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Briefing Materials
1976 TRUST TERRITORY OF THE PACIFIC ISLANDS

1976

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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 Babelthuap, 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, nightjars, 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, Kusaian, 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 Pohnape. 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.

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

Coleman, Peter T.	High Commissioner Acting High Commissioner
Juan A. Sablan	Executive Officer
Schick, Walter H.	Chief Auditor
Thomas B. Crossan, Jr.	Program and Budget Officer
Heine, Dwight	Special Consultant
Mackenzie, J. Boyd	Special Assistant for District Affairs
Vacant	Special Assistant for Legislative Affairs
Koshiha, Jonathan	Disaster Control Officer
High, Daniel	Attorney General
Ramarui, David	Director of Education
Garrett, Terry L.	Director of Finance
Kumangai, Dr. Masao	Director of Health Services
Podis, Pedrus	Director of Personnel
Yoma, Strik	Director of Public Affairs
Wong, Koichi	Director of Public Works
Flanagan, William P.	Director of Transportation and Communications
Canham, Erwin D.	Resident Commissioner, Northern Marianas
Akimoto, Dan E.	Special Consultant to Resident Commissioner
DeBrum, Oscar	Marshalls District Administrator
Kabua Philip	Deputy District Administrator
Remengesau, Thomas O.	Palau District Administrator
Remeliik, Haruo I.	Deputy District Administrator
Vacant	Ponape District Administrator
Weilbacher, Bermin F.	Deputy District Administrator
Mitaro Danis	Truk District Administrator
Erhart Aten	Deputy District Administrator
Edmund Gilmar	Yap District Administrator
Tacheliol, Hilary	Deputy District Administrator

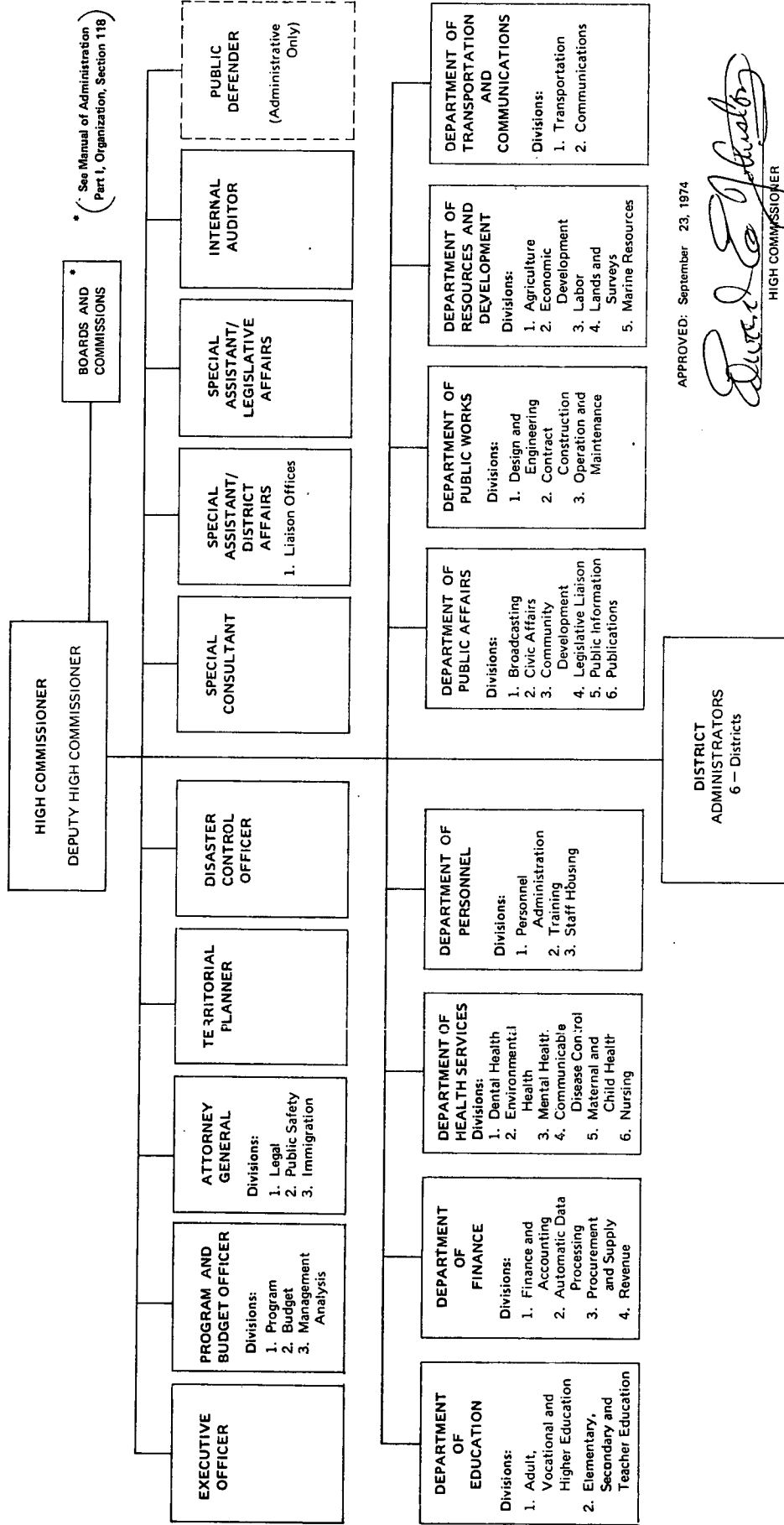
CONGRESS OF MICRONESIA (See page 98)

JUDICIARY

Burnett, Harold W.	Chief Justice
Brown, Arvin H., Jr.	Associate Justice
Williams, Donald C.	Associate Justice
Robert A. Hefner	Associate Justice

GOVERNMENT OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

ORGANIZATION OF THE EXECUTIVE BRANCH



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

As Headquarters Staff Officer, the Executive Officer serves as a member of the High Commissioner's "cabinet". During the absence of both the High Commissioner and Deputy High Commissioner, he serves as "Acting Deputy High Commissioner." In his capacity as the head of the Executive Office, he manages the following activities:

1. All Management Services activities, which include the Mail and File services, and control of the Trust Territory Manual of Administration issuances and maintenance.
2. All Records Management Programs, including policy determinations, specific program identification, and records system review.
3. All activities related to Trust Territory Disaster Control Program and liaison with Federal agencies involved.
4. All activities related to the establishment and organization of Special Surveys and Reports as required by the High Commissioner. Such activities include research programs, inspection and review programs, and management information requirements of the High Commissioner.
5. All activities related to the establishment and organization of a comprehensive space management program for the Trust Territory Headquarters.

Executive Assistant

The Executive Assistant functions as the principal staff and advisor to the Executive Officer on policy matters under his purview. As an assistant to the Executive Officer, he assists him by providing direct supervision to the day-to-day operations of Management Services Office, conducts periodic evaluation of records management program in coordination with the Management Analysis Officer, and provides staff support and assistance as required to the Headquarters Disaster Control Officer who is responsible for carrying out responsibilities associated with the development and implementation of the Trust Territory Plan for Disaster Control, Recovery and Assistance to Individuals Suffering Loss as a Result of Disasters. (See the section on Disaster Control Office Below).

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 involved 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 contract 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 work 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 VIPs 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 Liaison functions when required; Economic and Social Commission for Asia and the Pacific (ESCAP); government correspondence, telegraphic and letter, with foreign governments and international organizations; 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.

Disaster Control Office

On May 22, 1974, the President signed into law the Disaster Relief Action of 1974 (PL-93-288), jurisdiction of which extends to the Trust Territory of the Pacific Islands. The Disaster Control Office, headed by the Headquarters Disaster Control Officer (DCO), is an integral part of the Office of the High Commissioner and is charged with the authority and responsibility for preparing, developing, and maintaining the Trust Territory Plan for disaster control and prevention, recovery, and assistance to individuals suffering loss as a result of a man-made or natural disaster. Operating under the supervision of the Executive Officer, the DCO is the principal official responsible for the implementation of all applicable provisions of the Federal Disaster Relief Act of 1974. The office provides coordination and liaison services with the Federal Disaster Assistance Administration (FDAA), other Federal agencies and local organizations in carrying out the long-range recovery programs.

A Disaster Control Board is established at Headquarters which consists of department heads and other officials, who, by nature of their organizations and functions, are directly concerned in emergency preparedness programs. Each of the six districts has a Board, which is designated a Disaster Control Officer for his district.

PROGRAM AND BUDGET

This office is headed by the Program and Budget Officer who is directly responsible to the High Commissioner for implementing the Department of Interior integrated long-range program planning and budgeting system for assuring conformance throughout the Trust Territory; for the preparation of budget estimates and the observance of the operating and capital improvement budget and for assistance in the effort to install an improved financial management system.

I. FUNCTIONS:

The Program and Budget Officer is assisted by a Budget Officer and a small staff of Budget Analysts at the headquarters level who perform the following functions:

- A. Administrative control and technical supervision of the government long-range program planning and the programming of resources required to meet program goals established in the planning process. Give advice and provide technical support to the six (6) District Program and Budget Officers in programming and budgeting matters.
- B. Prepare, review and consolidate departmental and district program plans and budgets (which are prepared by District Program and Budget Officers) for the consideration of the Congress of Micronesia, the Office of Management and Budget and the United States Congress.
- C. Prepare requests for apportionment of appropriated funds and exercise surveillance of approved apportionments.
- D. Prepare quarterly allotments of operating funds by functional areas to equate fiscal responsibility with managerial responsibility based on the programming of resources required to meet program goals established in the planning office.
- E. Prepare allotments of capital improvement funds for construction projects managed by the Director of Public Works. Review and recommend for the approval of the High Commissioner project target allowances to ensure the use of Capital Improvement Project funds for the purpose for which they were provided.
- F. Analyze monthly reports on the status of each allotment and propose remedial actions in cases where funds are being obligated at an excessive rate. Advise the High Commissioner of any developing funding problems and recommended solutions.

OFFICE OF THE ATTORNEY GENERAL

The Office of the Attorney General is under the supervision and control of the Attorney General. The headquarters legal staff presently consists of eight attorneys: the Attorney General, a Deputy Attorney General, Chief of Legal Division, and five Assistant Attorneys General. In addition, there are six District Attorneys and one Assistant District Attorney assigned to the district governments. Of the fifteen attorneys, six 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, Deputy Superintendent of Public Safety, a fire protection specialist, a juvenile and detention specialist, special investigator and two training officers. All except two are Micronesians.

The Superintendent is also the Director of the Public Safety Academy who 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.

DEPARTMENT OF EDUCATION

The Office of the Director of Education provides general assistance 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, the Micronesian Occupational Center, and the Community College of Micronesia. The Headquarters Office serves in a dual function - it serves 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 divisions namely for Adult, Vocational and Higher Education, Elementary and Secondary Education, Administrative Services 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. Until 1962 all district elementary schools were primarily taught in the local languages. 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 students, a mere \$43.00 per school child for all educational purposes.

During the 1975-76 school year the Trust Territory has approximately 27,400 pupils enrolled in 226 public elementary schools, and nearly 2,900 in privately sponsored elementary schools. The 17 public secondary schools have an enrollment of nearly 6,300 students, while about 1,700 students were enrolled in 14 private secondary schools. (These

totals include some students enrolled in post-elementary classes in junior high schools.)

1975-76 marks the tenth year of an organized, progression-oriented Territory-wide language 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 language program. While expatriates still serve in supervisory and training capacities, the elementary school language program is essentially the province of the Micronesian teacher, all of whom have undergone training, some having served as trainers themselves of other Micronesian teachers and new expatriate teachers. The fairly complete implementation of the English language project has prepared the way for development and implementation, a true bilingual program which will ultimately under-
grid all curricular materials as well as the development of teacher training and education in all districts.

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 of schools, diverse cultures, and inadequate transportation and communication facilities. It is obvious that the Department of Education does 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 language at all levels. This teaching will be done with supervision by professional language specialists trained in the Bilingual Education Teacher Training Project at the University of Hawaii.
2. Continue and develop Micronesian teacher training efforts which will give A.S. degree graduates an intensive training program designed better to prepare Micronesians to teach in the elementary schools. 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 future's manpower needs.
5. Place increased emphasis upon supervision and curriculum development in all areas in order that we make major improvement 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.

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 450 is taught by a specialized staff. MOC furnishes 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, etc.), welding, and seamstress. Interdepartmental training is done in cooperation with other agencies: dental nursing for the Department of Health Services: with the Civil Action Team in Palau and surveying with the Division of Land Management.

The Community College of Micronesia (CCM) located in Kolonia, Ponape offers four A.S. degrees: an Associate in Science Degree to students who have completed a two-year on-campus program in elementary teacher education; an A.S. degree in Secondary Vocational Technical Education; an A.S. degree in Special Education Technical Training and an A.S. degree in Nursing. In 1973, CCM (formerly Micronesian Teacher Education Center) qualified for Candidate Status with the Accrediting Commission for Junior Colleges of the Western Association of Schools and Colleges. This year, 1975 and 1976, CCM has a student body of 208 men and women from all districts. CCM students do their practice work around the Territory in supervised training programs in schools, hospitals and clinics.

Certificates of Achievement are awarded in three programs: Special Education itinerant teacher, Junior Accountant, and Media Aid. 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. Vocational students, Special Education Interns and many part-time teachers are attending night classes. The staff numbers 55, including 42 Micronesians and 13 expatriates. The total A.S. degree awarded in the institution's four years of existence is 210. Most students receive full financial aid which includes transportation to and from their islands to the school, all fees, and books. A few day students live with sponsors and attend the college on a commute basis. CCM offers 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 in many subjects, including areas outside of education. Through this program the district in-service teacher education programs offer CCM credit for large portions of their programs. A total of approximately 1700 students were enrolled in this extension program in 1975.

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 the accounting for and financial management of all funds for which the High Commissioner is responsible.

Fund administration responsibilities encompass U.S. Federal appropriated funds, U.S. Federal Grant funds, various Loan Funds and Trust Funds, industrial or revolving operating funds and local revenues.

Directs the general development of Automated Data Processing based management information systems in the Trust Territory. Monitors information processing center workload to assure maximum effective productiveness. Coordinates with other Departments within the Trust Territory Government, with other government agencies, and with the private sector as necessary to assure optimum utilization of the computer center capability.

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

ORGANIZATION OF THE FINANCE AND ACCOUNTING DIVISION

Finance Division:

This Division is under the supervision of the Headquarters Finance Division Manager, who is also the principal Disbursing Officer for the Trust Territory Government. The Branch Manager has assigned responsibility for planning, supervision, directing, and controlling the activities of the Finance Division. Under the supervision of the Director of Finance, the incumbent is responsible for the supervision of all actions concerned with the disbursement and receipt of funds as related to the auditing and certification of payment of all types of vouchers, payrolls and related matters, per financial regulations; for assuring the propriety of these actions and for protecting the interests of the U.S. and Micronesian Government in all financial transactions involving the disbursements of funds. The incumbent is responsible for management of the cash and investment of the Trust Territory Government and is the official authority for assuring compliance in the execution of all Federal, Micronesian, and Executive regulations, policies, and guidelines applicable to the management and disbursement of funds, payroll administration, official travel, and administration of the Micronesian War Claims funds. Assumes the duties of the Director of Finance during his temporary absence. During financial management system revision, incumbent assures proper continuing operation of his division within the system definition guidelines approved by the Director of Finance. Incumbent trains and develops a Micronesian work force within assigned area of responsibility; serves as focal point of coordination with District Finance Officers relative to functions under his cognizance and provides technical direction, coordination and assistance as required; serves under appointment as Disbursing Officer for the U.S. Treasury for disbursements from appropriated funds; similarly, serves as the official Disbursing Officer for all grant funds of the T.T. Government; and is responsible for a wide variety of periodic reports and statements of financial analyses relative to assigned activities.

1. Payables Section:

The supervisor of this Section is responsible for the examinations 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) miscellaneous payments such as medical charges for Trust Territory wards, replenishments for petty cash funds, etc.

2. Payroll Sections:

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 bi-weekly 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 ensure 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, US Weather Bureau, Peace Corps, NYC, MDIA, 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 voucher's 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, Micronesian Claims Commission, 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 numerous certificates of deposit.

5. Micronesian War Claims:

Through a subordinate professional operating accountant and his accounting assistant, performs all functions related to financial administration of the Micronesian War Claims (MWC) Fund. The fund value is approximately \$20 million; \$15 million U.S. appropriated funds and \$5 million U.S. dollar equivalent in Japanese currency.

MWC fund administration includes: Maintaining the official records of account and preparing periodic financial statements; maintaining account of contracts awarded to utilize the Japanese currency portion of the fund, and reviewing and approving requests for payment against those contracts; assuring proper deposit of U.S. dollars into fund based upon payments against Japanese currency funded contracts; maintenance of commercial bank accounts including investment accounts for the Japanese currency portion of the fund; reviewing claims awarded by the MWC commission, and transmitting release forms to claimants; reviewing claimant's releases for propriety and preparing payment checks to liquidate the claims.

C. Accounting Division:

The Accounting Division, consisting of the Source Data Analysis and Control Branch, the General Ledger Maintenance and Reports Control Branch, the Federal Grants Coordination Branch and the Receivables and Records Management Branch is responsible for establishing and maintaining the official records of account for all fund sources administered in the Trust Territory. The Accounting Division is responsible for preparing and transmitting all financial status reports relative to these fund sources, and through the Federal Coordination Branch is responsible for reviewing all of Federal Grant funds to the Trust Territory Government for the purpose of determining and documenting the reporting requirements

for these funds and for assuring compliance with cost accounting procedures prescribed by the Grantor agencies.

Fund sources received and accounted for during FY 76 (July 75 - June 76) amounted to approximately \$100,000,000 (Estimated at 1 April 1976 and including anticipated supplemental appropriations), and consisted of:

Department of Interior Grant for Operations	\$56.2 mil
Department of Interior Capital Improvement Program Grant	23.8 mil
Various Grants for Federal agencies (HEW, HUD, etc.)	12.0 mil
Local Revenues	5.6 mil
Direct U.S. Federal Appropriation	1.6 mil
Direct U.S. Federal Appropriation for Economic Development Loan Fund	<u>1.0 mil</u>
	\$100.2 mil

The Automated Data Processing (ADP) based Financial Management System (FMS) is being implemented initially in the Accounting Division functional area. This system will relieve considerable manual clerical effort presently required in maintaining account balances and will provide a realistic basis for improved account integrity as well as for more timely provision of financial management information to all management levels. Partially implemented at 1 April 1976 (Automated transaction input system for summary posting to manual ledgers), the full automated FMS will be implemented at Headquarters prior to January 1977.

Functional responsibilities of the Branches of the Accounting Division are noted as follows:

1. Source Data Analysis and Control Branch:

This branch is responsible for receiving all accounting source documents, for transcribing the accounting data on those source documents into standard prescribed transaction formats, for maintaining suspense files of all active accounting documents (outstanding commitments and unliquidated obligations), for reconciling and auditing FMS provided transaction registers, and during the period prior to implementation of the fully automated FMS, for maintaining detailed account ledger books. The books of original entry for all fund sources except Special Trust Funds are maintained in this branch. This branch certifies fund availability and extracts month-end account balances for preparation of monthly Fund Status Reports to allotment holders. These Fund Status Reports are the basis for preparation of summarized

financial reports to higher authority.

