

Briefing Materials



74
TRUST TERRITORY
OF THE PACIFIC ISLANDS

B R I E F I N G M A T E R I A L S

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General Description of the Trust Territory

The Trust Territory of the Pacific Islands covers some 3,000,000 square miles of the Western Pacific Ocean just above the equator, ranging from approximately 1 degree to 22 degrees north latitude and 130 to 172 degrees east longitude. The Territory encompasses more than 2,100 islands and islets, lying in three major archipelagoes; the Carolines, the Marshalls and the Marianas. The latter archipelago includes Guam, which is not part of the Trust Territory but is an unincorporated territory of the United States.

The entire area, including the Gilbert Islands which lie to the south of the Marshalls and are not part of the Trust Territory, is often called Micronesia, or the "Tiny Islands." Anthropological evidence and studies indicate that the present Micronesian population probably originated in Southeast Asia and Malaysia.

Resemblances and interrelationships are many. Differences are, however, recognized in customs and in the nine major languages of the Territory. Differences correspond generally to the six administrative districts of the Territory.

Four districts--Palau, Yap, Truk and Ponape--lie within the Caroline archipelago. The Mariana Islands and the Marshall Islands lie in their separate archipelagoes of the same respective names. The Provisional Headquarters of the Trust Territory Administration remains on Saipan, in the Mariana Islands District.

Ponape District, comprising 187 square miles, has the largest land area. The Marianas and Palau Districts are slightly smaller with 182 and 178 square miles respectively. The Marshall Islands District covering 69 square miles, Yap District with 47 square miles and Truk District with 45 square miles, are much smaller.

Climate

Temperatures generally range from the mid-70's to the mid-80's and are relatively uniform. Rainfall is heavy and humidity averages 80 percent. Seasonal changes vary throughout the islands but on most islands there are pronounced wet and dry seasons.

The Islands of the Territory lie in an area of the Western Pacific where major ocean storms both develop and strike. Islands of the Palau, Yap and Marianas Districts were struck by strong typhoons in late 1967. In April, 1968, the disastrous Typhoon Jean struck the Caroline Islands and developed to full intensity as it passed the Marianas, causing an estimated \$16,000,000 in damage. In May, 1971, Truk District was hit by Typhoon Amy, which caused \$4-million in damage. About a year later, Tropical Storm Lola swept through Ponape District, causing damage to homes and food crops with her high winds and storm waves.

Physical Characteristics

The islands of the Territory range in size from substantial volcanic islands to tiny coral islets linking the circular chain of rock and vegetation which forms a coral atoll. Most islands in the Eastern Carolines and the Marshalls are of coral formation.

Remnants of a vast undersea volcanic ridge, stretching southward from Japan along the western perimeter of the Territory, form the Marianas and Western Caroline Islands. The Marianas, exclusive of Guam, are a sizable volcanic archipelago of over 180 square miles of land area of which the island of Saipan comprises 46 square miles. To the east of this archipelago, the Eastern Carolines and all of the Marshall Islands rest on another series of submarine elevations. The largest islands in the Territory are Ebelthusp, Palau District, and Ponape Island, Ponape District. Islands of the Territory vary in height from the approximately six feet of a coral atoll to the 3,166 feet of Agrihan Island in the Marianas.

Flora

Types of vegetation vary considerably from high island to low atoll, although coconut and breadfruit trees are common to both. Coral atolls are particularly characterized by the coconut palm and its related plant associates--breadfruit, pandanus and plants of a shore nature. The high volcanic islands, on the other hand, usually have mangrove swamps on the tidal flats, coconut vegetation on the slopes and mixed forest growth on the uplands.

Fauna

Native land animals are represented in the Territory only by two species of insect eating bats and two species of fruit bats. These animals are not on all islands but do occur on both high islands and atolls. Dogs, pigs and one species of rat were introduced by migrating islanders prior to Western and Oriental contact. Three additional species of rats entered the area after Western and Oriental contact. Sometime after World War II, a species of oriental shrew got into the area and is now found in the Marianas, Truk and the Marshalls. The water buffalo or carabao was introduced to the Marianas from the Philippines by the Spanish and subsequently spread to Ponape and Palau. Horses, cattle, goats and cats were introduced in the post-European contact period. Deer were introduced into the Marianas by the Germans and later carried to Ponape.

Marine and shore birds abound in the area. These include terns, albatross, booby, tropic birds, golden plovers, frigate birds, shearwaters, several species of herons and a cormorant. One species of rare fresh water duck is found in the Marianas and another in Palau. Several species of ducks migrate through the Territory. Resident land birds are of relatively few species, especially on the atolls. Included are various species of flycatchers, warblers, honey eaters, starlings, finches, thrushes, kingfishers, gallinules, rails, doves,

pigeons, parrots, cockatoos, megapodes or mound builders, vireos, swiftlets, owls, hawks, ospreys, bitterns, nighthawks, drongoes and white-eyes. Cuckoos, swallows, falcons and some other species of land birds migrate through the Territory. There are very few species of introduced birds.

Two species of crocodiles (the salt water crocodile and the New Guinea crocodile) are found in Palau. One species of small blind burrowing snake is found on most of the islands in the Territory. Two species of highly venomous sea snakes are found, one in the Marshall Islands and both in Palau. Also, in Palau there is a tree snake, a mangrove snake, a boa and a rare golden burrowing snake. None of these are venomous. A large monitor lizard (up to six feet) is found on many high and low islands. Other lizards, geckoes and skinks of several species are abundant throughout the Territory.

There is a rich marine fauna in the open sea, reefs, lagoons and shore areas. Species of fish include tuna, barracuda, sea bass, sharks, eels, snappers, stone fish, lion fish, flying fish, porcupine fish, gobies, archer fish, flounder, butterfly fish, surgeon fish, trigger fish and many others. Other marine organisms such as starfish, spiny lobsters, crabs, sea cucumbers, octopi, clams, oysters, snails and sea urchins are abundant. Porpoises are abundant but whales are rare. The dugong or sea cow, a marine mammal, is found in Palau but it is rare. Threat of its extinction has brought about district laws for its protection.

More than 7,000 species of insects are known to be in the Territory, of which perhaps 15 percent have been introduced by man. Some 45 percent are found throughout all the islands, while the rest are endemic to specific areas.

Ethnic Background

The people of the Trust Territory are classified as Micronesians, with the exception of about 1,000 inhabitants of the islands of Kapingamarangi and Nukuoro and a scattering of individuals of other racial groups.

Physically, the Micronesians are characterized by medium stature, brown skin, straight to wavy hair, relatively little face and body hair, and rather high cheekbones. People of the Eastern Carolines tend to have stronger Malaysian characteristics than those elsewhere in the region. A true Polynesian type is found in Kapingamarangi and Nukuoro. Today's Chamorro inhabitants of the Mariana Islands differ considerably from the original Chamorro inhabitants whose skeletal remains indicate that they were a large-boned, tall and robust people. A complex blending of several racial elements over a number of generations has produced the Chamorro of today.

The traditional customs differ among the districts as the scattered and isolated islands produced local adaptations and inventions. There has been a basic similarity throughout, however,

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

Language

Great differences in language exist in Micronesia, although each island language has a common Malayo-Polynesian source. Nine major languages, with dialectal variations, are spoken in the Territory: Palauan, Yapese, Chamorro, Ulithi-Woleai, Trukese, Pohnpeian, Kusaiean, Marshallese and Kapingamarangi-Nukuoro. Some linguists add a tenth language, Sonsorolese-Tobian of Southwest Palau. These languages are in everyday use and most people know only the language of their home island. In the islands where there were large Japanese populations and where the Japanese language was stressed in the schools, many of the older people know at least conversational Japanese.

Social Structure

A matrilineal organization was common throughout the area, except in Kapingamarangi and Nukuoro. The basic political unit in the Central Carolines was the local community which consisted of a number of lineages tracing descent from a common female ancestress. Elsewhere organization was more complex. In the prehistoric Marshalls, a number of petty, warring and unstable feudal states arose accompanied by stratification into a number of social classes. An even greater degree of social stratification developed in Kusaie, Palau, Yap and the Marianas. This reached a peak on Yap where five of the original nine distinct social classes are still recognized today. Yap also dominated a loosely organized economic-religious empire which extended far to the east in the Carolines. Extreme competition for social status through a complex system of bestowed titles existed in Pohnpe. Much of the old pattern is still maintained.

Population Movements

Some travel took place in pre-European times between adjacent island population groups in spite of vast distances, social differences, and clan wars. Yap islanders sailed their large canoes to Palau to quarry the famous Yapese stone money from Palauan quarries. Other Yapese canoes regularly plied to and from Guam. Trading voyages were made from the west-central Carolines to the Marianas where Yapese colonies appear to have been located. In the Marshalls,

sailing trips to the islands and atolls were made all through the area as well as to Kusaie. Considerable trading visiting and, very likely, war raiding took place.

After Japanese control of the area, some displacement of local population occurred. The Chamorros and Carolinians on the islands of Saipan and Rota were moved from their original homes to settlements along the margins of the large Japanese communities. During World War II extensive dislocation of the islanders occurred. Wherever possible, the Administering Authority has returned displaced islanders to the places they considered to be home.

History

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

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

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

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

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

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

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

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

JAPAN - In October, 1914, Japanese naval squadrons took possession of the Marshalls, Carolines, and Northern Marianas. On December 17, 1920, the responsibility of administering the islands of Micronesia was formally entrusted to Japan by the League of Nations. In 1922 a Japanese civilian administration established headquarters in Koror, Palau. Six districts were established, although this number was later reduced to three. Japanese citizens were encouraged to colonize the islands to develop them economically, although the development was largely by and for Japan. Naturally, the Japanese controlled the islands politically. In 1935, the islands became dominated by the military policies of Japan and certain parts of the area were fortified. Japan withdrew from the League of Nations in 1935, but continued to send an annual report to the League until 1938.

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

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

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

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

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

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

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

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

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

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

He was succeeded on April 24, 1961, by M.W. Goding, who served the territory as High Commissioner until July 1, 1966, when W.R. Norwood took office. Mr. Norwood's term ended on Mar. 1, 1969 and Martin P. Mangan and Joseph F. Screen served as Acting High Commissioner during the months of March and April respectively. Edward E. Johnston became the sixth civilian High Commissioner in May 1969.

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

TRUST TERRITORY GOVERNMENT

Executive Branch

Executive and administrative authority of the Trust Territory Government and the responsibility for carrying out the International obligations undertaken by the United States under a 1947 Trusteeship Agreement are vested in a High Commissioner appointed by the President of the United States with the advice and consent of the United States Senate.

The Office of the High Commissioner also consists of the Deputy High Commissioner, appointed by the Secretary of the Interior; the Executive Officer; the Special Assistant for District Affairs; the Special Assistant for Legislative Affairs; the Special Consultant; the Program and Budget Officer; the Attorney General; the Auditor; the Disaster Control Officer and Census Coordinator; and the Directors of the Departments of Education, Finance, Health Services, Personnel, Public Affairs, Public Works, Resources and Development, and Transportation and Communications. These officers, performing both staff and line functions, serve collectively to advise the High Commissioner on matters of policy and program, functioning as a de facto "cabinet."

Under the department directors are heads of divisions and specialists who are responsible for the technical direction of their program operations throughout the Trust Territory and for the provision of necessary staff, professional and technical services.

Serving as representatives of the High Commissioner in the six administrative districts of the Marianas, Marshalls, Palau, Ponape, Truk and Yap are district administrators who are responsible for execution of programs and policies as prescribed by the High Commissioner. The district administrators have on their staff technical and professional experts who assist in providing staff, professional and technical services.

Legislative Branch

Legislative authority, previously exercised by the High Commissioner was officially transferred on July 12, 1965, to the 33-member bicameral Congress of Micronesia, established by Interior Secretarial Order 2882, as amended. Secretarial Order 2882 has recently been replaced by Secretarial Order 2918 which incorporated the three branches of the Government in one single Order.

There are 12 Senators, two elected at large from each of the six administrative districts for a term of four years. The House of Representatives has 21 members elected for two year terms from single-member representative districts. The present apportionment of representatives is as follows: Marianas District, 3; Marshalls District, 4; Palau District, 3; Ponape District, 4; Truk District, 5; and Yap District, 2.

Members of the Congress of Micronesia are chosen in biennial elections by secret ballots of citizens of the Trust Territory who are 18 years of age or over.

There is a regular session of the Congress of Micronesia held each year beginning on the second Monday in January, and continuing for 50 consecutive calendar days. The High Commissioner may call a special session whenever he deems it necessary.

Judicial Branch

The judicial branch functions independently from the executive and legislative branches. The high court of the Trust Territory, consisting of an appellate division and a trial division, the district courts, and the community courts are under the administrative direction of the chief justice, who is appointed by the Secretary of the Interior. The chief justice, two associate justices, six district court judges, special judges, and community court judges are responsible for the administration of justice in the Trust Territory.

EXECUTIVE BRANCH OF THE TRUST TERRITORY GOVERNMENT

Johnston, Edward E.	High Commissioner
Coleman, Peter T.	Deputy High Commissioner
(Vacant)	Executive Officer
Schick, Walter H.	Chief Auditor
Oyler, William D.	Program and Budget Officer
Heine, Dwight	Special Consultant to High Commissioner
Mackenzie, J. Boyd	Special Assistant for District Affairs
Craley, N. Neiman, Jr.	Special Assistant for Legislative Affairs
Koshiha, Jonathan	Acting Disaster Control Officer
Stewart, William H.	Census Coordinator
Miyamoto, Richard I.	Attorney General
Ramarui, David	Director of Education
Peterson, Ronald A.	Director of Finance
Kumangai, Dr. Masao	Director of Health Services
Akina, Arthur A., Jr.	Director of Personnel
Yoma, Strik	Director of Public Affairs
Wheeler, James R.	Director of Public Works
Zachary, Wyman X.	Director of Resources and Development
Beadles, Joseph W., Jr.	Director of Transportation and Communications
Ada, Francisco C.	Marianas District Administrator
Akimoto, Dan E.	Deputy District Administrator
DeBrum, Oscar	Marshalls District Administrator
Gilmar, Edmund	Deputy District Administrator
McKay, Raymond J.	Deputy District Administrator
Remengesau, Thomas O.	Palau District Administrator
Remeliik, Haruo I.	Deputy District Administrator
Falcam, Leo A.	Ponape District Administrator
(Vacant)	Deputy District Administrator
Sablan, Juan A.	Truk District Administrator
Danis, Mitaro	Deputy District Administrator
Aguigui, Leonard Q.	Yap District Administrator
Tacheliol, Hilary	Acting Deputy District Administrator

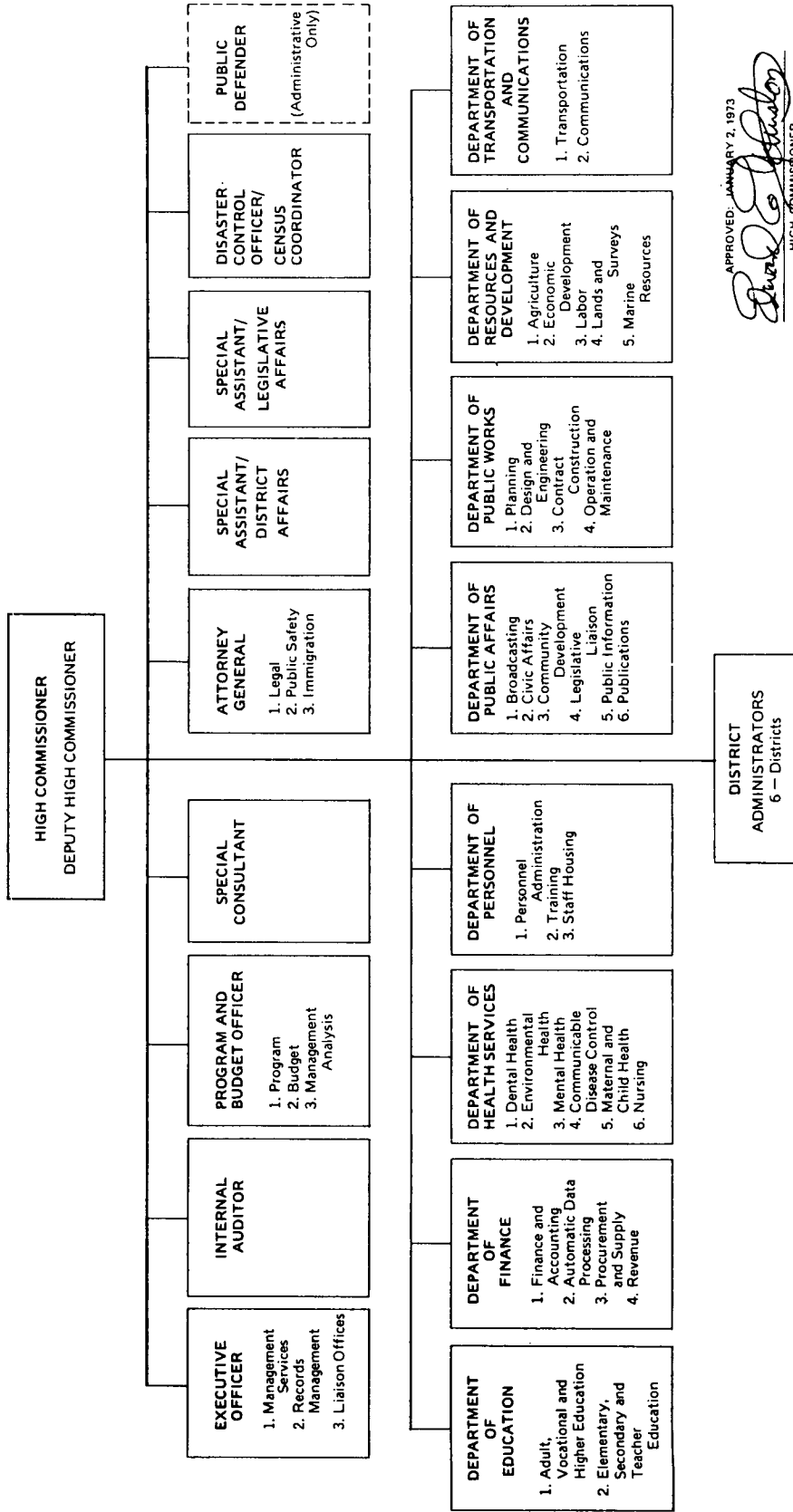
CONGRESS OF MICRONESIA (See page 100)

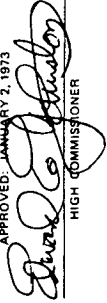
JUDICIARY

Burnett, Harold W.	Chief Justice
Turner, D. Kelly	Associate Justice (Eastern)
Brown, Arvin H., Jr.	Associate Justice (Western)

GOVERNMENT OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

ORGANIZATION OF THE EXECUTIVE BRANCH



APPROVED: JANUARY 2, 1973

 HIGH COMMISSIONER

High Commissioner

The High Commissioner, as the executive head of the Government of the Trust Territory, reports to the President of the United States through the Secretary of the Interior and is responsible for the direction and supervision of all administrative activities of the Government. He is responsible for carrying out the international obligations of the United States with respect to the Trust Territory in accordance with the Trusteeship Agreement between the United States and the Security Council of the United Nations and is also responsible for all United States property in the Trust Territory assigned to and required for the operation of the Government.

The Office of the High Commissioner consists of the High Commissioner, Deputy High Commissioner, Executive Officer, Special Assistant for District Affairs, Special Assistant for Legislative Affairs, the Disaster Control Officer and Census Coordinator, Attorney General, Internal Auditor, Program and Budget Officer, Special Consultant, Public Defender (for administrative purposes only), and Directors of the various Departments. The Office of the High Commissioner performs both line and staff functions in the overall direction of the Executive Branch of the Government of the Trust Territory.

1. Under the overall supervision of the High Commissioner and the Deputy High Commissioner, the Attorney General and Directors exercise direct line authority in their various divisions and offices, and only technical supervision, through the District Administrators, to the Districts in their respective areas of responsibility.
2. The Deputy High Commissioner, Attorney, General, Chiefs of Offices and Directors, serve collectively to advise the High Commissioner on matters of policy and program, functioning as a de facto "cabinet." Attention is given to operating problems as the occasion requires; policies and procedures are discussed and recommendations are made for the consideration and decision by the High Commissioner.

Deputy High Commissioner

The Deputy High Commissioner serves the High Commissioner in a general capacity on all matters pertaining to the administration of the executive branch of the Government. He assists the High Commissioner in the discharge of his duties and in the absence of the latter, performs his functions. He is normally responsible for coordination of matters involving more than one program or administrative area and handles specific administration areas as assigned by the High Commissioner. With the exception of certain matters requiring personal action by the High Commissioner, the Deputy exercises full authority on any matter which comes before him, in accord with established policies, and is responsible for keeping the High Commissioner fully informed of actions taken.

Executive Officer

The Executive Officer is the principal aide to the High Commissioner and serves as a member of his cabinet. During the absence of both the High Commissioner and Deputy High Commissioner from the Trust Territory, he serves as Acting Deputy High Commissioner. In his capacity as the Executive Officer, he is charged with the responsibility and coordination of the day-to-day operation of the Trust Territory Government and advises the High Commissioner on policy matters regarding the overall administration of the Government. He exercises general supervision over the Records/Management Services Office, the Trust Territory Liaison Offices and the Mail & Files Section of the Headquarters organization. Presently, however, the position of the Executive Officer is vacant.

Executive Assistant

The Executive Assistant serves under the direction of the Executive Officer. He is responsible for all administrative work in the Office of the Executive Officer as well as providing administrative support to the Offices of the High Commissioner and Deputy High Commissioner. He exercises direct supervision over the Records/Management Services Office and, with the assistance of the Executive Officer, is directly responsible for the development, monitoring, publication and distribution of releases for the Trust Territory Manual of Administration. He also exercises direct supervision over the Mail and Files Section of the Headquarters organization, which provides a variety of administrative services, including mail and messenger services, sorting and dispatch of all incoming and outgoing mail, operation of the Headquarters motor pool, operation of the Headquarters Xerox machine and providing courier services.

Records/Management Services Office

This Office, headed by a Records/Management Officer, is responsible for the coordination, publication and distribution of other administrative and procedural manuals as established by laws and the Manual of Administration. Its functions relating to records management are the evaluation of records generated and maintained in all Departments of the Trust Territory Government; assisting Departments in developing records and reporting systems that will satisfy their information requirements; reviewing all internal reports for essentiality of purpose, adequacy of information generated, possible overlap and duplication, clarity of reporting instructions, and adequacy of format; developing and maintaining a uniform filing system including the Trust Territory forms management program.

Special Assistant for District Affairs

This office serves the High Commissioner and the Deputy High Commissioner as a point of coordination with headquarters staff in gathering information, analyzing problems and providing recommendations to the High Commissioner toward their solutions in district programs and operations.

The Special Assistant reviews and studies headquarters department goals and program problems and reviews and discusses definitions of functions delegated by headquarters departments and investigates what methods were used to transmit them to the districts.

He studies problems at the district level and recommends appropriate corrective action to be taken by headquarters or districts. He studies decentralization with a view toward program areas where functions have not been properly decentralized or are not being effectively performed. May also recommend re-centralization of certain functions, or replacement of certain personnel, if necessary.

The Special Assistant may also represent the High Commissioner and the Deputy High Commissioner at meetings and conferences concerning district problems. Such meetings may involve U.S. Government Agencies, such as DOD, OEP, HUD, etc., who are providing services and/or administering federal grant programs. He also serves as a point of contact at headquarters for receipt of communications from districts regarding requests for advice and assistance.

The Special Assistant also serves as a contact point at headquarters for Trust Territory liaison office activities. Liaison offices are established in Guam, Okinawa, Kwajalein, and Hawaii to perform coordinating and logistical support services for the headquarters and districts of the Trust Territory. Although the specific functional areas of responsibility vary somewhat from one liaison office to another, they generally include, but are not limited to, transportation, communications, procurement and supply, education and issuance of Trust Territory entry permits. Their logistical support functions are performed through liaison with other federal agencies, local government and private industry.

Special Assistant for Legislative Affairs

The Special Assistant for Legislative Affairs is a member of the High Commissioner's staff whose primary responsibility is to serve as a liaison between the High Commissioner's Office (the Executive Branch) and the Congress of Micronesia. While this function is strictly a staff function, the Special Assistant for Legislative Affairs does advise the High Commissioner and the various departments on matters relating to legislation being considered and/or enacted by the Congress of Micronesia, and in turn, accompanies the High Commissioner when he meets with the Congressional leadership and at other times represents him at these or similar meetings. This office also assists the Division of Legislative Liaison and provides staff work re legislation and resolutions enacted by the six District Legislatures, particularly on matters affecting the laws, regulations, and policies of the Trust Territory Government. The Special Assistant for Legislative Affairs also assists the High Commissioner and his staff on matters relating to the United States Congress and serves in a similar capacity as a representative with other outside legislative bodies. In conjunction with the above, this office works closely with the Department of Public Affairs. The Special Assistant for Legislative Affairs serves as a member of the High Commissioner's "Cabinet" and also from time to time performs the function of a "duty officer".

Office of the Special Consultant

The Special Consultant provides information and assistance to the High Commissioner on matters related to: relocation and resettlement of Micronesians; ethnological and other culture and tradition related problems; historical events in Micronesia that may have implications for management plans and decisions; analysis of legislative proposals and other activities of the Congress of Micronesia; greeting certain VIP and other high officials, including foreign dignitaries, and coordinate local arrangements during their visits. He provides liaison and coordinative functions for the High Commissioner in the following areas: U.S. Federal Programs funded from sources outside the regular Trust Territory budget; Peace Corps; South Pacific Commission; U.S. Military Civic Action Teams; Economic Commission for Asia and the Far East (ECAFE); and matters related to scientific research in Micronesia. He represents the High Commissioner, as appropriate, at Territorial, National and International forums and meetings, and performs other functions as requested by the High Commissioner.

The Office consists of the incumbent and an Assistant. In addition to assisting the Special Consultant in all areas of his responsibility, the Assistant serves as Headquarters Duty Officer to monitor emergency and other high priority messages during weekends and holidays. The Territorial Economic Opportunity Office, the coordinative office for the Trust Territory government for OEO funded activities in the Territory, is presently lodged for administrative support in the Special Consultant's Office.

DISASTER CONTROL OFFICE

On December 31, 1970, President Nixon signed into law the Disaster Relief Act of 1970 (Public Law 91-606). Under the provisions of this Act increased benefits are available to the States and Territories, including the Trust Territory of the Pacific Islands, in the event a natural disaster occurs which is of such proportions as to be beyond the capabilities of the local government to handle, in which instance a "major disaster" is then declared to exist by the President. Under the jurisdiction of the Federal Disaster Assistance Administration (formerly Office of Emergency Preparedness) located within the Department of Housing and Urban Development, programs of immediate assistance and restoration are then implemented which include not only the area of public facilities, but aid to individuals and families. The services of a number of Federal agencies are also made available.

Effective as of July 1, 1971, the Disaster Control Office was established as an integral part of the Office of the High Commissioner with the authority and responsibility for preparing, maintaining, and up-dating the Trust Territory Plan for Disaster Control, Recovery and Assistance to Individuals Suffering Loss as a Result of a Disaster. Up to \$25,000 in matching funds is provided by Public Law 91-606 to maintain and up-date, annually, the existing Territorial Plan. This amount partially funds the cost of the Disaster Control Office, and further enables the office to move in and coordinate preparations for potential disasters, threats of disaster, and meet the immediate needs of a community when a disaster strikes. The office also coordinates with FDAA, Federal agencies, and local forces carrying-out the long range recovery programs; and provides constant liaison with military and other agencies in the Territory on a continuing basis. The staff consists of a Disaster Control Officer, an Administrative Assistant, and secretarial and clerical help.

A Disaster Control Board is established at Headquarters which consists of department heads who, by nature of their organization and functions, are directly concerned in emergency programs. Each of the six districts has a Board, which is headed by a District Administrator who acts as a Disaster Control Officer for his district.

OFFICE OF CENSUS COORDINATION

By Secretarial Order 2918, as amended, the House of Representatives, Congress of Micronesia is required to reapportion its electoral districts in the general election of 1974.

In order that the Congress may be provided with adequate information and data to enable it to carry this out, the High Commissioner by Executive Order established the date of May 15, 1973, for carrying out an off-year Census of the population of the Trust Territory of the Pacific Islands. The Census Coordination Office was established on an interim basis within the Office of the High Commissioner to undertake this Census.

The services of the South Pacific Commission were also called upon, and based upon a review of the objectives and aims of the Census, a Plan was developed in July, 1972, which provided for a program of action commencing in the fall of 1972 leading up to the enumeration of the population in 1973. Provision has also been made for the necessary computerization of the final data and the preparation of provisional data by February, 1974, for the use of the Congress at the Second Session of the Fifth Congress.

In addition, the information will be available to the Legislatures of the six districts for reapportionment of their own electoral subdivisions in accordance with their charters; and up-dated data will be obtained which will have a bearing on various Federal grants affecting program areas such as education, health services, community development and social programs. Much of the data compiled will also form a part of the Annual Report to the United Nations for fiscal year 1974.

PROGRAM AND BUDGET OFFICE

The Program and Budget Office is responsible for long-range program planning, programming resources required in meeting goals established in the planning process, and formulating and executing the annual budget request for funds to implement approved programs.

The Program Division:

1. Organizes, prepares and publishes multi-year operating and capital improvement program and financial plans covering all districts and departments of the Trust Territory Government.
2. Develops Trust Territory programs in intimate coordination and consultation with the Congress of Micronesia Joint Committee on Program and Budget Planning.
3. Prepares analyses of the financial impact of major new programs and assists departments in the development of statistical output measures and other supporting materials used to justify new program proposals.

The Budget Division:

1. Reviews, analyzes and coordinates detailed budget estimates received from the several departments and districts for the ensuing fiscal year.
2. Prepares annual Budget Estimates and Budget Justifications in final form for presentation to the United States Department of the Interior, Office of Management and Budget, and the Congress.
3. Prepares requests for apportionment of appropriated funds and exercises surveillance of approved apportionments.
4. Prepares individual project or activity allotment advices to operating departments or districts in accordance with the current budget plan.
5. Analyzes the course of obligations and expenditures throughout the current year and advises proper authority of fund availability or threatened over-obligation.
6. Prepares a variety of budget, obligation, expenditure and allied reports for the Department, Office of Management and Budget, and the Congress.

The Management Analysis Division:

1. Conducts management surveys and studies including mission-policy reviews, organization and function surveys, methods and procedures surveys, manpower requirement studies, and space and/or equipment studies. These surveys and studies provide information for management and serve as feedback input to the planning and budgeting processes.

OFFICE OF THE ATTORNEY GENERAL

A. Organization and Functions

The Office of the Attorney General is under the supervision and control of the Attorney General. The headquarters legal staff presently consists of six attorneys: the Attorney General, a Deputy Attorney General, Chief of Legal Division, and three Assistant Attorneys General. In addition, there are six district attorneys assigned to the district governments. Of the twelve attorneys, two are Trust Territory citizens.

The Attorney General, assisted by the legal staff, represents the Government of the Trust Territory in all criminal matters and civil actions in which the Government is a party or has any interest. Duties include assisting in drafting and promulgating laws, rules and regulations, executive orders and proclamations. The Attorney General's Office, when requested by the High Commissioner or other officials of the Trust Territory Government, renders opinions on legal questions, and also reviews and approves as to form virtually all contracts to which the Trust Territory Government is a party.

An attorney on the headquarters staff, designated the Registrar of Corporations, receives for filing and processing all documents relating to the formation and dissolution of corporations. He is also responsible for the execution of regulations governing sale of securities, credit unions and cooperative associations.

The District Attorneys, on behalf of the Attorney General, prosecute criminal cases and conduct trial work of civil matters in which the Government is a party. They also advise the District Administrator and his staff.

The Attorney General is the Security Officer of the Trust Territory. He supervises the administration and operation of the Division of Public Safety which renders technical supervision over the administration, training and operations of the Micronesia Police and firemen in all of the six districts. The division is staffed with the Superintendent of Public Safety, a fire protection specialist, a juvenile and detention specialist and two training officers. All except one are Micronesians.

