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Status Report on Civic Action Teams in TTPI

1. Four years have passed since the initiation of the Civic Action Program in the Trust Territory of the Pacific Islands. The goals of this program have been primarily:

- a. To maintain a military presence in the TTPI.
- b. To gain acceptance of the military through deployment of military construction Civic Action Teams.
- c. To construct worthwhile public facilities for the people of Micronesia, as tasked by the Civic Action Coordinating Committee of the District Legislatures. The basic concept of this, other than to facilitate (b) above, is to assist the Department of Interior in its socio-economic program in the TTPI by providing a limited construction capability (13-man Civic Action Teams) to function as a catalyst to accelerate socio-economic development. The result desired is the continuation of this development once the Team is removed. In prosecuting such a program, the Team provides construction expertise to execute formal, vocational, and on-the-job training, and limited medical assistance.

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

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The Trust Territory Government and the traditional leaders wholeheartedly desire more progress for the people of the outer islands. It is for this reason that the Civic Action Teams have moved much of their attention and efforts to these outer islands away from the District Center. In moving this direction, Civic Action Teams are being diverted from their catalytic role leading towards economic development to the contractor role in providing schools, dispensaries, municipal buildings, and water catchments for the people. There can be no significant economic development for the remote islands of the Trust Territory until pier and airfield facilities are built or, in a few cases, upgraded. These projects, however, are not planned, even for the remote future, because the population does not demand them, the economic opportunity for outside investment is non-existent, or because development is against their culture. Even the "social" construction of schools, dispensaries, etc., has been delayed for many years in Palau and Truk District with little hope for action because of the Micronesian attitudes toward land ownership, and their lack of confidence in the Trust Territory Government's motives in attaining land certification for these public facilities.

3. These statements, related to each District, point toward the need for changes in the Civic Action Program: changes in the number of Teams, their location, and/or their allowances. No change is warranted in the Districts of Yap, Palau, and Ponape. A change in Team allowance equipment is necessary in the Marshalls District due to the predominance of vertical construction (schools) there. This change is considered minor and has already been proposed to the District government. In the Marianas and Truk Districts the Teams are becoming less effective for the following reasons:

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

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been determined. In spite of this inadequate workload, but at the direction of the District Administrator, Marianas District, the Civic Action Team Marianas was relocated to Pagan Island. It is obvious that the Teams military presence will have very limited impact and their production effectiveness will be poor. This situation has developed gradually, but was anticipated in January 1973 during review of the Trust Territory budget for FY73; the Civic Action Team was excluded, and all efforts to plan projects met with disinterest. The reason that the Civic Action Team has reduced application either to generate its own projects or to accomplish assigned projects is again:

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

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

- (1) Project funds must get into the hands of the people. Truk has legislation requiring all schools to be constructed through the Truk Construction Board. Teams are given a project only after this Board fails to obtain a

local contractor for that project. School construction has accelerated to the point that if operating funds are not increased, newly constructed schools may not be utilized. The Civic Action Team costs to the District are competing for the available funds.

(2) The lack of diverse projects has hampered an expanded trainee program; however, training of equipment operators, mechanics, and some carpenters has progressed satisfactorily. Training for electricians and plumbers has not.

(3) Land certification has delayed outer island construction three years. The Trust Territory Government requires that public projects funded through the Trust Territory Government be constructed on sites certified for public use of the intended facility. The Truk District Administration has not been able to convince either outer island people or District Center people that they must function within the Trust Territory Government legal requirements for land use. The demand by the people for projects has not been strong enough to make them accept this land certification requirement. This is a major cultural problem not likely to be resolved for many years to come.

4. It is for these reasons that the Civic Action Program in the Trust Territory of the Pacific Islands should be changed during FY74. Some adverse publicity is being heard in the Marianas and Truk Districts, as members of the District Administrations are blaming the Civic Action Program for the reductions in Micronesian employment or the inability to expand operations and maintenance functions. The lack of effectiveness of the Teams caused by these attitudes, if continued, could jeopardize the past successful image established by the 50 Civic Action Teams that have gone through Micronesia.

5. The Mariana DISTAD officially recommended to HICOM and in conversation with CINCPACREP and CINCPAC Staff Member (27 September 73) that the Civic Action Team Program in the Marianas be terminated by end FY 74. There were no new projects proposed and the CAT had been excluded from FY 73 TTPI Budget consideration for the Marianas.

6. The Truk DISTAD officially recommended to HICOM and informally to CINCPACREP and CINCPAC Staff Member (25 September 73) that Civic Action Team Program be modified beginning in May 1974. Local legislators/businessmen considered CAT as a competitor for available construction funds. The local Construction Board would only support CAT projects when local contractors were not available. DISTAD recommended that Truk CAT be restructured for primary function of road and land reclamation -- horizontal versus vertical construction.

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7. The Air Force Team in the Marianas was terminated 1 December 1973 for lack of projects, funds and DISTAD support.

8. In order to meet the request of Truk DISTAD and the recommendations of HICOM and CINCPACREP, actions are being taken to replace SEABEE Team at Truk -- end of deployment, May 1974 -- with an Air Force Team manned and equipped to provide horizontal service and support. In view of the additional equipment rental costs, it is necessary to reduce the Truk AF CAT to nine men versus the normal 13 man team in order to stay within the TTPI allocated funds for CATs. Additionally, horizontal work and the equipment provided for same does not require a team greater than nine men. Joint Service effort will be maintained with (three) Navy, (one) Army, and (one) Air Force Team.

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