2. General Ledger Maintenance and Reports Control Branch:

This branch is responsible for maintaining the General ledger accounts and for preparation of all reports to higher authority for all fund sources.

Periodic posting to general ledger accounts from various subsidiary general ledgers, reconciliation of all general ledger account balances, and preparation of the resultant financial statements are responsibilities of this branch. This branch receives, reviews, and consolidates all accounting reports produced in the District Finance Offices and in the Source Data Analysis and Control Branch and prepares the official Trust Territory Government Budget Execution Report as well as various management information reports. Financial Status Reports on all Federal Grant Funds are prepared in the Federal Coordination Branch and are reviewed, audited, and reconciled in the General Ledger Maintenance and Reports Control Branch prior to transmittal to the Grantor Agencies. All books of account (including the books of original entry) for the loan and Special Trust Funds are maintained in this branch. The bank reconciliations for all demand and investment accounts for Trust Territory Government funds is performed in this branch and most of the special accounting analysis and special report requirements are resolved by personnel in the General Ledger Maintenance and Reports Control Branch.

3. Accounts Receivable and Records Management Branch:

Management of all Headquarters accounts receivable for all fund sources, and maintenance of all accounting documentation for all fund sources is effected in the Accounts Receivable and Records Management Branch.

Accounts receivable management includes initiation and followup of bills to the public and to the other government agencies for goods and services provided or performed by the Trust Territory Government under reimbursable support agreements or otherwise, and includes management of requests for cash reimbursement from Federal Grantor agencies for receivables resulting from approved Federal Grant programs.

Records management entails filing, retrieval, storage, and disposal of all accounting source documents pertaining to all fund sources.

4. Federal Grants Coordination Branch:

The Federal Grants Coordination Branch is responsible for reviewing the grant award documents for all Federal Grant Funds received in the Trust Territory and is responsible for delineating the reporting requirements set forth in those grant awards. This branch assures the establishment of accounting records essential to achieve the specified cost accounting and reporting requirements of the

various Federal agencies.

The Federal Grant Coordinator reviews maintenance of subsidiary accounting records, audits specified ledgers periodically to assure compliance with previously established procedures, prepares all reports required by the Grantor agency, monitors general ledger account maintenance in the area of Federal Grant funds, and schedules final close out action on completed Federal Grant. The Federal Grant Coordinator is responsible for liaison relative to fiscal administration of Federal Grants with both Trust Territory Program managers and the financial offices at the Federal Grantor agencies.

Financial Management System (FMS) Implementation Team

The FMS Team was assigned under the auspices of the Department of the Interior in March of 1975 to implement, in the TTPI, a Financial Management System that would be more responsive to the needs of TTPI and would provide more responsible reporting to the Department of the Interior and other U.S. Government agencies concerned.

The first year of the project team's presence in the TT was spent in developing the project plan of accomplishment, in assembling the required personnel and equipment resources, and in effecting certain procedural and organization modifications required to facilitate implementation of the automated system.

By the end of the second year (March 1977), a basic automated accounting system, characterized by source data input from remote locations and processed centrally in Saipan on an IBM system 370 model 135 computer, will be operational throughout the Trust Territory Government.

Training, a primarily important objective of the financial management improvement effort is being achieved in the ADP and accounting functional areas through a combination of formal classroom type instruction and on-the-job training conducted in both cases by professionals specifically recruited on a temporary basis (18 - 24 months) for the FMS project effort.

Automated Data Processing (ADP) Division

- I. GENERAL: This Division was established under the authority of the High Commissioner's budget submitted in 1967 for Fiscal Year 1968.

Under the general supervision of the Director of Finance, the direct supervision of the Chief of ADP Division, this division is responsible for the system analysis, programming, and operations of all applications relating and applied to automated data processing.

ADP application in the TTG is expanding significantly with the infusion of personnel and equipment resources required to accomplish implementation of an ADP based Financial Management System.

Programmers and Systems Analysts are developing Data Base Management System (DBMS) oriented applications to utilize an IBM system 370 model 135, and by calendar year 1978, a Management Information System (MIS) serving all major functional areas should be fully operational.

- II. OBJECTIVES:

- a. To process existent and expanding management information applications in an ADP Service Center environment.

b. To achieve development and implementation of an ADP system for first the processing of accounting and financial management data, and then data from all functional areas.

c. To build, through a well structured training program, a viable staff of professional Micronesian system analysts and programmers.

III. ORGANIZATION: Under the Chief, ADP Division, the organization is divided into the following branches: Computer Systems Support Branch, Application Programming Support Branch, and Operations Branch. Duties and responsibilities are outlined below:

a. Chief, Automatic Data Processing Division: Is the administrative technical head 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. Computer Systems Support Branch: Responsible for the continuing proper operation of the operating system and all related software.

Evaluates commercially available software packages and selected appropriated systems support programs to assure most effective utilization of the computer hardware configuration.

Advises application programmers in proper use of the operating system and conducts training as indicated.

Effects indicated modification to system software and performs necessary tests of revised systems to assure proper operation.

c. Application Programming Support Branch: Provides technical assistance in identification and solution of systems problems. Deals with officials and other personnel throughout the government and is required to 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 system documentation; designing new system or systems improvements; designing procedures and schedules for supplementary recommendations; and coordinating implementation.

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; providing 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: 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. Operates 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.

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 materials that do not meet the criteria or do not satisfy the input or output specifications of the applications. 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 Administration.

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 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 in Dayton, Ohio. 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, materials 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.

This Branch is also responsible for procurement under the Japanese War Claims Agreement between the Government of the United States and the Government of Japan on behalf of the Government of the Trust Territory. This program is headed by a Procurement Agent, Japanese War Claims. This

Agreement entails the procurement of \$5,000,000.00 worth of materials, supplies, equipment and services from the Government of Japan consisting of Capitol Equipment, Consumer Products and Economic Development Programs, by the Trust Territory Government.

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 supervision 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 planographys; 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 Defense Automatic Addressing System Office (DAASO) at Gentile Air Force Station in Dayton, Ohio, under the control of the Department of Defense (DOD) Executive Agency for PURA. This office acts as contact agent with PURA for obtaining free issue items from the military for use by the Trust Territory.

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.

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 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-38, 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. Maintains 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 System 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. Procedure Section:

This 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 the 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

I. General

The Director of Health Services is a member of the High Commissioner's cabinet and principal advisor to the High Commissioner on matters of health in Micronesia. 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), two Health Services Administrative Officers, Health Programs Coordinator, Hospital Administration Specialist, Health Planner, Chief of Mental Health, Mental Health Specialist, Chief of Dental Services, Chief of Environmental Health, two Environmental Health Specialists, Sanitary Engineer, Chief of Disease Control, Public Health Advisor, Chief of Nursing Services, Chief of Maternal and Child Health/Crippled Children Services, Public Health Nurse Specialist, Health Education Specialist, Health Statistics Specialist and Medical Record Specialist.

All health care services in the Trust Territory of the Pacific Islands are provided by the Department of Health Services. There are no private health care services existing in the Territory except for a privately operated dental clinic on Saipan by the Seventh Day Adventist Mission and a Korean dentist who runs his own private practice in Ponape District.

The Department of Health Services, in dealing with health problems in the territory, receives advice and recommendations from the Territorial Health Council, which consists of consumer and provider representatives from all of the districts.

II. 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 and training.

There are presently six district general hospitals and three sub-district hospitals with bed capacity totaling 538 beds. An additional 173 dispensaries are in operation mainly on outer islands remote from district centers.

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. The total number of admissions in the three sub-hospitals and six district hospitals, exclusive of newborn, for the year ending June 30, 1975, is 12,460. The breakdown is as follows:

Medical	--	4,504
Pediatrics	--	3,458
Surgery	--	1,521
Obstetrics	--	2,918
Tuberculosis	--	45
Leprosy	--	14
Total		<u>12,460</u>

III. Personnel

The Department provides medical and health care services (administrative services included) with a total manpower of 1,291. The main categories of staff are as follows:

Physicians		56
Indigenous	38	
Non-indigenous	18	
Physician Assistants (Medex)		54
Dentists		24
Indigenous	21	
Non-indigenous	3	
Nurses		421
RN	10	
G/N	182	
P/N	199	
PNT	30	
Health Assistants		215
Dental Nurses		22
Hospital Administrators		7
Vital Statistics Tech. & Med. Records		14
Medical Technicians		78
LT	26	
LTA	9	
MERT	10	
XT	18	

Health Planners	5
P.H. Administrators	2
Health Educators	7
Environmentalists	63
Mental Health Counselors	6
Pharmacy	17

The remaining 229 people are the support service workers, such as Clerk/typists, janitors, boat operators, ambulance drivers, and laundry workers.

IV. Training

There are approximately 115 students studying outside of the Trust Territory in medical and paramedical fields. In the past years, a total of 141 health personnel received postgraduate training and attended special seminars abroad through WHO fellowships. The Trust Territory Nursing School, which now has a capacity of 80 students a year and offers a two and a half year training program; is now under the Department of Education. Continuing in-service training programs and local seminars are going on in each of the district hospitals through the use of other sources of funds such as Federal Grants (USPHS) South Pacific Commission, WHO, and locally appropriated funds.

The major thrust of the health training programs of the Department at the present time is directed toward improving and up-grading of health care services for the outer-island populations. As such, intensive training of our field health personnel is now going on in all the districts under the supervision of a training coordinator whose office is located in the headquarters Department of Health Services. This has been in response to an obvious need, as well as to the repeated recommendations of many U.N. Visiting Missions. Two important actions have been taken to implement this priority:

- A. A MEDEX program, was reported to previous Visiting Mission. This has been completed. Four classes of Medex were trained in the period from November, 1972, to October, 1975. This corps of 54 young professionals, have returned to their home districts and are now deployed to outer islands and hospitals where they are now actively up-grading the quality of primary care, emergency care, and of public health practice by:
 1. Practicing primary care medicine as physician-surrogates.
 2. Maintaining close radio contact with their physician-preceptors in the district center hospital.
 3. Supervising and teaching health assistants in five or six subsidiary dispensaries.

Medex are expected to regularly rotate back through the district center hospitals for insuring their own continued professional growth, and for renewing contact with the physicians to whom they relate.

- B. The second step is a program for retraining of the present health assistants. This program is being funded by contract with DHEW.

A small staff (one physician and one education specialist) at headquarters prepares teaching material as Instructor/Student Learning Activity units. This material is then taught at district level by Medex using the local language; it is taught by Medex since they will be the ones supervising the health assistants once they return to their dispensaries. The training is rigorously pragmatic: not to understand a disease or an injury, but to know what he must do to treat it, and, above all, when he must call his Medex for help. The material is as disciplined as a cookbook and is limited to just those diseases and to those situations and to those public health conditions that occur frequently and/or dangerously. Thirty-four health assistants are not taking this six-month-long course. Thirty five have completed their retraining. The training will continue until all 170 health assistants have been retrained.

V. Funding of Health Services Programs

The regular Trust Territory operating budget has increased from a 7.1 million dollars since 1973 to a total of 8.7 million dollars this year. This is an increase of 22.5%. In addition, a total of 2.6 million dollars of Federal Grant funds had been made available for public health and specialized programs.

VI. Health Care Facilities

The health care facilities are presently undergoing a rebuilding and replacement process. A total of 68 new dispensaries will be built to either replace old dispensary buildings in the outer islands or provide new dispensaries where there are a need for new ones. A total of 3 million dollars has been made available by HEW for this purpose. A total of seven dispensaries have been completed in Palau, Yap, and the Marianas Districts. As part of this effort of upgrading field health care services, a feasibility study of an Emergency Medical Services Program for the Territory has just been completed. With additional Federal grant, an implementation plan for this EMS program is in the development process.

The Hospital construction and reconstruction program is well under way.

Renovation of the Saipan Hospital	1% complete
35-bed Kusaie Sub-hospital	95% complete
116-bed Ponape District Hospital	55% complete
50-bed Yap District Hospital	1% complete
MacDonald Memorial Hospital (Palau)	55% complete
22-bed Ebeye Sub-Hospital	100% complete
30-bed Rehabilitation Center (Majuro)	50% complete

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

Renovations and additions have started for other district hospitals at Palau, Majuro and the Marianas. An additional 20 bed pediatric ward in Palau was completed.

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

stateside hospital of similar size. It will be staffed by physicians representing the major specialist; 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.

Forty-six (45%) percent of the total Trust Territory resident population have direct access to the six district hospitals and sub-hospitals. Another 35% are within one day access to these facilities, and the remaining 18% are served by the 173 existing dispensaries in the outer islands. Regular field trip services bring medical referral cases from the dispensaries to the district hospitals. Over 200 small radio stations provide communications between the field health care facilities and the district hospitals.

The following community health programs are emphasized:

1. Maternal and Child Health Clinics: This involved 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, immunization and TB screening.
4. Community Mental Health Programs
5. Family Planning
6. Communicable Disease Control (T.B., Leprosy, V.D., Immunizations, etc.)
7. Chronic Diseases
8. Nutrition/Dietetics
9. Environmental Health with emphasis on Water Pollution Control
10. Dental Health Services
11. Health Education
12. Vital Statistics and Records
13. Health Manpower Development and Training
14. Developmental Disabilities Services

15. Alcohol Abuse, Prevention and Treatment Services
16. Drug Abuse, Prevention and Treatment Services
17. Health Assistant Retraining Program
18. Dispensary Construction
19. Development of Emergency Medical Services System.

DEPARTMENT OF PERSONNEL

ORGANIZATION AND AUTHORITY:

The Department of Personnel, Trust Territory of the Pacific Islands, is established in accordance with Titles 61 and 2 of the Trust Territory Code and consists of the Divisions of Employment-Employee Relations, Classification and Compensation, General Administrative Services, and Training and Employee Development.

Major Objectives:

1. To obtain and/or develop the best qualified work force obtainable.
2. To provide for the training and advancement of Micronesians into key positions as rapidly as possible, as they become qualified to replace expatriates.
3. To develop and provide incentives to employees to perform to the best of their abilities.
4. To develop, implement and refine a single system for personnel administration applicable to all positions and employees.
5. To develop, maintain and improve a uniform salary system which will reflect equitable pay relationships for Micronesians and expatriates recruited from outside the Trust Territory.
6. To provide effective personnel support services to all organizations in the basic areas of:
 - Recruitment, selection, and placement.
 - Employee relations.
 - Position classification.
 - Training and employee development.
 - Compensation and salary administration.
 - Records, reports and Management Information Systems.
 - Employee benefits administration.
 - Staff housing.
7. To provide technical resources to management and employees.
8. To provide for general oversight and evaluation of the personnel administration system in the Trust Territory Government.

RESPONSIBILITIES AND FUNCTIONS:

1. Office of the Director of Personnel:

Under the general supervision of the High Commissioner, the Director of Personnel is responsible for directing and supervising all the administrative and technical activities of the Department of Personnel within the Executive Branch in the areas of recruitment and placement, employment-employee relations, position classification and compensation, training and employee development, employee benefits, staff housing at Trust Territory Headquarters, personnel action processing, and the maintenance of records. The Director of Personnel is authorized to exercise the authority of the High Commissioner in all areas under his cognizance. He is a member of the High Commissioner's Cabinet and advises the High Commissioner on personnel policy matters and represents him in the continuing appraisal of these matters. The Director of Personnel is the principal Contracting Officer for the High Commissioner on all employment contracts related to the Public Service System, other than those in the United States Federal Civil Service System, within the Executive Branch. He also directs the Trust Territory Recruitment Office in San Francisco.

The Director provides technical assistance to each of the six District Personnel Officers in the districts. All contacts with the District Personnel Officers are through their respective District Administrators.

2. The Trust Territory Personnel Board:

In accordance with law and policy, the Trust Territory Personnel Board is responsible to the High Commissioner in representing the public interest in assuring compliance with the basic policies concerning personnel administration, and in assuring that the integrity of the Trust Territory Public Service System is preserved. The powers and duties of the Board include but are not limited to reviewing and taking part in formulating personnel policies and regulations before promulgation by the High Commissioner, maintaining surveillance and overseeing the operations of the Department of Personnel, developing and establishing a system for the handling of grievances, and acting as an appellate body to hear and decide appeals of employees from disciplinary actions.

3. Manpower Services Council:

For programs in the overall manpower development, the Director of Personnel receives advice from the Manpower Services Council of the Comprehensive Employment and Training Act which is an United States Federal Program made available to the Trust Territory Government.

4. Committee on Training of Trust Territory Citizens:

The Director of Personnel serves as Chairman of the High Commissioner's Committee on Training of Trust Territory Citizen Employees. The Committee provides emphasis on the Trust Territory Government's stated policy of training Trust Territory citizen employees to assume increasing responsibilities in their Government and to replace non-Trust Territory citizen employees.

The stated employment policy of the Trust Territory Government is to accord first consideration to qualified Trust Territory citizens, and lacking same, second consideration to U.S. citizens and lastly, to citizens of other countries.

Major Accomplishments:

1. Enactment of a Merit System Law called the Trust Territory Public Service System Act.

This law was enacted in April 1972 to serve as the basis for the improvement of the system of personnel administration in the Trust Territory.

2. Compensation System.

In an effort toward improving the pay system in the Trust Territory, Public Law 5-51, was enacted to establish a single salary schedule for all employees, except the U. S. Civil Service employees. The new pay plan combined about 16 separate pay schedules covering the same number of occupational groups and was implemented on September 30, 1973.

Refinements continue to be made in the compensation and classification system and Public Law 6-65 was implemented on November 23, 1975. This new law effectively reduced the number of pay levels from 38 to 30, implemented a new higher basic minimum wage, provided a statistically square wage schedule of ten steps, modified the within grade increase procedures and established other differentials to simplify the system of salary administration and to provide for reasonable equity of expatriate compensation and other special classes.

3. Trust Territory Personnel Regulations.

In order to supplement the basic laws on personnel administration and to promote the spirit of the merit system in the administration of personnel matters by operating agencies and officials, a set of personnel regulations has been approved and promulgated. This has been in effect since March 1974.

Currently, these regulations are in the process of revision to reflect the impact of new and revised legislation.

4. Training Center at Trust Territory Headquarters.

The acquisition of a training center marked an improvement on the emphasis on the training of Trust Territory citizen employees. The Center houses the training staff as well as providing space for classroom instruction and a library.

5. Improvement of District Personnel Operations.

The decentralization program for our District Personnel Officers has been clearly defined and improvement continues. District Personnel Officers have been delegated an increasing scope of responsibility as their skills are upgraded through special training and District Personnel Officers' workshops.

6. CETA Program.

The Comprehensive Employment and Training Act has been added to the Training Division to serve as a coordinating program for all training activities in the Trust Territory.

7. Replacement of Expatriates with Qualified Trust Territory Citizen Employees.

The program of replacing expatriates with qualified Trust Territory citizens has seen positive results. Qualified Micronesians have replaced expatriates and the trend continues. To assist in meeting this objective, two programs have been implemented:

- (1) For contract expatriate employment, a requirement in PL 5-51 has instituted a review for the possible replacement of contract employees with qualified Trust Territory citizens each time a contract expires. This same policy has been incorporated in the provisions of Public Law 6-65 which replaced portions of Public Law 5-51.
- (2) For U.S. Civil Service employment, the previous TTPI Out-Placement Program has been upgraded to the Interior Department Wide Career Placement Assistance (DCPA) Program. This is designed to assist in the placement of U.S. Civil Service employees who voluntarily elect to leave Trust Territory employment or those who are displaced by Trust Territory citizens or whose positions are otherwise abolished.