The Superintendent is also the Director of the Public Safety Academy which conducts recruit, supervisory and command training for police officers and offers training for firemen and police juvenile officers.

The Attorney General also supervises the Immigration Division. Chief of Immigration, who heads this division, monitors the enforcement of laws pertaining to nationality, emigration and immigration and controls the issuance of passports and entry permits. All of the personnel of this division are Micronesians.

The Attorney General exercises overall responsibility for the administration of all contracts awarded in the Trust Territory.

He is the Alien Property Custodian of real properties formerly owned by the Japanese and by the Japanese Government.

B. Current Activities

This office is cooperating with UCLA (University of California at Los Angeles) Law School in their law intern program which provides two law students to work in the Attorney General's Office on specified projects.

DEPARTMENT OF EDUCATION

The Office of the Director of Education provides general policy and guidance to the Department of Education. The Director is responsible to the High Commissioner for organizing, planning, directing and coordinating all public education programs in the Territory.

Department of Education

Particularly noteworthy is the continuing participation of the Territory in the various U.S. Federal Educational Acts and the application of new Titles and subsidiary programs to the Territory. Innovative and imaginative new programs in curricula design, teacher education, library services, staff upgrading and manpower training are made possible by the judicious use of funds available to the Territory from the United States under the various Education and Labor Acts.

The Department consists of the Headquarters Education Office, six District Education Offices, Micronesian Occupational Center, Micronesian Maritime Center, and the Community College of Micronesia. The Headquarters Office serves in a dual function - it serves in some respects as a state department of public instruction, and in some instances as the head of a school district, for in some matters it exercises direct control over district operations. The six district offices operate, in general, as local school districts in that they have immediate responsibility for the day-to-day operation of the schools and programs in the districts, but in other instances operate as regional offices under the direct supervision of the Headquarters Office. The Department presently consists of three divisions namely for Adult, Vocational and Higher Education, Elementary and Secondary Education, and Administrative Services. Planning calls for a reorganization into the Division of Elementary and Secondary, the Division of Adult, Continuing and Higher Education, and the Division of Administration and the Office of Program, Planning, Research and Evaluation.

In order to evaluate adequately where Education in the Trust Territory is today one must consider some recent history. Up to 1962 all district elementary schools were primarily taught in the local language. No district had a public school beyond the ninth grade. Only one territory-wide public high school operated in the Territory - the Pacific Islands Central School

in Ponape, which enrolled less than 200 students. Less than twenty teachers or administrators had college degrees in education and nearly all of these were Americans. The entire education budget amounted to less than \$600,000 for an enrollment of 13,500; a mere \$43.00 per school child for all educational purposes was expended.

During the 1973-74 school year the Trust Territory has approximately 31,000 pupils enrolled in elementary schools, including over 3,000 in privately sponsored elementary schools. Not included in these figures are 971 children enrolled in public kindergarten and headstart programs. The 15 public secondary schools have a total enrollment of 5,739 students, while about 1,720 students were enrolled in 13 private secondary schools. (These totals include some students enrolled in post-elementary classes in junior high schools.)

1973-74 marks the ninth year of an organized, progression-oriented Territory-wide English program; for some elementary school students, it marks the final year of the oral English **skills building series that form the basis for the Trust Territory English program.** While expatriates, both contract and Peace Corps Volunteers, still serve in supervisory and training capacities, the elementary school English program is essentially the province of the Micronesian English teacher, virtually all of whom have undergone TESL training, some having served as trainers themselves of other Micronesian teachers and new expatriate teachers. By the end of the 1972 school year, 33 Micronesians were trained in TESL abroad, either in Hawaii, Fiji, or Papua and New Guinea. The fairly complete implementation of the English program has prepared the way for development and implementation of a wider language program one involving the major vernacular of Micronesia, a true bilingual program which will ultimately undergird all curricular materials as well as the development of teacher training and education.

The Trust Territory Department of Education's responsibility is not just to operate a school system in the usually accepted sense of elementary and secondary schools. In Micronesia virtually every child comes to school speaking a language other than English. He must be taught English. Educational materials must be produced and adapted to the special needs of Micronesian children. Special curricula must be developed and an extensive occupational training effort is required. All these activities must take place notwithstanding a vast geographical spread, diverse cultures, and inadequate

transportation and communication facilities. It is obvious that the Department of Education cannot operate a school system in the typical American manner.

The Department of Education has yet to reach all the goals that have been established to:

1. Develop a curriculum and instructional materials comparable to those found in the United States but adapted to the socio-economic background of Micronesia and its future development.
2. Develop a competent and trained indigenous staff to completely staff the school system;
3. Construct physical plants appropriate to the conditions found in Micronesia;
4. Provide secondary school level and post high school training in trade, technical and professional skills within the Territory for all qualified students; and
5. Provide comprehensive basic adult education programs.

With this as a guide, we plan to strengthen the educational program in the following ways:

1. Continue major stress on the teaching of English at all levels. This teaching will be done with supervision by professional English language specialists, trained Micronesians, Peace Corps Volunteers, and contract teachers;
2. Continue and develop Micronesian teacher training efforts which will give qualified high school graduates an intensive two year training program designed better to fit Micronesians to teach in the elementary schools. Additional training will be provided through the scholarship program for those seeking college degrees. One year vocational education teacher training programs are operated at the Micronesian Occupational Center and Ponape Agriculture and Trade School.
3. Further develop in-service one-year teacher training programs within each district to upgrade the capabilities of our current staff of Micronesian elementary teachers;

4. Greatly expand the opportunity for in-territory occupational and vocational training. This training will be centered primarily at Micronesian Occupational Center at Palau while regular high school pre-vocational and vocational programs will be strengthened too. The training will be designed to meet the manpower needs described by various reports such as the Stanford Research Institute Report, the Trust Territory Manpower Advisory Council recommendations and the recent HEW Report.
5. Place increased emphasis upon supervision and curriculum development in all areas in order that we make major improvements in our elementary and secondary programs. Included in this program will be improvement of our evaluation and guidance procedures so that we may more adequately assist young Micronesians to find employment;
6. Continue with increased emphasis and greater direct local participation, a construction program which will provide classroom space for all children seeking an education through the 12th grade.

We anticipate continued improvement in the Territorial Education Program. As new techniques are developed they will be placed in use. Experimentation and innovation will be encouraged. Most of all Micronesians will participate, increasingly, in the decision-making process which affects the educational future of their children.

The Micronesian Occupational Center, located in Koror, Palau, is a residential area vocational school serving post-secondary, secondary and adult students from all districts of Micronesia. A student body of 250 is taught by a specialized staff. MOC furnished to each district a vocational education coordinator who coordinates pre-vocational and vocational education, job placement and manpower training at MOC include air-conditioning and refrigeration, appliance repair, electricity, automotive, heavy equipment and small engine mechanics, construction (masonry, carpentry, cabinetry, drafting, etc.), food service (cooking, baking, snack-bar operation, waiter/waitress training, etc.), welding and seamstress. Interdepartmental training is done in cooperation with other agencies: dental nursing with the Civil Action Team in Palau and surveying with the Division of Land Management.

The Micronesian Maritime Center in Dublon, Truk, is a residential seamanship Training Center serving students from each district. Twenty different students are trained every six months to join the merchant fleets operating in the Micronesian waters. The students are mostly from outer islands and receive instruction leading them towards an Able Seaman's license.

The Community College of Micronesia located in Kolonia, Ponape, (CCM) currently offers an Associate in Science Degree to students who have completed a two-year, on-campus program in Elementary Education. In 1971, CCM (formerly Micronesian Teacher Education Center) was granted Correspondence Status by the Accrediting Commission for Junior Colleges of the Western Association of Schools and Colleges. This year, 1973-74, CCM has a student body of 57 men and women from all districts. More students can be accepted when dormitory facilities are available. Plans are underway for an additional dormitory for 72 students to be built this year. CCM students are now doing their practice teaching around the Territory in supervised teacher training while a large part of the faculty and administration work on determining the role of the college in Micronesian education. Regular classes will resume with the 1974 school year. No new students were admitted in 1973 but CCM will resume full activity in 1974 when the new directions are determined and another 30 men and 11 women are admitted.

The staff numbers 35 including administration support and teaching personnel and are backed by a supportive staff of 17 teachers, 7 administration and 25 support personnel.

In June 1973, 51 graduates completed the two-year program.

Most students are on scholarships which include transportation to and from the school, all fees, and books. A few day students live with sponsors and attend the college.

The Special Education program at CCM is correlated closely with the work of the Headquarters Coordinator of Special Education. All CCM students receive three 3-semester hour courses in Special Education and techniques of behavior modification prior to graduation. This is an effort to meet the needs of those children with mild physical, emotional, or mental handicaps in the regular classroom by the regular teacher.

There are 3 CCM vocational students, 11 special education interns and many part-time teachers attending night classes.

In 1972 CCM began an extension program whereby courses can be approved and offered in the districts by CCM staff or approved district resident instructors. Degree and non-degree credit may be earned, including areas outside of education. Through this program the district in-service teacher education programs may offer CCM credit for large portions of their programs.

DIRECTOR OF FINANCE

The Director of Finance exercises authority delegated by the High Commissioner with respect to financial and procurement management of the government. He advises the High Commissioner on financial problems, and represents the High Commissioner in the conduct of a continued appraisal of financial activities.

The Director of Finance develops and coordinates programs, formulates and recommends basic financial policies, standards, techniques, procedures and directives pertaining to financial management.

Coordinates with other Directors the development of automatic data processing to provide maximum utilization and service to all departments within the Trust Territory.

The Director of Finance exercises executive direction and supervision over the Divisions of Finance and Accounting, Procurement and Supply, Automatic Data Processing, and Revenue.

ORGANIZATION OF THE FINANCE AND ACCOUNTING DIVISION

I. ESTABLISHMENT AND AUTHORITY:

As provided for in part 130.1, the Finance and Accounting Division at Trust Territory Headquarters is established within the Department of Finance in accordance with the authority of the High Commissioner under Section 2, (1) (b) of Public Law 4C-48. The Finance and Accounting Division is under the overall direction of the Director of Finance and the direct supervision of the Chief of Finance and Accounting.

II. OBJECTIVES:

The objectives of the Finance and Accounting Division are to facilitate and coordinate the financial activities of the Trust Territory; provide effective accounting staff work and services; establish and maintain financial and fiscal systems, procedures, and controls applicable to all phases of Trust Territory fiscal and financial activities; give full recognition to the needs of management, where effectively applicable, as financial management goals dictate; coordinate and maintain program financial reports throughout the various organizational levels of the Trust Territory, both in Headquarters and in the Districts.

III. FUNCTIONS:

A. Office of the Chief:

The Chief of the Finance and Accounting Division is responsible for the development and coordination of accounting with all levels of management, formulating and recommending basic accounting and financial policies, standards, techniques, procedures and directives pertaining to financial management. He has direct supervision over the elements of the Division and furnishes staff and technical direction through the District Administrators to the Finance and Accounting staffs within the Districts.

B. Finance Branch:

This Branch is under the supervision of the Headquarters Finance Branch Manager, who is also the principal Disbursing Officer for the Trust Territory Government. The Branch Manager has overall responsibility for this branch which includes disbursing, cash receipts, and preservation of the integrity of internal control to the extent economically feasible. Within this Branch, the following functions and responsibilities are aligned into sections:

1. Payables Section:

The supervisor of this Section is responsible for the examination of documents submitted for payment to insure all conditions relating to the propriety of this obligation have been met and that evidence of receipt, constructive receipt and/or performance are satisfied and properly documented prior to certification. He is the principal Certifying Officer, duly appointed for the Government to act in this capacity. He is responsible for and must assure himself that all vouchers to be certified for payment are proper and all settlements are in accordance with existing policy or regulations. This includes the certification of all vouchers, except for travel, computed at the District Finance Offices. These vouchers will result in the disbursement of grant, appropriated, and Congress of Micronesia funds as well as any special or specific purpose funds made available to the Government. The vouchers pertaining to accounts payable include: (1) commercial accounts covering billings for supplies, equipment and services procured by the Trust Territory Government; (2) other government agency billings; (3) work-in-progress billings for contracts; (4) reimbursable support agreements; (5) subsidy payments; (6) contract and lease payments; (7) student stipends, tuition and related fees; (8) salary for ship crews; (9) processing of applications for letter of credit; and (10) miscellaneous payments such as medical charges for Trust Territory wards, replenishments for petty cash funds, etc.

2. Payroll Section:

The supervisor of this Section is responsible for the maintenance of individual pay records, including leave records, for all Trust Territory employees and the correct payment of salaries on a biweekly basis. All time and attendance reports and payroll change documents are reviewed and processed for input to the ADP Division.

This section must maintain close coordination with the ADP Division to insure timeliness and that deadlines for the completion of payroll listings and reports are adhered to. All payroll queries are answered and adjustments made when necessary. Also, this section pays the salaries of the Trust Territory Congressmen, the Judiciary, Micronesian Claims Commission, Social Security, and miscellaneous activities such as Micronesian personnel of the US Coast Guard, Peace Corps, NYC, MDTA, Community Court Judges, etc.

3. Travel Section:

The supervisor of this Section is responsible for the documentation and processing of all travel claims submitted at headquarters and the certification of all travel vouchers including those vouchers computed at the District Finance Offices. This includes the payment of travel advances and control over the general ledger account for travel advances. In addition, this section processes and certifies all claims for transfer allowance, education allowance, and temporary lodging allowance. Technical guidance is provided to personnel who prepare Trust Territory Government Travel Authorizations. The Travel Section issues Transportation Requests for all headquarters personnel and regulates the issuance of TR's at the district level. The Travel Section is also responsible for the examination and preparation of vouchers pertaining to: (1) transportation requests issued to commercial airlines; (2) commercial freight charges for sea transportation including handling and stevedore charges; (3) storage and shipment of household effects; and (4) commercial airway billings for air freight, and other related charges.

4. Treasury Section:

The supervisor of this Section is responsible for the prompt and accurate disbursement of all accounts payable vouchers processed by headquarters. This includes transactions of the U.S. Government, Congress of Micronesia, certain transactions for Peace Corps, and other activities in the Trust Territory. Payments are chargeable to general funds, grant funds, appropriated funds, and other special funds such as EDLF, Saipan Trust Fund, Copra Stabilization Fund, etc. Collections, deposits, and revenue of the Trust Territory are received and properly accounted for. Cash is disbursed from a petty cash fund for local procurement of supplies and services as authorized. In addition, the Section Supervisor retains accountability over approximately 25 petty cash funds throughout the Trust Territory. This section also maintains control over the balance of approximately ten commercial bank checking and savings accounts and certificates of deposit.

C. Accounting Branch:

The Accounting Branch Manager is responsible for planning, developing and implementing the detailed internal accounting and fiscal procedures. Because of the size, scope and variety of the Trust Territory's accounting and financial activities, a very complex system is required, involving numerous funds and a variety of different legislative and contractual provisions, regulations and restrictions. Prior to incurring an obligation in any of the funds or accounts administered by the Trust Territory, documentation must be presented through this Branch for prevalidation or certification of availability of funds. Basically, the system accounts for recording the allotment and application of funds available to the Trust Territory; detailed accounting by functions, projects and operations; and the preparation of financial statements. This Branch is further subdivided into the three following sections:

1. Allotment Ledger Section:

The supervisor of this Section is responsible for all activities with respect to the allotment expenditure ledgers, including the recording of allotments, obligations, and expenditures; maintaining files of unliquidated obligations, summarizing allotment ledger transactions for posting to the general ledger; and preparing periodic reports as required. This section is subdivided into three components identified by the nature of separate funds for which allotment ledgers are maintained; General Operating, Capital Improvement and Congress of Micronesia Funds.

2. General Ledger Section:

The Supervisor of this Section is responsible for general control and timely input and output of accounting activities including;

- a. Maintaining General and Subsidiary Ledgers for all types of U.S. Government Appropriations granted to the Government of Micronesia and for appropriations enacted by the Congress of Micronesia through realization of locally generated revenues.
- b. Coordinating with District Finance Offices, Revenue Division, and ADP (Automatic Data Processing) Division on processing all accounting data and reviewing accounting documents with respect to accuracy of data.

- c. Prepare and/or verify trial balances and reconcile supporting detail.
- d. Reconcile subsidiary accounting records and detail with General Ledger Accounts.
- e. Reconcile the various bank accounts maintained by the Trust Territory.
- f. Maintaining control and accounting of TT-wide accounts receivable.

3. Special Funds Section:

The supervisor of this Section is responsible for accounting records and the financial reporting of all special grant and trust funds including:

- a. U.S. Special Grants.
- b. Typhoon or Disaster Relief Grants.
- c. Economic, Production and Marine Resources Development Loan Funds.
- d. Copra Stabilization Board.
- e. Various Marshall Islands Trusts.

D. Systems Branch:

This Branch is supervised by the Systems Branch Manager, who has the overall responsibility for the Procedures Section and the Office Services Section.

1. Procedures Section:

This section performs evaluation and updating of the Financial Management System. The following general responsibilities and functions are included within this section:

- a. Develop and implement projects to improve financial and accounting systems to meet foreseeable needs in the future.
- b. Analyze current policies, procedures, practices, forms and records to devise necessary changes for greater efficiency or less cost in either manual or mechanical data processing.

- c. Design forms, issue procedures and develop instruction manuals to effect improved methods and assist operational activities in training and implementation.

2. Office Services Section:

This section is responsible for support services. The following functions are included within this section.

- a. Provide typing service for the Division.
- b. Maintain all files for the Division and provide for retention of files and records in compliance with established regulations.
- c. Determine requirements for office supplies and secure, maintain and distribute them in a manner to conserve costs.
- d. Provide necessary inter-section and inter-office mail messenger service.
- e. Provide for reproduction of records, checks, correspondence, etc., as required within the Division.
- f. Distribute ADP Summaries and Listings.
- g. Coordinate use, repair and maintenance of office equipment.

AUTOMATIC DATA PROCESSING DIVISION

- I. ESTABLISHMENT AND AUTHORITY: This Division was established under the authority of the High Commissioner's Budget submitted in 1967 for Fiscal Year 1968.
- II. OBJECTIVES: Under the general supervision of the Director of Finance and the direct supervision of the Chief of the Automatic Data Processing Division. This division is responsible for the system analysis, programming, and operations of all applications relating and applied to automatic data processing.
- III. ORGANIZATION: Under the Chief of the Automatic Data Processing, the organization is divided into the following branches: Systems Analysis, Programming, Operations, and Operations Control. Duties and responsibilities are as outlined below.

a. Chief, Automatic Data Processing Division: Is the administrative and technical head of all data processing activities of the Trust Territory Government. In this capacity, he is responsible for the fulfillment of all data processing performed within the Trust Territory, including equipment selection, systems analysis, programming and operations. In this capacity he provides liaison with authorized users of data processing services, develops improved techniques and methods for assisting all activities, and participates as a permanent member of the data processing committee. Responsibilities are: providing cost forecasts for all data processing equipment or abandonment of unprofitable present uses; maintaining and developing computer systems; reviewing performance of personnel and equipment; directing professional development and training of staff; evaluating applicability of new technical developments; and reporting to top management on the performance of data processing functions and the progress of data processing development planning.

b. Systems Analysis Branch: Provides technical assistance in identification and solution of systems problems. Deals with officials and other personnel throughout the government and is required to: Summarize problem characteristics; define information requirements; describe procedural and operating improvements; and define data processing support. Responsibilities are: Defining scope and task of systems study; scheduling tasks and preparing priority assignments; organizing and preparing systems documentation; designing new systems or systems improvements; designing procedures and schedules for supplementary recommendations; and coordinating implementation.

c. Programming Branch: Provides technical and administrative direction to the development of new programs and maintenance of operational programs. Performs the analysis, program design, coding and other programming tasks required to produce reports or mathematical computations, or to maintain information files. Prepares the required logical interface between related programs. Assists as required in the solution of operation difficulties encountered in executing programs. Responsibilities are: Preparing all elements of program documentation; preparing test data and organization of programs testing; designing conversion procedures; training and preparing training material for operators and program users; providing reassembled program decks and documentation to library; and analyzing program performance during execution.

d. Operations Branch: Performs the operation for all digital computing equipment, unit record equipment, key punching and verifying machines and other media conversion devices. Reviews equipment and personnel performance and develops new techniques to improve performance. Reviews new applications and programs, and projects effect on equipment operation. Operates and controls electronic data processing equipment and prepares processor for program processing and is responsible for satisfactory completion of each scheduled operation, operates all unit record equipment and wires and tests all control panels as required. Responsibilities are: Performing all operations on electronic data processing equipment and unit record equipment; keypunches and verifies all input data into punched cards; maintaining accurate records on equipment utilization and following schedules before release from data processing room; maintaining a neat and orderly equipment area; and supplying technical advice, as required, to systems and programming personnel.

e. Operations Control Branch: Performs control and coordination of all operational facilities through supervising library activities, production control procedures, and operating standards. Develops and enforces procedures. Stores and circulates program documentation, material, and data files kept on cards, disks and tapes. Performs a quality control function for input and output. Examines, approves, and dispatches reports based on quality control. Rejects all material that does not meet the criteria or does not satisfy the input or output specifications of the application. Responsibilities are: Developing operating schedules and providing procedures for their implementation; providing operating performance and methods standards, specifying machine and personnel time recording procedures, controlling inventory of data processing supplies and materials, reviewing input and determining its acceptability, maintaining controls on input received, reviewing appearance of output, checking output accuracy and consistency, dispatching acceptable material to users, and notifying affecting offices of delays in schedule or inadequacies of input.

PROCUREMENT AND SUPPLY

STATEMENT OF MISSION AND FUNCTIONS

This Division has responsibility for planning, developing and directing the procurement and supply program of the Trust Territory Government, plus the promulgation and interpretation of policies and procedures as established by the High Commissioner's Office; development and analysis of supply systems, procedures, methods, performance, production standards and reports; management of the Trust Territory supply stock fund; the procurement, requisitioning, receiving, issuing, warehousing, inventory control, supply management, packing and crating, stock surveillance, and management control of government quarters furniture; accurate accountability controls and records for all consumable supplies and minor and major capital equipment; administration of the property disposal and sale program; and administering the USDA donated food program.

The Division is organized into four operating branches plus an Administrative office in the Office of the Chief, and Procurement and Supply Expediting Offices on Guam and in San Francisco.

a. Office of the Chief: This office is headed by a Chief of Procurement and Supply who is responsible to the Director of Finance for the development and coordination of programs in the areas of procurement and supply, including all stock control, supply management, inventory control, storage operations inherent in a normal depot-type facility, and repair and maintenance of all government household furniture. The Chief has direct supervision over the Branches of the Division, and furnishes staff services to the Director of Finance and for the High Commissioner. The Chief, through his staff provides technical guidance, direction and assistance to District Supply Officers within the various Trust Territory District Administrations.

The Chief has under his direct supervision in his office, a Deputy Chief of Procurement and Supply, a Management Supply Officer, a Claims Officer, a USDA Commodity Management Officer, a Secretary and a Tariff Specialist.

b. The Deputy Chief, who, in addition to being the principal management assistant to the Chief and acting in his stead when the Chief is absent, is also responsible for administering the financial, work, and personnel management programs for the Division; the USDA donated food commodity program for the Trust Territory in accordance with Public Laws, and in accordance with the agreement between the Trust Territory and the U.S. Department of Agriculture; and for coordinating and finalizing the annual budgetary requirements of the Division.

c. The Supply Management Officer is responsible for the management of the Procurement and Supply Stock Fund as well as giving direction to the Stock Control Branch and the Repair Parts Branch with regards to stock issues, receiving and reordering functions. In addition, he is entailed with the responsibility of developing a smooth transition of the supply inventory from manual to Automated Data Processing in the Stock Control and the Repair Parts Branches.

d. The Claims Officer is responsible for investigating, documenting and follow-up on all Trust Territory Government claims against vendors and freight carriers incidental to the procurement, movement, handling, quality, cost, and quantity of purchased or acquired government supplies and equipment; coordinates all findings and recommendations with the Attorney General; advises the Chief, Procurement and Supply Division, of the status of all claims; and coordinates all claim matters with the various government activities concerned.

e. The Secretary is responsible for performing the normal assistance and administrative functions associated with this position.

f. The Tariff Specialist is responsible for the verification of invoices and freight bills submitted by various carriers to the Trust Territory Government for payment and sees that these charges are properly charged to the correct accounts. He is also responsible for the verification and movement of Trust Territory employee's household effects.

g. The U.S.D.A. Commodity Manager is responsible for the detailed administrative work involved with the supply management control, and documentation concerned with donated food issue and consumption reports and records.

h. The PURA Monitor is responsible for requisitions received from the six districts for the procurement of excess supplies and equipment from the Pacific Command Utilization and Redistribution Agency in Okinawa.

The Division is further organized into four operational branches, and two geographically separated procurement assistance offices, one on Guam and one in San Francisco, and a Supply Services Officer on Okinawa. The operating branches are: Procurement Branch; Stock Control Branch; Depot Operations Branch; and Repair Parts Branch.

a. Procurement Branch: This branch is headed by a Manager of the branch, who also serves as Procurement Officer for the Trust Territory. This officer is responsible for the procurement of supplies, material and equipment, not available through Federal or other U.S. Government supply agencies, required in support of all activities of the Trust Territory Government. In addition, he provides technical assistance to all program managers for the design of standards and specifications used in the procurement of commodities; supervises the submission of Requests for Quotations; evaluates bidder proposals, and awards contracts.

b. Stock Control Branch: This branch is headed by a Manager who is also designated as the Property Accountability Officer for Headquarters, Trust Territory Government. He is responsible for supervising the establishment and maintenance of the property accountability, stock control, inventory control and supply management programs for the Trust Territory. This includes the processing of supply requisitions; initiating shipments; maintenance of the accountable record files; establishment of supply levels; computing supply requirements; initiating initial stockage and replenishment requisitions; submitting followup requests and providing status; management of the excess, distribution, disposal and sales program; maintenance of property cards for nonconsumable and consumable supplies, equipment and plant property including buildings; and other stock control type functions as required. In addition, is responsible for the repair of all office business machines.

c. Depot Operations Branch: This branch is headed by a Manager who is responsible for supervising all warehousing and storage activities within the depot located on Saipan. He is responsible for supervising and directing the daily operations of the branch involved with the shipping and receiving of government supplies, materials and equipment; packing and crating, warehousing, including binning, palletizing, stacking, location, bulk storage and special commodity storage; surveillance and care of stocks in storage, including remarking, repacking, pest control, and elimination of fire and safety hazards; freight traffic management, including preparation and control of all cargo/freight movement documents; and branch personnel management. In addition, he is responsible for conducting physical inventory of stocks in storage; for designing space lay-outs and building planographs; and for recommending changes in storage methods, procedures and policies.

d. Repair Parts Branch: This branch is headed by a Manager who is responsible for supervising and directing the daily operations involved with the acquisition, receipt, issue, identification and storage of all repair parts, including components and assemblies required in support of all vehicular, automotive, marine, and other types of heavy construction, power plants, road-building, materials handling, and all equipment requiring repair part support, excluding communications, medical and major appliances. He computes requirements and establishes stockage levels based upon Trust Territory-wide equipment density, acquisition of new equipment, replacement of overage equipment, and phase-out of excess equipment. He processes requisitions and establishes and maintains accountable record files.

e. Guam Procurement and Supply Expediting Office: This office is located on Guam. It is headed by a Supervisor who is assigned personnel as required to accomplish assigned procurement and supply expediting functions. This office acts as the local procurement agent for the acquisition of commodities from local vendors and other government agencies on Guam and for expediting surface and air shipments to meet emergency requirements.

f. San Francisco Procurement and Supply Expediting Office: This office is located in San Francisco. It is headed by a Supervisor who is assigned personnel as required to accomplish specified procurement and supply expediting functions. This office acts as the procurement agent for the acquisition of commodities from mainland vendors and other government agencies and for expediting surface and air shipments as directed by the Chief of Procurement and Supply, Headquarters, Trust Territory, Saipan.

g. Supply Services Officer: This office is located in the LNO office at Okinawa. This office acts as contact agent with PURA for obtaining free issue items from the Military for use by the Trust Territory. It also handles acquisition of excess DOD supplies, materials and equipment from Military sources in the Far East. In addition it handles funded procurement of supplies, materials and equipment from the 2d Logistical Command in Okinawa.

h. District Procurement and Supply: The Procurement and Supply functions within the district organizations are carried out under the direct supervision of the District Supply Officers who receive their general line supervision from the District Administrator. Technical supervision and assistance is provided to each District Supply Officer by the Chief, Procurement and Supply, Headquarters, Saipan.

SUPPLY SUPPORT FROM NAVAL SUPPLY DEPOT, GUAM AND THE 2ND LOGISTICAL
ARMY COMMAND IN OKINAWA

The Trust Territory Government has gone into a more modern supply system compatible with other U.S. federal supply agencies and the Department of Defense, by becoming satellited on the U.S. Naval Supply Depot at Guam and the 2nd Logistical Army Command on Okinawa for support of all fast moving common supply items. These are items consumed by an activity on a normal day-to-day basis, such as, office supplies, common repair parts, housekeeping supplies, hand tools, and some medical items. Under the present system, these type supplies are being requisitioned from General Services Administration, San Francisco, or are being procured from commercial sources in the United States.

APPLICATION OF AUTOMATED DATA PROCESSING TO PROCUREMENT AND SUPPLY
DIVISION OPERATIONS

Procurement and Supply Division is methodically modernizing its supply systems and designing its operating procedures so that automated data processing systems (ADPS) can be applied in such areas as: stock control, supply management (automated computation of supply levels and placing of orders), inventory control, procurement, status and followup, and storage operations. These changes are planned to be phased in on a step-by-step basis to allow easier assimilation of the sometimes complex processing involved by the Micronesian employees, and others, who will be doing the actual work. Thus, new, modern supply depot concepts will be instituted, making this Division more efficient, and more responsible to the requirements of our customers.

ACQUISITION OF DEPARTMENT OF DEFENSE (DOD) REDISTRIBUTABLE EXCESS ASSETS

The Procurement and Supply Division, along with all Trust Territory organizational elements is participating in the DOD Excess Acquisition Program to obtain supplies and equipment on a non-reimbursable basis in lieu of effecting new procurements. The only charges involved are for packing, crating, handling, and transportation, which are computed at a combined rate of 7.5% of the total value of items acquired. Procurement and Supply Division has overall responsibility to manage the Excess Program for the Trust Territory Government, and has designed the requisitioning and receipt procedures and systems for control and reporting purposes.

I. Establishment and Authority:

As provided in Public Law 4C-48, as amended by Public Law 4C-91, the Revenue Division at the Trust Territory Headquarters is established within the Department of Finance. The Revenue Division is under the overall direction of the Director of Finance and the direct supervision of the Chief of Revenue.

II. Objectives:

The objectives of the Revenue Division are to administer the Trust Territory Import and Export Tax collection, the Trust Territory Income Tax Law, and other revenues and receivables and to formulate and implement the audit programs in accordance with the accepted accounting principles and practices.

III. Organization and Functions:

A. Office of the Chief:

The Chief of Revenue Division is responsible for the administration of the Trust Territory tax laws, development of credit policy, formulation and implementation of the audit programs in accordance with the accepted accounting standards, principles and practices, interpretation of a variety of statutes and regulations relative to revenue and taxation and issuance of determination to the Director of Finance for consideration and approval. The Chief also administratively and technically supervises the District Revenues personnel. The Office of the Chief is divided into three branches.

B. Tax Branch:

This Branch, headed by Headquarters Tax Manager, has the responsibility for supervising and directing the Territory-wide import and export tax and the Trust Territory Income Tax Law. This Branch must segregate revenues by the appropriate provision of the laws authorizing the assessment of such taxes. The following general type of activities are included within the Branch:

- a. Assessment, collection and recordation of all territorial taxes including penalties and interests.
- b. Maintain comprehensive documentation regarding the assessment of taxes within the purview of this Branch, so that fines or other penalties may be administratively imposed where authorized by statute.
- c. Furnish adequate documented files so that suit may be instituted where applicable.
- d. Control the release of all goods imported into the Trust Territory or exported from the Trust Territory.
- e. Inspection of all merchandise entering into or leaving the Trust Territory.
- f. Maintain statistics of items imported into the Trust Territory or leaving the Trust Territory.
- g. Preparation of revenues projection and distribution of actual revenues collected.

