agencies, instrumentalities, or political subdivisions; PROVIDED, HOWEVER, that 5 the Government, its agencies, instrumentalities and political subdivisions may not enter into any lease or use agreement as to public 7 8 lands after the effective date of this act, except leases of such lands to Trust Territory citizens for residential purposes, and to fulfill existing contractual obligations of the Government, without the approval 10 of the district legislature of the district in which such land is located; 11 (2) continued possession of public land occupied at 12 the effective date of this act, with the concurrence of the Covernment of 13 14 the Trust Territory of the Pacific Islands, by tenants at will and tenants by sufferance for a reasonable period of additional years to be 15 determined by the High Commissioner: 16 . 17 (3) receipt of all revenues derived from public lands 18 transferred under this act by a district legal entity or entities upon the conveyance of title to such lands to that district entity or entities, 19 which revenues shall be used and disposed of pursuant to district law 20 21 for public purposes; and (4) all transfers and conveyance to be made subject 22 23 to all valid and existing claims relating to such lands.

Section 3. Time of Transfer and Conveyances. Conveyances of

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rights, titles or interests to public lands under this act to any particular

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- 1 district legal entity or entities shall be made within one hundred and
- 2 twenty days after a district legislature has complied with all the
- 3 applicable provisions of this act.
- Section 9. Compilation of Information. Within ninety days of
- 5 ' the effective date of this act, the High Commissioner shall compile
- 6 and publish, as to each district of the Trust Territory, information
- 7 as to the size and location of each parcel of public land which:
- 8 (1) is retained by the Government pursuant to the provisions
- 9 of Section 6 of this act; and
- 10 (2) is the subject of a lease or land use agreement as
- 11 set forth in Section 7(1) of this act, or of a tenancy at will or by
- 12 sufferance as set forth in Section 7(2) of this act, together with
- 13 the lessee, user, or tenant thereof, and together with a summary
- 14 of the provisions of any agreement, whether written or unwritten,
- 15 concerning such lease, land use, or tenancy; and
- 16 (3) has been conveyed by the High Commissioner pursuant to
- 17 the authority of Section 5 of this act; and
- 18 .... (4) is subject to conveyance under Section 5 and 6
- 19 of this act, but has not been conveyed.
- 20 . .... The publication required by this Section shall be made
- 21 available to the Congress of Micronesia, to each district legislature
- 22 and legal entity, and to the general public, and shall be revised and
- 23 updated not less frequently than once every three months.
- 24 . Section 10. Amendments.
- 25. (1) Chapter 1 of Title 10 of the Trust Territory Code

is repealed in its entirety, and a new Chapter 1 is added to Title 10 to read as follows: "ACQUIRING LAND FOR PUBLIC PURPOSES Chapter 1 GENERAL PROVISIONS - DEFINITIONS Sections Purpose. Power denied private corporations. : Definitions. Section 1. Purpose. The purpose of this Title is to establish procedures 10 to be followed by the Government of the Trust Territory and district 11 governments to exercise their powers to acquire real property for public 12 13 purposes. 14 Section 2. Power denied private corporations. No private corporation except as may be authorized by a district legislature pursuant to 15 the provisions of the Public Land Act of 1974 shall have the right 16 17 to acquire real property for public purposes. 18 Section 3. Definitions. As used in this Chapter, the following terms shall have the meaning set forth below: 19 20 (1) "Acquiring Land for Public Purposes" is the right of the Government of the Trust Territory, or a district government 21 or a district legal entity as may be provided for by district. 22 law in accordance with the Public Land Act of 1974 to acquire. 23 24. private property for public purposes and to appropriate the ownership and possession of such property for such public purposes

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- 2 according to the law. The right may be exercised by the
- 3 Government of the Trust Territory only after a district government
- 4 or a district legal entity has refused to exercise the power, or has
- 5 failed to act upon a request by the High Commissioner to exercise the
- 6 power within one year of the date of such request.
- 7 (2) "Public Purposes" shall be construed to cover
- 8 any purpose determined by the High Commissioner to be a public purpose
- 9 wherein the right to acquiring land for public purposes is sought to
- 10 be exercised by the Government of the Trust Territory of the Pacific
- 11 Islands, or any purpose determined to be a public purpose by a district
- 12 government or a district legal entity as may be appropriate wherein the
- 13 right to acquire land for public purposes is sought to be exercised
- 14 pursuant to district law or the provisions of the Public Land Act of 1974.
- 15 Section 4. Limitation of Power. Prior to exercising the power
- 16 of acquiring land for public purposes the Trust Territory Government,
- 17 or a district government or a district legal entity as may be provided
- 18 for by district law in accordance with the Public Land Act of 1974 shall:
- 19 (1) negotiate in good faith with the land owners for the
- 20 purchase of the real property determined to be necessary for public purposes
- 21 (2) attempt to acquire the real property determined to be
- 22 necessary for public purposes by using the traditional and customary methods
- 23 prevailing in that district."
- 24 (2) The chapter title of Chapter 3 of Title 10 of the
- 25 Trust Territory Code is amended to read as follows:

" Chapter 3.

2 ACQUIRING LAND FOR PUBLIC PURPOSES - PROCEDURE AND PROCEEDINGS"

3. .... (3) Section 112 of Title 67 of the Trust Territory Code

4 is hereby amended to read as follows:

5 ' "Section 112. Conduct of hearings. In conducting hearings,

6 each Land Commission and each land registration team shall be guided by, but

7 'need not conform to, the Trust Territory Rules of Civil Procedures and the

8 Rules of Evidence. Each Commission and each registration team is

9 authorized to consider such evidence as will be helpful in reaching a

10 just decision. Neither a Commission nor a land registration team, however,

11 shall endeavor to redetermine any matter already decided between the same

12 parties or those under whom the present parties claim, by judgment of

13 a court of competent jurisdiction on the merits of such claim and not

14 on the basis of a prior determination by a Land Title Officer or by any

15 other agency or official prior to the establishment of the Land Commission

16 for the district, or a determination made in accordance with the authority

17 provided by Subsections (2) and (3) of Section 4 of the Public Land Act

18 of 1974. All Commissions and land registration teams shall accept such

19 prior determination as binding on such parties without further evidence

20 than the judgment or determination of ownership. All hearings shall be

21 public and every person claiming an interest in land under consideration

22 shall be given an opportunity to be heard. Hearings must be held in the

23 municipality in which the land involved lies and when practicable shall be

24 held in the village in which or near which the land lies. All parties,

25 including any representative (appointed under Section 113 of this Chapter

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or by a court or other proper authority) of a minor or incompetent, may be represented and assisted by counsel." Section 11. Citizenship of district entity. A district entity shall be deemed to be a citizen of the Trust Territory for the purposes of Section 11101 of Title 57 of the Trust Territory Code. Section 12. Powers and duties of Chief of Lands and Surveys. The statutory powers and duties of the Chief of Lands and Surveys shall not extend to public lands transferred to district legal entities pursuant 8 to this act, however the Division shall furnish technical assistance upon 9. request of the district legal entity or entities. 11 Section 13. Effective date. This act shall take effect upon the date of its approval by the High Commissioner or upon its becoming law 12 without such approval, .... 14 15 16 **17** . 1.3 19 Edward E. Johnston 20 High Commissioner Trust Territory of the Pacific Islands **2**J. 2.2 23 24.

25,