8. Classification Plan.

Various improvements and changes continue to be made in the Classification Plan. During the last year, Classroom Teachers and related classes of positions were revised with an impact on approximately 1600 employees. In addition, approximately 125-150 other classes of positions were also issued and/or revised. Maintenance of the Classification Plan continues.

9. Development of a Procedural Manual.

In order to assist departments and districts to administer all personnel processes on a daily-operation basis, procedures have been issued and more are being developed.

10. Management Intern Program.

The Management Intern Program in all departments continues and serves as a means for training capable Trust Territory citizens for technical and professional positions in the Trust Territory Government.

11. Training of District Classification Specialists and District Training Coordinators.

Within the Management Intern Program, the Personnel Department trained 6 classification officers for the districts in 1973-74, and they are assisting in the classification activities in all the districts. In addition, two District Training Coordinators have been appointed and are undergoing training at Headquarters.

12. Reduction of U.S. Civil Service Employees.

Commencing in March 1971, the date since which U.S. Civil Service appointments ceased to be made in the TTPI, the number of U.S. Civil Service employees has steadily diminished from 265 to the total of 131. In the last year, the reduction amounted to 10% of the prior year's total.

13. Appointment of Trust Territory Citizens:

On December 22, 1974, Mr. Podis Pedrus succeeded Mr. Arthur A. Akina, Jr., as Director of Personnel. Other Trust Territory citizens advanced to positions of key responsibility include Mr. Valerio Williams, Chief of Classification and Compensation Division and Mr. Masao Nakayama, Chief of Training Division (temporary promotion).

14. Institution of Personnel News and Information Program in the "Highlights".

The information portion of this program is disseminated in the districts in a radio program by District Personnel Offices.

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 Director of Public Affairs, 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;
- 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 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 a central depository 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 the division has coordinated Trust Territory participation in the various experimental exchanges that are conducted on the network.

PUBLIC INFORMATION DIVISION

The Public Information Division 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 the 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 news-worthy 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.

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.

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. Graphic 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 Bostich 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 Division, 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 programs, 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, 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 Grant-in-Aids. 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 all 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 services 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 \$161 per hour for each NYC enrollee. There are additional local program staff. Enrollees receive a bi-weekly salary of \$48.80 while undergoing on-the-job training. The program is assisted in administration by the district CAA's 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 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 all district Youth Services Centers. When completed, each center will include existing program 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 purposes of providing technical assistance and instruction to womens groups and Girl Scourts 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. Womens are provided instruction in such activities as home improvement with special emphasis in kitchen improvement, family nutrition and health, food preparation, clothing construction, consumer education, child care, home maintenance and repair, yard beuatification 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 Edlerly

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 projects is conducted. The first allotments to the Trust Territory in 1970 were \$20,072 for administration and \$45,900 for projects.

Projects grants have now been awarded to all 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 services projects. Palau and Ponape 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 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 dwelling. The United Nations and the U.S. Department of Housing and Urban Development have provided expert in-country assistance for nurturing all 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 constructions is completed on 40 new concrete homes.

An additional 38 homes are to be constructed. The Bikini people have participated directly in all phases of the rehabilitation project.

PUBLIC WORKS

The Department of Public Works of the Trust Territory of the Pacific Islands is headquartered in Saipan, Mariana Islands. The Department was established in accordance with Section 38 of the Trust Territory Code. At the present time, the Department is being restructured to place emphasis on proper operations and maintenance of Government infrastructures.

The objectives of this Department are to develop, implement, and effectively coordinate an operations and maintenance program to ensure preservation, protection, reliability and efficiency of the Government's utility systems, facilities, and equipment; to provide a technical and trades training capability designed to upgrade Public Works personnel to make them competent and proficient in their operations and maintenance responsibilities; to prepare the annual budget request for adequate operations and maintenance of Government facilities, utilities, and equipment throughout the Trust Territory; to provide engineering, design, and construction liaison in support of the Capital Improvement Program; to develop a building code for Micronesia; to provide professional engineering, architectural and other technical services for ensuring governmental as well as private construction compliance with the building code; to develop programs, policies, and standards relative to operations and maintenance of facilities, utilities, and equipment; to provide guidelines relative to staffing, funds control, data analysis, and maintenance accounting to assure optimum use of funds in all Public Works operations; and to coordinate and monitor the efforts of the Trust Territory-wide public works activities.

The Department of Public Works consists of the Office of the Director, an Administrative Support Office, a Maintenance Management Office, and the Divisions of Industrial Training, Engineering, Utilities and Facilities/Equipment. 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 Director of Public Works is responsible for the administration and development of a program for the operation and maintenance of the Government's physical plant; the planning, design, engineering and contract administration of specific capital improvement projects; development of a technical trades training program for indigenous Public Works employees; construction liaison between the Trust Territory of the Pacific Islands and other agencies; and administration of Public Works funds.

The Office of the Director is vested with the authority for the establishment and determination of policies for the overall Trust Territory-wide activities pertaining to operations and maintenance by providing direct technical assistance and supervision, program audit and review and continuous appraisal of Public Works functions and activities at the district level of government.

The Director 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 within the Public Works areas. He is a member of the High Commissioner's cabinet and serves as the Trust Territory Contracting Officer in the negotiation, award, and execution of specific contracts for construction and for planning, architectural and engineering consulting services.

The operations and maintenance programs are carried out by the Director's staff and the six District Public Works organizations. Presently, each District organization is under the direction of a District Director of Public Works who is under the administrative control of the District Administrator; however, he receives policy, technical guidance and support from the Headquarters Department of Public Works. District level of operations is presently under study for possible reorganization.

The Administrative Office is headed by an Administrative Officer who is responsible for administrative and office services; personnel administration and property management; payroll and timekeeping; maintenance of the central/master files; record-keeping and reports preparation; coordination of paperwork assuring proper flow of correspondence; review of all correspondence to ascertain correctness, adequacy, responsiveness, etc.; and provides employee personnel services and manages the clerical/secretarial pool.

The Maintenance Management Office is headed by a Management Officer who is responsible for developing and implementing a program of planned maintenance designed to provide the districts with a listing of facilities to be maintained, a system of scheduling to assure work is accomplished on a timely basis, and a method of collecting maintenance data; providing a method of collecting cost data so that present and future operation and maintenance costs are identified; developing a realistic Headquarters and District unified budget for the operation and maintenance of Government facilities, utilities and equipment; determining and distributing quarterly budget allocations to the District Public Works Departments' maintenance of the central Micro-Fiche file; maintenance of a physical plant inventory listing facilities, utilities and equipment which Public Works maintains; and providing material requisitioning and expediting services for all District Public Works operations, and for maintenance of the Operations and Maintenance Manual to assure compatibility and proper format.

The Industrial Training Division is responsible for the development of a training program/capability designed specifically to encourage and train Micronesians to effectively and efficiently operate, maintain and protect the Government physical plant; establishment of job performance standards; and identification and certification of Micronesians who have attained a journeyman's level of competence.

The Engineering Division has the responsibility to provide engineering, design and construction liaison support to Public Works-assigned projects; develop basic design criteria and engineering standards; coordinate and/or provide assistance in selecting project sites; provide professional ser-

vices and expertise in the various engineering and architectural disciplines; develop a building code for Micronesia and implement its enforcement by reviewing plans and overseeing construction to ensure compliance with the code.

The Utility Division has the responsibility to ensure protection, reliability and efficiency of the Government's utility systems by implementation of appropriate policies, programs, regulations and procedures; plan for the expansion and upgrading of present systems to optimize efficiency and correct deficiencies; provide technical assistance, manpower, specialty equipment and related services in support of the district Public Works operations; provide guidelines for making decisions at District level; develop standards and procedures which relate to the operation and maintenance of the Government's utility systems. The utility systems are comprised of telephone, power generation, power distribution, water distribution, sewage collection and water and sewage treatment facilities/plants.

The Facilities Equipment Division is responsible for providing policy, guidelines, standards and procedures to ensure protection and preservation of Trust Territory-wide equipment and facilities. This Division provides technical guidance, supervision, specialized equipment and crews in support of the District Public Works operations. The chief of this division assists in the implementation of the Maintenance Planning Program, provides and implements guidelines for solid waste disposal, provides material/equipment standards, operations and maintenance standards and procedures relating to facilities/equipment, roads and grounds.

DEPARTMENT OF RESOURCES AND DEVELOPMENT

Functions of the Office of the Director

The Office of the Director administers the activities of five operating divisions, the duties of which are described on the following pages.

The Office of the Director administers the Copra Stabilization Board, Economic Development Loan Fund, and is represented on the Micronesian Development Bank Board of Directors, Personnel Board, Disaster Control Board, Training of Trust Territory Employees Board, Environmental Protection Board, Trust Fund Advisory Board, the High Commissioner's Cabinet and provides consulting advice on occasion to the Congress of Micronesia and the District Administrators.

Goals and Objectives

We will continue to push forward to assist the Micronesian people to gain a self-supporting economy with maximum participation by and of maximum social benefit to the people of Micronesia. Every effort shall be made to increase productivity throughout the districts by clearly-defined programs in the areas under the Department's administration. We shall strive for a high rate of employment in Micronesia, including self-employment, enabling our people to enjoy a standard of living consistent with reasonable standards of human dignity. Special efforts shall be directed in the subsistence sector. We will assure that future needs and requirements in the private business sector shall be developed and met at a rate which will be to the maximum benefit to Micronesia. We will fully support the development needs expressed by each district to their fullest potential.

More specifically, we shall:

Favorable business climate

Promote a favorable investment/business climate for continued expansion of trade and commerce through informational programs, trade and investment missions and provisions of basic economic and statistical data.

Land

Build a solid foundation and framework for a land boundary and ownership system.

Employment

Create a more job opportunities for Micronesians in the private sector, especially in those districts with high rates of unemployment and under-employment, through a strong employment service.

Capital

Promote accelerated economic growth by increasing capital (foreign direct and joint-venture) investment and maximize use of domestic materials in

order to generate employment, local revenues, and exports.

Tourism

Assist each district in developing its own capability for satisfactory tourism growth, both quality and quantity, with an overall growth goal of 20% annually.

Marine Resources

Increase the production of marine resources products by no less than 5% per year per product line and increase the exports of selected products by no less than 10% per year, build reefers, ice plants, and fishing boats.

Agriculture

Increase the production of agricultural products by no less than 5% per year per product line and increase the export of selected products by no less than 5% per year.

Support facilities

Create and develop vitally needed facilities and services to support commercially productive products in agriculture and fisheries.

Infrastructure

Support the provision of adequate physical infrastructure - water, sewer, power, better roads, harbors, airport facilities -- and skilled manpower to accelerate social and economic progress and maximize productivity.

Manufacture of local products

Realizing that we are small and our resources limited, establish the manufacture of products utilizing local materials and resources to benefit the small producer and consumer and encourage financing of Micronesian development projects that will accomplish one or more of the following:

- A. Create employment
- B. Replace imports
- C. Create exports
- D. Reduce prices
- F. Develop cash products

Trade

Promote economic stability and self-sufficiency by improving the balance of trade through encouragement of investment in productive industries; increasing import substitution; expanding production of local goods and services; carrying out marketing programs.

Marketing Systems

Emphasize the improvement of transportation and marketing systems to bring the producers closer to markets both internal and external in order to command fair prices in both local and world markets.

Statistical Service

Establish a viable statistical service in the Territory.

Determine mineral resources

Encourage exploration by private companies for minerals both on land and offshore and work with international organizations to determine extent of our mineral resources.

Joint-venture

Priority investment areas shall be designated in investment inventories prepared by District Foreign Investment Boards and incorporated into a development plan by the Department. Joint-venture capital shall be actively sought for these projects.

Strong Micronesian Businesses

Promote efficiency and effectiveness in the organization of Micronesian business, cooperative and credit unions and record keeping.

Effective Community/business organizations

Promote organizational effectiveness in Chambers of Commerce, Tourist Commissions, Hotel Associations and other community/business associations.

Pacific Basin Trade Center

Capitalize upon Micronesia's favorable geographic location for development of relationships and a trade center for our Pacific Basin neighbors.

Social/Economic Growth

Above all, we shall keep in mind that the development of Micronesia is crucial to attain social as well as economic objectives and we commit ourselves to the principle of social/economic growth.

Miscellaneous Activities of the Department of Resources and Development

In addition to the administrative and developmental duties of the Department's five operating divisions, the Department also actively participates in the management of the following activities or organizations:

1. Micronesia Development Bank

Of the 13 members of the Bank's Board of Directors, two are from the Department of Resources and Development, one of whom is from the Office of the Director and is the High Commissioner's designee and serves as Vice-Chairman of the Bank's Board of Directors.

2. Copra Stabilization Board

The Office of the Director acts as the secretariat for the Copra Stabilization Board with the Deputy Director serving as the Board Chairman and administers the Board's marketing contract with the United Micronesia Development Association (UMDA). The Board adjusts the buying price of copra as influenced by market fluctuations. The CSB financed a feasibility study for copra oil mills and occasionally lines of credit for the purchase of copra.

3. Receiver for Western Carolines Trading Company (WCTC)

The Economic Development Division monitors the receivership of the Western Carolines Trading Company as a result of WCTC's indebtedness to the Economic Development Loan Fund (EDLF).

4. Coconut Processing Authority

The Coconut Processing Authority, a newly created organization by the Congress of Micronesia has \$500,000 available to finance coconut processing facilities. The CPA has undertaken a financial analysis for a desiccated coconut plant. The Chief of Economic Development serves as Chairman of the CPA.

5. The Department of Resources and Development prepares briefing materials on the economy for the Education for Self-Government programs, DOTA, Congress of Micronesia, and private investors.

6. The Department prepares draft legislation related to the economy and business community for Congress of Micronesia consideration. The Department serves as the spokesman for the private business community with the Government. It encourages and promotes the concept of private enterprise.

7. The Department is establishing a much needed statistical data collection center. It presently serves as a point for the interpretation of census data inasmuch as a Department employee directed the recent census.

8. Private Sector - Investment Promotion (other than EDLF financial projects).

The Division encourages and stimulates investment, both domestic and joint-venture foreign participation in those projects which each individual district desires implemented. These projects include:

Palau Copra Oil Mill - Micronesian Industrial Corporation will process both TT and imported copra, \$3 million investment, production capacity - 100 tons of oil per day, 40 tons of cake, employment - 50, raw material requirement - 140 tons per day. Plant under construction.

Marshalls Copra Oil Mill - Marshall Islands Development Authority (MIDA); raw material requirements - 50 to 60 tons copra per day; plant in planning stage.

Truk or Ponape Desiccated Coconut Plant - financed by Congress of Micronesia funded Coconut Processing Authority (CPA); 2,400 short tons annual production; \$900,000 investment; 227 employees; \$580,000 annual income and tax; contribution to economy, final investment decision has not been made by the CPA: still under study, market study still required.

Micronesian Investment Mission - In accordance with the recommendations of the Report on Trade, Investment and Economic Assistance for Micronesia of the Sixth Congress of Micronesia, the Department of Resources and Development is organizing an investment mission to Japan and Taiwan from April 11 through 21, 1977.

The purpose of this mission will be to encourage private business development through joint-ventures with foreign capital. Ventures specifically requested by district foreign investment boards will be of first priority. We have developed joint-venture inventory forms, proposed guidelines for joint-ventures, and will be preparing prospectuses for each project with the help of the UNDP.

The division has plans to start work on the following projects: General Motors Basic Transportation Vehicle (a small truck assembled from imported component parts, capacity - 16 vehicles per month; Tuna Cannery and cotton shirt and dress manufacturing, both through a joint-venture promotion.

Agriculture Division

Functions

This Division is responsible for providing 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; make 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 staff.

In addition, 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.

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 producing 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 economic and where other agricultural alternatives do not exist.

District 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.
 - (b) Vegetable crops - for local consumption in all district centers. Vitrally important for generating 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 to Guam; possible export of pineapple from Yap to Guam.
 - (f) Beef and pork - local consumption in all 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) Agriculture Extension - The Agricultural 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 Agriculture 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, East-West Food Institute East West Center, University of Hawaii, etc.
- (4) Production of agricultural extension training literature.
- (5) Agricultural economics, marketing services and agricultural cooperatives development.

Other Activities

1. Hog Cholera outbreak in Kusaie:

To date 4200 domesticated and 250 feral swine have been slaughtered and captured. Three trips have been made by Chief of Animal Health, USDA and Wildlife expert to assess this problem. Two USDA personnel were in Kusaie at the end of January 1976 to reassess the situation before re-stocking. This program is costing \$300,000 (half from USDA and other half from T.T. Government.)

2. Scholarship Program

Out of the 35 students studying agriculture abroad, six are being funded by the Agriculture Division. Four students will be completing their education this fiscal year.

3. Short Term Training

Training of this sort covers the area of root crops, pest control, quarantine, meat inspection, extension, vegetable production, through South Pacific Commission, East-West Center, and other organizations.

4. Publication

The Division also puts out agriculture information in the form of leaflets, circulars, etc. Major revision of a vegetable bulletin has been completed and was distributed in March of 1976.

5. Ivory Coast Hybrid Coconut

We're looking into the introduction of this hybrid coconut through and with cooperation SPC (South Pacific Commission) and ACC (Asian Pacific Coconut Community) for their expertise and advise.

DIVISION OF LABOR

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 (Title 49 of the Trust Territory Code) 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 district 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 to qualified citizen workers to apply. Applications for skilled alien workers can be accepted only when qualified citizen workers are not available.

Nonresident workers shall be employed only to supplement the labor force of available and qualified resident workers. No employer shall employ a nonresident worker except in strict accordance with the provisions set forth in Title 49, Trust Territory Code. This provision shall not apply to temporary employees who are brought into the Trust Territory for a period of time not to exceed ninety (90) days. The Chief may grant an additional period of time not to exceed ninety (90) days if he finds that the extension is reasonable.

The Chief administers the provisions of the Williams-Steiger Occupational Safety and Health Act of 1970 throughout the Trust Territory. The purpose of the Act is to assure that every employer engaged in business will provide safe and healthful working conditions. The District Employment Service Offices are staffed with OSHA compliance officers who physically inspect the employer's workplaces to identify and direct abatement of hazards which cause or may cause death or serious physical harm to employees.

The Labor Division works in close cooperation with the Immigration Division of Attorney General's office 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.

ECONOMIC DEVELOPMENT DIVISION

I. Statement of Goals and Objectives

A. Statement of Goals:

The Goals of the Economic Development Division are: (1) to promote business and trade development within the social-culture-political constraints of each of the administrative districts of the Territory; (2) to help Micronesia reduce its dependence on the U.S. subsidy and become self-supporting; and (3) to help develop a favorable climate for business and other economic development.