- h. Control and monitor the preparation of Trust Territory Income Tax refunds.
- i. Control and monitor claims for import, export and fuel tax rebates.
- j. Maintain and control a centralized filing system for all taxpayers in the Trust Territory.
- k. Maintain records regarding tax receivables and delinquent taxes.
- l. Review and analyse tax collection reports to ensure proper accountability.
- m. Implement methods and procedures for tax enforcement and collection.

C. Systems Branch:

This Branch is supervised by the Systems Branch Manager, who is responsible for the formulation of all procedures and regulations relative to revenue and taxation and the Division's audit and collection programs. This Branch is divided into two sections:

1. Procedures Section:

The Section Supervisor is responsible for developing, evaluating and updating the revenue accounting instruction letters. The following general responsibilities and functions are included within this section.

- a. Develop and implement procedures to improve revenue and taxation management.
- b. Analyze and update existing policies, regulations, and other instruction materials to insure efficiency.
- c. Revise and update the Trust Territory Income Tax and Import and Export Tax booklets to include amendments.
- d. Design, analyse and revise all tax forms.

2. Audit Section:

This Section is headed by the Headquarters Auditor. He is responsible for:

- a. Developing and implementing the Division's audit programs in accordance with the accepted accounting principles and practices.
- b. Training the revenue personnel.
- c. Assisting local businesses in setting up their accounting and bookkeeping records.
- d. Performing Audit Services.

D. Credit and Collection Branch:

This Branch is supervised by the Credit and Collection Manager. The Manager is responsible for the evaluation, approval and control of credit applications and business licenses and the collections of all monies other than taxes. The following general type activities are included within the Branch:

1. Review, approve and control the issuance of credit applications and business licenses.
2. Initiate collection actions and follow-up on arrear accounts.
3. Initiate action for revocation of licenses when applicable.
4. Recommend write-off of uncollectible accounts after due follow-up has been accomplished according to the existing authority.

DEPARTMENT OF HEALTH SERVICES

The Director of Health Services is a member of the High Commissioner's cabinet and principal advisor on matters of health of Micronesia to the High Commissioner. He represents the High Commissioner of the Trust Territory on health matters. The Director exercises full responsibility for planning, organizing and administering programs for: the prevention of diseases; the promotion of good health practices; the improvement and maintenance of environmental health and sanitation; originates and recommends Public Health Regulations for promulgation by the High Commissioner; the establishment and maintenance of medical and dental standards of care and practice; the education, training and professional development of health services personnel; and, the conduct and encouragement of scientific investigations in the field of public health.

The Director is assisted by the following personnel who function as technical assistants in their respective fields; Deputy Director (medical officer), health services, administrative officers, public health administrator, two health planners, hospital administration specialist, chief of mental health, chief of dental services, chief of nursing services, chief of environmental health, chief of material and child health/CCS, general environmental health specialist, health statistician, statistical analyst, public health advisor, chief of communicable disease control, public health nurse specialist, health education specialist, and a vocational rehabilitation services specialist.

District Health Services

At the district level, each district health services is headed by a District Director of Health **Services**, (Micronesian medical officer) who is responsible for direction and supervision of all district health programs. The District Director is also responsible for direct administration of hospitals, dispensaries, environmental health, dentistry, public health programs, training, and vocational rehabilitation services program.

There are presently six district general hospitals and three sub-district hospitals with bed capacity totaling 550 beds. An additional 154 dispensaries are in operation mainly on outer islands remote from district centers. Fiscal Year 1973, approximately 12,510 patients (including sub-district) were admitted to hospitals and over 500,000 patient visits were made to hospital outpatient departments and dispensaries.

Principal diseases found in the Trust Territory of the Pacific Islands include respiratory conditions such as pneumonia, bronchitis, common colds, and conditions frequently reported as influenza, gastroenteritis, amebiasis, infestation with ascariasis, hookworms, and other intestinal parasites. There are also reported cases of filariasis, gonococcal infections, tuberculosis, infant diarrhea, diabetes, etc. These diseases account for many of the hospital and dispensary visits in the districts.

Current Activities

Education and training - 36 students are holding government medical scholarships and are enrolled in stateside colleges and universities, the University of Guam and University of the Philippines, and the Fiji School of Medicine. In addition, the World Health Organization is also sponsoring 23 medical and paramedical personnel for advanced studies abroad on short-term and long-term programs. The Trust Territory School of Nursing has 71 students enrolled in its program.

Fourteen (14) Micronesian Health Personnel received Certificates of Completion of a twelve months intensive health care course under the MEDEX/Pacific Micronesia Program in Truk on December 11, 1973. The new graduates will be able to perform selected medical tasks as physician assistants to help improve field health care services in their respective districts.

Projected Activities

One area of concentration is the replacement of and additions to present hospital and dispensary facilities.

The new sub-district hospital of 22 beds in Ebeye (Marshall Islands District) was completed in FY 1973. Another similar sub-district hospital will be under construction in FY 1974 at Kusaie, Ponape District.

Remodeling and repainting are scheduled for other district hospitals at Yap, Palau, Majuro and the Marianas. An additional 20 bed pediatric ward in Palau is expected to be completed in FY 1974.

A major development will be the construction of a central teaching/referral hospital at Ponape. This will be a 116 bed hospital comparable to any state-side hospital of similar size. It will be staffed by physicians representing the major specialties; these specialists, though based in the central hospital, will have as their responsibility the health of all persons living in districts tributary to the central hospital. The hospital will serve: (1) as a center for training and upgrading Micronesian physicians, nurses, technicians, health assistants, and (2) as a center to develop and administer a system of comprehensive medical care throughout the districts tributary to it and as a facility to provide specialized and intensive care.

The following community health programs are emphasized:

1. Maternal and Child Health Clinics: this will involve full immunization programs, supervision of nutrition, education of mothers, family planning, dental health supervision, prenatal care, well-baby clinics, and postnatal clinics
2. Crippled Children's Program
3. School Health, including vision and hearing, dental hygiene, immunizations and TB screening

4. Mental Health, Alcohol and Drug Abuse including the development of Territorial plans in all drug abuse areas
5. Family Planning
6. Communicable Disease Control (T.B., Leprosy, V.D., etc.) immunization.
7. Chronic Diseases
8. Nutrition/Dietetics
9. Environmental Health with emphasis on Water Pollution Control
10. Dental Health
11. Health Education
12. Vital Statistics and Records
13. Manpower Development and Training
14. Vocational Rehabilitation Services Program
15. Development Disabilities Program
16. Alcohol Abuse and Alcohol Prevention and Treatment
17. Health Assistants/MEDEX Training Program
18. Otology
19. Cervical Cancer Detection Program
20. Dispensary Construction

DEPARTMENT OF PERSONNEL

Major Objectives:

1. The best qualified work force obtainable.
2. The advancement of Micronesians into key positions as rapidly as possible, as they become qualified to replace expatriates.
3. Incentives to employees to perform to the best of their abilities.
4. A single system for personnel administration applicable to all positions and employees.
5. A salary system which will reflect appropriate pay relationships for Micronesians and expatriates recruited from outside the Trust Territory.

Functions:

1. Advises the High Commissioner and the Trust Territory Government on matters concerned with Personnel, Training, and Staff Housing.
2. Recommends personnel policies and regulations to the Personnel Board.
3. Administers the complete personnel system, including recruitment, classification, compensation, training, and employee services.
4. Administers the Trust Territory Government Staff Housing Program for Headquarters.

Major Accomplishments:

1. Establishment of a position classification plan for all positions in the Trust Territory Government.
2. Implementation of a single Base Salary Schedule for all positions in the Trust Territory Public Service System, with certain premiums and allowances for expatriate employees recruited from outside the Trust Territory.
3. Further delegation of personnel action approval authority to the districts.

4. Completion of the training of Micronesians for position classification work in the districts. All have returned to the districts to function as position classification specialists.
5. Improvement in personnel actions processing for better coordination with payroll functions, less delays, and more accurate record-keeping and reporting.
6. Mechanism developed for closer coordination of training efforts. Promotion of Career Development plans for Micronesian employees now include the University of Oklahoma Masters Degree Program.
7. Expansion of training programs through the use of United States Federal Grants.
8. Development of a data bank system for manpower planning.
9. Expansion of the Trust Territory Training Center.
10. Initial development of tools for selection of employees.
11. Institution of a discussion program with Personnel representatives of various countries, states, and territories in the Pacific on PEACESAT. The program deals with areas of interest in the field of Personnel administration for the Pacific Islanders.
12. Establishment of a monthly group radio conference between the Headquarters Personnel Office and all the District Personnel Officers, to periodically discuss new developments and problems in Personnel administration.
13. Completion of orientation sessions for each District Personnel Officer at the Headquarters Personnel Office in all functional areas of Personnel administration.

DEPARTMENT OF PUBLIC AFFAIRS

The Department of Public Affairs encompasses six divisions: broadcasting, civic affairs, community development, legislative liaison, public information, and publications. The department is headed by a Director, a Deputy and a Special Assistant. They, under general administrative direction from the High Commissioner, are responsible for organizing, planning, directing and coordinating all activities relating to the above divisions for the Trust Territory Government. The Director and the Deputy advise the High Commissioner on policy matters and represent the High Commissioner in the conduct of a continuing appraisal of public affairs programs and activities. The Director also serves on the High Commissioner's "cabinet" and participates in the formulation and execution of policy.

The Director of Public Affairs comes in contact repeatedly with other federal agencies such as the U.S. Departments of Housing and Urban Development; Labor; Health, Education and Welfare; and the Office of Economic Opportunity. The Director also works directly with the district legislatures, the municipal councils and other Trust Territory governmental agencies/bodies.

In addition, the Director and the Deputy are responsible for program development in political, community and cultural areas and for execution of all public affairs programs in compliance with applicable laws, regulations, policies and procedures. They exercise executive direction and supervision over the six divisions and also oversee all "official" reports and statistics.

The Director is also responsible for international agency coordination and liaison activity in the Trust Territory such as those associated with the United Nations Trusteeship Council and other specialized agencies.

DIVISION OF LEGISLATIVE LIAISON

Under the general direction of the Director and Deputy Director of Public Affairs, the Division of Legislative Liaison performs staff services to the Director and Deputy Director of Public Affairs, the High Commissioner, and the District Administrators in the legislative liaison services of the Trust Territory. In carrying out these services, the division has the responsibility of establishing and coordinating official communication between the executive branch of the government and the various legislative bodies.

To this end, the Legislative Liaison Division performs the following functions:

Reporting and dissemination of information: The Division of Legislative Liaison prepares analyses and reports on specific legislative developments within the Trust Territory and facilitates the dissemination of such information within the executive branch of the government.

Liaison with the Congress of Micronesia: The division renders assistance to the Special Assistant for Legislative Affairs, who is the principal liaison officer to the Congress of Micronesia, in coordinating the development, review and submission to the Congress of legislative proposals; in coordinating the preparation of the High Commissioner's responses to official communications from the Congress; and to render liaison work when so requested by the Chairman of House and Senate Committees of the Congress of Micronesia in their study and investigative trips throughout the districts in the Trust Territory, and other related trips as required by the Congress; and in maintaining a complete file of communications between the legislative and executive branches of the government.

Election administration: The division furnishes staff assistance in discharging certain duties related to the election of members of the Congress of Micronesia.

Liaison with district and municipal government: Assistance is furnished in the preparation of responses to resolutions and ordinances from local governments; works at the request of the District Administrator to provide services to the legislatures and municipalities within the districts.

District Organization

On the staffs of the District Administrators there are one or more District Legislative Liaison Officers. These officers are responsible

to the District Director of Public Affairs in matters falling within his jurisdiction while receiving technical advice and assistance from the Division of Legislative Liaison. The responsibilities of the District Legislative Liaison Offices include the promulgation of territorial, district and municipal laws, liaison with district legislatures; provide staff assistance to municipal governments; aid in territorial and district election administration in conjunction with local election boards; dissemination of political affairs information; and the reporting on district political development at the district level.

DIVISION OF CIVIC AFFAIRS

Under the general direction of the Director and Deputy Director of Public Affairs, the Division of Civic Affairs is responsible primarily for the planning, developing and implementing of a program of civic education and information aimed toward the achievement of the following objectives:

- to encourage the people of Micronesia to attain a steadily increasing capacity for self-government;
- to promote political maturity and sophistication so that when Micronesians are given the opportunity to express a preference regarding their future status they will have attained a reasonably well-developed understanding of the issues involved in the decision;
- to encourage understanding and acceptance of democratic concepts and processes, thereby increasing the efficiency of the local political and governmental institutions; and
- to foster a sense of "national consciousness" and the concept of a unified Micronesia.

To achieve the objectives of political advancement as set forth above, the Division of Civic Affairs assists the Director and the Deputy Director of Public Affairs, who are responsible for the overall governmental development in the Trust Territory, in carrying out a suitable program of civic education and information aimed at steadily increasing the capacity of Micronesian citizens to participate more fully in the vital

governmental processes. This function entails, among other things, the gathering, evaluating, and organizing into presentable form information materials on political developments and situations in the Trust Territory or affecting the Trust Territory as well as development of information materials concerning governmental functions and responsibilities. The Division also fosters citizenship training and participation through conferences, seminars, training, or other appropriate means. To facilitate the accumulation and dissemination of political information, the Division works closely with Divisions of Legislative Liaison, Community Development, Broadcast, Public Information, and Publications within the Public Affairs Department, and other departments and agencies of the Trust Territory administration, including the Congress of Micronesia, the district legislatures, and the municipal governments.

BROADCAST DIVISION

Broadcast Division, which occupies combined offices, production studios and a training center, is headed by the Chief of the Division, who is under the direct supervision of the Director of Public Affairs.

The primary functions of the Broadcast Division are to plan and supervise the operation of the Trust Territory's six district broadcast stations, and to operate a radio training center in which selected staff members from the district stations are instructed and trained in announcing techniques, musical production, news gathering, writing, editing and interviewing. Broadcast Division is responsible for the procurement, maintenance and repair of all broadcast equipment. It serves as a production center and as a central repository for tapes and records, and it acts as a clearing agent for orders and serves as a duplication and distribution center for taped broadcast material. Broadcast Division supervises the scripting and production of radio program material to meet the requirements of the High Commissioner and the Director of Public Affairs. It also plans and coordinates radio coverage of the regular and special sessions of the Congress of Micronesia. Broadcast Division represents the district Broadcast stations in relationships with such organizations as South Pacific Commission and Asian Broadcasting Union. It has acquired an Associate Membership status in the ABU and has actively participated in its projects. In early 1973 KUP-71 PEACESAT Saipan, a send/receive communication via satellite, was installed in the Broadcast Center. Since then we have been actively participating in the various experimental projects that are being carried on the network.

PUBLIC INFORMATION DIVISION

The Public Information Office is headed by a Chief, Public Information Division, who is under the direct supervision of the Director of Public Affairs. The prime responsibility of the Public Information Chief is to supervise a staff of editors, writers, researchers who are responsible for the gathering, organization, coordination, publication, and dissemination of information to achieve a better public understanding of the goals, programs, and activities of the Trust Territory Government, thereby enhancing the political, economic and social advancement of the people of Micronesia. The Public Information Chief serves as principal staff advisor to the Director of Public Affairs on matters pertaining to press and newspapers, public information services, publications, and annual reports.

The Public Information Division is divided into three main units: (1) Public Information and Relations, (2) Reports and Statistics, and (3) Photography.

Public Information and Relations. This section is primarily responsible for the gathering, evaluation, organization, coordination, and dissemination of information through press releases, the Micronesian News Service, the house organ Highlights and the quarterly journal Micronesian Reporter with photographic support for internal and external consumption. This section is available to advise and assist district information personnel through District Administrators in the development of district information programs. Assistance in the preparation of special reports and official statements or speeches for the High Commissioner and members of his cabinet is also provided by this section.

HIGHLIGHTS - a twice-monthly newsletter from the High Commissioner with wide circulation in all Districts and distribution to all members of the U.S. Congress and to interested Micronesians and others outside the Territory; covers matters of concern to all residents of the Territory.

MICRONESIAN REPORTER - a quarterly journal of Micronesia, addressing itself to an audience of interested readers within and outside the Territory, reporting developments in politics, society and business, commenting on travel and culture, and providing a forum for expressing a variety of viewpoints concerning the Administration, Micronesian legislative bodies, and other forces influencing the direction of the Territory.

MICRONESIAN NEWS SERVICE - a press wire-service which gathers and distributes a daily, comprehensive report of Micronesia's newsworthy events; material is teletyped daily to radio stations and newspapers in each District and to news media based on Guam; daily airmail copies are provided to the national press services and daily newspapers in Honolulu. A weekly summary of MNS releases is tape recorded and distributed to broadcast stations in the Territory, on Guam and in Hawaii.

Reports and Statistics. This section is responsible for researching and preparing the drafts of the two annual reports (to the United Nations and the Department of the Interior), including gathering, analyzing and compiling of statistical information. This section also undertakes special research projects as may be assigned by the High Commissioner or the Director of Public Affairs and prepares the annual in-house Briefing Materials document.

Photography. This section is responsible for gathering and processing photographs for use in various publications. It also maintains the official Trust Territory photographic collection.

Supporting staff of the Division provides graphic arts, general public relations and clerical functions for the Public Information effort.

PUBLICATIONS AND PRINTING DIVISION

The Trust Territory's Publications Division was established in March of 1966. The Division is headed by a Chief, who is under the direct supervision of the Director of Public Affairs.

The Division is divided into four major sections:

- I. Graphics Section. This section prepares copy (line and halftones) for finished flats. It is equipped with artist easels to prepare art work and other illustrated materials, IBM Magnetic Tape Selectric Composer, Input and Output units, Headliner machine, process camera, line up, black and white print equipment and plate exposing units.
- II. Printing and Binding. This section produces all finished flats and finished electrostatic plates and binds the product according to specifications. This section is equipped with four multilith offset duplicators and two offset presses for all reproduction. The finish line is equipped with Bostitch machine, two-fold Baumfolder, drilling and punching machine, powered 42" paper cutter, and spiral and perfect binding machines.
- III. Microfilming and Copying. This section produces microfilm in rolls or microfiche, 16mm for all documents and 35mm for charts, maps, blueprints, etc. All copying is done on 3600 or 7000 Xerox machines. The section is also equipped with microfilm camera and film processor.
- IV. Supplies and Sale of Publications. This section handles all requisitions and storage of supplies and materials, including a variety of publications about Micronesia and the Trust Territory Government. It receives orders for the purchase of publications from individuals within the Trust Territory as well as from individuals, firms, agencies or countries outside the TT.

Under the direct supervision of the Chief and Assistant Chief, the Division is organizing a system for effective control and management of all Trust Territory Government forms utilized by the various departments and districts and is also studying the possibility of establishing a small printing branch in each of the districts.

The Division is equipped to handle about 95% of the Trust Territory's printing and copying services and requirements. Work is done in English and in the major local languages.

DIVISION OF COMMUNITY DEVELOPMENT

The Community Development Office, established in 1963, is headed by a Chief under the direct supervision of the Director of Public Affairs. This office coordinates the efforts of the Trust Territory Government as they apply to the needs of specific communities in the Territory. Essentially its task is one of institution building, and of channeling the latent civic energies of the Micronesian people toward self betterment. This includes not merely the provision and/or coordination of technical advice for self-help activities, such as Grant-in-Aid construction projects, but also the furnishing of services calculated to enhance self-reliance and development potential of individual Micronesians. The latter aspect includes not only a low-cost housing program, projects for the elderly, the operation of a film library, assistance to local museums and community recreation programs, but also coordinative support to sectoral activities, such as scouting, women's interest programs, and youth development and delinquency prevention programs.

GRANT IN AID PROGRAMS

The Trust Territory Grant-in-Aid Program is one of the largest investments of Community Development personnel and financial resources. The administration's policy is to extend financial and technical assistance to local communities in planning and executing locally desired public projects where the capacity for actual construction and ongoing operation exists, but where local cash resources are inadequate. The projects may involve construction of needed physical facilities (water catchments, simple water systems, seawalls, pre-school buildings, dispensaries, community halls, recreation facilities, library-museum and small power plants in remote islands) and/or purchase of needed services (vehicles, copra boats and equipment for landscaping of community facilities). The key aim is also to train Micronesians in technical skills related to ongoing projects (e.g., Construction Technology Workshop held at MOC, Koror, in November, 1973 and sending two Micronesians to Australia for training in fiberglass water catchment construction) thus creating Micronesian capability to plan and implement village level construction projects. Since January 1969, about 330 communities have gained nearly 3 million dollars in needed facilities through Grants-in-Aid. During Fiscal Year 1973 alone such facilities were estimated to be worth about \$400,000 of which the government share was \$357,000 plus a large in-kind contribution. In addition, the Grant-in-Aid administration and its technical staff are involved in many projects funded by local legislatures in the six districts as well as projects funded by the Congress of Micronesia.

SOCIAL SERVICES

In the past, the Trust Territory has relied on the system of the Micronesian extended family and its traditions of mutual aid to supply

the non-medical welfare services normally provided by the state. It is becoming increasingly evident, as the cash economy gains ascendancy in the islands, that new social services will be required to meet needs created by modern community life. A study of social welfare service needs was completed in 1971 under the guidance of a South Pacific Commission expert. Most recently a joint U.S. Interior and Health, Education and Welfare task force report described further the needs in this area. Currently there are several programs aimed at different sectors of the Micronesian community.

a. Youth Development

A coordinated program of youth services includes a Neighborhood Youth Corps (NYC), Job Corps, boy scouts and youth sports and recreation programs.

NYC is a program of work experience and remedial education for 84 out-of-school young people, established under the Economic Opportunity Act and funded through a grant from the U.S. Department of Labor to the Trust Territory Government. The budget is currently \$141,625 and provides for a stipend of \$.61 per hour for each NYC enrollee. There are additional local program staff. Enrollees receive a biweekly salary of \$48.80 while undergoing on-the-job training. The program is assisted in administration by the district CAAs and the director of this Territory-wide program is a Micronesian.

The Job Corps program involves the selection and transportation of about 60 Micronesian boys each year to the Hawaii Job Corps Center in Hawaii. They receive nine months of vocational training and career guidance. The six Community Action Agencies cooperate in screening applicants. The success of the program can be measured in part by the fact that numerous Micronesian Job Corps graduates have been accepted by and enrolled in the Community College of Honolulu for advanced training. Other graduates have returned to the Territory for employment.

In cooperation with Aloha Council, Hawaii, over 5,000 Micronesian youngsters are registered in scout troops throughout the Trust Territory. In addition, baseball leagues, annual track and field competitions and youth club development have also received increasing assistance through this division. Peace Corps Volunteers provide vital assistance in these programs.

Under a 3-year grant allotment from the Office of Youth Development (HEW), this division is charged with the task of promoting a coordinated youth development program through six district Youth Services Centers. When completed, each center will include existing programs together with counseling services, youth leader training, youth work projects and job referral services.

b. Womens Programs

A program for women is administered by the Community Development Division for the major purpose of providing technical assistance and instruction to womens groups and Girl Scouts in each of the six districts. There are more than 400 women in organized groups, and approximately 500 registered Girl Scouts in the T.T. Women are provided instruction in such activities as home improvement with special emphasis on kitchen improvement, family nutrition and health, food preparation, clothing construction, consumer education, child care, home maintenance and repair, yard beautification and home gardening. Expanding efforts have been made in handicraft production and marketing by women as a means of supplementing the family income.

During the year, a program of nutrition education for the elderly and certain needy households has been organized and integrated into the Women's Interest Programs. A pilot project of this nature has been launched in the Truk District.

c. Programs for the Elderly

The Office on Aging, within the Division of Community Development, was established in 1970 to plan, coordinate and administer programs for the elderly Micronesians funded by Title III of the Older Americans Act of 1965, as amended.

The Office on Aging receives allotments from the Office on Human Development, Administration on Aging, Department of Health, Education and Welfare for (1) statewide planning, coordination, evaluation and administration; and (2) project grant activities. The administration allotment of \$50,000 meets 75% of the cost of this activity and is matched by 25% in-kind contribution by the Trust Territory Government. A projects allotment of \$181,417 is met with 25-50% matching in-kind contribution from the community in which each project is conducted. The first allotments to the Trust Territory in 1970 were \$20,072 for administration and \$45,900 for projects.

Project grants have now been awarded to all six districts and to the sub-district of Kusaie. All grantees except Kusaie and Marshalls have completed their planning for the elderly and have undertaken direct service projects. Palau, Ponape and the Marianas are currently conducting projects involving the facilitation of health services to the elderly in the form of one geriatric nurse who visits senior citizens in their homes to provide minor nursing care, hospital referral and transportation to and from the hospital. Ponape and Truk are conducting Cultural Education projects in an effort to preserve traditional arts and crafts, and perpetuate the mores and customs of their respective districts. Truk is conducting a Nutrition Education demonstration program directed to improve the nutrition of the elderly.

To date a total of seventeen (17) project grants have been awarded to Community Action Agencies and Community Development Offices in all six districts and the sub-district of Kusaie.

LOW COST HOUSING PROGRAM

Community Development is midway in developing a Territorial low-cost housing program aimed at improving housing for the estimated 10,000 families in Micronesia who now live in substandard dwellings. The United Nations and the U.S. Department of Housing and Urban Development have provided expert in-country assistance for nurturing the six district housing authorities and maximizing the impact of available resources. In 1973 the Congress of Micronesia created the Territorial Housing Commission to further promote housing development by seeking additional funds and technical assistance. Currently \$250,000 is provided annually as additional loan capital to the program. Over 200 Micronesian families have been directly assisted since 1970 in building or repairing their houses.

REHABILITATION AND DISASTER RELIEF

The Community Development Division is charged with key coordinative responsibilities in long range rehabilitation efforts in areas struck by typhoons or other disasters. In some areas this has involved the coordination of an inter-departmental team in launching a multi-faceted "pilot project" which characteristically may feature village sanitation, coconut rehabilitation and Grant-in-Aid construction of needed economic infrastructure. Currently such a program is nearing completion in the Marshall Islands. The project began in 1969 after the President declared that the original inhabitants of Bikini Atoll could return to this former site of atomic bomb tests. Since then a coordinated inter-agency team has cleared the main islands of all dangerous debris, planted over 60,000 seed coconuts, and construction is completed on 40 new concrete homes.

An additional 38 homes are to be constructed starting this year (1974) together with the historic return to Bikini of the first families to be resettled. The Bikini people have participated directly in all phases of the rehabilitation project.

PUBLIC WORKS

The Department of Public Works of the Trust Territory at the Headquarters level was established in accordance with Section 38 of the Trust Territory Code and consists of the Divisions of Planning, Design & Engineering, Contract Construction, and Operations & Maintenance. Each Division is headed by a Division Chief who is responsible to the Director of Public Works who, in turn, is responsible to the High Commissioner.

The objectives of the Department are generally to achieve the optimum implementation of the Capital Improvement Program of the Trust Territory Government in the most expeditious, economical and legal manner, and to effectively coordinate the Territory-wide operations and maintenance of the physical plant of the Government by providing technical advice and assistance through the District Administrators to the District Public Works organizations in the performance of their operations and maintenance functions.

The Director of Public Works is responsible for the administration and development of the Capital Improvement Program of the Trust Territory Government; the planning, design and engineering, construction, and the coordination through the District Administrators of the operations and maintenance work carried out at the District level. He is authorized to exercise all authority conferred upon him by the High Commissioner in the areas under his cognizance and advises the High Commissioner on problems and represents him in the conduct of a continuous appraisal of public works activities. He is a member of the High Commissioner's cabinet. He serves as a Trust Territory Contracting Officer in the negotiation, award, and execution of contracts for construction, and for planning, architectural, and engineering consulting services. With the aid of staff members within the immediate office of the Director, such functions as the general and overall administration of the Department, planning and scheduling of construction projects, development of projects for inclusion within the long-range, multi-year program memoranda of the Government, establishment of a system of controls over the obligation of funds allocated for specific projects within the approved Capital Improvement Program, and development of engineering and operating manuals for use throughout the Territory are performed.

CONTRACT CONSTRUCTION DIVISION

This Division is responsible for the overall supervision of construction projects carried out through private contractors. In carrying out this responsibility, the Division works through the District Administrators in the furnishing of necessary inspection services for private contracts through the Construction Inspection Section.

The Division assists the Director in the programming and scheduling of construction projects, planning in advance the methods by which the budgeted program will be carried out, i.e., through major private contractors, local Government force account, or local contracts within the respective district of the Territory.

The Division provides liaison and coordination between Public Works and the Department of the Navy, through its Officer-in-Charge of Construction, Marianas, as well as the Department of the Army, through its Corps of Engineers, Pacific Ocean Division, in the administration of those major contracts managed by these organizations on behalf of the Trust Territory. This administration is provided under a reimbursable contract procedure and the award of the construction contract is based upon competitive bids.

DESIGN AND ENGINEERING DIVISION

This Division is responsible for a multitude of engineering and architectural services, engineering studies and reports, engineering and construction surveys, the preparation of engineering and architectural plans and specifications for construction projects, and all construction estimates, primarily in support of the annual Trust Territory Capital Improvement Programs. Additionally, this Division is responsible for the Program Area of Trust Territory-wide water, sewerage and power planning, programming and implementation.

In general, this Division organizationally consists of an architectural section, engineering section, engineering survey section, materials testing section, drafting section, and reproduction section.

Personnel in this Division assist in the negotiation and administration of architectural, engineering and related contracts with outside consulting firms. The

Division checks and reviews submittals from engineering and architectural firms whose services are engaged, as well as those prepared by district forces and those submitted as Congress of Micronesia-funded projects.

PLANNING DIVISION

This Division coordinates the preparation and implementation of the Trust Territory comprehensive planning program. The Division includes the Headquarters Planning Staff and a Planning Staff in each of the six Districts. The staff has been expanded to include Planner Trainees at the District and Headquarters levels who are in the process of being trained to replace all expatriate planners.

The Planning Division works directly with the Territorial Planning Coordinating Committee at the Headquarters level and the District Planning Commissions at the local level.

The Division is in the process of developing the Micro-Film Information System which will provide data for the using agencies in a form that is readily accessible.

OPERATIONS AND MAINTENANCE DIVISION

This Division provides a viable operations and maintenance program, technical supervision and guidance, speciality equipment and personnel to support the District Public Works, Operations and Maintenance functions throughout each of the six Districts of Micronesia.

The Division's four branches are:

Maintenance Planning - Develops, implements and audits a program of maintenance; provides budget assistance; coordinates and expedites materials, establishes standards and unit costs; and maintains a Trust Territory-wide physical inventory.

Technical Field Support - Provides technical supervision and direction to the six Districts Public Works Departments; audits maintenance programs and specialized C.I.P. projects which are accomplished with District Public Works forces.

Equipment Support - Provides specialized shops; automotive, equipment and generator maintenance, repair and overhaul support to the District Public Works organizations.

Technical Trades Training - Provides a training facility, specialized personnel and services to upgrade the trade knowledge and skills of Public Works employees in specified fields.

The Chief of Operations and Maintenance and his staff are located in the offices of Headquarters Public Works Department and at the Central Repair Facility, both in Saipan. The Chief, his staff and support personnel are required to spend a considerable amount of their time working in the field providing guidance, supervision and support to the Districts.

DEPARTMENT OF RESOURCES & DEVELOPMENT

Headed by a Director, the Department of Resources and Development consists of five major divisions: Agriculture, Economic Development, Labor, Lands and Surveys and Marine Resources. Each one of these five divisions is in turn headed by a Chief, who assumes direct supervision of the programs and activities in his area of responsibility.

Division of Agriculture:

Headed by a Chief, this Division is responsible to provide assistance to the Field Agriculture staff through the District Administrators based upon approved programs and budgets in the areas of general agriculture, forestry, entomology, plant pathology, animal husbandry, health and meat inspection and conservation of land resources. It conducts agriculture surveys, carries out field experiments for the improvement of crops; arranges for the introduction of new crops and livestock, both for subsistence and commercial development; provides entomological and plant pathological services and makes recommendations as to the establishment of plant and animal quarantine regulations; assists in establishment of agricultural stations; makes recommendations as to the control, use, and preservation of forests; and provides technical advice and service through the District Administrators to the members of the District Agriculture staffs.