B. Statement of Objectives:

The Objectives of the Division are: (1) Business --assist district Economic Development offices in promoting the development of viable cooperatives, credit unions and wholly-owned local businesses by providing periodic technical assistance, on a need basis, to such organizations to improve their managerial, accounting and financial systems; (2) Foreign Investment and Trade--promote accelerated economic growth through strategic use of capital (foreign direct and joint venture) investment and maximizing use of domestic materials in order to increase employment opportunities, local revenues, and exports; promote the export of Trust Territory products; (3) Statistics--coordinate the collection, analysis and publication of statistical information performed by various departments and agencies of the Trust Territory Government so as to help avoid unnecessary/costly duplication of efforts and to establish official publications of government statistics. (This program is expected to begin late in 1976). (4) Tourism--help initiate tourism activities at the district level through organizations such as tourist commissions, hotel associations, chambers of commerce, District government operations, and to support their local activities with professional and technical assistance. (5) Development Loans--administer the EDLF and other development loan programs established for the purpose of providing "seed capital" and render professional and technical assistance necessary to ensure that each loan results in at least one of the following: (1) creation of new employment; (2) reduction of trade deficit; (3) reduction of consumer prices; (4) creation of vitally needed facilities and services.

II. Personnel Data

The following schedule shows the number of employees in the Division as of April 30, 1976.

<u>Program Activities</u>	<u>U.S. Civil Service Employees</u>	<u>T.T. Public Service Employees</u>	
		<u>Non-Micro</u>	<u>Micro</u>
<u>Office of the Chief, Econ. Dev.</u>			
Chief, Economic Development		X	
Assistant Chief			X
Administrative Asst./Secretary			X
<u>Business Development</u>			
Chief, Business Development	X		
Business Advisor			X
Bus. Audit Organization Advisor		X	
Senior Clerk Typist			X
<u>Tourism Development</u>			
Chief, Tourism	X		
Tourism Specialist			X
Junior Clerk Typist			X
<u>Foreign Investment and Marketing</u>			
Chief, Foreign Investment	X		
Junior Economist 2/			X
Marketing Specialist			X
Economic Development Aide			X
Junior Clerk Typist			X
<u>Development Loans 1/</u>			
Chief, Development Loan			X
Business Advisor			X
Junior Clerk Typist			X
Summary:			
U.S. Civil Service	3		
T.T. Public Service Non-Micro		2	
T.T. Public Service Micro			13
			<u>18</u>
GRAND TOTAL			<u>18</u>

2/ On detail to UNDP team.

III. Projects--The programs of the Division include no CIP Projects.

IV. Special Activities

A. Coordination of UNDP Project requests and correspondence--The Division is responsible for monitoring the flow of UNDP information and project requests proposed by the Trust Territory Government and provides direct staff support to the office of the Special Consultant to the High Commissioner in drafting UNDP project proposals, replies to letters of inquiry and follow-up on correspondence assigned to various departments for appropriate actions.

1/ It is anticipated the entire loan program will be transferred the Micronesian Development Bank.

B. Coordination of U.N. Asian Development Institute training program--The Division worked closely with the Asian Development Institute in setting up the first sub-regional training program of the Institute held in Saipan in late 1975. It continues to be the point of contact for future training opportunities offered by the Institute to Micronesia e.g. seminars, fellowships, country courses. Courses offered were mainly in development fields.

C. Administration of EDLF Receivership

The stockholders of WCTC voluntarily placed the management of this company with the Economic Development Loan Fund Board of Directors with the Chief, Business Development Branch assigned to handle the management affairs within the Division. A resident general manager was contracted to conduct the daily activities of the company. A Division accountant supervises inventory and prepares quarterly financial statements.

V. Summary of Program Achievements

A. Tourism 1/--A total of 18,227 visitors were in Micronesia during Calendar year 1975, an increase of about 25% over the previous year's total of 14,511. The visitors in 1975 expended approximately \$1.4 million in Micronesia, as compared with tourist expenditures for the previous year of approximately \$1 million. It is estimated that the annual growth rate of tourist entry for the period from 1970 through 1975, was 20%. The average length of stay per visitor in 1975 was 3 days with an average daily expenditure of \$25 per visitor. There were 32 hotels with a total of 481 rooms in Micronesia at the end of calendar year 1975.

Tourism continues to show strong growth potential for the immediate and long term future. Micronesia's location, climate,

1/ Does not include Northern Marianas.

unique geographic characteristics, and cultures already have proven to be a sound foundation for expanding the business of tourism.

- B. Business Development 1/--In calendar year 1974, 64 cooperatives were active in the Territory, primarily in importing, retailing, buying and marketing copra, producing and marketing handicrafts, and marketing fish catches of their members. About one fifth of the adult population (12,558 people) were members of cooperatives. Sales and revenues totalled more than \$10 million.

Cooperative development in the area of fisheries is growing under the Fishery Development Act of 1973 (Public Law No. 5-21) which created the support and guidance to fishing cooperative associations to permit them to become primary fishery development institutions in Micronesia through District Fishing Authorities.

In Calendar Year 1975, the credit union movement continued its steady growth throughout the Territory with 43 chartered organizations operating.

Assets totalled \$4,861,100 a 12% increase over 1974. About 10,000 Micronesians saved \$3,984,332 a 12% increase over 1974 and an average of \$416 per member. About 80% of the financial activity of credit unions is carried out by employees credit unions; the other serve residents of communities throughout Micronesia.

In addition to other management assistance the Branch publishes "Micronesia's Business Letter." This contains small businessman.

- C. Foreign Investment and Marketing 1/--A major policy change lifted restrictions on foreign investment on April 1, 1974. From that date applications for foreign investors business permits would be accepted from individuals and commercial investors from any nation. Under previous policy, investment of equity capital in Micronesia had been limited, under Article 8 of the Trusteeship Agreement, to citizens of Micronesia or of the United States.

Economic Development Boards in each district consider business permit applications under guidelines established by the Territory's Foreign Investors Business Permit Act and recommend approval or disapproval of the proposal to the High Commissioner. Final review and approval or disapproval of a foreign investment proposal is, however, the responsibility of the High Commissioner. The Act is administered by the Foreign Investment Branch in the Economic Development Division of the Department of Resources and Development.

1/ Does not include Northern Marianas, but does include Trust Territory-Wide businesses located in Saipan.

Overall investment (aggregate assets) increased from \$29 million in 1973 to \$70 million in 1974 calendar year. The greatest increases were in the areas of construction and wholesale/retail trade, with the Marshalls showing most of the increase percentage, wise. The number of businesses increased to 77 as compared to 37 in 1973. This increase appears in the wholesale/retail trade and services sectors. Most of these businesses are owned and operated by Micronesians married to non-citizens, who were required to obtain business permits under P.L. 5-85. The Headquarters of many Trust Territory Wide companies are located in Saipan, Northern Mariana Islands.

Marketing—The Marketing Specialist set up a booth for Micronesian handicraft at a Guam trade fair, prepared market studies of fish, garments, mosquito coils and safety matches.

During the year, the United States extended preferential tariff treatment to the Territory. Most of the items produced in the Territory do not fall under special treatment.

- D. Development Loans 1/--The three Trust Territory Government administered loan funds were extremely active during fiscal year 1975.

The Economic Development Loan Fund made 61 direct loans totalling \$716,850 and guaranteed an additional 4 loans totalling \$626,100 with commercial banks.

The Production Development Loan Fund which was established in 1972 by Public Law No. 4C-10 provided \$600,000 for loans to production oriented enterprises in all phases of business. This sum was divided equally among the six Districts. During FY 1975, 28 loans totalling \$114,541 were made.

The Marine Resources Development Fund was also established by the Congress of Micronesia which appropriated \$500,000 to be used for development of marine resources on a commercial basis. During the year, four loans totalling \$119,200 were made.

The above loan funds, which include those for the Marianas District, are expected to be transferred to the Micronesia Development Bank in the near future.

DIVISION OF LANDS & SURVEYS

1. FUNCTIONS:

Branch of:

A. Land Adjudication:

This Branch is headed by a Chief who supervises the District Land Commissions and the Central Land Registry Section.

The Land Commission functions include a land survey and land title registration program under 67 TTC 101-120.

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.

B. Branch of Resources and Land Use

This Branch has the responsibility of:

1. Creating an inventory of onshore and offshore Resources.
2. Coordinating the U.S. Earth Resources Orbiting Satellite Program (EROS) with respect to development of resource inventories.
3. Obtaining the services of the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) and the Committee for Coordination of Joint Prospecting for Mineral Resources of South Pacific Offshore Areas (CCOP).
4. Administer the Territory Historic Site Preservation Program.

C. Branch of Land Management

This Branch has the primary responsibility to (1) formulate and develop public land policies and regulations, (2) initiate and/or review District homesteading and land exchange programs, (3) review all noncitizen land acquisitions to assure protection of Micronesian interests, (4) provide a post review of District's efforts in certification and acquisition of lands for the capital improvement program.

D. Branch of Surveying and Mapping

Headed by the Territorial Surveyor, who is also the Chairman of the Board of Land Surveyor Examiners. Responsible for establishing and implementing technical standards for surveying and mapping.

E. District Land Management Officers

Division of Lands and Surveys provides technical supervision of District Land Management programs.

F. Contract Administration

The Contract Administrator prepares and administers all contracts relative to public land surveying throughout the Territory. This is being accomplished through a combination of aerial photography, photogrammetry and conventional chain and compass. Although the Mariana Islands District was severed from the other five districts of the Territory on April 1, 1976, an agreement was reached between officials of the newly formed Government of the Northern Mariana Islands to continue the work of surveying the public land by the contractor engaged to do the same work in the Marshalls, Ponape, and Truk. This program involves some 60% of the land of the entire Trust Territory and will cost approximately \$6 million over a period to three years.

2. OBJECTIVES:

To determine and register the present ownership of the land of Micronesia.

To make public lands available for development purposes through leasing, homesteading and land exchanges.

To protect Micronesian land rights.

To survey, monument, and map boundaries.

To prepare topographic maps.

To prepare land use and land capability maps.

To administer a program of historic site preservation.

MARINE RESOURCES DIVISION

1. Function

The Headquarters Marine Resources Division has the responsibility to establish the overall Trust Territory-wide Marine Resources Program, Policies and review schedules and to set forth guidelines for use by the Districts in fulfilling their responsibilities to create District program implementations plans within TT-wide policies.

It is the responsibility of Headquarters Marine Resources to insure the final success of TT-wide program goals in each District through all technical and financial means at their disposal. It is the responsibility of District to insure success of District implementation of their projects that make-up their part of the TT-wide goals.

2. Objectives

It is the objective of the Headquarters Marine Resources Division to increase marine resource production in the Trust Territory by no less than 5% per year per product line and to increase the exports of selected products by no less than 10% per year. The Headquarters Division of Marine Resources has set forth, with the concurrence of the Districts, annual and five year program goals for marine products selected for each District. The District Fisheries Specialists are then to identify and propose projects that are to be implemented in the District to insure fulfillment of the goals set. (see attached production goals.)

Upon review and study of the District project flow charts by the Chief, Headquarters Marine Resources Division, a meeting is to be scheduled in each District between Headquarters Marine Resources personnel and District Fisheries Specialist to discuss and refine the details of individual marine resources projects and to establish appropriate joint review schedules for the coming year.

3. Programs

Inshore fisheries continues to be a mainstay to islanders not residing in the district centers or not employed by the government. Foundation 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 small-scale fisheries are now established in Ulithi, Yap, Truk, Palau and Majuro. However, improvements are constantly being sought for these plants. The Marine Resources Development Loan Fund has established an ice and cold storage plant on Saipan. Plans have been drawn, orders made and construction begun for small ice and cold storage plants in Ulul, Truk.

Various support vessels have been obtained through military excess, which are used primarily for inshore fisheries. In addition, a project in Ponape has shown the dory type vessels are somewhat productive in these fisheries. Catches of this experimental vessel 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.

Problem, however, have arisen with the dory fishery such that a number of the vessels are not now operating regularly. A plan to replace the jet-drive units is now under consideration.

The National Sea Grant Program, the Manpower Development Training Act and the Comprehensive Employment Training Act have supported the works of various experts in the mariculture fields. An oyster consultant has worked for some time in Palau. An expert in the rearing of milkfish spent a year and established rearing ponds in Palau for one year. An additional milkfish expert continued upon building programs in Yap, Ponape, and Kusaie, under the director of graduate trainees of the Mariculture Center.

Sites for complete fisheries support facilities have been selected or developed for all districts.

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 part-time team of starfish eradicators. Kill rates in Ponape have steadily decreased such that the program was phased out. Continued monitoring of all other districts reveal only a very occasional infestation. When these occur, small team 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 and reef resource evaluation.

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.

Through funding from the Trust Territory CIP program and the U.S.-Japan War Claims Agreement, the Marine Resources Division has received seven new commercial skipjack fishing vessels. It is planned that these boats will be chartered under the auspices of the Marine Resources to qualified fisherman throughout the Territory (see Exhibit "B").

The Yap District through funds from the Congress of Micronesia acquired a 53 gross ton fishing vessel.

Operation has just begun and what with initial quirks to iron out, the success of the program is near.

The fishing vessel serves both the district centers and the outer-islands, and is crewed by fishermen/trainees from throughout Yap and sells fish at all its stops. This not only provides a protein source to all islands of the Yap District, but also provides a school-afloat to would-be young Yapese fishermen. Special liaison will also be established with the high schools of the district.

In conjunction with this program, a Marine Resources Division district office was established in Yap and a Fisheries Specialist was retained to head the programs. These are now district offices in Yap, Palau, Truk, Ponape, and Marshalls and the headquarters office in Saipan.

A district fisheries offices will be established in Majuro this year.

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 chartered 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. Some are empowered to serve as shore agents for foreign vessels calling at district ports. Funds garnered from this agency services are used on behalf of local fishermen. The future of these Fishing Authorities is yet unclear as Congress has failed, so far this year, to fund their operation.

The District Legislatures of Truk, Ponape, Palau, Marshalls and Marianas have opened their ports to call from foreign fishing vessels - and a good number have been served to date.

Conservation

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

Micronesian Mariculture Demonstration Center

The Micronesian Mariculture Demonstration Center (MMDC) is located in Palau. Most major construction is now complete and the various life support systems established. Development programs are conducted in eight major areas: oyster culture, fish rearing, pond construction and maintenance, fresh water shrimp culture (*Machrobrachium rosenberguii*), rabbitfish and milkfish culture, salt water shrimp culture (*penacus Monodon*), and the rearing of green sea turtles. As has been previously noted, experts in these fields have been brought in from Hawaii, the Mainland, and the Philippines, to assist in these project areas. In addition, training for Micronesians in mariculture has been sponsored in Hawaii, Japan and in Taiwan. Future studies will include cultivation of pearl oysters, clams, coconut crabs, etc.

Most programs are still in an experimental stage. As 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. Under funding from CETA and Marine Resources, a program to construct fishponds in Yap, Ponape and Kusaie is now completed. The Center trained a cadre of fishpond workers from Palau, Yap, Truk, Ponape and Kusaie to undertake this effort. Site surveys have also been done by both the Fisheries Specialist 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.

Through CIP and Japanese War Claims Agreement, construction has been completed to upgrade the facilities and capabilities of the Center to assume a major role in the economic development of Micronesia. The dedication of the new facility is set for Ma- 1, 1976.

Recreational Marine Resources

Interest in the diving potential of such districts as Truk, Palau and Ponape 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 2,500 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 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 Micronesians-owned, and both owners are certified and experienced divers themselves. The Marine Resources Division is working closely with them to assist them in their operation.

A dive shop has been established in Saipan and one is planned for Ponape, both partially supported and/or assisted by the Marine Resources Division.

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 the necessary gear is being conducted on behalf of private individuals interested in owning and operating them.

4. Other Activities

Pacific Tuna Development Foundation (PTDF)

Marine Resources Division is a member of the PIDC/PTDF and represents the Trust Territory Government. Presently, the PTDF has made \$155,000 available to develop a feasibility study and/or a pilot project in the Marshalls District for commercial skipjack fishing. Through the PTDF we will be involved in ascertaining the feasibility of purse seining in Guam and Micronesia's waters for skipjack in calendar year 1976.

Statistics

The Marine Resources Division monitors as best as possible the TT-wide marine products statistics. This is done through the district Marine Resources offices, the Fishing Authorities and directly from private companies such as Van Camp. Below are the best available landed totals from all districts and Van Camp for Fiscal Year 1976 through March 1976:

<u>District</u>	<u>Pounds Landed</u>
Truk	250,354.0
Yap	4,954.0
Ponape	69,945.0 (July-Nov. - no data)
Marianas	2,409.0 (Dec.-Feb. data data only)
Marshalls	1,125.0 (Dec. data only)
Palau	181,424.0
Van Camp*	16,239.743 (Tuna)

* Please be reminded that for other than the Van Camp data, the statistics are from fishing cooperatives and do not reflect truefish landings for Micronesia.

Truk Fisheries Complex

Truk District has indicated through its budget process, the importance of establishing an integrated or partially integrated tuna fisheries complex.

Unsure though of magnitude and infrastructure necessary for the development of such a site, the Marine Resources Division was contacted to assist. It was decided that prior to A&E design work, a thorough fisheries economic, sociological, political and legal feasibility study was necessary to determine the project's success. Therefore, Marine Resources was asked by the Truk District Administration to draw up a scope of work for a consultant and to solicit from international firms, their credentials for undertaking such a project. A number of firms have responded and the selection processes is now underway. The field has now been narrowed to two fisheries consulting firms. Selection is expected momentarily with work scheduled on the feasibility study scheduled to begin in June 1976.

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 Division

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 transpacific 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. Transportation, particularly sea transportation, is essential in linking a widely-scattered island economy which is spread over a vast ocean area of three 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 or has on loan from the Department of Interior a total of fourteen (14) vessels: four (4) transpacific logistic vessels, nine (9) intra-district commercial and administrative vessels and one (1) ocean-going tug.

The intra-district vessels are either chartered and operated by various Micronesian companies or operated directly by the government. The transpacific logistic vessels are chartered to Micronesian companies.

The transpacific logistic shipping service is currently provided by three (3) Micronesian and four (4) foreign shipping companies whose combined routing system has replaced that of the contract carrier, Transpacific Lines, Inc., which has gone into receivership and discontinued service. The new combined system has provided reliable 40 to 45 days direct or connecting service to all Trust Territory ports from the U.S. West Coast and Honolulu, Guam, Australia and Far East ports.

The Government is currently time chartering four (4) 3800 GRT cargo ships to the three Micronesian companies involved in the transpacific service. The MS HERKIMER is chartered to United Micronesia Development Association/Tiger Line. The MS MUSKINGUM and the MS FENTRESS are chartered to Saipan Shipping Company and the MS GUNNERS KNOT is chartered to Palau Shipping Company. In addition, two newly formed Micronesian shipping companies, Oceania Line and Micronesian Maritime, Ltd., have been granted shipping service to participate in the system.

The temporary logistic shipping system established when Transpacific Lines, Inc., discontinued service in 1974 will expire July 31, 1976, at which time a permanent shipping system will be awarded in accordance with Executive Order 113, prepared and executed by the Government and the Joint Committee on Resources and Development of the Congress of Micronesia.

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 services to meet the needs of the people living on the scattered, outer islands within each district.

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

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

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

In the Yap and Palau Districts, the 176-foot MS JAMES COOK is operated directly by the Transportation Division through local private agents to provide inter-island services to the outer islands of both districts. Belau Transfer and Terminal Company, a Micronesian company of Palau, has submitted its proposal to operate the MS JAMES COOK similar to that of Truk and Ponape and the proposal is currently under review.