Division of Labor:

Headed by a Chief, this Division is responsible for administering and enforcing policies and laws designed to advance the interests of the Trust Territory of the Pacific Islands by promoting the welfare of the wage earners, protecting them against exploitation, improving their working conditions and advancing their opportunities for profitable employment.

Division of Economic Development:

Headed by a Chief, this Division is responsible to promote accelerated economic growth compatible with orderly social-cultural-political change; economic growth from subsistence and barter to an economy that furnishes individual human satisfaction for an ever-increasing population. Its program is aimed at reducing the relative dominance of the U.S. Government's subsidy by developing natural resources, including tourism, by encouraging planned investment by outside capital and by stimulating the formation of local capital and the production, processing and marketing structure.

Division of Lands & Surveys:

Headed by a Chief, this Division is responsible for developing, implementing and administering the entire lands and surveys program for the Trust Territory. As manager of the public domain, the Division administers functions concerned with the identification, use and disposal of public lands and the mineral resources of certain public lands and acquired lands.

The Division's functions are grouped in four major categories, namely: (i) Land Administration; (ii) Surveys and Mapping; (iii) Investigation of Ownership and Registration of Land Titles; and (iv) Land Resources Inventory.

Division of Marine Resources:

Headed by a Chief, this Division is to conserve, develop to the maximum possible annual yield, use and maintain forever, the marine resources of the Trust Territory for the nutritional and economic enrichment of the people of the islands. Its major areas are: marketing, conservation, inshore fisheries development, offshore fisheries development, training, boatbuilding and research.

DIVISION OF AGRICULTURE

A. ORGANIZATION AND FUNCTIONS

The Agriculture Division is established within the Department of Resources and Development in accordance with the authority granted by the High Commissioner under Section 38 of the Trust Territory Code, and is under the direct supervision of the Chief of Agriculture and the general supervision of the Director of Resources and Development as outlined in Part 175 of the Trust Territory Manual of Administration.

In addition to heading the Agriculture Division, the Chief of Agriculture has the following responsibility:

1. Performs staff services to the Director of Resources and Development and to the High Commissioner;
2. Assists in planning agriculture programs, reviews and makes recommendations as to agriculture policies and procedures;
3. Advises in planning the programs relating to the district agriculture stations and to their extension function;
4. Provides technical guidance and advice through the District Administrators to the District Agriculture staffs based upon approved programs and available funds.

B. OBJECTIVES

1. The Agriculture Division has three objectives in overall development programming for the Trust Territory.
 - (a) Develop agriculture production which will be oriented to produce items which are increasing in demand and to develop the systems, organizations and facilities for processing, storing, transporting and marketing of these products.
 - (b) Carry on a program oriented toward increasing the production of agricultural exports where feasible.
 - (c) Promote production of special commodities in these districts where these are economical and where other agricultural alternatives do not exist.

C. PROGRAM ACTIVITIES

1. The district program for promotion and development of cash products includes:
 - (a) Coconut production - the main farm income producer is copra; there are coconut development programs in all districts except the Marianas.

- (b) Vegetable crops - for local consumption and export in the Marianas; consumption in other district centers. Vitally important for generating of cash income and improvement of health standards.
 - (c) Black pepper - a development project in Ponape as a supplementary cash crop for export and domestic sales in the Territory.
 - (d) Rice - a development project in Ponape to produce rice for local consumption for import substitution.
 - (e) Fruit crops (banana, papaya, citrus, pineapple)--for domestic consumption in all districts; export of bananas from Ponape and Marianas to Guam; possible export of pineapple from Marianas and Yap to Guam.
 - (f) Beef and pork - for export in the Marianas; local and export in other districts.
 - (g) Poultry products - for local consumption in all district centers.
2. Along with district programs the following Headquarters Agriculture staff conduct Territory-wide support programs in the following areas:
- (a) Entomology - the Chief, Entomology Section and assistants conduct a general entomology service for control of insects, weed and plant pests for the Territory.
 - (b) Plant Pathology - the Chief, Plant Pathology Section and his assistants conduct programs of plant disease investigation and control for the Territory.
 - (c) Forestry - the Chief, Forestry Section and staff are working to develop wildlands conservation, watershed development and forest improvement.
 - (d) Conservation - the Chief, Conservation Section and assistants are responsible for formulation, planning and development of conservation programs as needed in the districts.
 - (e) Animal Health Services - the Chief, Animal Health Services Branch and staff advise and assist district animal husbandry personnel in animal health, animal improvement, slaughter, meat handling and inspection and training in animal health and disease control.

- (f) Poultry Management - Provide technical advice and assistance in poultry management for the Territory.
- (g) Agricultural Extension - the Agriculture Extension Branch promotes programming of:
 - (1) Diploma training for agriculture and forestry - a three-year academic and field training program in general agriculture at Vudal Agricultural College, New Britain Island; a three-year forest ranger training program at Bulolo Forestry College, New Guinea.
 - (2) Baccalaureate degree (4-year course) college training for high level agricultural supervisory personnel.
 - (3) Short term (2 weeks to 6 months) specialized practical training in all areas of agricultural sciences via outside technical agencies (South Pacific Commission, Institute for Technical Interchange, East-West Center, University of Hawaii, etc.)
 - (4) Production of agricultural extension training literature.
 - (5) Agricultural economics, marketing services and agricultural cooperatives development.

DIVISION OF LAEOR

This Division is responsible for administering and enforcing policies and laws designed to advance the interests of the Trust Territory of the Pacific Islands by promoting the welfare of the wage earners, protecting them against exploitation, improving their working condition and advancing their opportunities for profitable employment in private industry.

This Division is responsible to the Director of Resources and Development in the interpretation of Trust Territory policies and objectives and the reviewing of proposals and program accomplishments for conformance to policies and overall effectiveness of results obtained.

It is the policy of the Trust Territory Government that Trust Territory citizen workers be given preference in employment in occupations and industries in the Trust Territory, and that the public interest requires that the employment of non-citizen workers in such occupations and industries not impair the wages and working conditions of the Trust Territory workers.

In addition to heading the Labor Division, the Chief of Labor enforces the provision of the Protection of Resident Workers Act (P.L. 3C-44) and the agreement which the incumbent enters into with employers concerning the employment of non-citizen workers, including the performance of investigatory functions as appropriate thereto.

The Chief requires that employers accept such agreement or conditions for the payment of wages or benefits to non-citizen workers as he shall determine to be necessary and consistent with the policy and purposes of the Protection of Resident Workers Act; and any such agreements or conditions agreed to by an employer shall be legally enforceable in the courts of the Trust Territory, upon action taken by an aggrieved employee or on his behalf by the Chief. In any such action taken by the Chief, on behalf of an aggrieved employee, the Chief shall be represented by the Office of the Attorney General of the Trust Territory.

Applications for entry of alien labor are reviewed by the Division, coordinated with pertinent districts administrators whose advice and recommendations are sought, and then approved or withheld.

The Chief establishes occupational categories for occupations to which the Protection of Resident Workers Act is applicable and establishes minimum standards of qualification procedures, and minimum wage requirements for workers in certain occupational categories. All job vacancies must be advertised with the Employment Service Offices throughout the Trust Territory for thirty (30) days in order to provide opportunity for qualified citizen workers to apply. Applications for skilled alien workers can be accepted only when qualified citizen workers are not available.

In the event a job vacancy is not filled within sixty (60) days after publication it will be necessary to readvertise thru the Employment Service Offices in order to allow opportunity for a qualified citizen worker to make application.

The Chief requires physical examinations of persons entering the Trust Territory for employment under non-resident worker Identification Certificate. Non-resident worker and members of his family presently in the Trust Territory are also affected.

It is also the duty of the Chief to inspect workers camps and places of employment to insure that the employer uses safety devices and other means necessary to protect the life and safety of the employees.

Establishes and supervises the Trust Territory Employment Services and carries out other duties and functions as outlined in the Protection of Resident Workers Act.

Collects and analyzes data on employment, productivity and technological developments, wages and industrial relations.

Conducts continuing surveys of labor needs, assists in preparing training programs in cooperation with private employers, and recommends other measures for alleviating shortages and reducing the need for nonresident workers.

Provides advisory assistance to wage earners regarding labor law and policy in effect in the Trust Territory.

Advises and assists with the development of policy statements, legislation and regulations relating to the Micronesian wage earners.

Directs the implementation of recommendations made by various consultants in his area and approved by the High Commissioner.

The Labor Division is responsible for (1) providing the district Employment Services Offices with the leadership and necessary procedures for determining the occupations in which training is needed; (2) selecting labor areas in which studies will be conducted; (3) scheduling surveys; (4) training personnel to carry out survey functions and to develop training needs survey projects at the territorial and district office level; (5) providing technical assistance to district offices in conducting training needs surveys, determining supply of eligible trainees, evaluating output of existing on-the-job training facilities, and developing training proposals.

The Labor Division works in close cooperation with the Immigration Department in the control and regulation of entry of alien workers into the Trust Territory.

Performs other related duties as assigned by the Director of Resources and Development.

Division of Lands and Surveys

I. ESTABLISHMENT AND AUTHORITY:

The Lands and Surveys Division of the Trust Territory Headquarters is established within the Department of Resources and Development in accordance with the authority of the High Commissioner under 2 TTC Section 57 of the Code of the Trust Territory and Public Law 4C-48. The Lands and Surveys Division is under the overall direction of the Director of Resources and Development and the direct supervision of the Chief of Lands and Surveys.

II. OBJECTIVES:

The primary objectives of the Division of Lands and Surveys in outline form are:

1. To determine and register the present ownership of the lands of Micronesia and to establish a system of title registration that will continuously reveal current ownership status.
2. To acquire and/or make available proper and necessary locations for public facilities and utilities as authorized for the Capital Improvement Program.
3. To make public lands more readily available for development purposes through sound programs of leasing, homesteading and land exchanges.
4. To protect Micronesian land rights through regulation of non-citizen leasing of lands.
5. To survey, monument, and map the boundaries of landownership parcels in Micronesia.
6. To prepare accurate topographic maps for the islands of Micronesia.
7. To determine and make available the relative capability of the lands of Micronesia for agriculture, forestry, recreation and environmental conservation uses.
8. To manage the biologic, historic, outdoor recreational and other resources of the public lands to provide the greatest continuing public benefit.

III. ORGANIZATION AND FUNCTIONS:

In order to effectively carry out its functions and responsibilities, the Division of Lands and Surveys has been divided into the following activities; The Branch of Real Property Management, The Branch of Surveys, and The Branch of Resources and Land Use and the sections of Office Management and Central Land Registry. The District Land Commissions operate under the immediate supervision of Senior Land Commissioners who are responsible to the Chief of Lands and Surveys.

A. Branch of Real Property Management:

This Branch is headed by a Chief who has the primary responsibility to formulate and develop the Trust Territory wide public land policies, regulations and sound programs. When directed by the Chief of Lands and Surveys, or requested by a District Administrator, he provides staff advice on operating procedures and professional and technical matters to a District Land Management Program. The preparation and/or review of homesteading, land exchange and non-citizen leasing of land to assure protection of the Micronesian interest are also his duties and responsibilities. This Chief monitors the acquisition of lands required for Trust Territory Governmental functions. He also performs the same function for all United States federal agency programs in the Trust Territory. The Chief of this Branch is also responsible for securing real estate evaluation appraisals and for technical advice, staff supervision and direction of appraisal matters. Regular technical inspection of the operations of District Land Management Programs is also the responsibility of this Chief. He provides land tenure analysis based on statistics maintained by the Branch. The Branch also maintains the Division's Technical Reference Library. He must also train or secure the training of Micronesians in the skills necessary to perform the functions of the Branch.

B. Branch of Surveys:

The Head of Branch of Surveys is the Territorial Surveyor who formulates policies and procedures for all surveying and mapping activities within the Trust Territory. The Territorial Surveyor coordinates and reviews all land survey work performed in the Trust Territory of the Pacific Islands by other government agencies and contractors, and examines all land survey work

for technical accuracy and all survey work relative to the Land Commissions program. He provides technical programs for survey and cartographic personnel throughout the Territory, administrative services for the Board of Land Surveying Examiners, special cartographical service for Headquarter's needs.

The Branch of Surveys prepares and administers all contracts relative to land surveying projects throughout the Territory and maintains files and statistics on all survey data and plats. The Branch also procures and assigns special types of field instruments and measuring equipment and computers to meet growing needs of the individual district and reviews equipment usage and maintenance and it assists districts in up-grading equipment and operating procedures.

C. Branch of Resources and Land Use:

The Branch of Resources and Land Use is headed by a Chief who is responsible for the compilation of a comprehensive inventory of all the land and mineral resources of both the public and private lands of Micronesia. He must secure and maintain land use capability inventory of Micronesia for agriculture, forestry, conservation and recreational capabilities, parks, beaches and historic sites on Public Lands and to develop programs and regulations for the Management of these resources. The Branch reviews proposals for homesteading, lease and other allocation of public lands for conformity to the soils and land resources of Micronesia; and collects and maintains aerial photographs of Micronesia, statistics on land use and resources of Micronesia in an orderly fashion. The Chief of the Branch coordinates the Earth Resources Observation Systems (EROS) program within the Territory. He administers the training of Micronesians in the skills necessary to perform the functions of the Branch.

D. District Land Commissions and District Registries:

The Land Commission functions include a total land property survey and land title registration program throughout Micronesia covering both public and private land in accordance with 67 TTC 101-120. Each Land Commission proceeds on a systematic and geographical basis to accomplish the registration of as much of the land within a district as practical within such registration areas as the Commission designates.

The processes of title determination requires the location, translation and analysis of Japanese, German and Spanish land records and the adjudication of conflicting claims.

There are Land Commissions operating in all districts (except the Marshalls) whose functions are set forth in the above paragraph. The Marshalls District has requested postponement of the establishment of a Land Commission in that District because of the complex land tenure system in effect. All Land Commissions are under the direct supervision of the Chief, Lands and Surveys Division by the terms of the Land Commission Act.

E. 6 District Land Management Offices:

The Chief of Lands and Surveys provides technical supervision of District Land Management Offices through respective District Administrators.

The functions of these district offices are: (1) determination of the boundary of the public domain through the use of land records and property surveys of previous administration (Spanish, German, Japanese and American), and directions of the investigations and negotiations with the owners and occupants of the land; (2) surveys; (3) maintenance of cadastral map and public land private land records; (4) acquisition and disposition of land for administrative government use and use by indigenous populace through leasing, homesteading and grant as dictated by an expanding economy and growing population; and (5) field survey and mapping support to the Capital Improvement Program and other activities.

DIVISION OF ECONOMIC DEVELOPMENT

I. PRESENT ECONOMIC SITUATION

Micronesia personifies a dual economy where aspects of a traditional-based subsistence economy interact with the forces of a modern, money economy. A little more than one-half of the 107,000 population live at or near the six (6) district centers; approximately 13,800 of these are employed in private businesses and by the government. Development opportunities for the establishment and expansion of major tourist industry, commercial farming and marine development are being tapped as the basic economic infrastructure is being installed and improved in the districts. With the completion of these facilities, the framework or support for an economic base of the Territory will have been established and economic activities generated in the private sector. Key constraints to economic growth in Micronesia include: geographical dispersion of land and people; incomplete physical and a shortage of financial support facilities (for the mobilization of private savings for productive investment); scarcity of labor in districts where demand for employment prevails; and other obstacles normally associated with the problems of growth in a developing economy, i.e., small market, land tenure system, restriction of land ownership by non-Micronesians, lack of management know-how, etc. At present, the Trust Territory economy is heavily supported from expenditures of U.S. grant funds by the Trust Territory Government. There is, in addition, some respending effect of money paid to non-indigenous employees of the Trust Territory Government.

II. STATEMENT OF GOALS AND OBJECTIVES

Goals

Promote accelerated development compatible with orderly social-cultural-political change. The aim of the Government is to reduce the relative dominance of the U.S. Government's subsidy by developing natural resources, encouraging and facilitating tourism, encouraging planned investment by outside capital and by stimulating the formation of local capital and the production, processing and marketing structure.

Objectives

1. Private Enterprise Development

- a. Encourage the mobilization and full use of private capital investment, both local and imported, in the development of the natural resources of the Territory with emphasis upon maximizing economic and cultural benefits to all Micronesian people.
- b. Encourage Micronesian acceptance of capital, technology and skills available outside the Territory in order to serve the best interests of the Micronesian people.

- c. Improve the climate for private investment (foreign and Micronesian) including the drafting of legislative and administrative regulations to induce the employment of local and imported capital, management, and know-how. Continuously identify obstacles to private enterprise and entrepreneurial initiative and implementation of measures to overcome these obstacles. Prepare feasibility studies, handle information requests for materials requisite to studying the feasibility of potential projects, provide consultative assistance in formulating business training programs, etc.
- d. Develop programs of public assistance, including loans, and technical assistance to be accomplished in conjunction with local private participation.

2. Cooperatives and Credit Unions

- a. Encourage, foster and promote continuous growth of cooperatives and credit unions by providing technical advice, training programs, developing management standards to aid a regular monitoring service.
- b. Acquire statistical data that indicates the development patterns in this sector to provide guidelines for future program direction as needed by the District staffs.

3. Economic Development Loan Funds

Effectively use the Economic Development Loan Funds to assist in financing Micronesian development projects that will meet one or more of the following criteria: (a) create new employment; (b) replace imports; (c) create exports; (d) reduce prices; (e) create vitally needed facilities and services.

Examples of desirable enterprises are:

- a. Producing, processing, marketing local foodstuffs, marine products, other raw materials.
- b. Providing services locally needed., e.g., construction, tourism facilities, bus service.

4. Tourism

The aim of the government is to play a direct role in managing the growth of tourism to achieve balance, order and maximum social and economic benefits for the Territory's people. In an effort to assure that tourism be developed according to the desires and needs of each district, the government has promoted the establishment of tourist commissions in each district. These are bodies of concerned citizens

in whose hands lies the direction and extent of each district's tourism development. Emphasis continues in assisting each tourist commission in developing goals and policies to insure compatibility with the district's total development policy and ensuring the maximum benefits of the tourist dollar to the residents of the Territory.

5. Business Advisory Services

Using supplementary expertise such as Small Business Administration, international credit union and cooperative organizations and Peace Corps to assist a continuing high level professional staff in its provision of business advisory services for commercial, trading and industrial firms in the Trust Territory. Emphasis continues on providing consultative assistance on management, marketing (local and export), financial accounting and control, employee training, better use of indigenous raw materials, handicraft, etc.

III. SPECIFIC PROGRAM ACTIVITIES

A. Private Enterprise Development

Efforts are underway to supplement limited Trust Territory citizen capital by encouraging foreign (U.S. citizen) investment with Micronesian participation.

The United States as Administering Authority recognizes its favored status as permitted in Article 8, Section 1 of the Trusteeship Agreement. This provision has been interpreted to limit investment in the Trust Territory to only citizens of the Trust Territory and citizens of the United States.

Since 1970, permits to conduct business in the Trust Territory have been issued in accordance with the Foreign Investors Business Permit Act. The Act sets up procedures and criteria for foreign investors. Among the criteria by which applications may be evaluated include the following: economic need for the service or activity; extent to which the operation would deplete non-renewable natural resources or pollute the atmosphere or water; Micronesian participation in ownership; employment preference and training for Micronesians; and the extent to which the operation will effect the existing social and cultural values of the District in which it will be located.

During FY 1973, 64 applications for business permits were filed under the Act. Twenty-two permits were favorably recommended by District Economic Development Boards and approved by the High Commissioner; 9 were disapproved; one withdrawn and 30 still pending at year's end. Also during the year, the Yap Economic Development Board revoked two permits for inactivity, both in the area of fisheries.

Total asset value of U.S. private investment in the Trust Territory to date aggregates \$50 million.

There are at present in the Territory about 400 medium to large businesses, i.e. which fall in the \$10,000 or above annual gross revenue income bracket, and about 1,000 small family stores.

The Economic Development Office in each district offers business advisory assistance to these businesses upon request.

In addition, an Industrial Economist at the Headquarters prepares feasibility analyses for various types of enterprises on request. Recent studies include: desiccated coconut plant, fish canning, tropical fish collection station and banana marketing.

Other Division efforts are being directed toward developing a local button industry as well as in locating markets for Micronesian handicraft and produce.

B. Cooperatives and Credit Unions

The main thrust of this program is to promote sound growth within the fifty-four chartered cooperatives and forty-six credit unions in the Territory. Continuous monitoring of these associations is encouraged through the District Economic Development staff with the technical help of the Headquarters staff. New associations are encouraged where practical but especially in the areas of resource development (Marine, Agricultural, Handicraft, etc.) Management and staff training has been given special emphasis; general membership education continues to be given priority attention. Annual statistical reporting over the years has revealed steady development in this area and definite public support for this program activity. In 1973 cooperatives turned gross sales in excess of \$7 million and credit unions loaned more than \$4 million from a savings of more than \$3 million. Also, in 1973 the Congress of Micronesia enacted the Fishery Development Act of 1973 (Public Law 5-21) creating District Fishing Authorities to facilitate the development of fishing cooperatives.

C. Economic Development Loan Fund

The Economic Development Loan Fund has been a useful instrument for stimulating private enterprise development throughout Micronesia. The main purpose of the fund is to provide low interest, medium-term loans for production and commercial enterprises which will contribute to economic development in Micronesia. The Board of Directors, who administers the Fund, have recognized in their consideration of credit-worthiness, that many loans will have high risk characteristics and that borrowers will not always be able to furnish commercially acceptable collateral. Loans are granted based on the economic

desirability of the project and a reasonable expectation that the project can be successful. The fund is not intended to compete with other institutions extending credit, but will provide financial assistance for economic development in cases where credit is not available elsewhere on reasonable terms and conditions. Financial assistance is given in two forms: by direct loans from the Fund's own resources; and by giving the Fund's guarantee to loans extended by banks. Although the Economic Development Loan Fund was established in 1964, the Trust Territory Government has been lending to private enterprises for twelve years. In 1956, a revolving fund was made available by the U.S. Congress for loans to locally-owned trading companies. This revolving fund was continued until August 1964 when U.S. Public Law 487 transferred \$368,000 in the fund to a Trust Territory Economic Development Loan Fund. The Fund has since been supplemented by three annual appropriations of \$100,000 each; \$250,000 in FY 1968, \$225,000 in 1969, \$150,000 in FY 1970 and \$600,000 in FY 1972. No appropriations were made in FY 1971 or FY 1973.

Two other loan funds were established by the Congress of Micronesia in 1972. The Production Development Loan Fund, funded at \$600,000, provides financial assistance to small commercial agriculture, marine resources and craft related enterprises and other cottage industries. The Marine Resources Development Loan Fund, funded at \$500,000, provides loan assistance for the development of marine resources on a commercial basis.

During the year, 46 direct loans totalling \$189,680 were made, of which 43 were approved in the District and 3 at Headquarters and 16 loans totalling \$508,194 were guaranteed with commercial banks. Due to increased lending activity, at year's end the Fund was exhausted; more than 75 loan applications aggregating more than \$3.1 million were known to be in process in the districts.

The Production Development Loan Fund made 131 loans aggregating \$392,304. Most of these were for fishing and farming.

The Marine Resources Development Fund made 7 loans aggregating \$104,626. These were for boats, shoreside facilities, fish market, dive shops and a small boatyard.

D. Tourism

Tourism represents one of the Territory's major economic growth potentials. Micronesia's location, climate, people, unique beauty and cultures give a sound basis for substantial economic expansion through the development of tourism. The establishment of a strong and secure tourism economy involves the skillful blending of promotion and development. Development includes, not only the building of hotels and other tourism accommodations but improvements in

infra-structure, port facilities, airport terminal buildings, the streamlining of public health, customs and immigration formalities. Getting the tourists to travel might not be as great a problem as the ability to cope with the influx. Each district has established a tourism commission, most of them created through district legislation. Decisions on the direction and extent of any growth are made within each District. A Headquarters Tourism Branch has been established within the Economic Development Division to give technical and professional assistance to the Districts, and to coordinate Territory-wide tourism activities. The aim of the Government is to encourage Micronesian participation in the development of a tourism industry to the fullest extent possible. Tourism continued its growth during the past year. Visitor entries during FY 1973 totalled 47,115, a 30% increase over FY 1972's 36,199. It was estimated that more than \$3.5 million of direct expenditure was spent in the Territory by these visitors. Hotel construction during the year increased the number of rooms from 496 to 620. Another 500 rooms are under construction and several thousand others have been proposed by Micronesian businessmen in the six districts of the Territory. Of the 38 existing hotels in the Trust Territory, 33 are Micronesian-owned and over 60% of them have Micronesian managers.

MARINE RESOURCES DIVISION

The Marine Resources Division is established within the Department of Resources and Development in accordance with the authority granted by the High Commissioner under Section 38 of the Trust Territory Code, and is under the direct supervision of the Chief of Marine Resources and the general supervision of the Director of Resources and Development as outlined in Part 174.1 of the Trust Territory Manual of Administration.

The goal of the Marine Resources Development Program is to conserve, develop and use the Territory's greatest natural resource - the ocean and its products - for the nutritional, recreational and economic enrichment of Micronesians. To this end, the Administration is engaged in seven major program efforts: inshore fisheries development, starfish control, offshore fisheries development, conservation, boat-building, research and training.

Inshore Fisheries Development:

Inshore fisheries continues to be a mainstay to islanders not residing in the district centers or not employed by the government. Foundations have been laid for the development of inshore fisheries into a major source of protein for island dwellers and a promising export business for fishermen.

Ice and cold storage plants to support these fisheries are now established in Truk and Palau. However, improvements are constantly being sought for these plants. Designs and funding have been developed for similar plants in Majuro and Ponape. These should hopefully be completed in the near future. Support is also being given to the establishment, through private enterprise, of an ice and cold storage plant in Saipan. Plans are presently being drawn up for these support facilities in Yap - both on Yap proper and on Ulithi.

Various support vessels have been obtained through military excess, which are used primarily for inshore fisheries. In addition, a project in Ponape has shown that dory type vessels are very productive in this fishery. Catches of these experimental vessels have been encouraging and a good deal of interest throughout the Territory has been shown in the expansion of this program. Builders are being trained in Ponape, and this expansion is planned for the near future.

The National Sea Grant Program and the Manpower Development Training Act have supported the work of various experts in the mariculture fields. An oyster consultant has been at work in Palau for some time. An expert in the rearing of milkfish is also at work establishing rearing ponds throughout the islands of the Palau District. In addition, a consultant from the Hawaii State Division of Fish and Game visited the Trust Territory for a six week period to determine suitable farm sites for the rearing of freshwater prawns. Programs for the development of the knowledge gained from these experts have been prepared and are being presented through various channels in order to secure funding.

Sites for complete fisheries support facilities have been selected or developed for all districts. A move of the Truk District facilities to an enlarged site on Dublon Island is planned for the near future.

Starfish Control:

Fortunately, this area of concern to the Administration shows indications of phasing out. Only in Truk District does the infestation remain serious enough to warrant a continued full-time team of starfish eradicators. Kill rates in Ponape have steadily decreased such that the program can be phased out, hopefully, within the next year. Continued monitoring of all other districts reveal only a very occasional infestation. When these occur, small teams of experience divers are dispatched to bring the infestation under control.

Divers trained under the auspices of the Starfish Control Program are now certified by the National Association of Underwater Instructors. Those with the greatest proficiency are preparing for certification as instructors at a later date. These divers have broadened their skills on various environmental protection programs throughout the past year. Their expertise will be used in the future by various departments in conservation, environmental monitoring, construction - as well as continued starfish control.

A Diving Manual has been prepared and is presently undergoing review. This will establish basic guidelines for diving procedures and safety precautions for all administration - sponsored diving projects. It will also be a guide to the growing recreational diving industry.

Offshore Fisheries Development:

The goals of the offshore fisheries development program are to promote commercial exploitation of skipjack stocks by Micronesian fishermen; to develop freezing, canning, and processing operations as well as boat building and repair facilities at suitable sites throughout the Territory; and to promote sports fishing for marlin, large tuna, and other game species.

Inasmuch as one of the major factors retarding the development of offshore skipjack fishing operations is the lack of adequate cold storage facilities, the government was able to obtain from military excess four 600 ton reefer barges which were placed in those districts requesting them. These barges, prior to delivery to the various districts, were completely overhauled and made ready for operation. Attempts are now being made to develop a means to produce the quantity of fish necessary for the economical operation of each barge. These barges are intended to serve as temporary cold storage plants pending the completion of more satisfactory shoreside facilities.

A live bait skipjack fishing boat has been designed by a Naval Architect on the staff of the Marine Resources Division, which is especially suited to the waters and fishing styles of Micronesia. It is planned that this boat will be built in quantity and sold, under the auspices of the Marine Resources Development Loan Fund, to qualified fishermen throughout the Territory. It is hoped that the construction can be arranged to take place within the Trust Territory, thereby providing training to boat-builders in the construction of this unique vessel.

The Yap District had been awarded funds through the Congress of Micronesia for the acquisition of a fishing vessel, which will establish a unique off-shore fisheries development program for that District.

The fishing vessel will serve both the district center and the outer islands, be crewed by fishermen/trainees from throughout the District, and sell fish at all its stops. This will not only provide a protein source to all islands of the Yap District, but also provide a school-afloat to would-be young Yapese fishermen. Special liaison will also be established with the high schools of the district. Extensive investigation as to boats available for sale and charter has been conducted. It is anticipated that the vessel will be obtained and begin fishing during the coming year.

In conjunction with this program, a Marine Resources Division district office was established in Yap and a Fisheries Specialist retained to head the programs. There are now district offices in Yap, Palau, Truk and Ponape, and the headquarters office in Saipan. It is hoped that district fisheries office can be established in Majuro and Saipan when funds become available. Meanwhile, the District Administrator of the Marshalls District has appointed his Deputy to act as Acting Fisheries Specialist.

District Fishing Authorities:

The Congress of Micronesia, through Public Law 5-21, established District Fishing Authorities in all districts of the Trust Territory. These authorities are comprised of representatives from each fishing cooperative association in the district. Their function is to serve as a source of guidance to the fishermen of the district, as well as to administer a loan fund on behalf of the fishermen. They are empowered to serve as a shore agent for any foreign fishing vessels calling at district ports, should the various District Legislatures give permission for such calls. Funds garnered from this agency service are also to be used on behalf of local fishermen.

During the past year, these authorities have been formed in all districts and have been actively involved in the establishment of their offices and the search for qualified managers. The District Legislatures of Truk and Ponape opened their ports to calls from foreign fishing vessels - and a few have been served to date. Fishing agencies from Japan, Okinawa, and Korea have indicated that Micronesian ports may expect numerous calls from their vessels throughout the coming year.

Conservation:

The objectives of the conservation program are to protect and encourage maximum proper use of the marine resources of the islands. Active conservation programs in Truk and Palau are headed by Micronesian Conservation Officers who engage in regular educational and enforcement activities. These officers are presently compiling libraries of educational filmstrips and other presentational materials in order to strengthen these programs.

Micronesian Mariculture Demonstration Center:

The MMDC is located in Palau. Most major construction is now complete and the various life support systems established. Developmental programs are conducted in five major areas: oyster culture, fish rearing pond construction and maintenance, fresh water shrimp culture (Machrobrachium rosenbergii), rabbitfish and milkfish culture, salt water shrimp culture (Penaeus monodon) and the rearing of green sea turtles. As has been previously noted, experts in these field have been brought in from Hawaii, the mainland, and the Philippines to assist in these program areas. In addition, training for Micronesians in mariculture has been sponsored in Hawaii and in Taiwan. Future studies will include cultivation of pearl oysters, clams, coconut crabs, etc.

All programs are in the experimental stage now as construction of the support facilities are being finished. When rearing techniques are perfected in any given area, village ponds will then be established and small farms developed in all districts of the Trust Territory. The Center maintains a cadre of trainees from throughout the Trust Territory who are learning these techniques presently. Upon development of their mariculture skills, they will return to their district to work on the village farms established there. Site surveys have also been done by both the District Fisheries Specialists and visiting experts in anticipation of this future development.