The 225-foot MS MICRONESIA PRINCESS has just returned from drydock in Korea. Several discrepancies and safety requirements recommended by the U.S. Coast Guard were corrected during the drydock. The ship will be assigned to the District where the service is most needed.

The 204-foot MS PACIFICA, ex-Navy LSM, has been scrapped in Japan. The vessel was on her way to Korea for annual repair and drydock when it encountered a typhoon and went aground near Okinawa.

The MS HAFADA and the Ocean tug, WANDANK, are in reserve status in Palau.

All major ports in the Trust Territory are currently operated by private Micronesian terminal companies. Plans are underway with long-range improvement programs for dock facilities, warehousing facilities, harbors with complete channel markers and modern navigational aids.

Capital improvement funding has been made available in Fiscal Years 1976 and 1977 to continue the interisland ship replacement program. A total of 12.4 million dollars has been budgeted to provide the Trust Territory with new "Islander" class ships to replace the present fleet of aged vessels now in service. The design contract has been let and shipyard construction is scheduled to begin in October this year. The actual number of ships constructed with the funds available will depend on the final construction costs. Seven ships are needed to fill the outer island field trip needs.

Training continues to occupy a major portion of this Division's efforts. Cooperative programs have been developed with nearby maritime nations to train Micronesians as licensed shipboard officers. This program has thus far provided the Trust Territory with five maritime academy graduates who are now in key management positions within the Trust Territory sea transportation system.

Five others are graduating this summer and will be joining the Transportation Division as shipboard officers. Fourteen Micronesians are presently attending the four year maritime academy program, and plans to send an additional 14 are pending scholarship appropriations from the Congress of Micronesia. 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.

Air Transportation

As technological and scientific improvements in aviation further diminish the traditional barriers of time and space between the Trust Territory and the rest of the world, the government, in cooperation with the Federal Aviation Administration (FAA), continues its program to improve aviation facilities and ground services as well as airport communications facilities at each district.

The new 7,900-foot airport at Majuro, complete with terminal building, runway-water catchment, runway and navigational aids, is one of the major accomplishments in the program of upgrading aviation facilities in the Trust Territory.

With partial federal financial aid, made possible through the Airport and Airways Development Act of 1970, master plans for the development of airports in Truk, Palau and Kusaie as well as the development of an aviation system for the Trust Territory are in various stages of progress. Under the same program, a project is underway to install lighting at Ponape International Airport.

Scheduled air service, provided by the contract carrier, Air Micronesia, has reached a practical level of frequency in all sectors of service and is being adjusted from time to time depending on the demand. In connection with the other aspect of its commitment to encourage and develop tourism in Micronesia, Air Micronesia has in operation luxury hotels in Guam, Saipan, Palau and Truk. A strong marketing effort, both in the U.S. and Japan, is producing great response for Micronesia. Extensive promotion of Micronesia in Japan has produced a steadily increasing flow of both individual travelers and groups. Japanese travel agents and tour operators have broadened their Micronesia sales effort and are now sending their clients not only to Guam, Saipan and Rota, but beyond to Truk, Ponape, Majuro, Yap and Palau. Continental has completed hotel development surveys in Majuro, Ponape and Yap and has assisted local owners in these districts to expand and upgrade their facilities.

In August of 1974, a new air taxi charter company was inaugurated in Yap. The Pacific Missionary Aviation Company provides service between Yap and Ulithi, with future plans to expand service to the rest of the outlying islands of Yap, Truk and Ponape.

One major highlight in Trust Territory aviation is the on-going contention between Continental Airlines and Pan American Airlines for the Tokyo-Saipan route. This is a dramatic indication of the new world focus on the Pacific area and Micronesia.

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 taken 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.

The Trust Territory road construction program falls under the Officer in Charge of Construction (OICC) Marianas, who now will assume full responsibility for the design and construction of roads in the Trust Territory. This new change of area of responsibility will relieve the Department of Public Works and Department of Transportation and Communications of implementing future road construction. The Department of Public Works will still concentrate with the operation and maintenance of the existing road system.

The priority of road mileage to each appropriate district will be determined by the Representative of the OICC, Department of Public Works and Department of Transportation and Communications through consultation with various district officials. Selections and awarding of A&E Firms will be made at the OICC main office.

First phase of road priorities for all districts are roads linking all major point in the district center from the airport, to dock area, to market, to administration and hospital.

Communications Division

Under supervision of the Chief of Communications, this division is responsible for the overall operational and technical management of the Trust Territory-wide communication system.

Major communications stations are located in each of the six District Centers:

Majuro, Marshall Islands
Kolonia, Ponape
Moen, Truk
Colonia, Yap
Koror, Palau
Saipan, Marianas

Each station is equipped to communicate with aircraft, surface craft and outer islands. All maintain a 24-hour guard on a number of frequencies including international distress and calling channels. Radio beacons are maintained at each station. The beacons in Saipan, Yap, Truk, Ponape and Majuro 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 between the district stations as well as to and from worldwide points.

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 Department of Defense Joint Switch (Autovon System) 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 through RCA or through Autovon. Calls through the Autovon system 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 radiotelephone service to all District Centers in the Territory and through appropriate inter-connections connecting with the Autovon system for official government service and with RCA Guam for paid service to worldwide points.
3. Reliable communications service 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 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.

Recent developments involving the separation of the Marianas from the rest of the Trust Territory, and new Political Status negotiations by the Trust Territory (or Micronesia) have necessitated planning for the relocation of Headquarters from Saipan to one of the Districts. This Division has submitted two contingency plans for this purpose.

One would involve transfer of key personnel and expansion of facilities to provide a minimum of three radiotelephone circuits to/from the new Headquarters location--as compared to the present single voice channel serving each district.

TRUST TERRITORY SOCIAL SECURITY

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

1. Over \$40,551 people are enrolled.
2. Over 852 employers are reporting every quarter.
3. First year revenue was \$264,000; second year was \$340,000; third was \$425,000; fourth was \$508,000; fifth was \$642,467; sixth was \$850,000; and seventh was \$869,425.
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 of 1969, two years ahead of schedule. Regular Social Security retirement also started as of December, 1969; 427 families are receiving retirement and survivor's payments. Monthly outgo is \$15,768 and increasing rapidly.
6. 223 Lump-Sum payments have been made.
7. Group Life Insurance claims of \$286,000 were paid.
8. Administration funded Death Benefits of \$101,325 were also paid.

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, qualifications 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, FUNCTIONS AND POWERS:

The Congress of Micronesia consists of two Houses, the Senate and the 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.

The Marianas District was separated from the rest of Micronesia by Secretarial Order effective April 1, 1976, and its membership in Congress terminated on the same date. A general election will be held in November. Kusaie, scheduled to become a district in January of 1977 will elect two senators and one representative in the November, 1976 general election.

According to Secretarial Order 2918, as amended, the Congress of Micronesia's House of Representatives shall consist of eighteen members and the Senate of ten, from April 1, 1976 until December 31, 1976.

Effective January 1, 1977, the Senate will consist of twelve members, two from each district. The House will consist of twenty-two members: Kusaie, one; the Marshalls, five; Palau, three; Ponape, four; Truk, seven; and Yap, two.

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 re-pass 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 their submission to the Department of 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:

Public Law 5-32 formally established the Offices of the Senate and the House. 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 Title 2, Sections 301 through 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 a major source of legal reference, and also constantly acquires non-legal volumes on Micronesia and its culture, in addition to the several thousand 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.

LEGISLATIVE COUNSEL'S STAFF:

Kaleb Udui, Legislative Counsel
Michael A. White, Staff Attorney
Frederick L. Ramp, Staff Attorney
Dana W. Smith, Staff Attorney
Andres Uherbelau, Administrative Officer
Pedro C. Castro, Administrative Assistant
Harry U. Brown, Budget Officer
Brian M. Farley, Information Specialist
Michael C. Malone, Information Assistant
John S. Del Rosario, Jr., Public Information Intern
Esteban I. Pangelinan, Researcher
Emiliana S. Ada, Chief Librarian
Antonia M. Tell, Assistant Librarian
Richard Towai, Library Clerk
Susana K. Desebel, Library Clerk
Katherine Benavente, Library Clerk
Anne M. Currier, Secretary
Mihaina Koshiha, Secretary
Tokie Tkel, Stenographer
Antonia M. Nanpei, Secretary
Margarita C. Sablan, Secretary
Christina C. Rubasch, Secretary
Norma Beadles, Proofreader
Patricia Q. Tenorio, File Clerk
Miguel B. Pangelinan, Xerox Operator
Lucio G. Aldan, Building Supervisor

Members of the Sixth Congress of Micronesia

<u>SENATE</u>		<u>END OF TERM</u>
Yap District	John Mangefel Petrus Fun	1977 1979
Truk District	Nick Bossy Tosiwo Nakayama	1979 1977
Ponape District	Bailey Olter Ambilos Iehsi	1977 1979
Palau District	Roman Tmetuchl Lazarus Salii	1979 1977
Marshall Islands District	Amata Kabua Wilfred Kendall	1979 1977

House of Representatives

Term of Office:

Marshall Islands District	Charles Dornick Carmen Bigler Ataji Balos Ekpap Silk	Northeast Marshalls Southeast Marshalls Northwest Marshalls Southwest Marshalls
Palau District	Kuniwo Nakamura Polycarp Basilius Isidoro Rudimch	Western Babelthuap, Peleliu, Angaur, and Southwest Islands Eastern Babelthuap Koror
Ponape District	Joab Sigrah Bethwel Henry Resio Moses Edgard Edwards	Kusaie, Pingelap Sokehs, Mokil Ngatik, Nukuoro, Kapingamarangi Un, Net, Kolonia Metalanim, Kiti
Truk District	Raymond Setik Sasauo Haruo Chiro Albert Lambert Aafin Kalisto Refonopei	Mortlocks Moen Namoneas (Truk Lagoon) Hall Islands, Namonuitos Faichuk (Truk Lagoon)
Yap District	Luke Tman John Haglelgam	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 F. Ulechong
Assistant Clerk.Nishima E. Siron
Journal Clerk.Janet W. Craley
Clerk.Maria M. Sibetang

OFFICERS, HOUSE

Speaker.Bethwel Henry
Vice-Speaker.Ekapap Silk
Floor Leader.Luke M. Tman

STAFF

House Clerk.Asterio R. Takesy
Assistant Clerk.Catalina T Seman
Journal Clerk.Joan A. Boileau
Stenographer.Amalia T. Lifoifoi
Clerk.Rita K. Billy

Senate Standing Committees--Chairmen and Members

Ways and Means

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

Resources and Development

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

Health

Senator Roman Tmetuchl, Chairman
Senator Wilfred Kendall, Member
Senator John Mangefel, Member
Senator Nick Bossy, Member

Judiciary and Governmental Operations

Senator Lazarus Salii, Chairman
Senator Ambilos Iehsi, Member
Senator Petrus Tun, Member
Senator Wilfred Kendall, Member
Senator Nick Bossy, Member

Education and Social Affairs

Senator Petrus Tun, Chairman
Senator Wilfred Kendall, Vice-Chairman
Senator Nick Bossy, Member
Senator Bailey Olter, Member

House Committees--Chairmen and Members

Appropriations

Rep. Raymond Setik, Chairman
Rep. Charles Donnich, Vice-Chairman
Rep. Kuniwo Nakamura, Member
Rep. Kalisto Refonopei, Member
Rep. Joab Sigrah, Member
Rep. Ekpap Silk, Member
Rep. Luke M. Tman, Member

Education and Social Matters

Rep. Joab Sigrah, Chairman
Rep. Lambert Aafin, Member
Rep. Chiro Albert, Member
Rep. Polycarp Basilius, Member
Rep. Carmen Bigler, Member
Rep. John Haglelgam, Member

Health Matters

Rep. Kuniwo Nakamura, Chairman
Rep. Edgar Edwards, Member
Rep. Kalisto Refonopei, Member
Rep. Ekpap Silk, Member
Rep. Luke M. Tman, Member
Vacant

Judiciary and Governmental Relations

Rep. Polycarp Basilius, Chairman
Rep. Lambert Aafin, Member
Rep. Ataji Balos, Member
Rep. Sasauo Haruo, Member
Rep. Resio Moses, Member
Rep. Luke M. Tman, Member

Resources and Development

Rep. Sasauo Haruo, Chairman
Rep. Ataji Balos, Member
Rep. Charles Donnich, Member
Rep. Edgar Edwards, Member
Rep. John Haglelgam, Member
Rep. Isidoro Rudimch, Member

Ways and Means

Rep. Resio Moses, Chairman
Rep. Isidoro Rudimch, Vice-Chairman
Rep. Chiro Albert, Member
Rep. Carmen Bigler, Member
Rep. John Haglelgam, Member

JUDICIARY

Organization and Function

Part IV of the Department of Interior Order No. 2918, and Title 5, Section 1 of the Trust Territory Code vest the Judicial Authority of the Government of the Trust Territory of the Pacific Island in the High Court for the territory, a District Court for each administrative district and a Community Court for each municipality, or communities therein. The Judicial Authority is independent of the executive and legislative powers.

The High Court consists of an Appellate Division and a Trial Division. Decision of the Appellate Division of the High Court is final. It 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 Court under certain circumstances. This court regularly consists of three judges assigned by the Chief Justice from a panel of six for a particular case, although two consists a quorum and the decision of two judges is necessary for the determination of any appeal. The judge who decides the case in the Trial Division, however, is ineligible to sit in the Appellate Division on an appeal from that decision. 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 or Community Courts from which no appeal was made.

The judges of the High Court are the Chief Justice, three Associate Justices, and three temporary judges, all appointed by the Secretary of Interior. All are American lawyers.

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 has 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 one thousand dollars and to include in such award land or any interest therein owned by any parties in the case (but this shall not include jurisdiction to adjudicate the 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. The District Court also has jurisdiction to review on appeal decisions of the Community Courts of the district in all cases, civil and criminal.

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.

Each District Court consists of a Presiding Judge and one or more Associate Judges, appointed by the High Commissioner, by and with the advice and consent of the Congress of Micronesia for three-year terms, subject to removal by the Trial Division of the High Court for cause after hearing. Presently serving in these courts are twenty judges, all Micronesians, thirteen of whom serve on full-time basis.

There are existing 102 Community Courts throughout the Territory. Among these ten are not filled in Yap District in view of the determination by the local leadership in that district not to fill the courts. Each Community Court has jurisdiction concurrently with the Trial Division of the High Court and the District Court in its 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.

Each Community Court consists of one or two judges, appointed by the District Administrator of the district in which the courts situated for definite specified terms and are subject to removal only by the Trial Division of the High Court for cause after hearing. Presently serving in these courts are 104 judges, one hundred of whom are Micronesians. Four judges are Americans serving the American Community in Kwajalein, Marshall Islands.

Each Court of the Trust Territory has power to issue writs and other process, make rules and orders and do all acts not inconsistent with law and rules issued by the Chief Justice, as may be requisite for administration of justice, and may grant bail, accept and forfeit security therefor, make orders for the attendance of witnesses with or without documents, make orders for the disposal of exhibits and punish contempt of court. The High Court may admit qualified persons as attorneys at law to practice in all the courts of the Trust Territory, and may for cause, discipline or disbar them.

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 in 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.

The Chief Justice has administrative supervision over all the courts of the Territory and their officers. He may make rules not inconsistent with law, regulating the pleading, practice and procedure, and the conduct of business in the courts of the Trust Territory. Budgetary request for the territorial judiciary, with supporting justification, is prepared by the Chief Justice and submitted for the approval of the Department of Interior by the High Commissioner of the Trust Territory as a separate item in the annual budget for the Territory. The Chief Justice headquarters in Saipan, Mariana Islands. Three Associate Justices who assist the Chief Justice are each stationed in Saipan, Ponape, and Palau.

Located in the office of the Chief Justice is an administrative office, staffed with a Director and a Deputy Director who under the Chief Justice are charged with the administrative responsibilities of the courts throughout the Territory. The Director and the Deputy Director are Micronesians. The Director and the Deputy Director also serve as the Clerk and the Deputy Clerk of the Appellate Division of the High Court.

There are four Court Reporters, and two Stenographic Secretaries assisting on the High Court staff.

There is a Clerk of Courts appointed by the Chief Justice for each administrative district, who acts as clerk for the District Court and for the Trial Division of the High Court in that district. The Clerk of Courts is also custodian of the Community Courts records for that district. In all districts, the Clerk of Courts is assisted by one or more Assistant Clerks. Other employees of the courts include four Probation Officers, two Clerk Typists and six custodial workers. Except for four High Court Judges, one Stenographic Secretary, one Court Reporter, four Community Court Judges, and one Assistant Clerk of Courts (in Kwajalein), all employees of the courts are Micronesians.

All Micronesian administrative employees of the courts are appointed by the Chief Justice with the approval of the High Commissioner. Salaries are also fixed by the Chief Justice with approval of the High Commissioner.

PEACE CORPS

Organization and Functions

The year of 1976 marks the tenth anniversary of the Peace Corps in Micronesia. The agency operates in the Trust Territory under two authorities: the 1961 Act of Congress which created the Peace Corps, and a Memorandum of Agreement signed in 1966 between the High Commissioner and the Director of the Peace Corps.

Under the Peace Corps Act, the agency is charged by the U.S. Congress with fulfilling three basic goals while working in developing nations at the request of host governments: (1) to assist the people of these countries and areas meet their need for trained manpower; (2) to promote a better understanding of the American people on the part of the peoples served; and (3) to 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 U.S. government, recognizes the ultimate authority of the High Commissioner for the total United States 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 serve in Micronesia for a two-year period. They receive no salary, but are provided with a living allowance based on the economic level of the people they serve. Additionally, they are expected to live at approximately the same standard of living as the Micronesian families to whom they are assigned, 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 supporting Peace Corps operations in all the districts of Micronesia. At the headquarters level are the Country Director, Physician, Program, Training, and Management Officers, and the administrative support staff.

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

Peace Corps headquarters exercises general policy and procedural direction of Peace Corps activities in Micronesia, within the framework outlined in the 1966 Memorandum of Agreement. It also serves as liaison with Peace Corps/Washington and Trust Territory headquarters. The district offices maintain the day-to-day operations of Volunteer support, programming and training.

Current Activities

As of April 1, 1975, 242 Volunteers were serving in Micronesia. Most of these were in the education sector with others in public administration development, agriculture coop advisors, health and nutrition services, youth development, fisheries research and development and civil engineering and surveying services.

Education

At the present time, one hundred sixty one Volunteers are serving in this program. The Peace Corps emphasis in education is in the implementation of a teacher replacement plan. Under this arrangement, Micronesian teachers receive one year's advanced teacher training in a collegiate environment and are "replaced" in their classrooms by a Peace Corps Volunteer. Over a two-year period of service, a Volunteer can thus enable two Micronesians to receive advanced training in a formal academic setting.