After village farms have been established throughout the Trust Territory, the Center will continue to perfect techniques of present program areas as well as to explore new areas. It will also serve as a source of fry to the farms throughout the districts.

It is hoped that, through the programs of the Micronesian Mariculture Demonstration Center, even remote villages will obtain farms which will provide them with a source of protein and income. Similar programs have proved very successful in the Philippines, Korea, and Japan.

Recreational Marine Resources:

Interest in the diving potential of such districts as Truk and Palau continues to grow. Special attention was drawn to the attraction of the Truk District through the film "The Silent Warrior", a major joint effort by the Trust Territory and Japan in the removal of war remains from some sunken vessels in the lagoon, and an Environmental Protection Agency - sponsored project involving the removal of depth charges from a sunken freighter in the lagoon.

Over 2,000 diving tourists visited these districts in the last year, drawn by extensive publicity given to the diving potential here by national magazines and some television coverage. Recently a diving tour of Truk was offered as a prize in a contest sponsored by a national diving magazine. All indicators promise further growth of this industry.

To give the necessary support, portable recompression chambers were obtained for both Truk and Palau and installed in the hospitals there. Both marine resources and hospital personnel have had introductory training in their use, with further training to follow in the coming year.

Also, fully equipped dive shops have been established in both districts which offer a complete line of rental gear, compressed air, and guide services. Both are Micronesian-owned, and both owners are certified and experienced divers themselves. The Marine Resources Division is working closely with them to assist them in their first year of operation.

Game fishing for marlin and large tuna offers some potential in Palau and the Marshall Islands. A few private individuals operate sports fishing vessels in these districts, but none are fully equipped. A search for suitable vessels with all necessary gear is being conducted on behalf of private individuals interested in owning and operating them. A proposal for a small boat-building program to construct such vessels has also been drawn up to seek Manpower Development Training Act support.

DEPARTMENT OF TRANSPORTATION AND COMMUNICATIONS

The two divisions composing this department are headed by a Director who is responsible to the High Commissioner for planning and directing all activities relating to the department. The divisions are in turn headed by a Chief who assumes direct supervision of the programs and activities in his area of responsibility.

TRANSPORTATION

The Transportation Division is under the supervision of the Chief of Transportation. This Division administers all transportation programs of the Trust Territory government, utilizing to the greatest extent possible the services of private carriers in the operations of air, sea and land transportation systems. The Chief of Transportation oversees the operations of each of the transportation contractors, so as to insure compliance with their contracts, and coordinates the functions of each for the greater efficiency of the government and for the benefit of the public. Where necessary, the Transportation Division participates in the direct operation of several interisland ships.

This Division furnishes technical advice to departments and to district administrators in the utilization of port and airfield facilities, provides for the establishment of transportation regulations and the development of air and sea schedules, and approves tariffs for trans-pacific and local transportation companies. The Division develops the long-range and short-term planning for airports, harbors, roads and warehousing, and recommends budget priority for their development. The Division monitors the construction of roads, harbors, airports and bridges. The Division encourages maximum Micronesian employment in the transportation industry in both Government and private positions, and takes action to encourage the proper education and training of these citizens. Approximately eight hundred Micronesians are employed in the Trust Territory transportation system.

Transportation is one of the vital elements in the Territory's program for improving the general welfare of the inhabitants and establishing a viable economy in Micronesia. The combined economic resources of ocean shipping expertise, geographic location and unusual equipment capability is being developed by the Transportation Division for the purpose of bringing Micronesia a new major source of cash income. Developmental operations have been initiated for the movement of Asian products to North America and the return of American goods to Southeast Asia. A rational development of this program is expected to allow Micronesia to participate strongly in the rapidly expanding \$1.5 billion east-west freight business which passes through Micronesian waters.

Transportation, particularly sea transportation, is essential in linking a widely-scattered island economy which is spread over a vast ocean area of these million square miles. The Trust Territory government is working closely with the Micronesian people to develop their capability for efficient transpacific and interisland transportation operations.

Marine Transportation

The Trust Territory government owns a total of fifteen (15) vessels: three (3) transpacific logistic vessels, nine (9) intra-district commercial and administrative vessels, one (1) station vessel, one (1) ocean-going tug, and one (1) harbor tug. The intra-district vessels are either chartered and operated by various Micronesian companies or operated directly by the government.

In the provision of transpacific logistic support shipping for the Trust Territory, TransPacific Lines, Inc. (TRANSPAC), formerly Micronesian Interocean Lines, Inc. (MILI), is completing its fifth year of contract ocean carrier service. This shipping company is obligated to provide 30-day service from US West Coast and from Far East ports to Trust Territory ports.

The government has entered into a contractual arrangement with TRANSPAC to operate two government-owned transpacific logistic vessels, the 329-foot MS MUSKINGUM and MS HERKIMER. TRANSPAC charters an additional transpacific vessel, the 8200-ton German flag MS LOTTE REITH.

Local Micronesian companies operate two Government-owned, intra-district vessels. Because of limited revenue in the intra-district service, it is necessary for the government to subsidize portions of operating costs to meet service requirements in most areas. These ships provide scheduled cargo, passenger and administrative service to meet the needs of the people living on the scattered, outer islands within each district.

The MS NORMAR, owned by Saipan Shipping Company, provides unsubsidized, regular ocean transport service between Saipan, Tinian, Rota and Guam, and occasionally provides intra-district service to the Northern Islands in the Marianas District.

In the Marshall Islands District, regular intra-district services are provided by three Government-owned vessels; the 157-foot MS MILITOB; the 111-foot MS YAP ISLANDER; and her sister ship the MS TRUK ISLANDER. All these ships are operated by the District Transportation Office, Marshalls. The ships are required to operate in regularly-scheduled common carrier service. The MS MILITOB is obligated to serve either Ponape or Truk District in the event that their single ship suffers a casualty.

In Ponape District the Government-owned, 145-foot MS KASELEHLIA is operated under charter by the Ponape Transfer and Storage Company to provide interisland passenger and cargo service to the seven inhabited outer islands in the district.

In Truk District the Government-owned, 176-foot MS ROBERT A. DEBRUM is operated under charter by the Truk Transportation Company (TRANSCO) to provide intra-district commercial and administrative services among the 24 inhabited islands in Truk District.

In the Yap and Palau Districts the 176-foot MS JAMES M. COOK is operated directly by the Transportation Division through local private agents to provide inter-island services to the outer islands of both districts.

The 204-foot MS PACIFICA, a specialized, open-well deck vessel with beaching capability provides a variety of services carrying roll-on/roll-off and heavy construction support cargo. This ship is operated directly by the Transportation Division. The Trust Territory-owned, 176-foot MS RAN ANNIM, the 141-foot MS HAFADA, the 143-foot towing ship MS WANDANK, and the harbor tug MS ELIZABETH ANN are being held in reserve status at the Transportation Coordination Center, Peleliu, until such time as the necessary operating funds can be made available to put the ships in regular service.

The newly revised port rules and regulations and tariff No. 1 governing the ports of Majuro, Ebeye, Kusaie, Ponape, Truk, Yap, Palau, Saipan and other entry ports of the Trust Territory of the Pacific Islands are in final stage of completion, pending final review by departments concerned, before it is published and distributed to all District port authorities for standard enforcement. These revised port rules and regulations and tariff No. 1 provide basic, uniform regulations consistent with commercial port operations throughout the world.

Preliminary study and compilation of data are currently underway for future publication into a booklet titled "Navigational Aids for Trust Territory Ports." This booklet will contain information on each of the ports, including history of the ports, approaches to harbor entrances, channel beacons and markers, length and depth of docks or piers, equipment and types of equipment available for port operations, port facilities and other vital information required by merchant mariners.

Although several of the major ports have yet to be improved with sufficient docking and warehousing facilities, the Government is taking steps in these directions with long-range improvement programs. Plans are also underway for the improvement of harbors with complete channel markers and modern navigational aids. Stevedore, terminal and shipping agency functions at district ports, formerly handled directly by the Government, are now handled by local Micronesian companies on a private basis. All districts require considerable terminal operation upgrading. To the extent of budget limits, the Transportation Division has influenced private companies to hire experienced seaport terminal personnel for supervisory and training duties.

An in-Territory ship repair and crew rotation facility has been established at Micronesia's commercially strategic island of Peleliu. The ship Repair Unit and the Ship Operation Unit at the Transportation Coordination Center, Peleliu, are staffed by workmen from every district of the Trust Territory.

An unusually large portion of the Transportation Division budget is obligated for training Micronesian maritime personnel to man Trust Territory ships. Cooperative programs have been developed with nearby maritime nations. Five Micronesians have completed their training at the Philippine Merchant Marine Academy. One is expected to graduate in July of 1975, and three more are presently in their first year of training. Many citizens of the Philippines have been trained as cadets on the various Trust Territory ships. To provide for Micronesia's sea transportation system personnel needs, an additional 90 trained officers are needed. Micronesian officer cadets are being enrolled in the Pacific Maritime Academy in Honolulu, the Massachusetts Maritime Academy, Maine Maritime Academy, California Academy, and the United States Merchant Marine Academy, as well as the Philippine Merchant Marine Academy. Two Micronesians have completed a 10-month training program in Advanced Marine Mechanics at Honiara Technical Institute in the British Solomon Islands. Another is enrolled in the University of Michigan to major in Naval Architecture and Marine Engineering. Carefully structured training programs are coordinated between the Transportation and Communications Department and the Education Department to develop a fully-qualified group of deep ocean mariners. In few other nations of the world can a young man attain the competence, high responsibility and public esteem as he can in Micronesia through service to the people in the merchant marine.

Marine mechanics, navigation and seamanship are being taught in connection with the Transportation Coordination Center, Pelelui, Palau.

The construction of a new class of inter-island ship is underway, with delivery of the first ship scheduled for mid-1974. This ship, to be named MS MICRONESIA PRINCESS, is expected to provide a major improvement to the economics of Trust Territory surface transportation.

Air Transportation

The unity of all the districts of Micronesia is linked by an effective and efficient air transportation system.

Air transportation in the Trust Territory has improved since May 1968 when Air Micronesia took over air service in the territory.

On December 15, 1972, Air Micronesia added a second 727-100 jet aircraft for use in increasing air service to all six districts of Micronesia. Yap, Palau and Rota, which had been served only by a DC-6, are now receiving jet service with three flights to Yap, five to Palau, and three to Rota each week. The new schedule also provides three round-trip jet flights weekly out of Honolulu into Micronesia and a single weekly flight between Saipan and Okinawa. Seventeen jet and seven DC-6 trips are being made weekly between Guam and Saipan. Service to Truk, Ponape and the Marshalls (Majuro) also was increased to four flights per week from Guam and three from Honolulu.

Another aspect of Air Micronesia's service in the Trust Territory is the development of hotel facilities. Plans in this regard include the building of first-class hotels in each district. Hotels in Guam, Truk and Palau are completed and in operation. Construction has started on a Continental Hotel in Saipan. Air Nauru provides scheduled air service between Majuro and Nauru twice a week on a twin jet engine aircraft. This same service extends to Australia.

A commercial air taxi charter company, Air Pacific, Inc., carries passengers and cargo on a scheduled basis between Guam, Rota, Tinian and Saipan. Charter service is available to Pagan as well as Yap, Ulithi, Palau and Truk.

The government, in cooperation with the Federal Aviation Administration (FAA), continues its program to improve landing fields and ground services, as well as airport communications facilities at each district.

Construction has been completed on the \$4 million, 7,900-foot Majuro Airfield. However, work is still progressing on the Majuro terminal building with completion scheduled for mid-1974. By mid-1974, Majuro should have an FAA-approved jet airport, complete with terminal building, runway-water catchment, airfield lighting and electronic navigational aids.

Feasibility studies for Yap and Palau Airports were completed by the Northrop Corporation in cooperation with the Ralph M. Parsons Company. Final recommendations, included in a five-volume report, are being used as the basis for funding the two airfield projects. Work has started on the Master Planning and site selection for both Yap and Truk Districts. Work as these two airfields was made possible through the Airport Development Act of 1970 which made the Trust Territory eligible to receive grants under the Act.

The rehabilitation of Saipan's Isley Field, begun this past November, was also made possible through federal grant funds obtained through the Airport Development Act of 1970. Completion is scheduled for early 1975.

Ground Transportation

Private bus companies operate in each of the six districts. The following is a breakdown showing the numbers of private buses in each district:

Majuro	6
Palau	8
Ponape	5
Yap	6
Truk	3
Saipan	21

In addition to providing bus service to private individuals, the bus

companies, in all districts except the Marianas, are under contract to the government to provide student transportation during the school year.

Individual participation in current economic growth is seen in the increased numbers of vehicles in the territory. A breakdown of the number of vehicles in the Territory, by type, for fiscal years 1967 through 1973 is shown below:

Type of Vehicle *	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Truck	130	182	239	315	323	421	428
Pickup	553	772	990	1,434	1,648	1,579	1,962
Sedan	832	1,384	2,407	2,696	3,250	3,515	5,290
Jeep	472	623	527	557	559	613	611
Other (includes motor bikes & scooters)	906	967	873	931	1,294	885	932
TOTAL	2,893	3,928	5,037	5,933	7,074	6,983	9,267

* Includes government-owned vehicles.

Roads

Roads in the Trust Territory range from concrete and macadam in good condition to dirt roads that are little more than footpaths. Road maintenance is difficult, especially on the high islands where heavy rainfall washes out roadbeds and limited budgets have made difficult any more than token upkeep on roads outside district centers. Limited budgets have also kept road construction at a minimum, even though the Administration considers roads important links to the outlying villages on islands where road networks are possible.

U.S. Military Community Action Teams have provided valuable assistance in maintaining roads in several districts.

A new Trust Territory road program has been established that will provide for construction or reconstruction of a number of "priority" miles of road each year.

The priority miles will be determined through consultation with various district officials, district legislators, and Headquarters Public Works. Rigid requirements for road design, construction and inspection will be followed to insure that permanent roads result from the expenditure of capital improvement funds. Contracts are now being negotiated between the government and several architectural and engineering firms for the road design of specific miles of priority road in each appropriate districts.

Construction for a bridge to connect the island of Babelthaup to the District Center of Koror, Palau has been delayed pending approval of revisions to the original design to stay within budgeted funds.

COMMUNICATIONS

Headed by a Chief, this office is responsible for direct operational and technical supervision of the major Government communication system. Secondary district networks and privately-owned communication facilities are furnished with an advisory and regulatory service.

The major communications stations are located in each of the six district centers: Majuro, Marshalls; Kolonia, Ponape; Moen, Truk; Saipan, Marianas; Colonia, Yap; and Koror, Palau. The stations communicate with each other by radiotelephone and radioteletypewriter through the major relay station at Saipan.

Each station is equipped to communicate with aircraft, surface craft, outer islands and internal point-to-point. All maintain a 24-hour guard on a number of frequencies including international distress and calling channels. Radio beacons are a part of each station. The Saipan, Yap, Truk, Ponape and Majuro beacons are operated continuously as an integral part of the international common user system. For the present, Palau service is furnished on request.

The Saipan facility is the Major Relay and Control Station for the relay of traffic to and from outside points to the district stations, to headquarters, other offices connected to it by teletypewriter on Saipan, and between district stations.

Communications between the districts and the Relay Station at Kagman, Saipan, is by way of High Frequency Independent Sideband circuits. This system utilizes the upper sideband of a radio frequency carrier for transmission of voice while the lower sideband carries teletype and data tones for message traffic or computer data information.

A high power UHF Tropospheric Scatter system links the Relay/Control Station and the Headquarters Message Center with the Guam dial exchange and with the Defense Communications System Overseas Autovon Switch in Guam. Through a PBX switchboard in the Headquarters Message Center, the High Commissioner and his staff and the district centers can communicate with Guam and worldwide points via RCA or through the Autovon Switch. Calls through the Autovon are limited to official government business while normal commercial facilities are available through RCA.

The system provides:

1. High speed, multi-channel radioteletypewriter circuits between each district center and the Saipan Major Relay/Control station.
2. Fast, reliable multi-channel radiotelephone service connecting all telephone exchanges in the Territory; and through a Saipan inter-connect, to RCA Guam for paid service to any worldwide point, and to the Defense Communications System Joint Switch at Guam for official government service.
3. Reliable communication services between out-island communities and the district centers, meeting the requirements of isolated communities where fast and reliable communications may be a life and death matter.
4. Continuous radio beacon service to meet Federal Aviation Administration standards for navigation aids in the common user system.

In addition to the major facilities described above, two-way single-sideband 100-watt radio stations are now on more than 90 outer islands throughout the Territory. All major populated islands are now equipped with two-way radio communications. More than 125 VHF units provide reliable short range intra-district communications. In the private sector, about 120 amateur stations, the majority located in the Kwajalein area, provide recreational and emergency communications.

TRUST TERRITORY SOCIAL SECURITY

MAJOR OBJECTIVES AND FUNCTIONS
as of January 1, 1974

IMPLEMENT: Public Law 3-40 which provides the first formal Social Welfare Program in the history of the Trust Territory.

Benefits include:

1. Old Age retirement pensions.
2. Survivors money (widows, widowers, and children).
3. Lump-Sum payments to beneficiaries of those who died not fully insured.
4. Prior Service supplemental payments for long time government employees.
5. Disability income.

ACCOMPLISHMENTS

The program was implemented on July 1, 1968 and the following is a general outline of past experience and projections:

1. Over 30,000 people are enrolled.
2. Over 500 employers are reporting every quarter.
3. First year revenue was \$264,000; second year was \$340,000; third was \$425,000; fourth was \$508,500; and fifth was \$642,467.
4. Public Information has worked to the point where most workers understand the basics of the program.
5. Prior Service retirement and survivor's payments were implemented in August, 1969, two years ahead of schedule. Regular Social Security retirement also started as of December, 1969; 246 families are receiving retirement and survivor's payments. Monthly outgo is \$8,200 and increasing rapidly.
6. 157 Lump-Sum payments have been made.
7. Group life insurance claims of \$90,500 were paid.
8. Administration funded death benefits of \$47,121 were also paid.

FUTURE

The Congress of Micronesia has passed a bill which enable retirees and survivors to earn some outside income without a complete loss of Social Security payments. A disability income measure was passed and now incorporated into the existing law.

The Congress of Micronesia

ESTABLISHMENT:

The Congress of Micronesia, which is the highest legislative body in the Trust Territory, has steadily grown in power and responsibility in the past eight years through the passage of laws, or additions to Secretarial Orders, Secretarial Order No. 2918, superseded and brought into one document the many amendments made to the Secretarial Order of 1964 which created the Congress of Micronesia. It delineates the powers of the Congress on fiscal matters, designation of the Houses, qualification of members, requirements for passage of bills in each House and date of the general elections. Two amendments, one dealing with reapportionment, and one dealing with certain other powers and duties of the Congress and the High Commissioner, have been made to it.

ORGANIZATION, FUNCTION AND POWERS:

The Congress of Micronesia consists of two Houses: the Senate and House of Representatives. Two members from each of the six districts are elected to the 12-member Senate. The terms of the Senators are staggered on a four-year basis, so that during each biennial election one-half of the seats in the Senate will be up for election. In the House of Representatives, 21 members are elected from the six districts for two years on the basis of population. The present apportionment is as follows: The Marshalls and Ponape, four members each; the Marianas and Palau, three each; Truk, five and Yap two. Reapportionment is scheduled to take place during 1974.

The Interior Secretarial Order grants all rightful subject legislation to the Congress, subject to veto by the High Commissioner, including the power to levy taxes and to appropriate revenues raised locally. The Congress can repass legislation vetoed by the High Commissioner, but in such a case the Secretary of the Department of the Interior holds the ultimate power of approval or veto. It also reviews the annual budget requests of the Trust Territory prior to its submission to the Department of the Interior and to the Congress of the United States for federal funds for the administration of the Trust Territory.

Offices of the Senate and House of Representatives:

Senate Bill No. 153, S.D. 1, H.D. 1, now Public Law 5-32, formally established the Offices of the Senate and the House. As noted in Standing Committee Report No. 133 of the Fifth Congress, the purpose of the law was to establish offices independent of the Legislative Counsel's Office in order to "recognize the growth that has taken place in the Congress of Micronesia over the past few years" and to enable the Clerks of the two houses "to function subject to the sole direction of the presiding officer of the house concerned." The duties and responsibilities of the Clerks include general administrative responsibility for the offices; in consultation with the presiding officer, appointment of staff; preparation of all documents for each particular house; and formulation of their budgets, maintenance of a record of expenditures including those for staff salaries; and compilation and publication of journals of the proceedings of the respective houses as well as any other required documents.

The Office of the Legislative Counsel:

The Office of the Legislative Counsel of the Congress of Micronesia was established by Public Law No. 2-3, as amended. This law as found in Sections 301 and 308, inclusive, in the Trust Territory Code, sets forth the duties of the Counsel. He serves the Congress at the pleasure of both Houses and his responsibilities include assisting and advising individual members, committees, and the Congress as a whole on legal and legislative matters, as well as providing research and reference services, assisting in the formulation of the budget, maintaining records and documents, and appointing and supervising Congress of Micronesia employees.

A facility of major importance to Micronesia within the Legislative Counsel's Office, is the Library of the Congress of Micronesia which was established by Public Law 3-37 on October 4, 1967. The Librarian is appointed by the Legislative Counsel with the approval of the Presiding Officers. The Library serves as major source of legal reference, and also constantly acquires non-legal volumes on Micronesia and its culture in addition to the several thousands volumes presently on hand. In addition to this, the Library also serves as an archives and contains many old and rare documents on Micronesia as well as valuable photographs, recordings and artifacts which it has acquired or which have been donated to it.

First Regular Session, Fifth Congress:

While major status legislation failed to be enacted during this particular session, and is still "alive" in Committees, several bills of major importance did see enactment, and were signed into law by the High Commissioner. These include a measure that provides for the creation of district fishery associations and for the organization and regulation of fishing cooperative associations (PL. 5-21); a bill appropriating \$300,000 to provide loans to members of fishing cooperatives (PL. 5-23); a bill appropriating funds for the operating expenses of the new district fishing authorities (PL. 5-22); and a bill that permits foreign fishing vessels to enter certain ports in the Trust Territory for the purposes of resupply to be handled by the new fishing authorities (PL. 5-25). Other major bills enacted were (PL. 5-7) and (PL. 5-15) extending benefits and reducing contributions for the Social Security System; and (PL. 5-44) and (PL. 5-39) which provide for the operations of the Tax and Social Security Offices, respectively. Also to be considered major are (PL. 5-11) appropriating \$380,000 for scholarships for Micronesian students; (PL. 5-51) which sets up a single salary schedule as a basis for all Micronesian and non-Micronesian government employees; and (PL. 5-32) which created the Offices of the Senate and the House of Representatives. Two other important measures included (PL. 5-38) providing for the taking of an official Trust Territory census during 1973, and (PL. 5-37) which provides for low-cost housing for the Trust Territory.

Aside from the important work carried out by the regular standing committees of the Congress and such special committees as the Joint Committee on Future Status and the Joint Committee on Program and Budget Planning, there were reports submitted during this session which reflected work done during 1972 by various special committees or groups. Included in such work were reports by the Joint Committee on Law of the Sea; by the Joint Committee on Marine Resources; by the Joint Committee on Administrative Appointments (Advice and Consent); by the Board of Directors of the Bank of Micronesia; on the Twelfth South Pacific Conference; and by the Special Joint Committee Concerning Rongelap and Utirik Atolls.

The Second Regular Session of the Fifth Congress of Micronesia was scheduled to convene on Monday, January 14, 1974 for fifty consecutive calendar days and to end on midnight of March 4th.

Members of the Fifth Congress of Micronesia 1973-1974

SENATE

END OF TERM

Yap District	John Mangefel Petrus Tun	1977 1975
Truk District.	Andon Amaraich Tosiwo Nakayama	1975 1977
Ponape District.	Bailey Olter Ambilos Iehsi	1977 1975
Palau District	Roman Tmetuchl Lazarus Salii	1975 1977
Marshall Islands District.	Amata Kabua Wilfred Kendall	1975 1977
Mariana Islands District.	Olympio T. Borja Edward DLG. Pangelinan	1977 1975

HOUSE OF REPRESENTATIVES

Term of Office: 1973 - 1975

Mariana Islands District . . .	Felipe Atalig Pedro P. Tenorio Herman Q. Guerrero	Tinian, Rota, Southern Saipan Central Saipan Northern Saipan and Northern Marianas
Marshall Islands District. . .	Charles Domnick John Heine Ataji Balos Ekapap Silk	Northeast Marshalls Southeast Marshalls Northwest Marshalls Southwest Marshalls
Palau District	Timothy Olkeriil Polycarp Basilius Tarkong Pedro	Western Babelthuap Peleliu, Angaur, and Southwest Islands Eastern Babelthuap Koror
Ponape District	Joab Sigrah Bethwel Henry Resio Moses Sungiwo Hadley	Kusaie, Pingelap Sokehs, Mokil, Ngatik, Nukuoro, Kapingamarangi Uh, Net, Kolonia Metalanim, Kiti
Truk District	Raymond Setik Sasauo Haruo Endy Dois Masao Nakayama Machime O'Sonis	Mortlocks Moen Namoneas (Truk Lagoon) Hall Islands, Namonuitos Faichuk (Truk Lagoon)
Yap District	Luke Tman John N. Rugulimar	Yap Island (Proper) Outlying Islands including Ulithi and Woleai

OFFICERS, SENATE

President.....Tosiwo Nakayama
Vice-President.....Lazarus Salii
Floor Leader.....Ambilos Iehsi

STAFF

Senate Clerk.....Sabo Ulechong
Assistant Clerk.....Nishima Siron
Journal Clerk.....Janet Craley
Secretary.....Helen Bermudes

OFFICERS, HOUSE

Speaker.....Bethwel Henry
Vice-Speaker.....Endy Dois
Floor Leader.....Ekpap Silk

STAFF

House Clerk.....Asterio Takesy
Assistant Clerk.....Singkichy George
Journal Clerk.....Lou Ann Dillard
Secretary.....Amalia Lifoifoi

Senate Standing Committees--Chairmen and members:

Ways and Means

Senator Bailey Olter, Chairman
Senator Edward Pangelinan, Vice Chairman
Senator Amata Kabua, Member
Senator Tosiwo Nakayama, Member
Senator Roman Tmetuchl, Member
Senator John Mangefel, Member

Resources and Development

Senator Amata Kabua, Chairman
Senator Olympio T. Borja, Vice-Chairman
Senator Lazarus Salii, Member
Senator Tosiwo Nakayama, Member
Senator Ambilos Iehsi, Member
Senator John Mangefel, Member

Health

Senator Edward Pangelinan, Chairman
Senator Roman Tmetuchl, Vice-Chairman
Senator Wilfred Kendall, Member
Senator John Mangefel, Member

Judiciary & Governmental Operations:

Senator Andon Amaraich, Chairman
Senator Lazarus Salii, Vice-Chairman
Senator Olympio T. Borja, Member
Senator Ambilos Iehsi, Member
Senator Petrus Tun, Member
Senator Wilfred Kendall, Member

Education and Social Affairs:

Senator Petrus Tun, Chairman
Senator Andon Amaraich, Vice-Chairman
Senator Bailey Olter, Member
Senator Olympio T. Borja, Member

House Committees, Chairmen and Members:

Appropriations:

Rep. Raymond Setik, Chairman
Rep. Felipe Q. Atalig
Rep. Endy Dois
Rep. Timothy Olkeriil
Rep. Joab Sigrah
Rep. Luke M. Tman
Rep. John Heine

Education and Social Matters:

Rep. Joab Sigrah, Chairman
Rep. Endy Dois
Rep. Tarkong Pedro
Rep. John Rugulimar
Rep. Pedro P. Tenorio
Rep. John Heine

Health Matters:

Rep. Masao Nakayama, Chairman
Rep. Felipe Q. Atalig
Rep. Timothy Olkeriil
Rep. Ekpap Silk
Rep. Luke Tman
Rep. Sungiwo Hadley

Judiciary & Governmental Relations:

Rep. Polycarp Basilius, Chairman
Rep. Ataji Balos
Rep. Herman Q. Guerrero
Rep. Sasauo Haruo
Rep. Machime O'Sonis
Rep. Luke M. Tman
Rep. Resio Moses

Resources & Development:

Rep. Sasauo Haruo, Chairman
Rep. Ataji Balos
Rep. Polycarp Basilius
Rep. John Rugulimar
Rep. Pedro P. Tenorio
Rep. Sungiwo Hadley

Ways & Means:

Rep. Charles T. Domnick, Chairman
Rep. Herman Q. Guerrero
Rep. Masao Nakayama
Rep. Machine O'Sonis
Rep. Tarkong Pedro
Rep. John Rugulimar
Rep. Resio Moses

JOINT COMMITTEES:

Program & Budget Planning:

Raymond Setik, Chairman
Bailey Olter, Co-Chairman
John Mangefel, Member
Ekapap Silk, Member
Edward DLG. Pangelinan, Member
Timothy Okleril, Member

Future Status:

Lazarus Sali, Chairman
Ekapap Silk, Co-Chairman
Petrus Tun, Member
John Mangefel, Member
Andon Amaraich, Member
Tosiwo Nakayama, Member
Bailey Olter, Member
Ambilos Iehsi, Member
Roman Tmetuchl, Member
Ataji Balos, Member
Edward DLG. Pangelinan, Member
Herman Q. Guerrero, Member

Administrative Appointments:

Andon Amaraich, Chairman
Petrus Tun, Member
Olympio T. Borja, Member
Joab Sigrah, Member
Charles Domnick, Member
Tarkong Pedro, Member

Rongelap & Utirik Atolls:

Olympio T. Borja, Chairman
Ataji Balos, Member
Timothy Okleril, Member

Law of the Sea:

Andon Amaraich, Chairman
Herman Q. Guerrero, Vice-Chairman
Amata Kabua, Member
Masao Nakayama, Member

Membership on The Bank of Micronesia
Board of Directors

Amata Kabua, Member
Sasauo Haruo, Vice-Chairman

Office of the Legislative Counsel:

Udui, Kaleb	Legislative Counsel
White, Michael A.	Asst. Legislative Counsel
Toothman, Robert	Budget Officer
Uherbelau, Andres	Administrative Officer
Castro, Pete	Administrative Assistant
Ramp, Frederick	Staff Attorney
Koshiha, Mihaina	Secretary
Tkel, Tokie	Secretary
Zachary, Carol	Secretary
Reyes, Bernie C.	Secretary
Sablan, Maggie	Clerk-Typist
Mafnas, Antonia	Clerk-Typist
Quitugua, Patricia	File-Clerk
Pangelinan, Steve I.	Researcher
Del Rosario, John S.	Public Information Intern
Farley, Brian	Public Information Specialist
Snyder, Ralph	Proofreader
Pangelinan, Miguel	Xerox Operator
Aldan, Lucio	Maintenance-Man
Ada, Emiliana	Librarian
King, Joan	Asst. Librarian
Benavente, Kathy	Library Worker
Desibel, Susana	Library Worker
Towai, Richard	Library Worker

Office of the Joint Committee on Future Status:

Akimoto, Evelynna Secretary

JUDICIARY

ORGANIZATION AND FUNCTIONS

The Trust Territory Judiciary consists of the High Court, with Trial Division and Appellate Division, the District Court in each of the six administrative districts, and over 100 Community Courts, one in each municipality, as far as practicable.

The judges of the High Court are the Chief Justice, two Associate Justices, and three temporary judges, all appointed by the Secretary of Interior. The High Court Justices are all American lawyers. The temporary judges have primary duties as judges of either the District Court or the Island Court of Guam, but hear Trust Territory cases by special assignment as needed. The High Court Justices are assisted by three Court Reporter/Secretaries. The District and Community Courts are staffed entirely by Micronesians, except the Community Court in Kwajalein, which serves a predominantly American community. Each district court consists of a Presiding Judge and two or more Associate Judges appointed by the High Commissioner for a definite specified term, subject to removal only by the Trial Division of the High Court for cause after hearing. The Judiciary employs Probation Officers in four of the six districts.

Each Community Court consists of at least a Presiding Judge and may include one or more Associate Judges, all of whom are appointed by the District Administrator for the district in which the court is located for definite specified terms and are subject to removal only by the Trial Division of the High Court for cause after hearing.

The Administrative Office of the Trust Territory Courts, which is located on Saipan, is staffed by a Director, a Deputy Director and one stenographic secretary. This office handles the administrative aspects of court operations throughout the Trust Territory, with the assistance of the Clerks of Courts.

There is a Clerk of Courts appointed by the Chief Justice for each administrative district, who acts as clerk for that District Court and for the Trial Division of the High Court in that district. The Clerk of Courts is also custodian of the Community Court records for that district. In all districts, the Clerk of Courts is assisted by one or more

assistant clerks. The Director of the Administrative Office of the Courts is also Clerk of the Appellate Division of the High Court, while the Deputy Director is Deputy Clerk of the Appellate Division. The Stenographic Secretary also serves as a Deputy Clerk of the Appellate Division.

Decisions of the Appellate Division of the High Court are final. This court regularly consists of three judges assigned by the Chief Justice from a panel of six for a particular case, although two constitute a quorum and the decision of two judges is necessary for the determination of any appeal. The High Court Justice who decides the case in the Trial Division, however, is ineligible to sit in the Appellate Division on an appeal from that decision. The Appellate Division has jurisdiction to review all appealed decisions of the Trial Division of the High Court, and may, in its discretion, consider appeals directly from the District or Community Courts under certain circumstances.

The Trial Division of the High Court has original jurisdiction to try all cases, civil or criminal, including probate, admiralty and maritime matters, to review on appeal decisions of the District Courts, and also to review on the record decisions of District or Community Courts from which no appeal was made.

Each District Court has original jurisdiction concurrently with the Trial Division of the High Court in all civil cases (including proceedings for changes of name) where the amount or value of the property involved does not exceed \$1,000, except admiralty and maritime matters, and the adjudication of title to land or any interest therein (other than the right of immediate possession); provided, that it shall have jurisdiction to award alimony and support for children in divorce cases and separate support or separate maintenance for a spouse and support for children in support and maintenance cases regardless of whether the awards may ultimately exceed \$1,000 and to include in such award land or any interest therein owned by any parties in the case (but shall not include jurisdiction to adjudicate validity of such party's ownership of the land or interest therein in question). It also has jurisdiction in all criminal cases where a maximum punishment which may be imposed, does not exceed \$2,000 or an imprisonment for five years or both. Each District Court also has jurisdiction to review on appeal decisions of the Community Courts of the district in all cases, civil and criminal.

Community Courts have original jurisdiction concurrently with the Trial Division of the High Court and the District Court in their district in all civil cases where the amount or the value of the property involved does not exceed \$100, except admiralty and maritime matters and the adjudication of title to land or any interest therein (other than the right to immediate possession), and in all criminal cases where the maximum punishment which may be imposed does not exceed a fine of \$100 or imprisonment for six months or both.

As a matter of policy, the District Courts exercise their original jurisdiction in all cases in which they have concurrent jurisdiction with the Trial Division of the High Court or the Community Courts. The Trial Division of the High Court ordinarily hears matters within the jurisdiction of the District Courts only when there is special occasion to do so.

Extraterritorial jurisdiction of the courts of the Trust Territory of the Pacific Islands extends to all criminal offenses committed outside the territorial limits of the Trust Territory by any person on board a Trust Territory vessel in any navigable waters, and any permanent resident of the Trust Territory anywhere; provided, that no persons should be tried by a court of the Trust Territory, for an offense committed outside the territorial limits of the Trust Territory, who has already been lawfully tried on the merits for substantially the same offense by a court of another jurisdiction.

CURRENT ACTIVITIES

The Appellate Division of the High Court sits by special assignment, and as far as practical, endeavors to hear all arguments in the district from which an appeal comes.

The individual justices of the High Court, usually assisted by a District Court judge as assessor, hold sittings of the Trial Division in all six district centers on a circuit-riding basis as required by case load. The High Court also sits in Kusaie, Ponape District; the Mortlocks, Truk District; Ebeye, Marshall Islands District; and at other points as required. High Court is in continuous session in the home districts of the High Court Justice whenever the Justice is present in that district.

The Chief Justice is stationed on Saipan, Mariana Islands, and the Associate Justices are stationed one each in Colonia, Yap District and Majuro, Marshall Islands District. All High Court Justices divide responsibility for handling cases in the six districts on assignment by the Chief Justice who is responsible for overall supervision of the Judiciary.

District and Community Courts regularly hold sessions any business day, as required by pending cases. There are also District Court Judges in residence in the Mortlock Islands, Truk District; on Ebeye in the Kwajalein Atoll, Marshall Islands District; on Kusaie in the Ponape District; and on Rota in the Mariana Islands District, who are available to hear cases as required in those areas.

Efforts continued in providing training for development of Micronesians to encourage Micronesian participation in responsible roles in the operation and administration of the judicial system. Court reporter training continued. The second Micronesian trained under this program returned to the Trust Territory and is employed as a court reporter; a third Micronesian continues her second year in the United States. A Micronesian nears completion of his third year studying law in the United States on Judiciary scholarship. Six Micronesian judges and court officials continued studies in law correspondence courses through LaSalle Extension University. A nine-month leave of absence with pay was granted a Micronesian Clerk of Courts to participate in a United Nations fellowship on administrative training in Australia.

Two Micronesian judges participated in a three-week observation and training session in the United States.

A Micronesian deputy director of the administrative office of the courts, who has been training under an American director, completed training sessions in the United States, returned to the Trust Territory and replaced the Director.

A two-week training session was held in the Marshalls for all Community Court judges in that district, sponsored by the Judiciary and the Marshalls Nitijela. Paraphrased portions of the Trust Territory Code was translated and discussed. A two-week training program was completed in Saipan, Mariana Islands for all Trust Territory Probation Officers, sponsored jointly by the Hawaii State Judiciary, and the Trust Territory Judiciary.

Seven Micronesian high school students participated in summer training programs sponsored by the Judiciary throughout the district courts.

A new court building was completed in Kusaie, Ponape District

PROJECTED ACTIVITIES

Training programs for Micronesian members of the Judiciary staff will continue.

Replacement or improvement of court old facilities in Yap, Palau and Ponape is being sought.

PEACE CORPS

Organization and Functions

The Peace Corps operates in Micronesia under two guidelines: the Congressional act which created the Peace Corps and a Memorandum of Agreement between the High Commissioner of the Trust Territory and the Director of Peace Corps/Micronesia, pertaining specifically to the implementation of Peace Corps assistance to the people and administration in Micronesia.

Under the Peace Corps Act, the agency is charged by the U. S. Congress with fulfilling three basic purposes while working in developing nations at the request of the host governments: (1) to help the peoples of such (developing) countries and areas in meeting their needs for trained manpower; (2) to help promote a better understanding of the American people on the part of the peoples served; and (3) to help promote a better understanding of other peoples on the part of the American people.

The Memorandum of Agreement specifies that these purposes will be pursued under the authority of the High Commissioner of the Trust Territory, with full consideration given by the Peace Corps to the will of the Micronesian people as expressed through their legislative bodies. This Agreement recognizes that, unlike other countries in which the Peace Corps serves, Micronesia is administered by the government of the United States. The Peace Corps, an autonomous agency of the United States government, recognizes the ultimate authority of the High Commissioner for the total U. S. effort in Micronesia in much the same manner as it respects the similar authority of U. S. Ambassadors in other countries.

The Peace Corps organization consists of two types of personnel, Peace Corps Volunteers and Peace Corps staff members. Volunteers offer their services to the people of Micronesia for a two-year period. They receive no salary, but are provided with a living allowance geared to the economic level of the people of Micronesia. Additionally, they are expected to live at approximately the same standard of living as the Micronesian people and to achieve a functional level of fluency in the local language.

The staff organization consists of a headquarters office in Saipan and district offices serving Peace Corps operations in all six districts. At the headquarters level are the Country Director, Deputy, and other support staff.

At the district level are the District Representative, the Deputy District Representative, and a secretary.

Peace Corps headquarters exercises full policy and procedural direction of Peace Corps activities in Micronesia, within the framework outlined in the Memorandum of Agreement. However, substantial operating autonomy has been delegated to the District Representatives.

Current Activities

As of January 1, 1974, 160 Peace Corps Volunteers were serving in Micronesia, with a large majority of those in the field of education. Other program areas utilizing Peace Corps Volunteers are: Agriculture and Fisheries, Health, Business Development, Professional Services, Community Development, and Public Works.

Education

Since the first group of Volunteers arrived in Micronesia in late 1966, the primary focus in the field of education has been on the teaching of English and the training of Micronesian teachers of English. This joint TT/Peace Corps program is nearing completion and Volunteers are being utilized to expand programs and train teachers in other areas of the curriculum, such as, science, mathematics, and vocational education.

Education is, and will continue to be, the program area with the largest Peace Corps involvement.

Economic Development

Peace Corps Volunteers are currently assigned to the Mariculture program at the TT Marine Resources Center in Palau. Other Volunteers are assigned throughout Micronesia to work with cooperatives and assist small businesses.

Professional Services

Peace Corps Volunteers are providing professional services in the fields of health, law, architecture, and accounting. Volunteer nurses and medical technicians assist district hospitals and dispensaries in addition to their direct involvement in nursing and health education. Volunteer lawyers have been involved in a program of legal education on a Territory-wide basis as well as aiding the District Legislatures and the Congress of Micronesia in the development of legislation. Peace Corps architects have designed many of the permanent structures now existing in the Trust Territory and continue to provide vital technical skills for the further development of needed physical infrastructure. Accountants train Micronesian counterparts, both in the public and private sectors, in bookkeeping, record keeping, and management.

Community Development

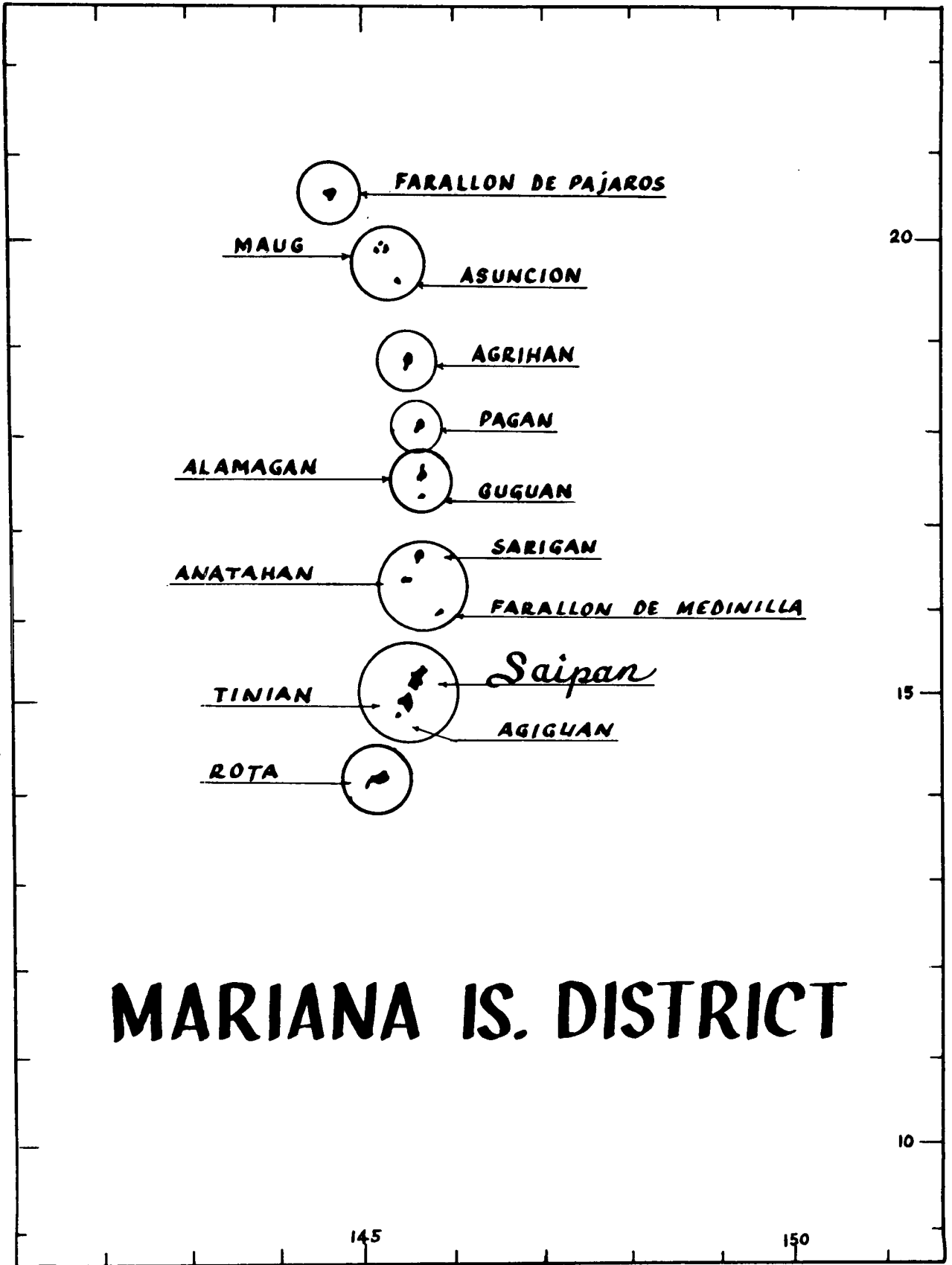
Volunteers assigned to programs in community development perform needed services and training for Micronesians in the management of grant-in-aid and low-cost housing programs, media services, and recreation.

Public Works

Peace Corps Volunteers assigned to public works projects function primarily as construction advisors and draftsmen.

Projected Activities

Peace Corps/Micronesia is receptive to requests for Volunteers in any program which has developmental potential for Micronesia and which provides Volunteers with opportunities to work closely with the Micronesian people. Priorities for Volunteer placement will go to those requests which, (1) result in the transfer of skills to Micronesian counterparts, (2) provide the necessary logistical support required for effective Volunteer service, and (3) result in close Volunteer/Micronesian personal and cultural contacts.



MARIANA IS. DISTRICT

MARIANA ISLANDS DISTRICT

Geographical Description

The Mariana Islands District includes 13 single islands and one group (MAUG) of three small islands. The total land surface is approximately 185 square miles, two thirds of which is made up of the three principal islands: Saipan, 47 square miles; Tinian, 39; and Rota, 32. Only Agrihan, Pagan, Alamagan, Saipan, Tinian and Rota are inhabited.

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

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

History

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

hands on, including a ship's boat. In anger, Magellan named the place "Las Islands de las Ladrones" (The Islands of Thieves). With the advent of the first missionaries the islands were named Mariana in honor of Queen Maria Anna, widow of King Philip of Spain and patroness of the first missionaries.

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

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

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

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

In 1920 the League of Nations placed the Carolines, Marshalls and the Marianas, except Guam, under Japanese Mandate. Japan remained in possession of the Marianas until 1944 when, after a month of severe fighting, the Marianas were occupied by American Forces. Besides the loss of lives, the destruction of properties was severe. Garapan, Saipan, once a city of over 13,000 people, was reduced to rubble. Saipan has not yet completely recovered from this devastation.

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

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

On June 1, 1969, the first Micronesian District Administrator of the Mariana Islands District was appointed by the High Commissioner ending the trend of expatriate administrators in the Marianas.

On April 11, 1972, the Marianas Representative to the Joint Committee on Future Status of the Congress of Micronesia requested the opportunity for separate talks between President Nixon's Personal Representative to the Micronesian Status Negotiations and the Mariana Islands District. The United States responded favorably to the request of the Marianas and as a result the Mariana Islands District Legislature authorized the establishment of the Marianas Political Status Commission at a Special Session held in May, 1972. The Commission opened the first round of talks with the United States on December 13, 1972, with the aim of achieving a closer and permanent political relationship with the United States. The Commission met with the United States representatives twice during 1973, in May and in December.

The People

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

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

Cultural Characteristics

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

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

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

Language

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

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

Political Structure

The Mariana Islands District is divided into three municipalities. The Municipality of Saipan represents the island of Saipan and the islands to the north. The Municipality of Rota represents the island of Rota. The Municipality of Tinian represents the island of Tinian and the presently uninhabited island to the south, Agrihan. Each municipality elects its own mayor who is the chief executive in his respective municipality. In the Municipality of Saipan assisting the mayor in his executive obligations are the district commissioners who are elected in each of the municipal districts and serve as liaison between such district and the mayor.

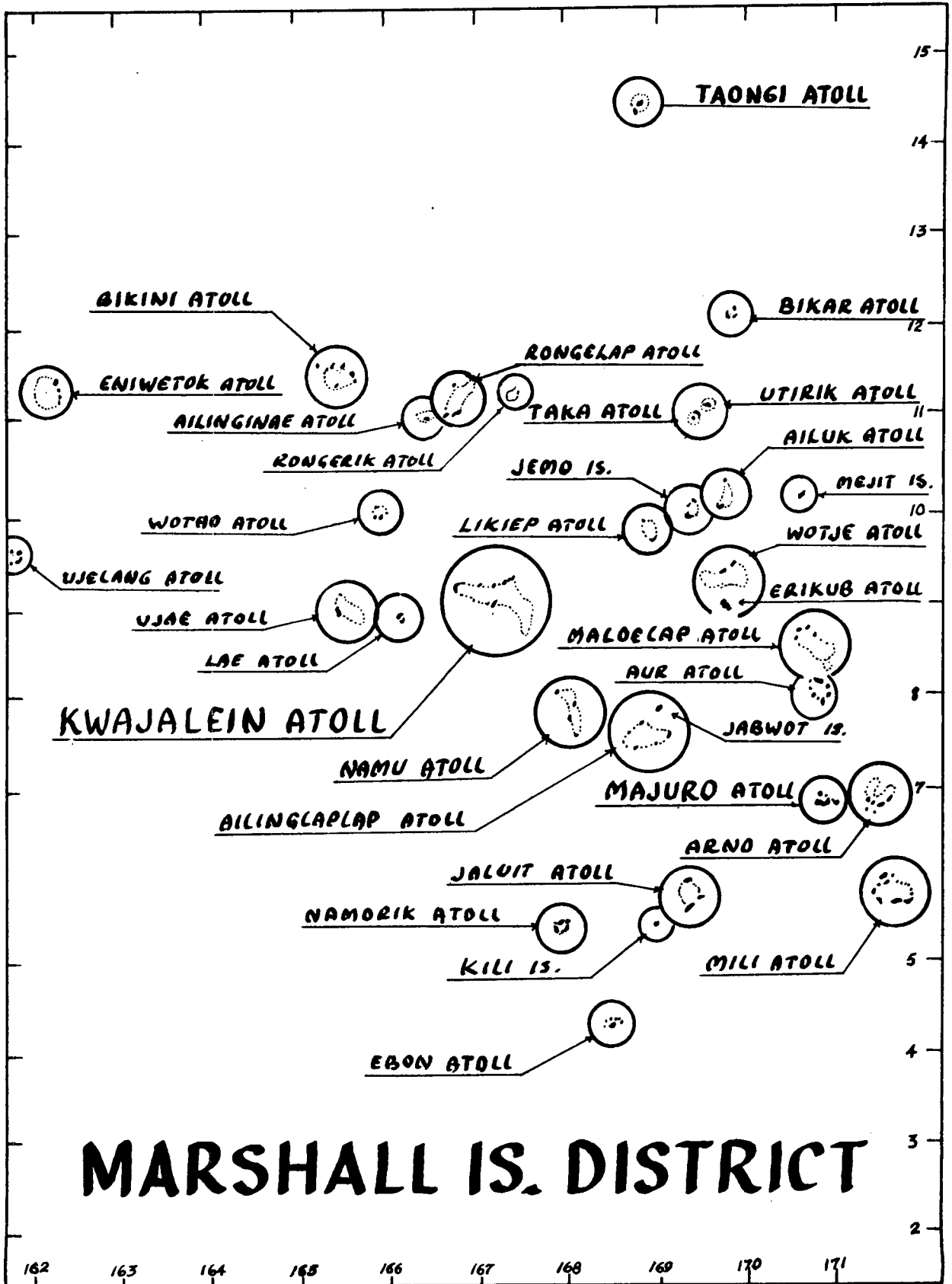
Land Management

Until the early years of the nineteenth century the northern Mariana Islands were practically uninhabited. The Spanish government, and from

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

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

There have been 800 recorded land transfers in the past 16 years. Upon investigation, it was discovered that in most cases the sellers sold in order to meet urgent family expenses. It is not believed that there are many unrecorded transfers of land except for sales or gifts among close relatives.



THE MARSHALL ISLANDS

The Setting

The archipelago known as the Marshall Islands is located in the Central Pacific and is the easternmost of the districts of the Trust Territory of the Pacific Islands. The total land area of the Marshall Islands District is quite small. It consists of only about 70 square miles of dry land area which is distributed over 29 low lying coral atolls and five low coral islands which are widely scattered over 375,000 square miles of ocean. This limited land area is inhabited by a little over 20,000 people.

The atolls are seldom more than six feet above sea level; the highest point being only 33 feet above the Pacific Ocean. Some of the islands are as much as 10 miles long, but seldom exceed 400 yards or so in width. Lagoons are from less than a mile to 30 miles across and up to 75 miles or more in length. The largest lagoon, the largest atoll in the world is Kwajalein in the northern Marshalls, with a lagoon area of almost 1,000 square miles.

Land is of paramount importance to the Marshallese people whose agricultural economy is based on copra production, and much of whose food comes directly from the land and surrounding sea.

Additional cash income is derived today by many of the islanders from employment with the American Administration, at the military installations on Kwajalein Atoll, and from native owned businesses. However, most of the Marshallese depend upon their natural environment for their livelihood.

The Marshall Islands have a tropical "oceanic" climate tempered by the wind from the sea and by frequent rains. The temperature is usually around 80° F. most of the year with practically no variation from season. However, the trade winds which blow steadily from the northeast from December through March moderate the heat considerably. Both the days and evenings are pleasant. In summer and autumn the winds shift and decrease in intensity. Then the rains increase. The Northern Marshalls get about 80 inches of rain a year, compared with the Southern Marshalls which receive about 160 inches. The figures are deceptive however as the downpour is quickly absorbed by the porous, sandy and light soils.

The better soils and more luxuriant vegetation of the Southern Marshalls reflect this climatic differential.

Though climatic conditions are favorable in the Marshalls, the soils are relatively poor, as compared for example to the high islands of Ponape, Kusaie, Truk and other islands to the west. The variety of plants in the Marshalls is, therefore, limited. Coconut palms and pandanus are the most plentiful and furnish food for the people as well as building materials and materials for the fine handicrafts: mats, fans, hats, handbags and the like in which the women excel.

The Marshallese handicrafts are considered to be among the best in the Pacific. The principal source of cash income is copra, the dried meat of the coconut.

Marshallese copra is considered to be among the best in the world. It commands a premium price on the world market. Almost fifty percent of the copra produced in the Trust Territory comes from the Marshalls.

Breadfruit, banana, and papaia trees are also important for the food which they produce. Other important food plants are the arrowroot, and to a lesser extent taro.

The animals on these tiny and remote islands are few, however the lagoon, reefs and surrounding ocean are rich in marine life. They teem with fish and shellfish of many kinds. Turtles come in to lay eggs as do sea birds providing another source of food for the islanders. Pigs and chickens furnish the main source of protein from the land.

History in brief

The consensus of most authorities is that the Marshallese came from Southeast Asia many generations ago, as did the ancestors of the other Pacific Island groups. They were pushed down through the areas of South China and the Malay Peninsula and the archipelagos to the east by stronger groups. The Marshallese have no traditional lore as to place of origin. Only very vague clues exist today. Those who have taken trips in small vessels, especially sailing canoes even for relatively short distances can appreciate the hardships of the hazardous and extended voyages which were necessary to reach the Marshalls. Undoubtedly many canoes and lives were lost on these voyages which resulted in the peopling of these islands.

The oral tradition tells us that there was a great deal of warfare between chiefly clans for political control of the various atolls. Political control fluctuated as it did in Europe and elsewhere. As far as can be ascertained the two chains, Radak and Relik, were never united under one chief. Nor were all of the atolls and islands of each of these chains ever united except in the case of Relik and this was a comparatively late development and was of rather short duration.

The Marshalls were first sighted by the Spanish captain Garcia de Loyasa, who sailed through and past the Northern Marshalls in 1526. A few other sightings were made by Spanish captains during the 16th century. These were all incidental to the voyages of the Manila Galleon from Acapulco, Mexico to Manila in the Philippines. There was no further reported contact until 1788 when the British captain Marshall rediscovered the islands which were given his name by the British Admiralty.

Sporadic visits were made throughout the area from 1765 to 1804. The first systematic exploration of the Marshalls was made by Lt. von Kotzebue in the Russian ship Rurik in the years 1816-1817. He returned to the area in 1824. A wealth of information was obtained by the scientists in these expeditions.

The influence of the Spaniards and Russians alike is not apparent as far as Marshallese culture is concerned. The Spaniards never exercised actual control of the Marshalls as they did in Ponape and elsewhere in Micronesia.

European and American whaling ships were common in the area beginning in around the middle of the 19th century. An official American scientific group known as the Wilkes Expedition surveyed the area during this period. Valuable information and specimens were collected. Many of the latter may be seen at the Smithsonian Institute Museum in Washington, D.C.

The copra trade developed during this period and traders established stations on several of the atolls. German traders with the assistance of the powerful Jaluit Gesellschaft Company, a quasi-governmental agency became the most influential in the archipelago. Germany's official claims to ownership of the Marshalls were disputed by Spain. The problem was arbitrated and German claims were recognized. The German Empire annexed the Marshalls in 1885 and established a rather small administration center on Jaluit Atoll in the Southern Marshalls.

The German administration continued until the outbreak of World War I when the Japanese moved in, in accordance with a secret agreement with Great Britain, and took over the Marshalls and the rest of Micronesia. They were displaced by the American armed forces in 1944 after bitter and bloody fighting on the atolls of Kwajalein and Enewetak. The United States government assumed control and continues to administer the area as a strategic trust territory.

The People

The Marshallese people have been described by the anthropologist Alexander Spoehr as follows: "In physical type the Marshallese are closely related to the Polynesians to the east. To the observer however, the Marshallese appear distinctly as a non-homogenous people. Their physical characteristics indicate a mixture primarily of Mongoloid and Caucasoid elements, though in the absence of a thorough study of the physical anthropology of Micronesia, only the most general statements can be made. The Marshallese are of medium stature, with light brown skin that becomes heavily tanned through exposure to the sun. The hair is black and ranges from straight to wavy, epicanthic fold is rare. Nose form is variable. Perhaps the most common characteristic is a marked lateral prominence of the zygomatic arches." There has been considerable accretion of Asiatic and caucasoid genes as a result of over a century of contact with men from Europe, the Orient America.

The Marshallese population has increased markedly over the past quarter of a century due to improved medical care. The birth rate greatly exceeds the death rate.

This trend will probably continue, and overpopulation may become a problem as it is in many other parts of the world.

The Language

The Marshallese language, known to the islanders as Kajin Ailing kein (language of these Atolls), or Kajin Majöl (Marshall Language) is closely related to all of the other languages of Micronesia except for Palauan, spoken in the Palau Islands, and Chamorro, which is spoken in the Mariana Islands. Both of these groups lie at the western edge of Micronesia, while the Marshalls lie at the eastern edge, as noted previously.

Marshallese belongs to the large language family known as Malayö-Polynesian which is found throughout the Pacific including parts of Southeast Asia and Madagascar off the coast of Africa.

There are slight dialectical variations in Marshallese as spoken in Radak (the eastern chain of the archipelago), and in Relik (the western chain), and on the more isolated atolls, such as Ujilang. The acceleration of travel and interpersonal communication and contact, and the use of the Relik dialect in the translation of the Bible have had a leveling effect on the language.

Many of the older generation speak Japanese which they were taught in school. English is the official language and the language of instruction on the upper school level today. There are many English speakers in the Marshalls today. Marshallese are highly literate in their own language.

The Culture

The culture of the people who inhabit the Marshall Islands is on the whole a homogenous one. There are minor variations between Radak and Relik, especially as noted previously in the language. However these are all very minor cultural differences.

Marshallese culture has become highly westernized due to the long period of sustained contact with outsiders. It is a rapidly changing culture.

The Marshallese are Christians of long standing. The majority of them are Protestants. The Congregational Church was established in the Marshalls by American missionaries in 1855. The Roman Catholic faith was brought in by German missionaries in the early part of the German period. Other Protestant sects were introduced within the past few years. The people, of no matter what faith, are church oriented. The church plays an important part in their lives.

Despite the westernization that has taken place many of the old customs and attitudes survive. This is especially true in the customs involved in land tenure. The traditional chiefly system is operative today although in a modified form.

Thousands of people of all ages, men, women, and children, have left their home atolls to live and work on the American centers on Kwajalein and Majuro atolls.

The 1970 census reported approximately one half of the population of the Marshall Islands District living on Majuro, and on Ebeye on Kwajalein Atoll. This increased concentration of people in limited land areas has created serious social and economic problems. This has also been an important factor in culture change.

Basic Social Structure

Marshallese society is matrilineal with descent traced through the female line. Primary land rights, and clan membership are transmitted by a mother to her children. Everyone inherits land use rights. Land is considered to be the most valuable asset to the Marshallese who are dependent on it for their livelihood. The system provides for the needs of the members of the society. The system is their social security. Familial ties are strong and mutual reciprocity is important.

Political Organization

Local, atoll and island self government was instituted by the American Administration. The political organization consists of a number of separate municipal governments known as councils and a district legislature. Each atoll or community elects its own magistrate and scribe by popular election of both males and females, and nominates the judge for its municipal court. The judge is then appointed by the district administrator after due consideration has been given all nominations.

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

There are two councils on Majuro Atoll. One is located on Majuro Island (Laura) on the western end of the atoll, the other is located at the district center on the eastern end of the atoll. The Majuro Island Council controls all of the atoll except the D.U.D. area, the islands of Darrit (Jerej)-Ulika-Dalap, and the small islets connecting them. The D.U.D. Council was formed to serve the group of people (approximately 5,000) who are for the most part Trust Territory employees and employees of businesses and their dependents. This group is composed largely of people from outer islands and atolls.

Seven councils have been chartered by the High Commissioner as municipalities. These councils have elected councilmen as well as an elected magistrate. They also have appointed treasurers and policemen.

The Marshall Islands Legislative Body

The first Marshall Islands Congress convened in regular session on July 4, 1950. It was a bicameral body consisting of the House of Iroij (Chiefs) and the House of Assembly (elected representatives).

The congress met annually from 1950 to 1958 as a bicameral body. In 1958 a new constitution was established and the congress was changed to a unicameral body. Membership in this unicameral assembly was to be composed of iroij lablab (paramount chiefs), and at least one representative from each municipality, with those over 250 population having an additional representative for every 250 inhabitants. This new constitution also gave the congress increased legislative powers which the former congress did not have.

Due to lack of funds the congress was unable to meet in 1959 and the Ninth Marshallese Congress met in 1960. This was the first session held under the new constitution and the first order of business was to admit by majority vote 19 iroij lablab to their seats in the congress. This membership was for life and upon death of the incumbent his heir was to be admitted to membership upon majority vote of the congress. Qualifications for the representatives included that one be a citizen of the Trust Territory, be at least 25 years of age, and a resident of the Marshall Islands for the five years immediately preceding the election.