Public Administration Development

Twenty eight Volunteers are currently involved in public administration development programs to meet the needs of local government. These Volunteers are serving as financial management/automatic data processing consultants to the district finance offices to assist in the development of a systematic financial management system. Others serve as advisors (magistrate assistants/municipal affairs advisors) to local elected officials. The financial management/automatic data processing volunteer program will be a one-time effort since a major function of their job is the training

of Micronesians and the magistrate assistants/municipal affairs program will be redesigned to meet the anticipated needs of the Comprehensive and Balanced Development Plan for Micronesia. Peace Corps efforts in this program area will continue to emphasize the training of Micronesians at the district level of government to assume the increasing responsibilities inherent in a decentralized form of government.

Agriculture Coop Advisor

Twenty Volunteers are currently serving as agriculture coop advisors. Historically, most of the volunteers have been assigned to outer island copra cooperatives as managers, bookkeepers, educators, and accountants in an effort to establish and expand the scope of the individual coops. During fiscal year 1976, the roles of the volunteers in this program changed to those of trainer and consultant instead of direct involvement in the day-to-day operation of the coop. With this new role, the volunteers will be providing technical assistance to Micronesian coop board members, managers, accountants and storekeepers.

Health and Nutrition Services

Ten Volunteers are currently serving as field dispensary advisors and health planners. The specific objectives of these two programs are designed to assist the department of health services by providing trained manpower for the districts. Beginning May 1976, the field dispensary advisors program will be changed to an outer-island replacement health assistant concept in Ponape and Truk Districts. Under this program, Micronesian health assistants receive six months of training at the district center hospital and are "replaced" in their dispensary by a Peace Corps Volunteer. Over a two-year period of service, a Volunteer can thus enable four Micronesians to receive training designed to upgrade his/her diagnostic and treatment skills.

The health planners are providing technical assistance to the district directors of health services and the chairmen of the district health councils in the development of a district health plan which specifies goals and objectives for the districts of Micronesia.

Youth Development

Fifty percent of the Micronesian population is under the age of seventeen and approximately eleven percent or 6,500 of these young school age people were out of school and unemployed according to the latest data available (1973 census). This fact, combined with growing problems of juvenile delinquency, including drug and alcohol abuse in the district centers, represents serious problems for all of the districts of Micronesia.

The goal of this program is to provide technical assistance to various departments in Truk, Ponape and the Marshalls Districts. These Volunteers will assist in the development of a district-wide youth program designed to counsel, refer and assist out-of-work, out-of-school young people in obtaining needed services and/or employment. In addition to these efforts, the Volunteers will be expected to organize recreational/sports programs for young people in the district centers.

Fisheries Research and Development

Twelve Volunteers are currently involved in fisheries research and development programs in Palau and Yap Districts. Eleven of the twelve Volunteers are assigned to the Micronesia Mariculture Demonstration Center (MMDC) located in Palau District. The specific goal of this program is designed to assist the Micronesia Mariculture Demonstration Center in Palau and the Fisheries Office in Yap by providing trained manpower to these two organizations.

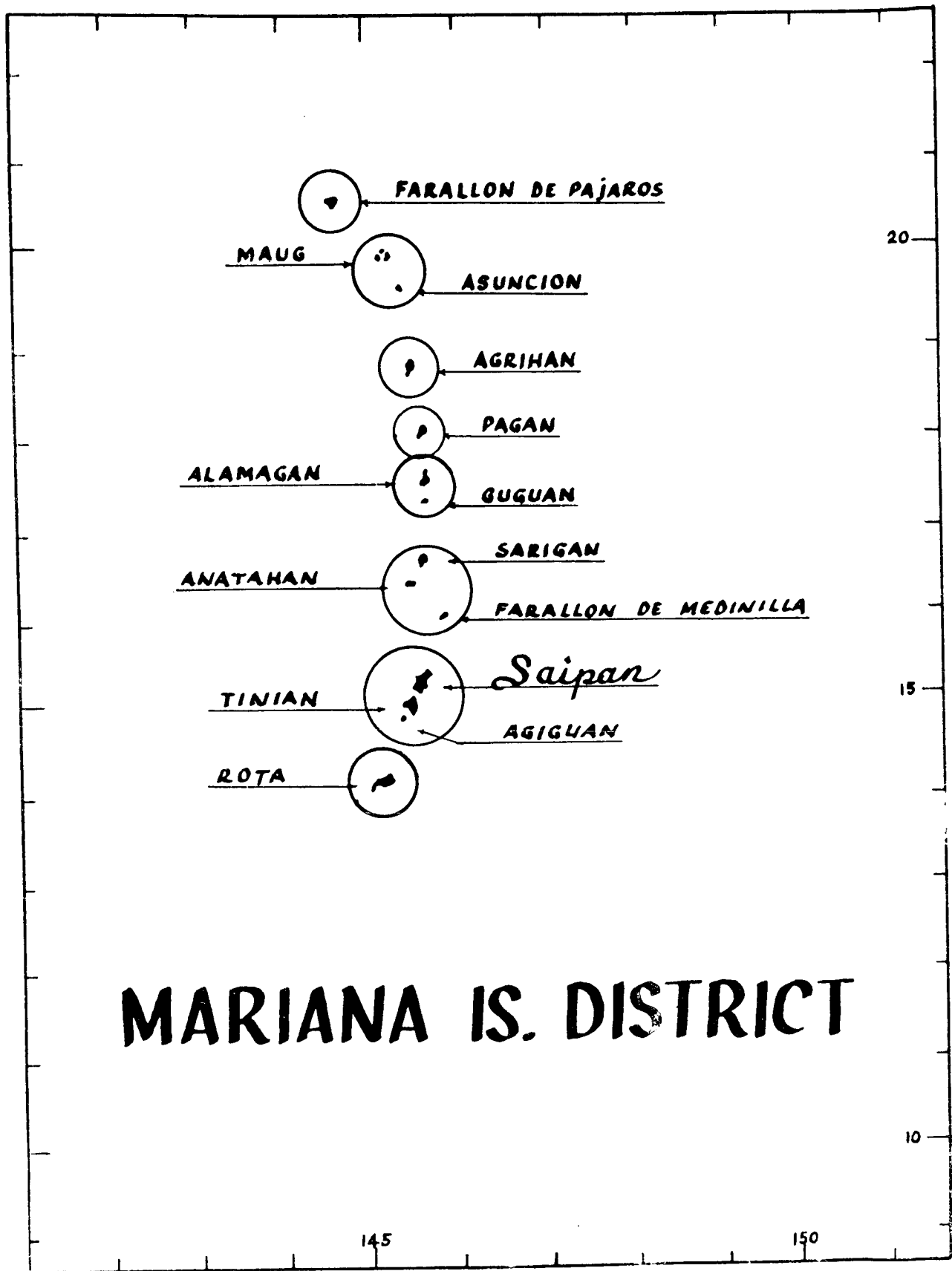
Civil Engineering and Surveying Services

Seven Volunteers are currently serving as civil engineers, construction advisors and architects for the following organizations: the Office of Community Development, the Ponape and Yap Transportation and Housing Authorities and the Truk Organization for Community Action. The Peace Corps civil engineering, architecture, and construction advisor programs seek to provide the technical assistance necessary for the development of various district construction projects.

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

The Marianas District was separated administratively and politically from the Trust Territory Government in April 1976. It remains, however, a part of the Trust Territory of the Pacific Islands until the termination of the Trusteeship Agreement. Erwin D. Canham, former Editor of the Christian Science Monitor, is the Resident Commissioner for the Government of the Northern Marianas, a role which is similar to that of the High Commissioner for the Trust Territory Government.

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 madreporal 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 Marianas 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 8, 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 Representatives 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.

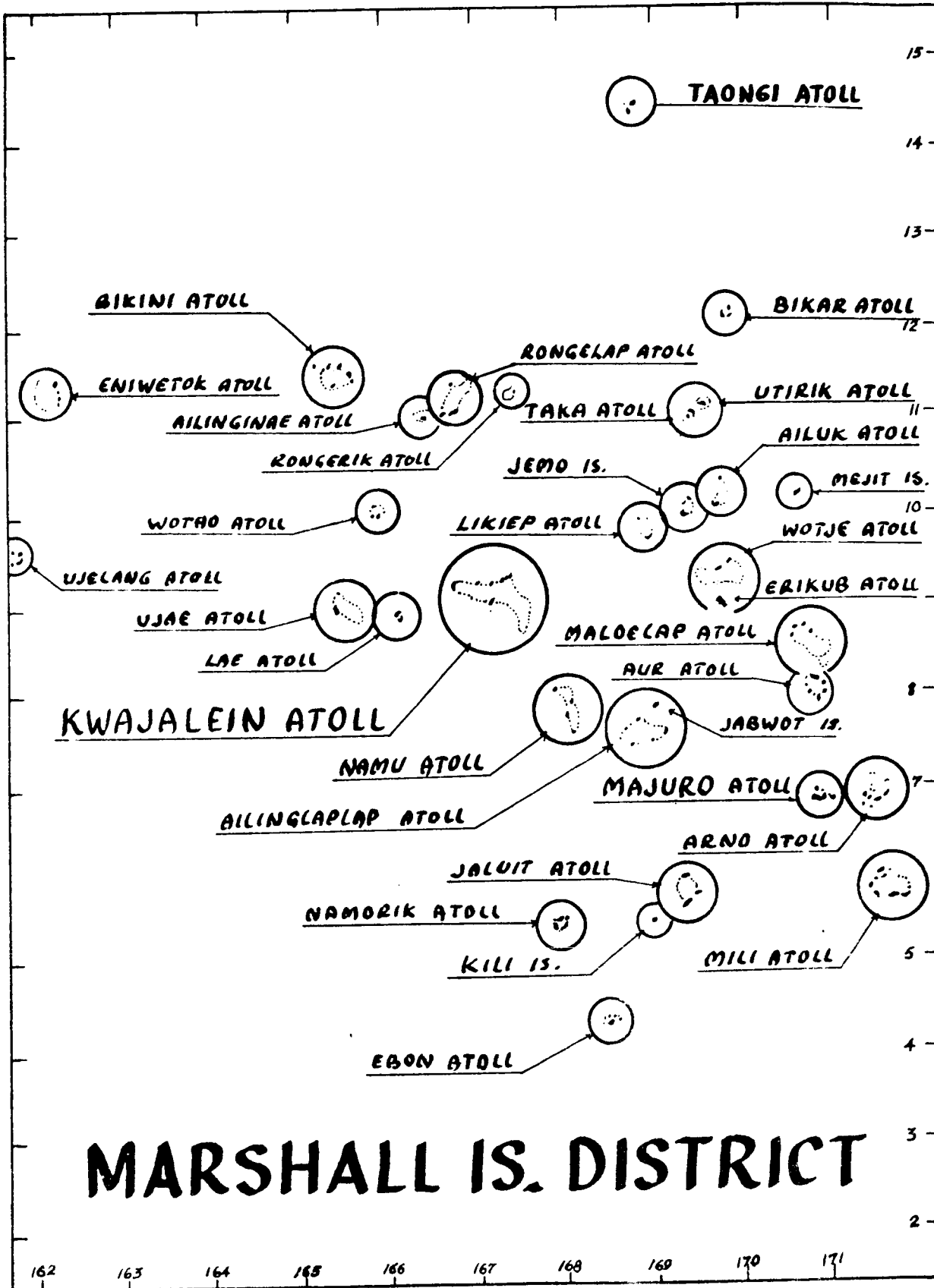
Language

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 converted 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.

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. 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 Land Advisory Board advises the district administrator on land matters, land utilizations, and homesteadings.



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 papaya 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 Eniwetok. 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 Maj̄l̄l (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 Malayo-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.

In the Yap and Palau Districts, the 176-foot MS JAMES COOK is operated directly by the Transportation Division through local private agents to provide inter-island services to the outer islands of both districts. Belau Transfer and Terminal Company, a Micronesian company of Palau, has submitted its proposal to operate the MS JAMES COOK similar to that of Truk and Ponape and the proposal is currently under review.

The 225-foot MS MICRONESIA PRINCESS has just returned from drydock in Korea. Several discrepancies and safety requirements recommended by the U.S. Coast Guard were corrected during the drydock. The ship will be assigned to the District where the service is most needed.

The 204-foot MS PACIFICA, ex-Navy LSM, has been scrapped in Japan. The vessel was on her way to Korea for annual repair and drydock when it encountered a typhoon and went aground near Okinawa.

The MS HAFA ADAI and the Ocean tug, WANDANK, are in reserve status in Palau.

All major ports in the Trust Territory are currently operated by private Micronesian terminal companies. Plans are underway with long-range improvement programs for dock facilities, warehousing facilities, harbors with complete channel markers and modern navigational aids.

Capital improvement funding has been made available in Fiscal Years 1976 and 1977 to continue the interisland ship replacement program. A total of 12.4 million dollars has been budgeted to provide the Trust Territory with new "Islander" class ships to replace the present fleet of aged vessels now in service. The design contract has been let and shipyard construction is scheduled to begin in October this year. The actual number of ships constructed with the funds available will depend on the final construction costs. Seven ships are needed to fill the outer island field trip needs.

Training continues to occupy a major portion of this Division's efforts. Cooperative programs have been developed with nearby maritime nations to train Micronesians as licensed shipboard officers. This program has thus far provided the Trust Territory with five maritime academy graduates who are now in key management positions within the Trust Territory sea transportation system.

Five others are graduating this summer and will be joining the Transportation Division as shipboard officers. Fourteen Micronesians are presently attending the four year maritime academy program, and plans to send an additional 14 are pending scholarship appropriations from the Congress of Micronesia. 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.

Air Transportation

As technological and scientific improvements in aviation further diminish the traditional barriers of time and space between the Trust Territory and the rest of the world, the government, in cooperation with the Federal Aviation Administration (FAA), continues its program to improve aviation facilities and ground services as well as airport communications facilities at each district.

The new 7,900-foot airport at Majuro, complete with terminal building, runway-water catchment, runway and navigational aids, is one of the major accomplishments in the program of upgrading aviation facilities in the Trust Territory.

With partial federal financial aid, made possible through the Airport and Airways Development Act of 1970, master plans for the development of airports in Truk, Palau and Kusaie as well as the development of an aviation system for the Trust Territory are in various stages of progress. Under the same program, a project is underway to install lighting at Ponape International Airport.

Scheduled air service, provided by the contract carrier, Air Micronesia, has reached a practical level of frequency in all sectors of service and is being adjusted from time to time depending on the demand. In connection with the other aspect of its commitment to encourage and develop tourism in Micronesia, Air Micronesia has in operation luxury hotels in Guam, Saipan, Palau and Truk. A strong marketing effort, both in the U.S. and Japan, is producing great response for Micronesia. Extensive promotion of Micronesia in Japan has produced a steadily increasing flow of both individual travelers and groups. Japanese travel agents and tour operators have broadened their Micronesia sales effort and are now sending their clients not only to Guam, Saipan and Rota, but beyond to Truk, Ponape, Majuro, Yap and Palau. Continental has completed hotel development surveys in Majuro, Ponape and Yap and has assisted local owners in these districts to expand and upgrade their facilities.

In August of 1974, a new air taxi charter company was inaugurated in Yap. The Pacific Missionary Aviation Company provides service between Yap and Ulithi, with future plans to expand service to the rest of the outlying islands of Yap, Truk and Ponape.

One major highlight in Trust Territory aviation is the on-going contention between Continental Airlines and Pan American Airlines for the Tokyo-Saipan route. This is a dramatic indication of the new world focus on the Pacific area and Micronesia.

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 taken 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.

The Trust Territory road construction program falls under the Officer in Charge of Construction (OICC) Marianas, who now will assume full responsibility for the design and construction of roads in the Trust Territory. This new change of area of responsibility will relieve the Department of Public Works and Department of Transportation and Communications of implementing future road construction. The Department of Public Works will still concentrate with the operation and maintenance of the existing road system.

The priority of road mileage to each appropriate district will be determined by the Representative of the OICC, Department of Public Works and Department of Transportation and Communications through consultation with various district officials. Selections and awarding of A&E Firms will be made at the OICC main office.

First phase of road priorities for all districts are roads linking all major point in the district center from the airport, to dock area, to market, to administration and hospital.

Communications Division

Under supervision of the Chief of Communications, this division is responsible for the overall operational and technical management of the Trust Territory-wide communication system.

Major communications stations are located in each of the six District Centers:

Majuro, Marshall Islands
Kolonia, Ponape
Moen, Truk
Colonia, Yap
Koror, Palau
Saipan, Marianas

Each station is equipped to communicate with aircraft, surface craft and outer islands. All maintain a 24-hour guard on a number of frequencies including international distress and calling channels. Radio beacons are maintained at each station. The beacons in Saipan, Yap, Truk, Ponape and Majuro 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 between the district stations as well as to and from worldwide points.

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 Department of Defense Joint Switch (Autovon System) 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 through RCA or through Autovon. Calls through the Autovon system 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 radiotelephone service to all District Centers in the Territory and through appropriate inter-connections connecting with the Autovon system for official government service and with RCA Guam for paid service to worldwide points.
3. Reliable communications service 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 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.

Recent developments involving the separation of the Marianas from the rest of the Trust Territory, and new Political Status negotiations by the Trust Territory (or Micronesia) have necessitated planning for the relocation of Headquarters from Saipan to one of the Districts. This Division has submitted two contingency plans for this purpose.

One would involve transfer of key personnel and expansion of facilities to provide a minimum of three radiotelephone circuits to/from the new Headquarters location--as compared to the present single voice channel serving each district.

TRUST TERRITORY SOCIAL SECURITY

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

1. Over \$40,551 people are enrolled.
2. Over 852 employers are reporting every quarter.
3. First year revenue was \$264,000; second year was \$340,000; third was \$425,000; fourth was \$508,000; fifth was \$642,467; sixth was \$850,000; and seventh was \$869,425.
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 of 1969, two years ahead of schedule. Regular Social Security retirement also started as of December, 1968; 427 families are receiving retirement and survivor's payments. Monthly outgo is \$15,768 and increasing rapidly.
6. 223 Lump-Sum payments have been made.
7. Group Life Insurance claims of \$286,000 were paid.
8. Administration funded Death Benefits of \$101,325 were also paid.

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, qualifications 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, FUNCTIONS AND POWERS:

The Congress of Micronesia consists of two Houses, the Senate and the 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.

The Marianas District was separated from the rest of Micronesia by Secretarial Order effective April 1, 1976, and its membership in Congress terminated on the same date. A general election will be held in November. Kusaie, scheduled to become a district in January of 1977 will elect two senators and one representative in the November, 1976 general election.

According to Secretarial Order 2918, as amended, the Congress of Micronesia's House of Representatives shall consist of eighteen members and the Senate of ten, from April 1, 1976 until December 31, 1976.

Effective January 1, 1977, the Senate will consist of twelve members, two from each district. The House will consist of twenty-two members: Kusaie, one; the Marshalls, five; Palau, three; Ponape, four; Truk, seven; and Yap, two.

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 re-pass 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 their submission to the Department of 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:

Public Law 5-32 formally established the Offices of the Senate and the House. 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 Title 2, Sections 301 through 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 a major source of legal reference, and also constantly acquires non-legal volumes on Micronesia and its culture, in addition to the several thousand 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.