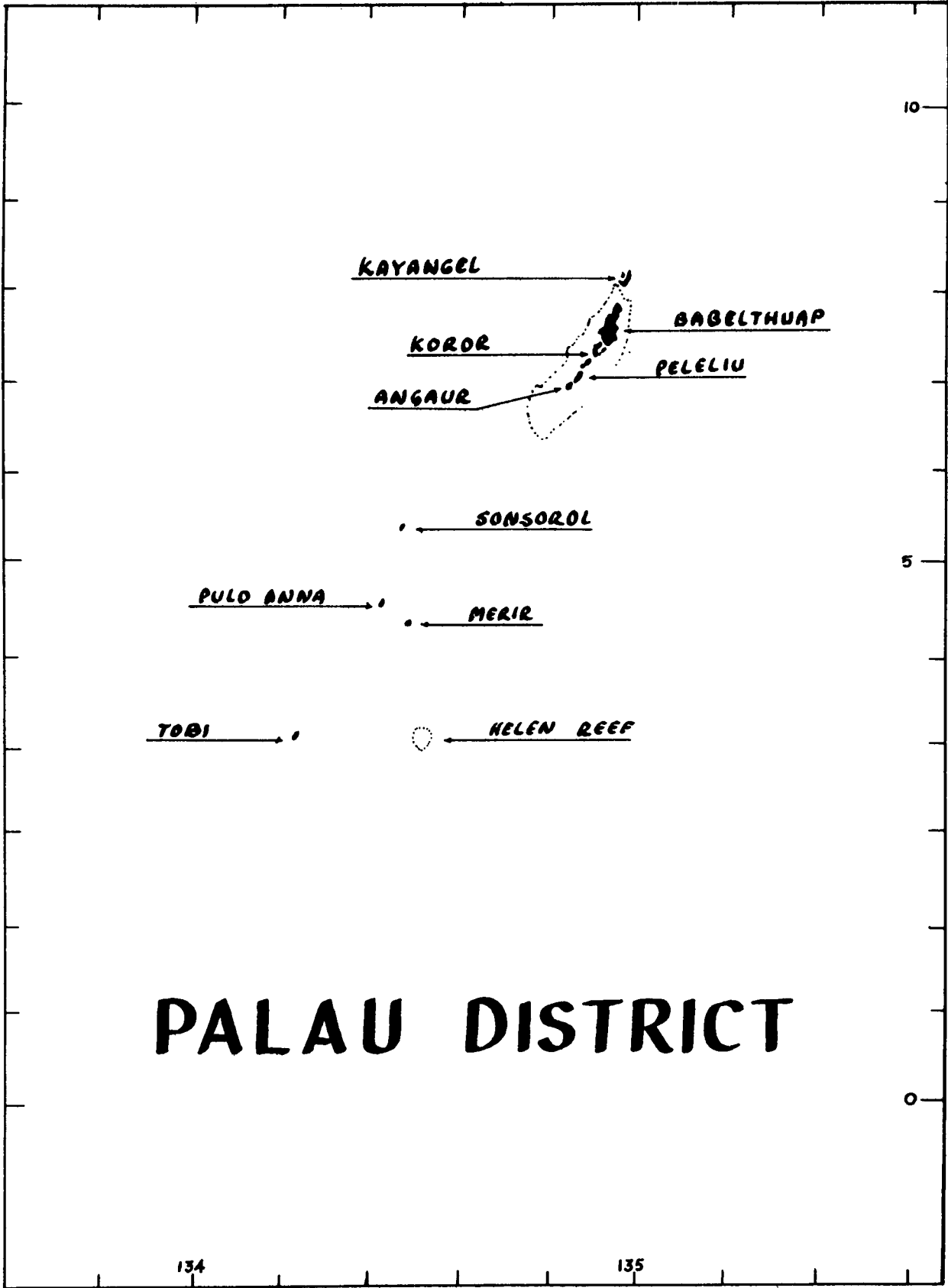
In 1963 the membership of the congress was reduced by a resolution of that session. It was enacted that for every 500 citizens one representative would be allowed, but no municipality was to exceed three regardless of how many persons in excess of 1500 lived there. This measure was adapted because the term of a representative was extended from two to four years.

In 1968 the name of the body was changed to Nitijela, an old word meaning the meeting of wise men. Iroij membership was reduced to 8 (4 from the Radak Chain and 4 from the Relik Chain), to be elected by people from their districts. The Marshalls comprise 4 election districts with 4 representatives elected to seats in the Marshall Islands Nitijela from each district, for a total of 16 representatives for all of the Marshalls.

Land Problems

One of the salient problems is that of land. The people of Enewetak Atoll and Bikini Atoll were removed from their homes over 25 years ago to make way for the testing of atomic weapons. They have had a very difficult time in attempting to adjust to their new locations, on Ujilang Atoll and Killi Island respectively. The people of the Mid-corridor Islands of Kwajalein Atoll were also prohibited from living permanently on their lands because of the missile testing program on that atoll. Serious social and economic problems have been the result of the displacement of these groups from their homes. Monetary compensation and rehabilitation programs have helped but the problems still remain. The Bikini people will be able to return to their atoll after it has been rehabilitated and housing has been constructed for them. The other Marshallese are not so fortunate.

Large islands elsewhere which were seized by the Japanese military have not yet been disposed of. Their former inhabitants seek the return of these lands which they claim were seized by force and threat of personal injury.



PALAU DISTRICT

PALAU DISTRICT

Geographical Description

The Palau District lies in the southwestern corner of the Trust Territory of the Pacific Islands. The total land area is approximately 190 square miles but much of this is uninhabited limestone islands, mangrove swamp, hilly and rocky land.

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

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

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

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

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

The islands of Sonsorol and Tobi are two separate municipalities.

History

Until its first contact with Europeans, Palau was a world to itself, with a culture all its own. Occasionally people drifted in canoes from the Philippines, Indonesia, and from islands farther west in the Pacific, but these were assimilated into the Palauan culture. About the time of early Western contact in 1783 the Palauan world was divided into two competing embryonic semi-states of Babelthuap and Youlthuap. Capital villages were in Melekeiok and Koror as governing village clusters, and diplomatic exchanges occurred between the aristocratic chiefs of the chronically warring semi-states.

Spanish Administration

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

German Administration

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

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

Japanese Administration

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

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

Particularly in the early 30's, pressure from the Japanese home office to "make these islands pay" saw the increased extension of Japanese efforts in mining, plantation agriculture and commercial fishing. Since the supply of local

manpower was inadequate, Japanese, Okinawan, and Korean colonists were introduced. Within a few years there were one and a half times as many colonists in Palau as there were Palauans. The administration displayed increasing impatience with the local indirect rule through the first chief of every village, whose authority had long since been undermined, and relied to an increasing extent on direct police supervision of native affairs.

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

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

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

Contemporary Period

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

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

Cultural Characteristics

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

Aboriginal Palauan culture, less limited than the typical Pacific atoll by virtue of its highland environment, was relatively complex for **Oceania**, with an economy dependent on taro and yam agriculture by the women and fishing and hunting by the men. Palauan villages have always been situated near the coast or on a water-way leading to the reef-protected tidal flats. One can find on many of the islands numerous terraced hill-sides, now vacated, suggesting a much larger early population. Village organization consisted, ideally, of ten totemic clans hierarchically oriented in a system which persists today and is organized, as elsewhere in Micronesia, matrilineally-through the mother's line.

Political Development and Structure

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

Municipalities

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

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

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

Palau District Legislature

The district has a very active legislature which meets twice annually. Adult Palauan men and women 18 year of age or over elect one or more legislators from 16 electoral precincts corresponding to municipalities. In its session of April, 1963, the legislature, known as the Palau District Legislature, passed a sweeping amendment to its charter. Under the new charter the number of legislators was reduced to 28, five of whom are elected on an at-large basis throughout Palau. Apportionment takes place every 10 years. The magistrates, heretofore, members of the legislature, were taken out of membership under the new charter, although the chiefs retain their position as non-voting members of the legislature. The name Palau Congress has been changed, and is now the Palau District Legislature.

The Legislature was organized in 1947 to serve as an advisory body to the Naval administration and through the years its jurisdiction was gradually expanded. At its semi-annual meetings, the Palau Legislature now has the power to enact bills and resolutions upon any appropriate submitted to the District Administrator for approval and the legislature may enact a measure over his veto. The Speaker of the Legislature, chosen from among its members, appoints and discharges all legislative employees, subject to legislative confirmation. Standing committees of the legislature consider measures referred to them by the Speaker, and following American practice have the power of deciding whether they shall be reported out onto the floor for further consideration.

In the old congress, a mixed commission called the Palau Council, composed of congressmen and non-members appointed by the president with the approval of the congress, functioned as a holdover committee of the congress legislative sessions. The council met at the call of the president throughout the year as an advisory intermediary between the district administration and the people of the district. The Palau Council was eliminated in the new legislature. Instead, four standing committees of the legislature now carry on the work of the legislature between sessions, doing research, and preparing the groundwork for future legislation. A screening committee which put proposed measures into proper form prior to each session of the old congress has been discontinued.

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

Up until this year the Palau Legislature has been served by a Peace Corps Attorney as its Legislative Counsel. The Legislature now contacts a private legal firm to serve in the capacity of legislative counsel. The Office of Legislative Counsel works closely with the Executive Secretary in the preparation of bills and resolution and serves as Parliamentarian.

A District Treasurer, appointed by the District Administrator with the advice and consent of the Palau Legislature, is responsible for collection of the taxes levied by the legislature. Part of the receipts from these taxes pay the salaries of the Executive Secretary, the Legislative Counsel, other legislative staff and the legislators.

Office of Palau Delegation to Congress of Micronesia

The Fourth Congress of Micronesia during its Second Regular Session, 1972 held in Palau initiated a move to establish in each district a district delegation to be comprised of members of both the Senate and the House of Representatives, Congress of Micronesia, from each respective district. The Office of the Palau Delegation is made up of two Senators and three Congressmen, came into being as a result of that move. The Delegation is staffed by an Administrative Assistant and Clerk-typist.

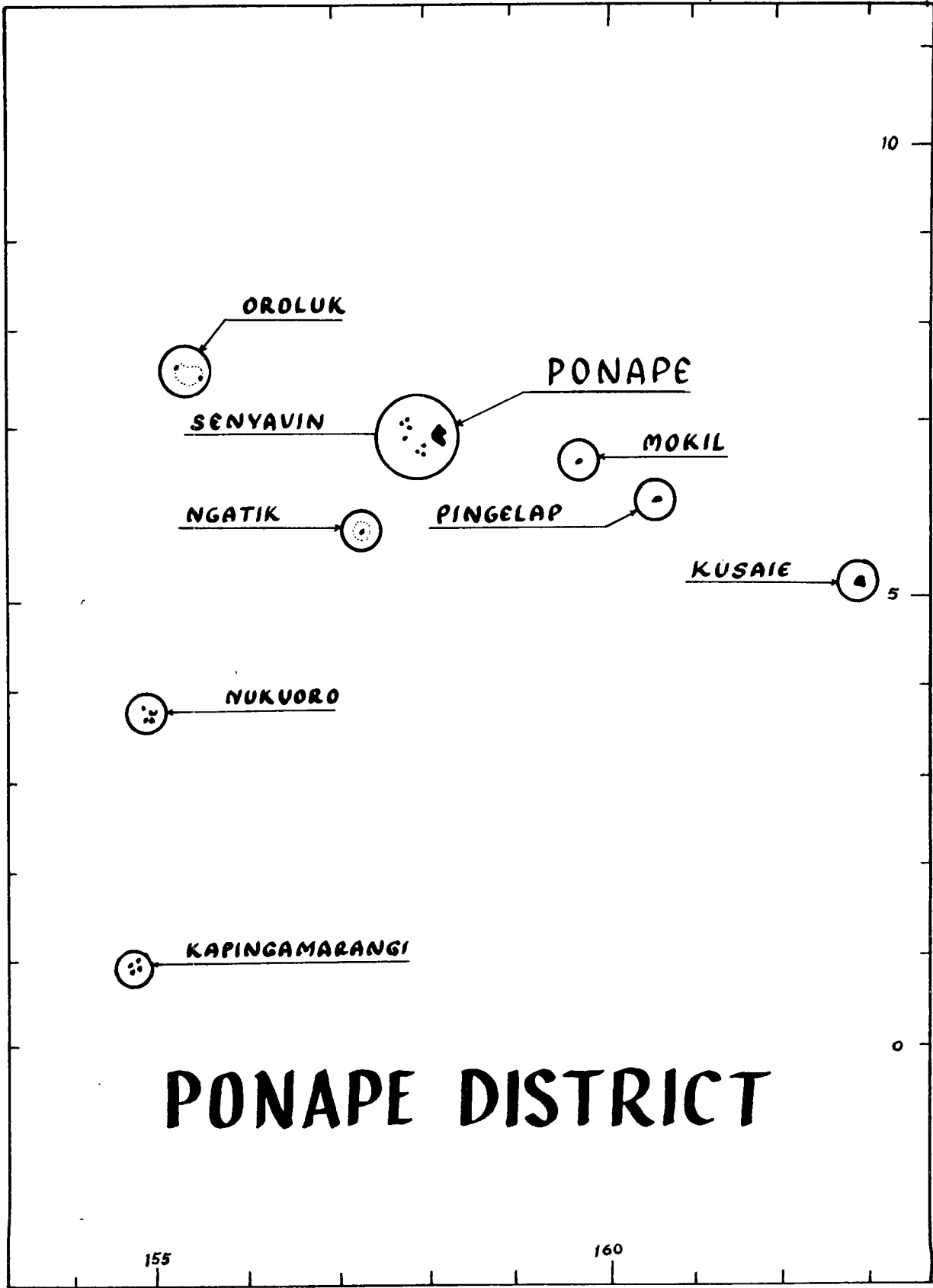
The existence of the Office of the Palau Delegation makes it possible for the Congress of Micronesia to keep abreast as well as to maintain continuing involvement in local affairs of Congressional concern.

Programs of the Office of Economic Opportunity

Programs funded by the Office of Economic Opportunity of the United States Government which are being carried out locally for the interest of the people of Palau have had significant and notable successes in providing some means of socio-economic incentives and developments stability to the daily lives of the local people especially those in the remote communities for which these programs are designed to reach.

The Palau Community Action Agency chartered in 1967, headed by an Executive Director and Deputy Director and governed by a Board of Directors, has continued to implement its programs for the interest of the "low income families" of the Palau Communities. The Micronesian Legal Services Program, established in 1972 has continued to provide legal assistance to the local people, free of charge. The Palau Office employs American Attorneys and Palauan Legal Councils and maintains a clerical staff.

The Palau Community Development Corporation, established this year, is headed by an Executive Director and a Deputy Director and governed by a Board of Director. The Corporation operates like a business institution and will in turn assist in organizing and establishing business institutions to serve for the interest of the "low income families" of the local populace.



PONAPE DISTRICT

Geographical Description:

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

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

Ponape, seat of the district administration, is a "high island" as also is Kusaie, both rising more than 2,000 feet above sea level at their highest elevations. They lie in an area where they receive the north-east trade winds through most of the year. From November until March, winds increase considerably in strength. Although Ponape is on the edge of the typhoon breeding area, severe storms very seldom occur.

The two volcanic islands, Ponape and Kusaie, are among the wettest in the Pacific. The fertile soil and heavy rainfall of Ponape Island result in luxuriant tropical foliage and the island has been called "the Garden of Micronesia". Kusaie has a mean annual rainfall of 180 inches on parts of its east coast and probably greater precipitation in the interior. The low-lying atolls receive less precipitation, but still have adequate rainfall for vegetation.

History:

The history of this area is predominantly that of the largest island, Ponape. In prehistoric times, the entire island was ruled by the Saudeleurs, a dynasty of island chieftains who resided at Nan Madol, a group of more than 80 partially man-made islands off the southeastern shores of Metelanihmw (Madolenihmw). Remaining today are imposing ruins of Nan Towas, the "Place of Lofty Walls" and an elaborate temple; Pahn Ketira, an island of approximately 20 acres on which the reigning Saudeleurs resided and on which were performed the highest ceremonies and rituals of the day; and many others of great archeological and historical interest.

Bases and walls of the ancient ruins were built of enormous natural crystals of basaltic rock, some weighing tons and being as much as 20 odd feet in length. Some walls at Nan Madol rise more than 40 feet.

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

Clan and family organization from which traditional chieftainship derived have existed on other islands of the district, though not with the political-social-economic complexity of the Ponapean system of nobility and commoners. The people of Kapingamarangi and Nukuoro, for example, follow more nearly the patterns and structure of their Polynesian forebearers. Traditional patterns of Kusaie have been modified since the arrival of missionaries in the mid-nineteenth century and the influence of their teachings for more than 100 years. Mokil and Pingelap, almost completely depopulated some generations ago by a severe typhoon, have since fallen under the influence of various settlers from whaling and trading ships as well as migrants from other island areas. On Ngatik, after the indigenous male population was massacred by the crew of a visiting British ship, many of the crew settling themselves on the island with the female population, a Ponapean who had accompanied the crew attempted to introduce what he knew of Ponapean political and social organization, with himself as the chieftain or "Nanmwarki". Remnants of this organization and structure exist today.

Protestant missionaries established schools on Kusaie and Ponape in the middle of the nineteenth century. Their influence soon spread to the outer islands. They reduced the indigenous languages to writing, translated portions of the Bible, and trained a portion of the local populace to read and write. Ponapean lay missionaries carried their new teachings to the Mortlock people and eventually were able to bring some people from the Mortlocks to Ponape following destructive typhoons in the Mortlocks early in that century.

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

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

In 1910 the people of Jokaj (Sokehs) rebelled against the German administration following a disagreement over semi-forced labor on road building, but it was a short-lived revolution quickly put down by the German naval forces. During World War I, in accordance with a secret agreement with the British, the Japanese occupied the German-owned islands north of the equator. Following the war, Japan was given mandate of the former German Caroline, Marshall, and Northern Mariana Islands under the League of Nations, and one of the administrative centers was placed in Ponape. Unlike their predecessors, the Japanese actively colonized and exploited the islands for approximately 30 years. While the effects of their administration and colonization are more noticeable on Ponape and Kusaie, their effects on the smaller islands were limited to trading and other economic activities.

Long unused land areas on the high islands were opened to more intensive cultivation and commercial agricultural production. In Metelanim they built a plant to process manioc flour and tapioca; a sugar refinery completed shortly before World War II to process locally grown cane for export was converted to alcohol production to meet military needs. A town of more than 2,000 Japanese, Koreans, and Okinawans developed in the adjacent Sapwalap area. Kolonia had a foreign population of more than 3,000 people.

This Japanese-national population group, which outnumbered Ponapeans, was repatriated in 1945-46. On the island of Ponape today, approximately 3,000 of the population of 25,000 are more recent immigrants from outer islands of the Carolines, Marshalls and Marianas.

Cultural Characteristics:

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

Within the Ponape District there are two quite distinct racial types. The people of Kapingamarangi and Nukuoro are Polynesians, generally taller, heavier, and more hirsute. Micronesians on Ponape, Mokil, Pingelap, Kusaie, and Ngatik are generally of shorter stature, more slender, of light brown skin color, with heavy hair (though straight and curly are sometimes seen), occasional Mongolian eyefolds, and relatively sparse beard and body hair.

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

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

Language:

In Ponape District, three distinct languages are spoken: Polynesian, Kusaian, and Ponapean. The people of Kapingamarangi and Nukuoro speak

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

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

Political Structure:

A native of Ponape Island is born into one of more than 20 clans. His clan is that of his mother, and he may not marry another member of it. The island itself is divided into five formerly independent areas now known as municipalities, in each of which there are two lines of chiefs which are headed by individuals called "Nanmwarki" and "Naniken" respectively. The municipalities are subdivided into a number of sections headed by appointees of the principal leaders. These sections are further subdivided into farmsteads occupied by individual households. The rule of the "Nanmwarki" was formerly absolute and all lands in their respective municipalities belonged to them. In 1912, however, the Germans issued private deeds of land ownership. After the beginning of the United States Administration, the people of Ponape Island formed a Congress, and a democratic native government began to develop. Deference to and respect for the "Nanmwarki" and other nobles were still expressed, however.

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

Ponape District Legislature:

The legislative power of Ponape District is vested in a single house composed of 24 legislators who are elected to the Legislature every four years.

The Legislative power of the Ponape District Legislature was granted to it by the High Commissioner of the Trust Territory of the Pacific Islands on October 19, 1963, when the Charter of Ponape District Legislature was approved. To be eligible for election or appointment to the Legislature, a person must be a citizen of the Trust Territory of the Pacific Islands, have resided in Ponape District for a three (3) year period immediately preceding his election; be a resident of his electoral precinct for a period of not less than one (1) year immediately preceding his election; must be twenty-five years of age or over; and must never have been convicted of a felony unless the person so convicted has had restored to him his civil rights for a period of not less than five years immediately preceding the date of his election or appointment as a legislator. No person shall sit as a legislator in the Ponape District Legislature who holds public office in or is employed by the executive or judicial branch of the Government of the Trust Territory or any political subdivision thereof. Duly elected and seated members of the Ponape District Legislature are precluded from accepting or continuing any public office in or employment by the executive or judicial branch of the Government of the Trust Territory or any political sub-division thereof. No member of the Ponape District Legislature shall receive any compensation or other remuneration from the executive or judicial branch of the Government of the Trust Territory or any political subdivision thereof. Nothing in the Charter of the Ponape District Legislature shall be construed to prohibit any member of the Ponape District Legislature from participating without compensation, except for transportation expenses, as a member of any board or committee created by the Trust Territory Government or the Congress of Micronesia.

The Ponape District Legislature has legislative power covering all matters concerning the inhabitants of the district, except that these laws may not be in conflict with the Trust Territory laws, or the United States laws or any other higher laws that are applicable in the Trust Territory. The District Legislature has the power to levy taxes and other revenues in the district. It has also the power to grant authorization to the municipal governments to levy taxes on other items, but not in conflict with any other district or territorial laws or any other form of higher laws applicable in the Trust Territory.

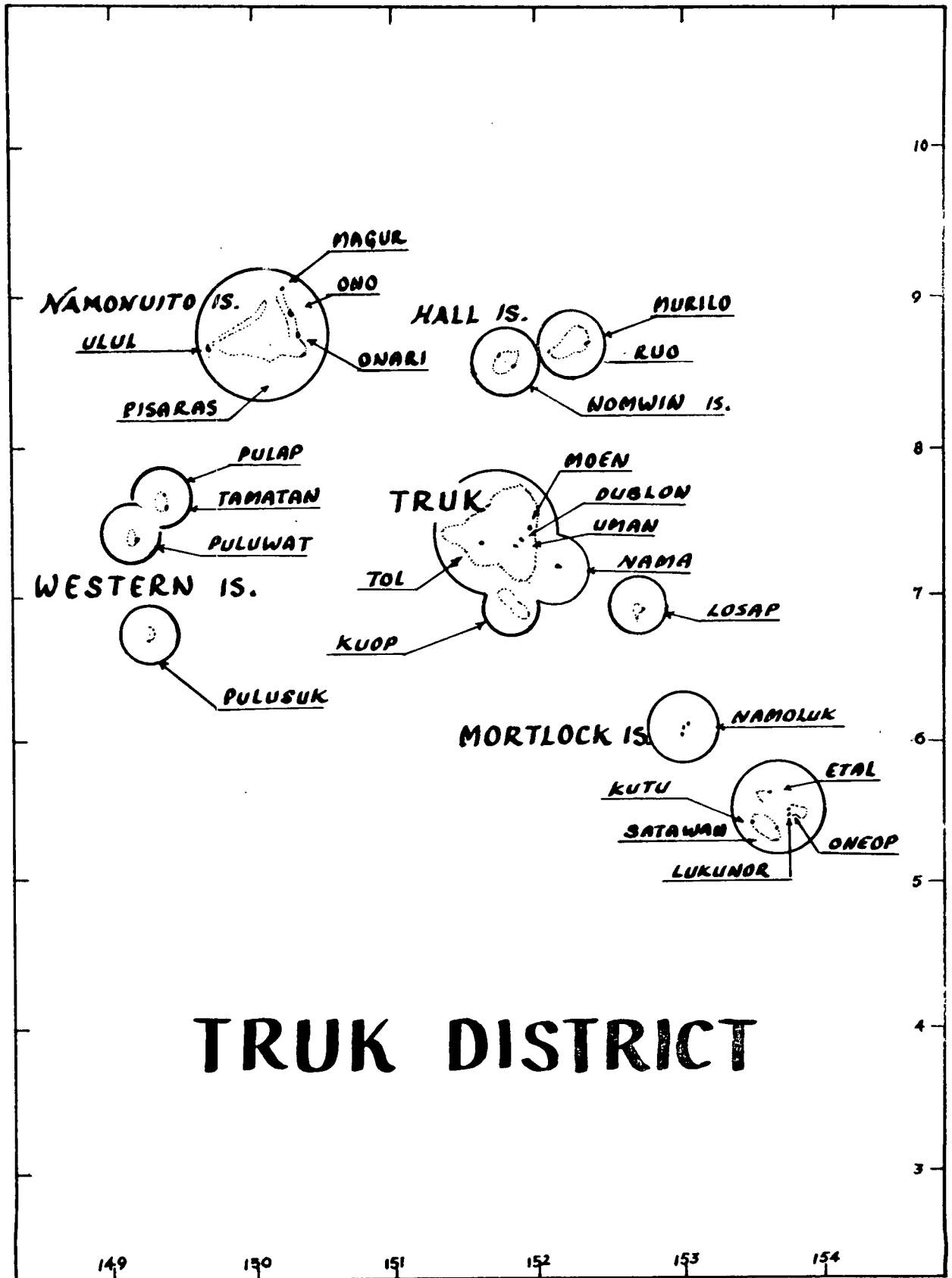
The Charter of the Ponape District Legislature has been amended so that the Legislature will meet once a year in regular session for fifty (50) calendar day every March. The Ponape District Legislature has become the first legislative body (district level) in the history of Micronesia District Legislature to be made a full-time activity which takes effect in January 1, 1974. The District Administrator may convene the Legislature into Special Session, whose proceedings shall be confined to the subject matter stated in the District Administrator's convening call. A special session of the Legislature may be called upon petition of one-third of the membership.

Like any other legislative body, the Ponape District Legislature is granted the power and authority to amend the Charter, however, subject to the approval of the District Administrator and the High Commissioner of the Trust Territory of the Pacific Islands.

Government:

Ponape District is one of the six administrative districts of the Trust Territory of the Pacific Islands. The executive power is vested in the District Administrator who is appointed by the High Commissioner of the Trust Territory of the Pacific Islands. The legislative power is vested with the Ponape District Legislature which was established on October 19, 1963 when its charter was approved by the High Commissioner of the Trust Territory of the Pacific Islands. The judicial power is vested in the Court. The District Judge is an appointee of the High Commissioner.

Ponape District is composed of twelve local governments, one of which has not been granted a charter. These local governments are more or less independent of the district government in that they have powers granted to them by the High Commissioner to levy taxes and to establish legislations concerning the betterment of the residents of each municipality. These local governments were established under charters granted by the High Commissioner. These charters granted them the rights to have an elected Chief Executive, commonly known as a Chief Magistrate or a Mayor depending whether it is a municipality or a town and an elected policy-making body which is known as the council. The judicial power of the local government is vested in the Municipal Judge who is appointed by the District Administrator upon recommendation by the municipality or town concerned.



TRUK DISTRICT

TRUK DISTRICT

GEOGRAPHICAL DESCRIPTION

The Truk District consists of approximately 100 islands, 40 of which are permanently inhabited, the others being used as "food islands" for the raising of crops, copra and pigs. The total land area is only some 49 square miles.

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

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

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

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

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

CLIMATE

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

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

LANDSCAPE AND VEGETATION

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

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

GARDEN AND VILLAGES

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

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

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

HISTORY

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

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

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

It appears that during this early period, and for some time thereafter, the Trukese were in contact with Guam and other islands in the Marianas owing to the fact that atoll islanders to the west of Truk regularly voyaged to Guam and back, taking with them items for trade in return for which they brought back iron and steel implements. The Trukese were thus in possession of iron tools at a very early date.

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

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

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

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

THE PEOPLE

CULTURAL CHARACTERISTICS

The population is divided into a number of matrilineal, exogamous "sibs" which function chiefly in regulating marriage. More important from a functional viewpoint are matrilineal lineages, the members of which trace common descent in the female line from a remembered ancestress. Lineages were, until recently, localized in villages; they own land, and the members of a lineage (or a descent line within a lineage) from the usual cooperative workgroup. Lineage (district) chiefs constituted the highest political authority in most cases.

Trukese culture must ultimately be understood in terms of a Greater Truk Area, comprising some 15 islands groups within a maximal radius of 150 miles from Truk proper. These include Pulap, Puluwat, and Pulusuk to

the west; Namonuito, Murilo, and Nomwin to the north; Nama, Losap, and Namoluk (the upper Mortlocks) to the south and east, and beyond these Satawan, Lukunor and Etal (the lower Mortlocks).

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

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

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

From Nama and Losap came fine pandanus sleeping mats; and from these islands and also Puluwat and Pulusuk came coconut fiber ropes and lines. The Mortlock Islands specialized in red and white shell beads which were worked into ornaments by the Trukese. Puluwat islanders occasionally sailed into Truk with several canoes, trading one or two, and returning home on the remaining vessels. In all such cases the low islanders of Truk sought such items as red clay, yellow turmeric powder (teik), and tobacco--all scarce or unavailable on the atolls. In addition the islands of Truk specialized in weaving fine skirts and loincloths of banana and hibiscus fibers. These, together with the famed cosmetic, teik, were in great demand throughout the area.

In pre-Japanese times, boats from Nama and Losap regularly put in at one of the eastern Truk islands, in particular Dublon (Tonowas), where there were established trading relationships with kinsmen. These eastern Truk islands in turn served as middleman to the rest of the islands within their lagoons. According to informants, the people of Romanum, Tol, and Udot visited kinsmen on Dublon regularly for the purpose of trading skirts, tobacco, and teik for items brought in from the atolls. The Japanese appear to have capitalized on this pattern,

setting up stores on Dublon where they purchased goods from atolls such as Nama and Losap, and maintaining a diesel-powered passenger boat which regularly brought people from the western part of the lagoon into Dublon to trade.

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

LANGUAGE

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

POLITICAL STRUCTURE MUNICIPAL GOVERNMENT

Truk District is sub-divided into 38 political sub-divisions. These sub-divisions, or basic political units in the Truk District, are called municipalities. A municipality may be an island by itself with its own municipal government or may constitute the combination of several islands into one political unit. For example, the municipality of Moen is composed of three islands: Fano, Pis and Moen.

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

Truk District's municipal chartering program was initiated in late 1956, and of the 38 municipalities, nine have been chartered. These are Moen, Dublon, Fefan, Udot, Tol, Polle, Pata, Uman and Nama. Nama

is the only outlying island chartered. Though many municipalities have not been chartered, most have had instruction and adult education programs designed to outline the general structure of municipal government under the chartering program. All municipalities have patterned their governments accordingly, adopting particulars which they feel will suit their purpose.