LEGISLATIVE COUNSEL'S STAFF:

Kaleb Udui, Legislative Counsel
Michael A. White, Staff Attorney
Frederick L. Ramp, Staff Attorney
Dana W. Smith, Staff Attorney
Andres Uherbelau, Administrative Officer
Pedro C. Castro, Administrative Assistant
Harry U. Brown, Budget Officer
Brian M. Farley, Information Specialist
Michael C. Malone, Information Assistant
John S. Del Rosario, Jr., Public Information Intern
Esteban I. Pangelinan, Researcher
Emiliana S. Ada, Chief Librarian
Antonia M. Tell, Assistant Librarian
Richard Towai, Library Clerk
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Katherine Benavente, Library Clerk
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Mihaina Koshiha, Secretary
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Antonia M. Nanpei, Secretary
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Christina C. Rubasch, Secretary
Norma Beadles, Proofreader
Patricia Q. Tenorio, File Clerk
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Members of the Sixth Congress of Micronesia

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Truk District	Nick Bossy Tosiwo Nakayama	1979 1977
Ponape District	Bailey Olter Ambilos Iehsi	1977 1979
Palau District	Roman Tmetuchl Lazarus Salii	1979 1977
Marshall Islands District	Amata Kabua Wilfred Kendall	1979 1977

House of Representatives

Term of Office:

Marshall Islands District	Charles Dornick Carmen Bigler Ataji Balos Ekpap Silk	Northeast Marshalls Southeast Marshalls Northwest Marshalls Southwest Marshalls
Palau District	Kuniwo Nakamura Polycarp Basilius Isidoro Rudimch	Western Babelthuap, Peleliu, Angaur, and Southwest Islands Eastern Babelthuap Koror
Ponape District	Joab Sigrah Bethwel Henry Resio Moses Edgard Edwards	Kusaie, Pingelap Sokehs, Mokil Ngatik, Nukuoro, Kapingamarangi Un, Net, Kolonia Metalanim, Kiti
Truk District	Raymond Setik Sasauo Haruo Chiro Albert Lambert Aafin Kalisto Refonopei	Mortlocks Moen Namoneas (Truk Lagoon) Hall Islands, Namonuitos Faichuk (Truk Lagoon)
Yap District	Luke Tman John Haglelgam	Yap Island (Proper) Outlying Islands, including Ulithi and Woleai

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Vice-President.Lazarus Sali
Floor Leader.Ambilos Iehsi

STAFF

Senate Clerk.Sabo F. Ulechong
Assistant Clerk.Nishima E. Siron
Journal Clerk.Janet W. Craley
Clerk.Maria M. Sibetang

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Speaker.Bethwel Henry
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Floor Leader.Luke M. Tman

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House Clerk.Asterio R. Takesy
Assistant Clerk.Catalina T Seman
Journal Clerk.Joan A. Boileau
Stenographer.Amalia T. Lifoifoi
Clerk.Rita K. Billy

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Senator John Mangefel, Vice-Chairman
Senator Amata Kabua, Member
Senator Tosiwo Nakayama, Member
Senator Roman Tmetuchl, Member

Resources and Development

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

Health

Senator Roman Tmetuchl, Chairman
Senator Wilfred Kendall, Member
Senator John Mangefel, Member
Senator Nick Bossy, Member

Judiciary and Governmental Operations

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Senator Ambilos Iehsi, Member
Senator Petrus Tun, Member
Senator Wilfred Kendall, Member
Senator Nick Bossy, Member

Education and Social Affairs

Senator Petrus Tun, Chairman
Senator Wilfred Kendall, Vice-Chairman
Senator Nick Bossy, Member
Senator Bailey Olter, Member

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Rep. Charles Donnick, Vice-Chairman
Rep. Kuniwo Nakamura, Member
Rep. Kalisto Refonopei, Member
Rep. Joab Sigrah, Member
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Rep. Chiro Albert, Member
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Judiciary and Governmental Relations

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Ways and Means

Rep. Resio Moses, Chairman
Rep. Isidoro Rudimch, Vice-Chairman
Rep. Chiro Albert, Member
Rep. Carmen Bigler, Member
Rep. John Haglelgam, Member

JUDICIARY

Organization and Function

Part IV of the Department of Interior Order No. 2918, and Title 5, Section 1 of the Trust Territory Code vest the Judicial Authority of the Government of the Trust Territory of the Pacific Island in the High Court for the territory, a District Court for each administrative district and a Community Court for each municipality, or communities therein. The Judicial Authority is independent of the executive and legislative powers.

The High Court consists of an Appellate Division and a Trial Division. Decision of the Appellate Division of the High Court is final. It 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 Court under certain circumstances. This court regularly consists of three judges assigned by the Chief Justice from a panel of six for a particular case, although two consists a quorum and the decision of two judges is necessary for the determination of any appeal. The judge who decides the case in the Trial Division, however, is ineligible to sit in the Appellate Division on an appeal from that decision. 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 or Community Courts from which no appeal was made.

The judges of the High Court are the Chief Justice, three Associate Justices, and three temporary judges, all appointed by the Secretary of Interior. All are American lawyers.

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 has 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 one thousand dollars and to include in such award land or any interest therein owned by any parties in the case (but this shall not include jurisdiction to adjudicate the 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. The District Court also has jurisdiction to review on appeal decisions of the Community Courts of the district in all cases, civil and criminal.

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.

Each District Court consists of a Presiding Judge and one or more Associate Judges, appointed by the High Commissioner, by and with the advice and consent of the Congress of Micronesia for three-year terms, subject to removal by the Trial Division of the High Court for cause after hearing. Presently serving in these courts are twenty judges, all Micronesians, thirteen of whom serve on full-time basis.

There are existing 102 Community Courts throughout the Territory. Among these ten are not filled in Yap District in view of the determination by the local leadership in that district not to fill the courts. Each Community Court has jurisdiction concurrently with the Trial Division of the High Court and the District Court in its 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.

Each Community Court consists of one or two judges, appointed by the District Administrator of the district in which the courts situated for definite specified terms and are subject to removal only by the Trial Division of the High Court for cause after hearing. Presently serving in these courts are 104 judges, one hundred of whom are Micronesians. Four judges are Americans serving the American Community in Kwajalein, Marshall Islands.

Each Court of the Trust Territory has power to issue writs and other process, make rules and orders and do all acts not inconsistent with law and rules issued by the Chief Justice, as may be requisite for administration of justice, and may grant bail, accept and forfeit security therefor, make orders for the attendance of witnesses with or without documents, make orders for the disposal of exhibits and punish contempt of court. The High Court may admit qualified persons as attorneys at law to practice in all the courts of the Trust Territory, and may for cause, discipline or disbar them.

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 in 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.

The Chief Justice has administrative supervision over all the courts of the Territory and their officers. He may make rules not inconsistent with law, regulating the pleading, practice and procedure, and the conduct of business in the courts of the Trust Territory. Budgetary request for the territorial judiciary, with supporting justification, is prepared by the Chief Justice and submitted for the approval of the Department of Interior by the High Commissioner of the Trust Territory as a separate item in the annual budget for the Territory. The Chief Justice headquarters in Saipan, Mariana Islands. Three Associate Justices who assist the Chief Justice are each stationed in Saipan, Ponape, and Palau.

Located in the office of the Chief Justice is an administrative office, staffed with a Director and a Deputy Director who under the Chief Justice are charged with the administrative responsibilities of the courts throughout the Territory. The Director and the Deputy Director are Micronesians. The Director and the Deputy Director also serve as the Clerk and the Deputy Clerk of the Appellate Division of the High Court.

There are four Court Reporters, and two Stenographic Secretaries assisting on the High Court staff.

There is a Clerk of Courts appointed by the Chief Justice for each administrative district, who acts as clerk for the District Court and for the TRIAL DIVISION OF THE HIGH COURT in that district. The Clerk of Courts is also custodian of the Community Courts records for that district. In all districts, the Clerk of Courts is assisted by one or more Assistant Clerks. Other employees of the courts include four Probation Officers, two Clerk Typists and six custodial workers. Except for four High Court Judges, one Stenographic Secretary, one Court Reporter, four Community Court Judges, and one Assistant Clerk of Courts (in Kwajalein), all employees of the courts are Micronesians.

All Micronesian administrative employees of the courts are appointed by the Chief Justice with the approval of the High Commissioner. Salaries are also fixed by the Chief Justice with approval of the High Commissioner.

PEACE CORPS

Organization and Functions

The year of 1976 marks the tenth anniversary of the Peace Corps in Micronesia. The agency operates in the Trust Territory under two authorities: the 1961 Act of Congress which created the Peace Corps, and a Memorandum of Agreement signed in 1966 between the High Commissioner and the Director of the Peace Corps.

Under the Peace Corps Act, the agency is charged by the U.S. Congress with fulfilling three basic goals while working in developing nations at the request of host governments: (1) to assist the people of these countries and areas meet their need for trained manpower; (2) to promote a better understanding of the American people on the part of the peoples served; and (3) to 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 U.S. government, recognizes the ultimate authority of the High Commissioner for the total United States 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 serve in Micronesia for a two-year period. They receive no salary, but are provided with a living allowance based on the economic level of the people they serve. Additionally, they are expected to live at approximately the same standard of living as the Micronesian families to whom they are assigned, 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 supporting Peace Corps operations in all the districts of Micronesia. At the headquarters level are the Country Director, Physician, Program, Training, and Management Officers, and the administrative support staff.

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

Peace Corps headquarters exercises general policy and procedural direction of Peace Corps activities in Micronesia, within the framework outlined in the 1966 Memorandum of Agreement. It also serves as liaison with Peace Corps/Washington and Trust Territory headquarters. The district offices maintain the day-to-day operations of Volunteer support, programming and training.

Current Activities

As of April 1, 1975, 242 Volunteers were serving in Micronesia. Most of these were in the education sector with others in public administration development, agriculture coop advisors, health and nutrition services, youth development, fisheries research and development and civil engineering and surveying services.

Education

At the present time, one hundred sixty one Volunteers are serving in this program. The Peace Corps emphasis in education is in the implementation of a teacher replacement plan. Under this arrangement, Micronesian teachers receive one year's advanced teacher training in a collegiate environment and are "replaced" in their classrooms by a Peace Corps Volunteer. Over a two-year period of service, a Volunteer can thus enable two Micronesians to receive advanced training in a formal academic setting.

Public Administration Development

Twenty eight Volunteers are currently involved in public administration development programs to meet the needs of local government. These Volunteers are serving as financial management/automatic data processing consultants to the district finance offices to assist in the development of a systematic financial management system. Others serve as advisors (magistrate assistants/municipal affairs advisors) to local elected officials. The financial management/automatic data processing volunteer program will be a one-time effort since a major function of their job is the training

of Micronesians and the magistrate assistants/municipal affairs program will be redesigned to meet the anticipated needs of the Comprehensive and Balanced Development Plan for Micronesia. Peace Corps efforts in this program area will continue to emphasize the training of Micronesians at the district level of government to assume the increasing responsibilities inherent in a decentralized form of government.

Agriculture Coop Advisor

Twenty Volunteers are currently serving as agriculture coop advisors. Historically, most of the volunteers have been assigned to outer island copra cooperatives as managers, bookkeepers, educators, and accountants in an effort to establish and expand the scope of the individual coops. During fiscal year 1976, the roles of the volunteers in this program changed to those of trainer and consultant instead of direct involvement in the day-to-day operation of the coop. With this new role, the volunteers will be providing technical assistance to Micronesian coop board members, managers, accountants and storekeepers.

Health and Nutrition Services

Ten Volunteers are currently serving as field dispensary advisors and health planners. The specific objectives of these two programs are designed to assist the department of health services by providing trained manpower for the districts. Beginning May 1976, the field dispensary advisors program will be changed to an outer-island replacement health assistant concept in Ponape and Truk Districts. Under this program, Micronesian health assistants receive six months of training at the district center hospital and are "replaced" in their dispensary by a Peace Corps Volunteer. Over a two-year period of service, a Volunteer can thus enable four Micronesians to receive training designed to upgrade his/her diagnostic and treatment skills.

The health planners are providing technical assistance to the district directors of health services and the chairmen of the district health councils in the development of a district health plan which specifies goals and objectives for the districts of Micronesia.

Youth Development

Fifty percent of the Micronesian population is under the age of seventeen and approximately eleven percent or 6,500 of these young school age people were out of school and unemployed according to the latest data available (1973 census). This fact, combined with growing problems of juvenile delinquency, including drug and alcohol abuse in the district centers, represents serious problems for all of the districts of Micronesia.

The goal of this program is to provide technical assistance to various departments in Truk, Ponape and the Marshalls Districts. These Volunteers will assist in the development of a district-wide youth program designed to counsel, refer and assist out-of-work, out-of-school young people in obtaining needed services and/or employment. In addition to these efforts, the Volunteers will be expected to organize recreational/sports programs for young people in the district centers.

Fisheries Research and Development

Twelve Volunteers are currently involved in fisheries research and development programs in Palau and Yap Districts. Eleven of the twelve Volunteers are assigned to the Micronesia Mariculture Demonstration Center (MMDC) located in Palau District. The specific goal of this program is designed to assist the Micronesia Mariculture Demonstration Center in Palau and the Fisheries Office in Yap by providing trained manpower to these two organizations.

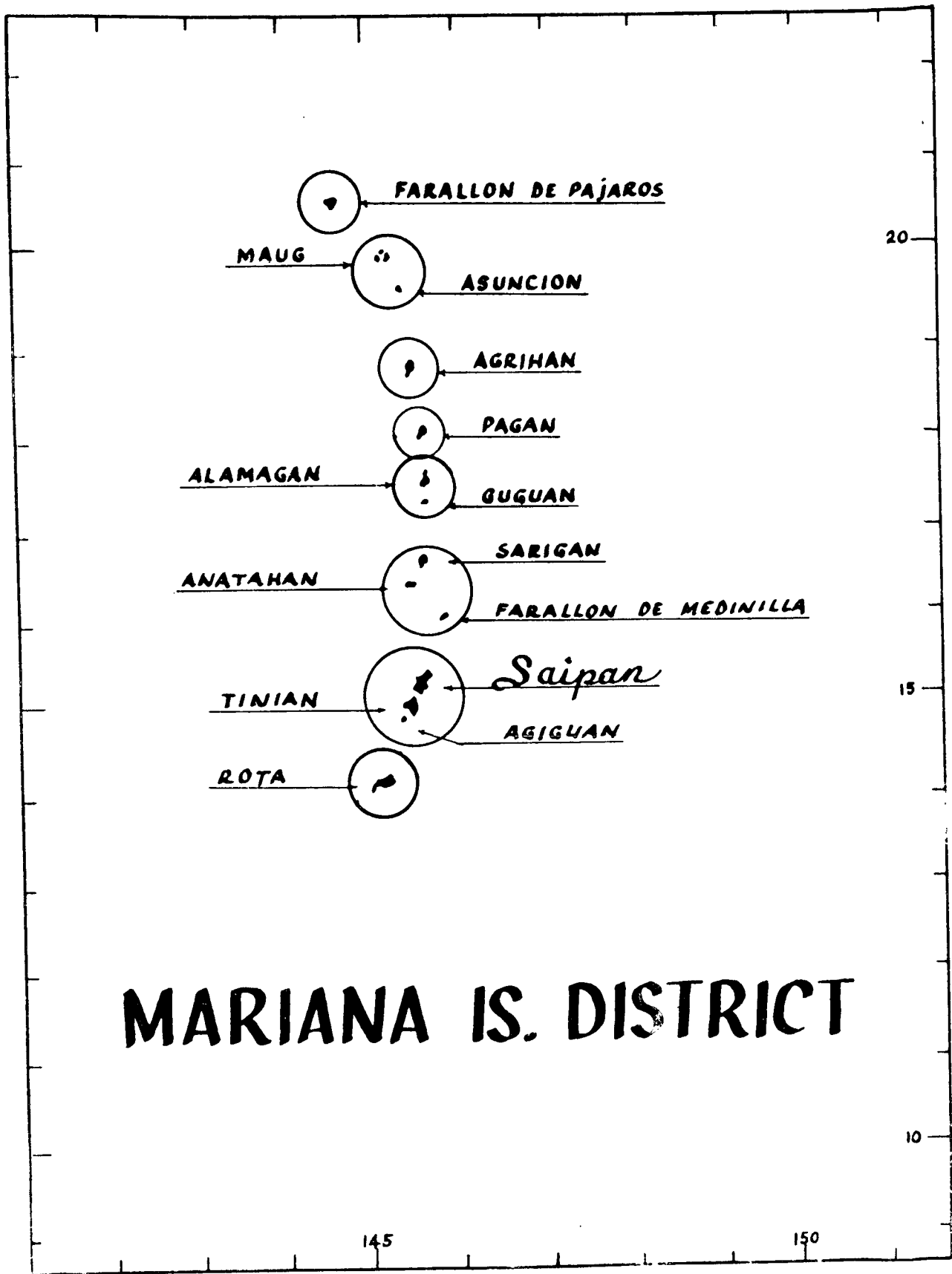
Civil Engineering and Surveying Services

Seven Volunteers are currently serving as civil engineers, construction advisors and architects for the following organizations: the Office of Community Development, the Ponape and Yap Transportation and Housing Authorities and the Truk Organization for Community Action. The Peace Corps civil engineering, architecture, and construction advisor programs seek to provide the technical assistance necessary for the development of various district construction projects.

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

The Marianas District was separated administratively and politically from the Trust Territory Government in April 1976. It remains, however, a part of the Trust Territory of the Pacific Islands until the termination of the Trusteeship Agreement. Erwin D. Canham, former Editor of the Christian Science Monitor, is the Resident Commissioner for the Government of the Northern Marianas, a role which is similar to that of the High Commissioner for the Trust Territory Government.

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.

Gecologically, the Mariana Islands fall into two groups. Saipan, Rota, Tinian, Agrihan, and Farallon deMendinilla are composed of madreporal 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 Marianas 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 8, 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 Representatives 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.

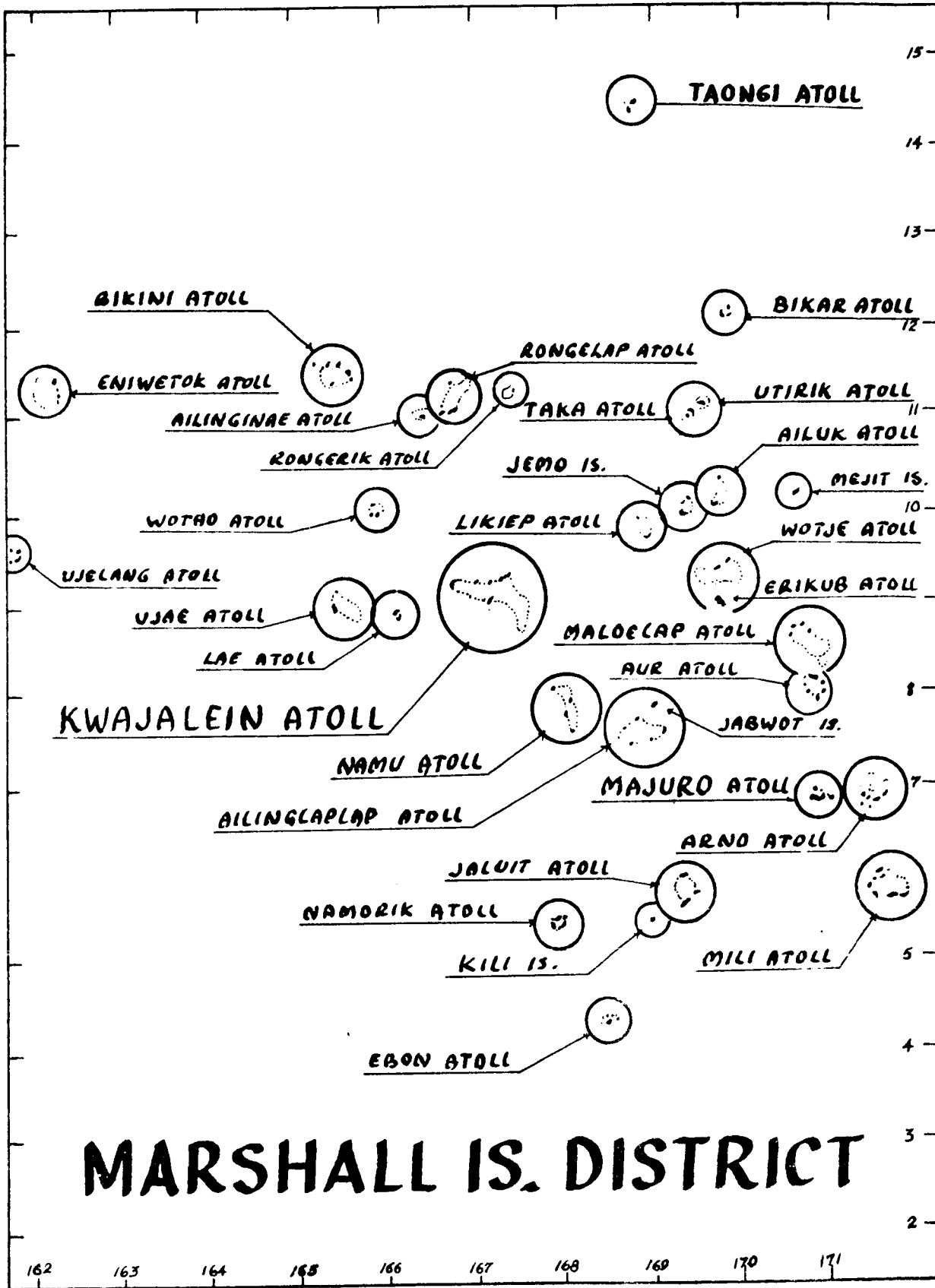
Language

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 converted 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.

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. 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 Land Advisory Board advises the district administrator on land matters, land utilizations, and homesteadings.



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 papaya 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 Eniwetok. 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 Malayo-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 Iroi (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.

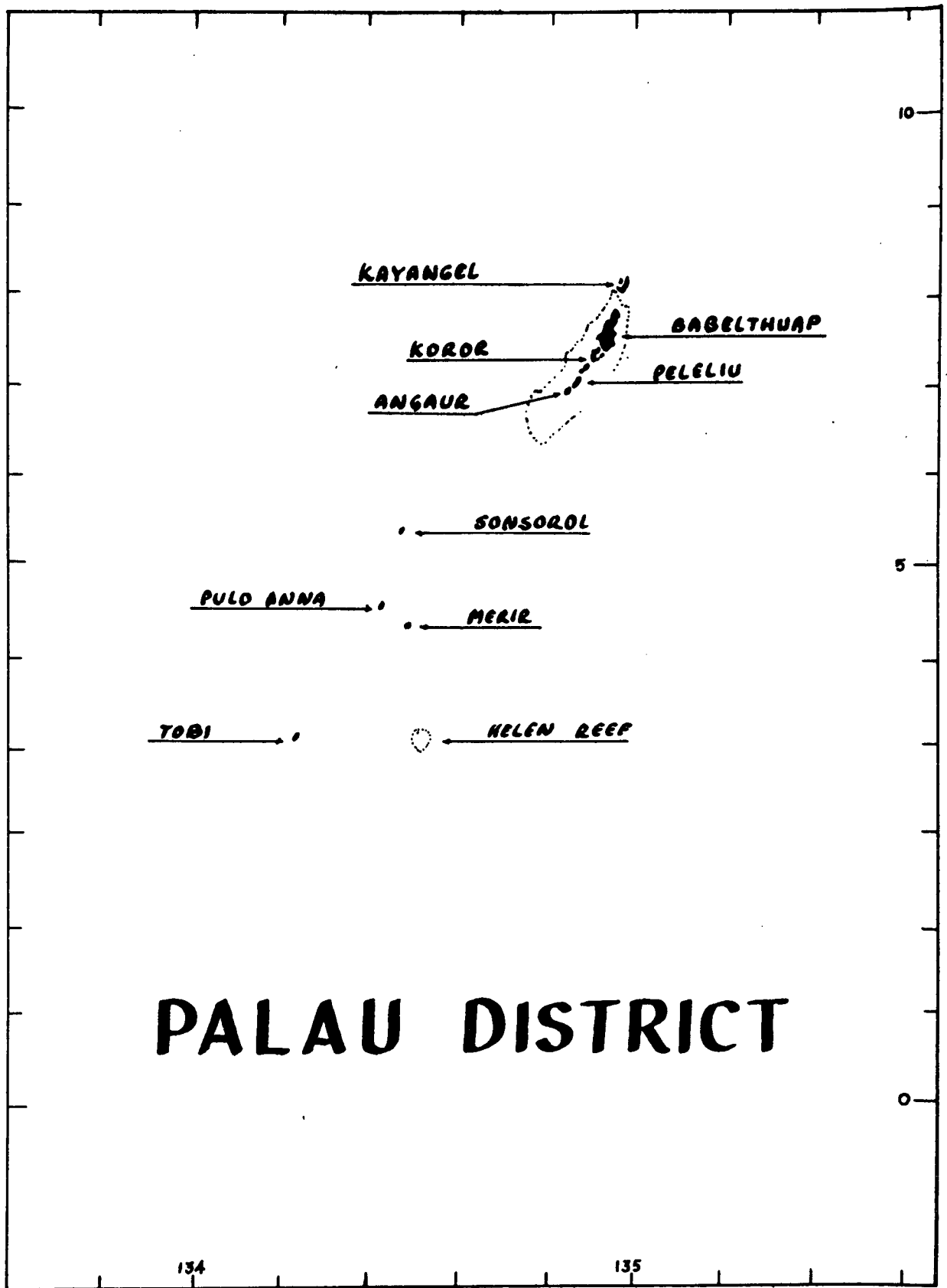
In 1963 the membership of the congress was reduced by a resolution of that session. It was enacted that for every 500 citizens one representative would be allowed, but no municipality was to exceed three regardless of how many persons in excess of 1500 lived there. This measure was adapted because the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

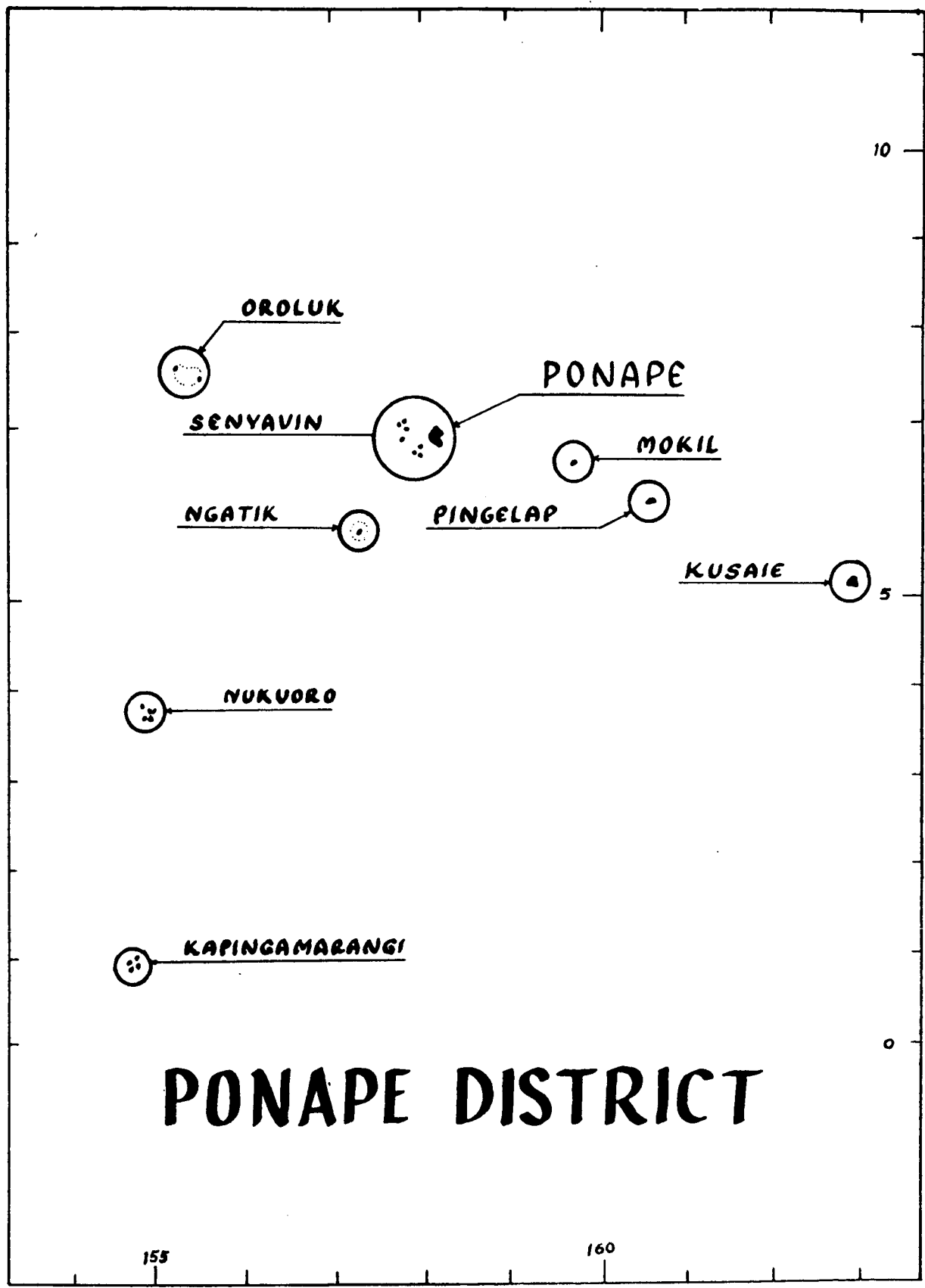
The existence of the Office of the Palau Delegation makes it possible for the Congress of Micronesia to keep abreast as well as to maintain continuing involvement in local affairs of Congressional concern.

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, Mokil, 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.

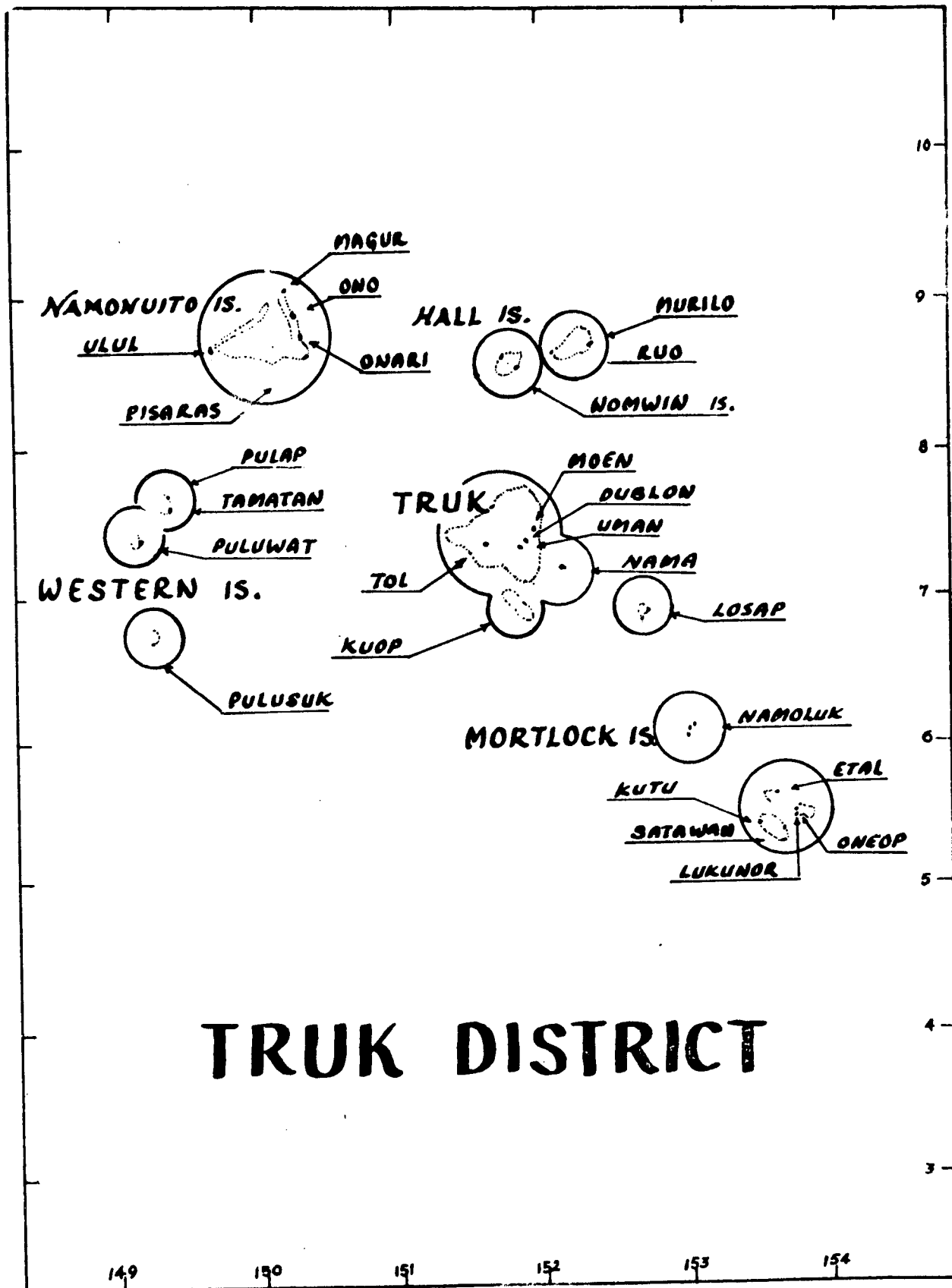
The Charter of the Ponape District Legislature has been amended so that the Legislature will meet once a year in regular session for fifty (50) calendar day every March. The Ponape District Legislature has become the first legislative body (district level) in the history of Micronesian District Legislature 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

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 Alonso 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) form 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.

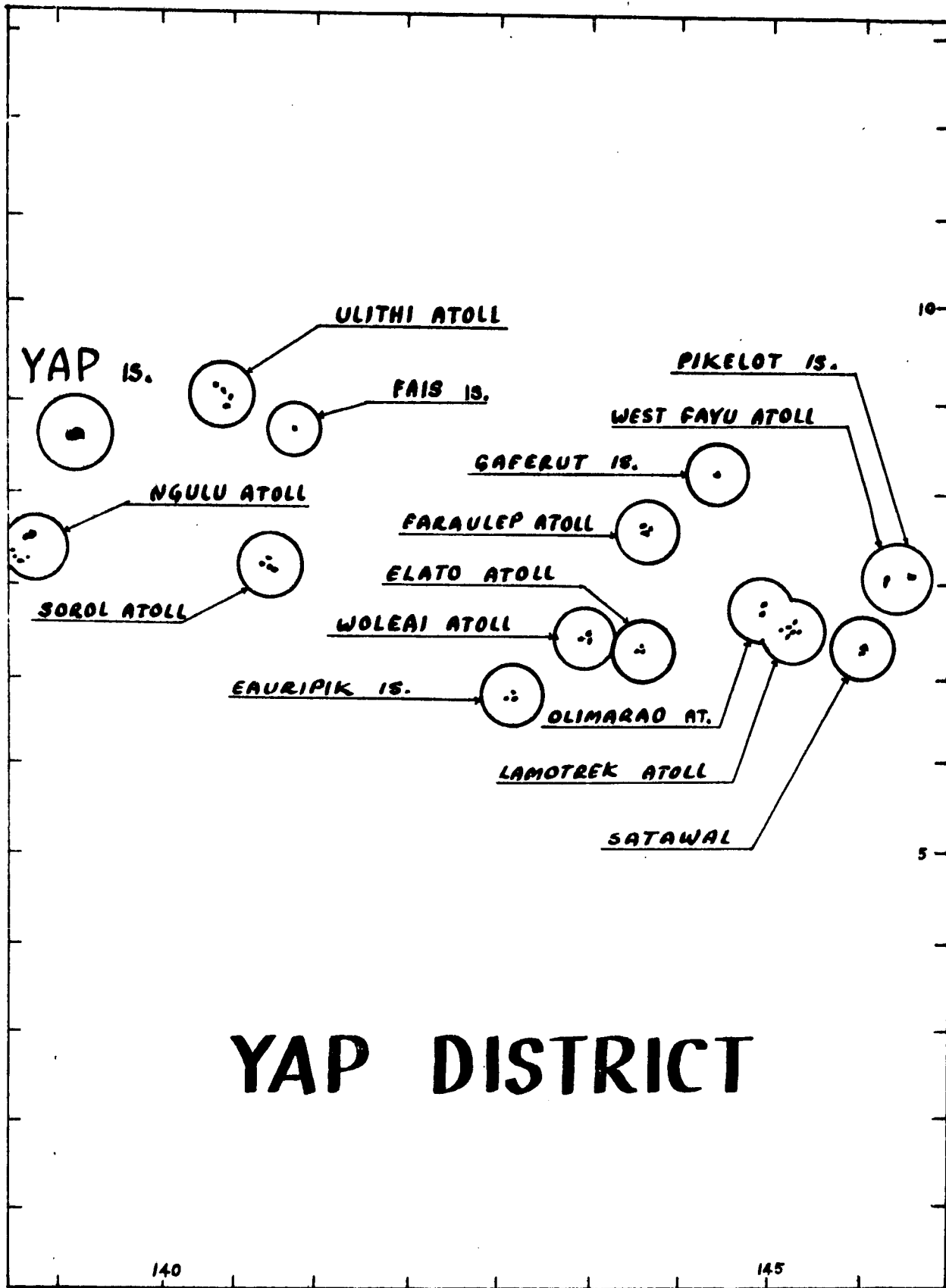
In the smaller un-chartered municipalities, methods of selecting councils vary from appointive to elective. A few municipal councils are comprised of clan leaders, village chiefs, and other prominent village figures. The composition of a municipal council is left much to the discretion of the community. 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

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.

STATISTICAL SUMMARY

(As of August 1976)

Demography

114,973 Total population reported Sept. 30, 1973

6,611 Micronesian government employees (approximate)
577 Non-indigenous government employees (approximate)
6,313 Others employed for wages (approximate)

30,746 Elementary school students (224 public schools, 24 private)
7,358 High school students in TT (16 public schools, 13 private)
1,000 Students enrolled institutes of higher learning outside
TT (approximate)

43,676 Eligible voters (approximate)
37,581 Registered voters (approximate)

Geography

Total area 3 million square miles, 2700 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)

Miscellaneous

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
Kusaian	Ponapean	Ulithi-Woleai
Marshallese	Trukese	Kapingamarangi-Nukuoro