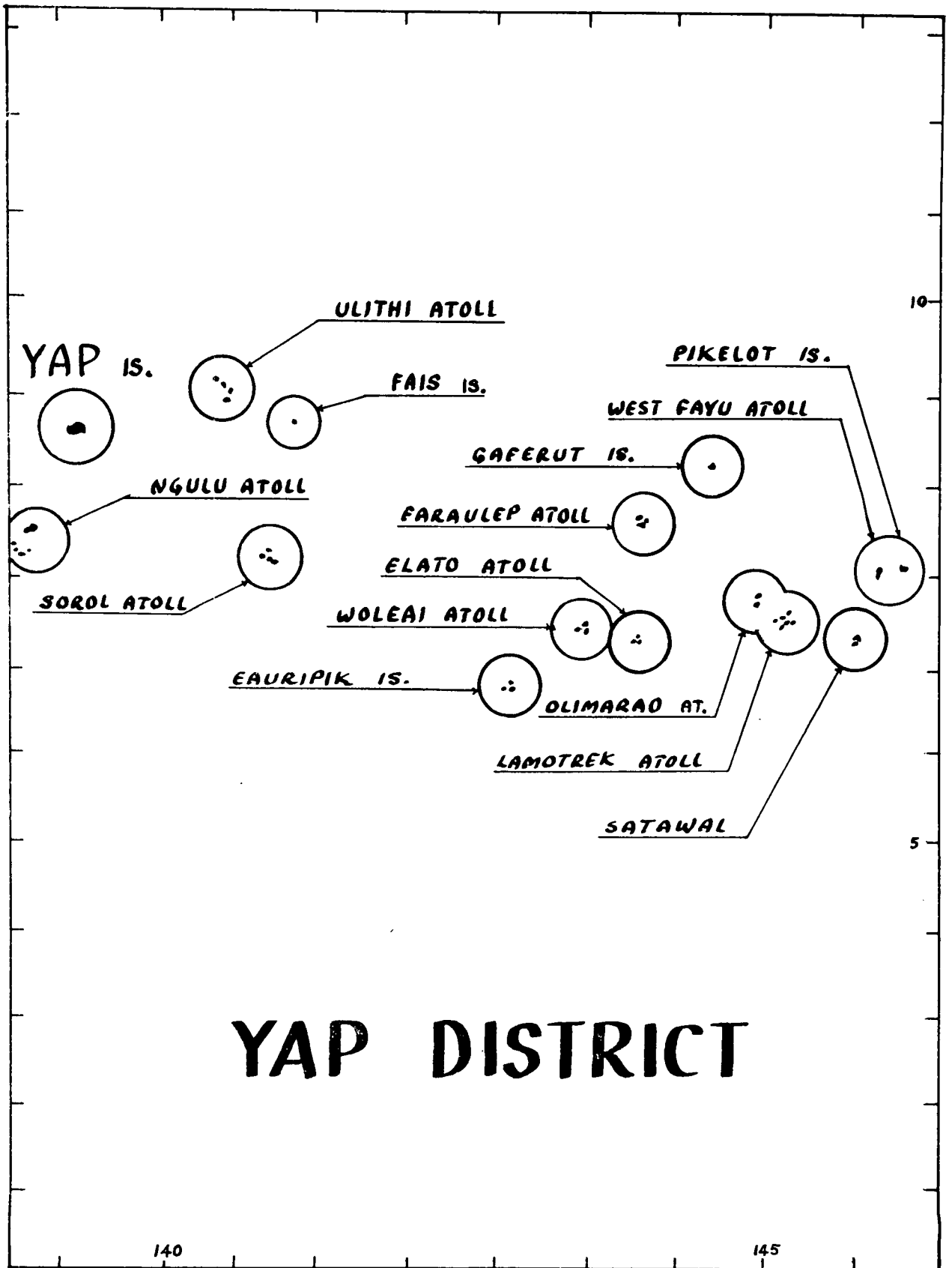
In the smaller un-chartered municipalities, methods of selecting councils vary from appointive to elective. A few municipal councils are comprised of clan leaders, village chiefs, and other prominent village figures. The composition of a municipal council is left much to the discretion of the community.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

TRUK DISTRICT LEGISLATURE

The legislative powers of the Truk District are vested in a single house legislature composed of 27 legislators elected every two years. To be eligible for election or appointment, a person must be a citizen of Trust Territory; have resided in Truk District for a three-year period immediately preceding his election; be a resident of his electoral precinct for a period of not less than one year immediately preceding his election; be 23 years of age or over; and never have been convicted of a felony.

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

The regular sessions of the legislature convene in May of each year. Special sessions may be called by the district administrator or by one-third vote of the membership.



YAP DISTRICT

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YAP DISTRICT

Geographical Description

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

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

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

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

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

History

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

In the latter part of the nineteenth century the development of the copra trade brought the Pacific islands into commercial prominence. In the face of possible political encroachment by Britain and Germany in the Carolines, the Spanish government in 1874 formally proclaimed its sovereignty over these islands. Germany protested and the British supported her. In 1876 Germany dispatched a corvette to Yap and Ngulu to map the area and to protect the interests of German traders, and at the request of the British admiralty and British merchants, as well. The following year, an exchange of notes between the three governments concerned resulted in Spain's agreeing to free trade in all areas of the Pacific not actually occupied by her. Spain then began preparations to occupy the Carolines.

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

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

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

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

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

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

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

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

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

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

"His Majesty" O'Keefe

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

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

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

Cultural Characteristics

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

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

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

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

Western clothes are worn by Yapese usually when coming into Colonia and by people who live close to the district center; but in villages, traditional types of attire are worn. Yapese clothing is simple and scanty but not without meaning. The men wear loin cloths (thus) and

upon reaching early manhood add a bunch of hibiscus bark which passes between the thighs and is attached to the front and back of the thu. In the past, but less so today, the color of a man's thu denoted his class standing. The women dress in full and heavy-waisted grass skirts and upon reaching womanhood add a black cord which is looped around the neck.

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

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

Language

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

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

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

Ulithi-Woleai Areas

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

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

Almost all of the Ulithians and Woleaians are Catholics. Unlike Yap there are no sharp class distinctions in these coral islands although chieftainships are hereditary and are held by definite matrilineal lineages.

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

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

was one means by which the Yapese maintained control over the low-islanders. Many outer islanders still believe their traditional overlords are capable of bringing typhoons and pestilence.

POLITICAL DEVELOPMENT

Municipal Government

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

Yap Islands Council

The membership of this organization is composed of an elected magistrate from each of the 10 municipalities of Yap proper. Some of them hold the rank of hereditary chief and have served in this capacity without compensation until late 1956.

The council constitutes an advisory board to assist the district administrator and the Yap District Legislature with problems of a political, social or economic nature.

Yap District Legislature

The first Yap Legislature was chartered February 9, 1959, and convened its first session in May of that year. The Yap Islands proper are divided into 10 municipalities. Each of these municipalities is represented in this body by two representatives who are elected by the people from their municipalities by secret ballot. The elected representatives' term in office is four years.

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

TRUSTEESHIP AGREEMENT FOR THE UNITED STATES TRUST TERRITORY
OF THE PACIFIC ISLANDS

PREAMBLE

WHEREAS Article 75 of the Charter of the United Nations provides for the establishment of an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent agreements; and

WHEREAS under Article 77 of the said Charter the trusteeship system may be applied to territories now held under mandate; and

WHEREAS on 17 December 1920 the Council of the League of Nations confirmed a mandate for the former German islands north of the equator to Japan, to be administered in accordance with Article 22 of the Covenant of the League of Nations; and

WHEREAS Japan, as a result of the Second World War, has ceased to exercise any authority in these islands;

NOW, THEREFORE, the Security Council of the United Nations, having satisfied itself that the relevant articles of the Charter have been complied with, hereby resolves to approve the following terms of trusteeship for the Pacific Islands formerly under mandate to Japan.

ARTICLE 1

The Territory of the Pacific Islands, consisting of the islands formerly held by Japan under mandate in accordance with Article 22 of the Covenant of the League of Nations, is hereby designated as a strategic area and placed under the trusteeship system established in the Charter of the United Nations. The Territory of the Pacific Islands is hereinafter referred to as the trust territory.

ARTICLE 2

The United States of America is designated as the administering authority of the trust territory.

ARTICLE 3

The administering authority shall have full powers of administration, legislation, and jurisdiction over the territory subject to the provisions of this agreement, and may apply to the trust territory, subject to any modifications which the administering authority may consider desirable, such of the laws of the United States as it may deem appropriate to local conditions and requirements.

ARTICLE 4

The Administering authority, in discharging the obligations of trusteeship in the trust territory, shall act in accordance with the Charter of the United Nations, and the provisions of this agreement, and shall, as specified in Article 83(2) of the Charter apply the objectives of the international trusteeship system as set forth in Article 76 of the Charter, to the people of the trust territory.

ARTICLE 5

In discharging its obligations under Article 76(a) and Article 84, of the Charter, the administering authority shall ensure that the trust territory shall play its part, in accordance with the Charter of the United Nations, in the maintenance of international peace and security. To this end the administering authority shall be entitled:

1. to establish naval, military and air bases and to erect fortifications in the trust territory.
2. to station and employ armed forces in the territory; and
3. to make use of volunteer forces, facilities and assistance from the trust territory in carrying out the obligations towards the Security Council undertaken in this regard by the administering authority, as well as for the local defense and the maintenance of law and order within the trust territory.

ARTICLE 6

In discharging its obligations under Article 76(b) of the Charter, the administering authority shall:

1. foster the development of such political institutions as are suited to the trust territory and shall promote the development of the inhabitants of the trust territory toward self-government or independence as may be appropriate to the particular circumstances of the trust territory and its peoples and the freely expressed wishes of the peoples concerned; and to this end shall give to the inhabitants of the trust territory a progressively increasing share in the administrative services in the territory; shall develop their participation in government; shall give due recognition to the customs of the inhabitants in providing a system of law for the territory; and shall take other appropriate measures toward these ends;

2. promote the economic advancement and self-sufficiency of the inhabitants, and to fisheries, agriculture, and industries; protect the inhabitants against the loss of their lands and resources; and improve the means of transportation and communication;

3. promote the social advancement of the inhabitants, and to this end shall protect the rights and fundamental freedoms of all elements of the population without discrimination; protect the health of the inhabitants; control the traffic in arms and ammunition, opium and other dangerous drugs, and alcohol and other spirituous beverages; and institute such other regulations as may be necessary to protect the inhabitants against social abuses; and

4. promote the educational advancement of the inhabitants, and to this end shall take steps toward the establishment of a general system of elementary education; facilitate the vocational and cultural advancement of the population; and shall encourage qualified students to pursue higher education, including training on the professional level.

ARTICLE 7

In discharging its obligations under Article 76(c), of the Charter, the administering authority shall guarantee to the inhabitants of the trust territory freedom of conscience, and, subject only to the requirements of public order and security, freedom of speech, of the press, and of assembly; freedom of worship, and of religious teaching; and freedom of migration and movement.

ARTICLE 8

1. In discharging its obligations under Article 76(d) of the Charter, as defined by Article 83(2) of the Charter, the administering authority, subject to the requirements of security, and the obligation to promote the advancement of the inhabitants, shall accord to nationals of each Member of the United Nations and to companies and associations organized in conformity with the laws of such Member, treatment in the trust territory no less favourable than that accorded therein to nationals, companies and associations of any other United Nation except the administering authority.

2. The administering authority shall ensure equal treatment to the Members of the United Nations and their nationals in the administration of justice.

3. Nothing in this Article shall be so construed as to accord traffic rights to aircraft flying into and out of the trust territory. Such rights shall be subject to agreement between the administering authority and the state whose nationality such aircraft possesses.

4. The administering authority may negotiate and conclude commercial and other treaties and agreements with Members of the United Nations and other states, designed to attain for the inhabitants of the trust territory treatment by the Members of the United Nations and other states no less favourable than that granted by them to the nationals of other states. The Security Council may recommend, or invite other organs of the United Nations to consider and recommend, what rights the inhabitants of the trust territory should acquire in consideration of the rights obtained by Members of the United Nations in the trust territory.

ARTICLE 9

The administering authority shall be entitled to constitute the trust territory into a customs, fiscal, or administrative union or federation with other territories under United States jurisdiction and to establish common services between such territories and the trust territory where such measures are not inconsistent with the basic objectives of the International Trusteeship System and with the terms of this agreement.

ARTICLE 10

The administering authority, acting under the provisions of Article 3 of this agreement, may accept membership in any regional advisory commission, regional authority, or technical organization, or other voluntary association of states, may co-operate with specialized international bodies, public or private, and may engage in other forms of international co-operation.

ARTICLE 11

1. The administering authority shall take the necessary steps to provide the status of citizenship of the trust territory for the inhabitants of the trust territory.
2. The administering authority shall afford diplomatic and consular protection to inhabitants of the trust territory when outside the territorial limits of the trust territory or of the territory of the administering authority.

ARTICLE 12

The administering authority shall enact such legislation as may be necessary to place the provisions of this agreement in effect in the trust territory.

ARTICLE 13

The provisions of Articles 87 and 88 of the Charter shall be applicable to the trust territory, provided that the administering authority may determine the extent of their applicability to any areas which may from time to time be specified by it as closed for security reasons.

ARTICLE 14

The administering authority undertakes to apply in the trust territory the provisions of any international conventions and recommendations which may be appropriate to the particular circumstances of the trust territory and which would be conducive to the achievement of the basic objectives of Article 6 of this agreement.

ARTICLE 15

The terms of the present agreement shall not be altered, amended or terminated without the consent of the administering authority.

ARTICLE 16

The present agreement shall come into force when approved by the Security Council of the United Nations and by the Government of the United States after due constitutional process.

SECRETARIAL ORDER 2918

The document which provides for the three branches of the Trust Territory Government is Secretarial Order 2918 of the U. S. Department of Interior. It grants the executive authority of the High Commissioner, the legislative authority of the Congress of Micronesia, and the judicial authority of the High Court and other courts. Signed by Secretary of the Interior, Stewart L. Udall on Dec. 27, 1968, Order No. 2918 brings into one document the previous Secretarial Orders and amendments concerning the branches of the Trust Territory Government.

UNITED STATES
DEPARTMENT OF THE INTERIOR
Office of the Secretary
Washington

ORDER NO. 2918

December 27, 1968

Subject: Government of the Trust Territory of the Pacific Islands

WHEREAS, pursuant to the Trusteeship Agreement between the United States and the Security Council of the United Nations, the United States has undertaken to promote self-government in the Trust Territory of the Pacific Islands; and

WHEREAS, Department of the Interior Order No. 2876 of January 30, 1964, as amended, set forth the extent and nature of the authority of the Government of the Trust Territory of the Pacific Islands; and

WHEREAS, Department of the Interior Order No. 2882 of September 28, 1964, as amended, created the Congress of Micronesia and granted legislative authority thereto; and

WHEREAS, it is appropriate that the two aforesaid basic Orders, as amended, be modified in minor particulars, consolidated in one basic order, and reissued, with all amendments therein incorporated.

NOW, THEREFORE, the following single basic Order respecting the Government of the Trust Territory of the Pacific Islands be issued:

PART I. Purpose

The purpose of this order is to delimit the extent and nature of the authority of the Government of the Trust Territory of the Pacific Islands (hereinafter called "the Trust Territory"), as it will be exercised under the jurisdiction of the Secretary of the Interior (hereinafter called "the Secretary"), pursuant to Executive Order No. 11021 of May 7, 1962, and to prescribe the manner in which the relationships of the

Trust Territory shall be established and maintained with the Congress, the Department of the Interior and other Federal agencies, and with foreign governments and international bodies.

PART II. Executive Authority

Section 1. The executive authority of the Government of the Trust Territory, and the responsibility for carrying out the international obligations undertaken by the United States with respect to the Trust Territory, shall be vested in a High Commissioner of the Trust Territory and shall be exercised and discharged under the supervision and direction of the Secretary.

The Secretary shall appoint a Deputy High Commissioner, who shall have all the powers of the High Commissioner in the case of a vacancy in the office of High Commissioner or the disability or temporary absence of the High Commissioner.

Section 2. The relations of the Government of the Trust Territory with the Congress of the United States on all legislative matters, including appropriations, shall be conducted through the Department of the Interior.

Section 3. With freedom to consult directly with the Secretary when necessary, the High Commissioner of the Trust Territory shall normally communicate with the Secretary of the Interior through the Deputy Assistant Secretary for Territorial Affairs. The High Commissioner shall be responsible for all United States property in the Trust Territory which is required for the operation of the Government of the Trust Territory and for which the Department of the Interior has administrative responsibility. The High Commissioner shall perform such other functions for the Department of the Interior in the Trust Territory as may be delegated to him by the Secretary.

Section 4. Initial contact by the Government of the Trust Territory with Federal agencies outside the Department of the Interior on other than routine matters shall be established through the Deputy Assistant Secretary for Territorial Affairs in the Department of the Interior. Once the relationship has been established, direct contact between the Government of the Trust Territory and the Federal agencies concerned may be maintained, in which event the Deputy Assistant Secretary for Territorial Affairs shall be kept informed of significant developments in the relationship.

Section 5. Communications of the Government of the Trust Territory with foreign governments and international bodies shall be cleared through the Department of the Interior for transmittal by the Department of State, unless some other procedure is approved by the Secretary of the Interior.

Section 6. In exercising his authority the High Commissioner shall obtain prior Secretarial approval of any significant deviation from the budget justification presented to the Congress, and any significant transfer of funds between programs or between administration and construction funds.

PART III. Legislative Authority

Section 1. Organization. The Legislature of the Trust Territory of the Pacific Islands shall be known as the "Congress of Micronesia" and shall consist of two Houses, the Senate and the House of Representatives. The two Houses shall sit separately except as otherwise provided herein.

When a Congress convenes, each House shall organize by the election of one of its number as presiding officer and such presiding officer shall be designated by the title of "President of the Senate" or "Speaker of the House of Representatives," as the case may be. When the Congress meets in joint session, the Speaker of the House of Representatives shall preside.

Section 2. Legislative Power. The legislative power of the Congress of Micronesia shall extend to all rightful subjects of legislation, except that no legislation may be inconsistent with

- (a) treaties or international agreements of the United States;
- (b) laws of the United States applicable to the Trust Territory;
- (c) Executive Orders of the President of the United States and orders of the Secretary of the Interior; or
- (d) Title 1, Chapter 1, Section 1 of the Code of the Trust Territory.

No law shall be passed by the Congress imposing any tax upon property of the United States or property of the Trust Territory of the Pacific Islands; nor shall the property of nonresidents be taxed at a higher rate than the property of residents. No import or export levies shall be imposed on goods transported between or among the Districts of the Trust Territory, as described in Title 3, Chapter 1, Section 1 of the Code of the Trust Territory, or any political subdivision thereof, and the levy of duties on goods imported into the Trust Territory is hereby reserved to the Congress of Micronesia and the High Commissioner.

Section 3. Powers of the High Commissioner. The High Commissioner may submit to the Congress prior to and during any legislative session legislation for its consideration.

Section 4. Budget. Money bills enacted by the Congress of Micronesia shall not provide for the appropriation of funds in excess of such amounts as are available or estimated to be available from revenues raised pursuant to the tax laws and other revenue laws of the Trust Territory: Provided, that the Secretary of the Interior shall, from time to time, define the term "revenue" as used herein, so as generally to exclude therefrom all sums attributable to user charge or service related reimbursements to the Government of the Trust Territory.

Prior to his final submission to the Secretary of the Interior of requests for Federal funds necessary for the support of governmental functions in the Trust Territory, the High Commissioner shall prepare

a preliminary budget plan. He shall submit such plan to the Congress of Micronesia or the appropriate authorized committee or committees thereof for its review and recommendations with respect to such portions as relate to expenditures of funds proposed to be apportioned by the Congress of the United States. With respect to such portions of the preliminary budget plan, the High Commissioner shall adopt such recommendations of the Congress or the appropriate authorized committee or committees thereof as he shall deem appropriate, but he shall transmit to the Secretary of the Interior all recommendations he has not adopted.

For fiscal years 1971 and 1972, the Congress of Micronesia is authorized \$125,000 from Federal grants appropriated to the Trust Territory of the Pacific Islands by the Congress of the United States, for operation and expenses of the Congress of Micronesia. For succeeding fiscal years, the Congress of Micronesia may request continuing or additional funds for its operations and expenses. Such requests shall be incorporated in the High Commissioner's preliminary budget plan for processing as set forth in this section.

Section 5. Membership. For the purpose of representation in the Congress, the Trust Territory is divided into six Districts as described in Title 3, Chapter 1, Section 1 of the Code of the Trust Territory.

The Senate shall consist of twelve members, who shall be known as "Senators", of which each District shall elect two.

The House of Representatives shall consist of twenty-one members, who shall be known as "Representatives", and who shall be elected from each District as follows:

In the Mariana Islands District, three;

In the Marshall Islands District, four;

In the Palau District, three;

In the Ponape District, five;

In the Yap District, two.

Each of the six Administrative Districts, shall be subdivided initially into single member election districts of approximately equal population, in such manner as the High Commissioner shall determine, and each such election district shall elect one of the Representatives to which the Administrative District is entitled. Future subdivision shall be established by law.

Election districts shall, reapportioned every 10 years on the basis of population, but each District (as described in Section 39 of the Trust Territory Code), shall be entitled to at least two Representatives. The first such reapportionment shall be made in 1972.

Section 6. Qualification of Legislators. In order to be eligible to election as a member of the Congress a person shall:

(a) be a citizen of the Trust Territory for at least five years;

(b) have attained the age of twenty-five years at the time of his election; and

(c) have been a bona fide resident of the District (as described in Title 3, Chapter 1, Section 1, of the Code of the Trust Territory), from which he is elected for at least one year next preceeding his election.

No person who has been expelled from the Congress for giving or receiving a bribe or for being an accessory thereto. and no person who has been convicted of a felony by any court of the Trust Territory, a court of one of the States of the United States, or any court with the jurisdiction of a district court of the United States, shall sit in the Congress unless the person so convicted has received a pardon restoring his civil rights.

Section 7. Franchise. The franchise shall be vested in residents of the Trust Territory who are citizens of the Trust Territory and eighteen years of age or over. Additional qualifications may be prescribed by the Congress: Provided, That no property, language, or income qualification shall ever be imposed or required of any voter, nor shall any discrimination in qualification be made or based upon literacy, tribal custom, or social position, nor upon difference in race, color, ancestry, sex, or religious belief.

Section 8. General Elections. General elections shall be held biennially in each even-numbered year on the first Tuesday following the first Monday in November: Provided, That in the event of a natural disaster or other Act of God, the effect of which precludes nolding the election on the foregoing date, the High Commissioner, with the approval of the Secretary of the Interior, may proclaim a later election date in the affected election district or districts. All elections shall be held in accordance with such procedures as this order and the laws of the Trust Territory may prescribe. Legislators shall be chosen by secret ballot of the qualified electors of their respective district.

Section 9. Term of Office. Each Senator shall hold office for a term of four years.

Representatives shall each hold office for a term of two years.

The terms of all members of the Congress shall commence at noon on the third day of January following their election, except as otherwise provided by law.

Section 10. Disqualification of Government Officers and Employees. Any person employed by any branch of the Government of the Trust Territory, or any political subdivision thereof, shall be accorded leave without pay, for a period not to exceed 30 days prior to and including the day of the election, for the purpose of seeking election to the Congress. If any such person is elected, he shall resign from his employment with the Government of the Trust Territory; or any political subdivision thereof, prior to the date upon which his term of office commences.

No person serving as a member of a legislative body of any political subdivision of the Government of the Trust Territory shall be eligible, while so serving, to serve as a member of the Congress of Micronesia.

No member of the Congress shall receive any compensation, other than that provided for in this order, from the Government of the Trust Territory or any political subdivision thereof.

Section 11. Sessions. There shall be a regular session of the Congress held in each year beginning on the second Monday in January and continuing for not to exceed 50 consecutive calendar days.

The High Commissioner may call special sessions for such period of time and at such time and place, as in his opinion the public interest may require. No legislation shall be considered at any special session other than that specified in the call therefor or in any special message by the High Commissioner to the Congress while in such session.

Section 12. Enacting Clause. The enacting clause of all bills shall be: "Be it enacted by the Congress of Micronesia," and no law shall be enacted except by bill. Bills may originate in either House, and may be amended or altered or rejected by the other.

Section 13. Approval or Disapproval by the High Commissioner. Every bill passed by the Congress shall be certified by the presiding officers and clerks of both Houses and shall thereupon be presented to the High Commissioner. If he approves, he shall sign the bill and it shall become law. If the High Commissioner disapproves, he shall so indicate and return it with his objections to the Congress within ten consecutive calendar days after it shall have been presented to him. If the High Commissioner takes no action and does not return the bill within such period, it shall be a law in like manner as if he had signed it, unless the Congress by adjournment prevents its return.

The High Commissioner shall have 30 days to consider bills presented to him less than ten days before adjournment or presented after adjournment. If he approves, he shall sign the bill and it shall become law. If the High Commissioner disapproves, he shall so indicate and return it with his objections to the Congress within 30 consecutive calendar days after it shall have been presented to him. If the High

Commissioner takes no action and does not return the bill within such period, it shall be a law in like manner as if he had signed it.

When a bill is disapproved and returned by the High Commissioner to the Congress with his objections, each House may proceed to reconsider it. If such a bill is repassed by both Houses of the Congress by a two-thirds majority of the entire membership of each House (one reading being required in each House for such passage), it shall be presented again to the High Commissioner. If he does not approve it within twenty days after presentation, he shall send it together with his comments thereon to the Secretary of the Interior. Within sixty days after its receipt by him, the Secretary of the Interior shall either approve or disapprove the bill. If he approves it, it shall become a law; otherwise, it shall not.

If any bill presented to the High Commissioner shall contain several items of appropriation of money, he may object to one or more such items, or any part or parts thereof, while approving the other items or parts of the bill. In such case he shall append to the bill, at the time of signing, a statement of the item or items, part or parts thereof, so objected to, and the item or items, part or parts thereof so objected to shall have the effect of being vetoed.

Section 14. Adjournment. Neither House may adjourn for more than two consecutive days nor may either House adjourn sine die without the concurrence of the other House.

Section 15. Publication of Laws. The High Commissioner shall cause the resolutions and laws to be published within 30 days after they become law, and shall make provision for their distribution to public officials and sale to the public.

Section 16. Procedure.

(a) Quorum. A majority of the members of each House shall constitute a quorum of such House for the transaction of business. A smaller number may adjourn from day to day and may compel the attendance of absent members in such manner and under such penalties as each House may provide.

(b) Reading of Bills - Passage. A bill in order to become a law shall pass two readings in each House, on separate days, the final passage of which in each House shall be by a majority vote of all the members of such House, which vote shall be entered upon the journal.

(c) Title. Every legislative act shall embrace but one subject and matters properly connected therewith, which subject shall be expressed in the title; but if any subject shall be embraced in an act which shall not be expressed in the title, such an act shall be void only as to so much thereof as shall not be embraced in the title.

(d) Certification of Bills from one House to the other. Every bill when passed by the House in which it originated, or in which amendments thereto shall have originated, shall immediately be certified by the presiding officer and sent to the other House for consideration.

(e) Amendments and Revision by Reference Prohibited. No law or section of the law shall be amended or revised by reference to its title only, but in every instance such amendment or revision of the law or section thereof shall be published at full length and in its entirety as amended or revised and shall be re-enacted.

(f) Language. All legislative proceedings shall be conducted in the English language: Provided, That knowledge of the English language shall not be a qualification for membership in the Congress. Nothing herein shall limit the right of a member to use his native language if he lacks fluency in English, and the Congress shall provide for interpretation into English in such cases.

(g) Journal. Each House shall keep a journal of its proceedings, and publish the same in English.

(h) Public Sessions. The business of the Congress, and of the Committee of the Whole, shall be transacted openly and not in secret session.

(i) Procedural Authority. The Congress shall be the sole judge of the elections and qualifications of its members, shall have and exercise all the authority and attributes inherent in legislative assemblies, and shall have the power to institute and conduct investigations, issue subpoenas to witnesses and other parties concerned, and administer oaths.

Section 17. Immunity. No member of the Congress of Micronesia shall be held to answer before any tribunal other than the Congress for any speech or debate in the Congress, and the members shall in all cases, except treason, felony, or breach of the peace, be privileged from arrest during their attendance at the sessions of the Congress and in going to and from the same.

Section 18. Compensation and Expenses. The members of the Congress of Micronesia shall receive compensation for their services and expenses as may be prescribed by law. Such compensation and expenses shall be from funds available to and appropriated by the Congress of Micronesia. The Congress may at no time increase the salaries of the incumbents during the current Congress. If the Congress of Micronesia should provide for an increase in the annual compensation paid to members for their services, such increase will apply to succeeding Congresses only. Per diem, if paid to the members of Congress, shall be in compliance with the standard Trust Territory rates. Compensation, expenses, per diem, etc., shall not be allowed in excess of such amounts

as may be budgeted therefor.

Section 19. Section 19 (section on interim compensation repealed by amendment dated August 13, 1970).

Section 20. Appointment to new Offices. No member of the Congress shall, during the term for which he was elected or during the year following the expiration of the term for which he was elected, be appointed to any office which was created by the Congress during such term.

Section 21. Vacancies. (a). Whenever a vacancy in the membership of the House of Representatives occurs, the Speaker of the House of Representatives shall notify the High Commissioner and the High Commissioner shall then call a special election to fill such vacancy; Provided, that no special election shall be held if such vacancy occurs less than ninety days prior to the next succeeding general election.

(b). Whenever a vacancy in the membership of the Senate occurs, the President of the Senate shall notify the High Commissioner. If a vacancy occurs sixty days or more prior to the next succeeding general election, the High Commissioner shall make temporary appointment to fill such vacancy. The appointee shall be from the same administrative district as the person whom he succeeds and shall serve until the next succeeding general election at which time he shall be replaced by a regularly elected Senator who, unless the term of the person he succeeds shall have expired at the time of such election, shall serve only for the unexpired term of such person. In the event the election is for an unexpired term only, the High Commissioner shall issue a proclamation designating the election for the filling of such unexpired term.

Section 22. (Section relating to conversion into a unicameral body repealed by amendment dated August 13, 1970).

Section 23. (Section relating to legislative counsel repealed by amendment dated August 13, 1970).

Section 24. Amendment. This Part may be amended only by further order of the Secretary of the Interior. The Congress may, during any regular session, by a two-thirds majority vote of the membership of each House recommend to the High Commissioner the amendment of any section of this Part. The High Commissioner shall transmit such recommendation, together with his own recommendations thereon, to the Secretary of the Interior.

PART IV. Judicial Authority.

The judicial authority of the Government of the Trust Territory shall be vested in a High Court for the Trust Territory and such other courts as may be established pursuant to law. The Secretary shall appoint the Chief Justice and Associate Justices of the High Court, may make temporary appointments when a vacancy exists, and in addition may

appoint temporary judges to serve on the High Court. The judicial authority shall be independent of the executive and legislative powers. Budgetary requests for the territorial judiciary, with supporting justification, shall be drawn up by the Chief Justice of the Trust Territory and submitted for the approval of the Department of the Interior by the High Commissioner of the Trust Territory as a separate item in the annual budget for the Trust Territory. The High Commissioner should call the attention of the Secretary to any question which he may have regarding the budget for the judiciary.

PART V. General.

Prior Orders. Department of the Interior Order No. 2876 of January 30, 1964, as amended, and Department of the Interior Order No. 2882 of September 28, 1964, as amended, are hereby superseded. Except for Order No. 2902 dated November 15, 1967, as amended, provisions of other prior orders of the Department of the Interior, insofar as they are inconsistent with the provisions of this order, are hereby superseded.

Existing laws, regulations, orders, appointments, or other acts in effect immediately prior to the effective date of this order shall remain in effect until they are superseded pursuant to the provisions of this order.

Note: By a letter of March 27, 1972, from the Department of the Interior, Part III, Section 5 of Secretarial Order 2918, as amended, concerning the requirements for reapportionment of the election districts for the Congress of Micronesia House of Representatives, has been waived. Such reapportionment is now required to take place no later than the adjournment of the 1974 Regular Session of the Congress of Micronesia.

STATISTICAL SUMMARY

(As of June 30, 1973)

Demography

114,645 Total population reported June 30, 1972

6,908 Micronesian government employees
630 Non-indigenous government employees
6,313 Others employed for wages

160 Peace Corps Volunteers

30,751 Elementary school students (220 public schools, 24 private)
7,174 High school students in TT (15 public schools, 12 private)
871 Students enrolled institutes of higher learning outside TT

43,676 Eligible voters (1968 election)
37,581 Registered voters (1968 election)

Geography

Total area 3 million square miles; 2700 miles E-W; 1300 miles N-S
Total land area approximately 700 square miles
Number of islands and islets more than 2100

2 islands chains: Marianas, Marshalls, Carolines
6 administrative districts:
Mariana Islands, Ponape (Eastern Carolines), Truk (Eastern Carolines)
Marshall Islands, Palau (Western Carolines), Yap (Western Carolines)

Public Finance (Fiscal Year 1973)

\$4,765,848 Revenues generated by taxes, excises, fees, etc.
\$59,362,000 Grants from United States Congress
\$ 638,000 Direct U.S. appropriations

Miscellaneous

\$1,885,535 Exports (copra 946,765, fish 309,000, handicrafts and shells 186,000)

The estimated value of tourism was \$3.5 million

Average daily temperature ranges between 70 and 80 degrees

Humidity ranges from 77 to 86 percent

Marianas 80-100 inches per year

Carolines and southern Marshalls 120-160 inches per year

Northern Marshalls have severe dry seasons

9 major languages (with regional dialect variations)

Chamorro	Palauan	Yapese
Kusaiean	Ponapean	Ulithi-Woleai
Marshallese	Trukese	Kapingamarangi-Nukuoro