GHBARA25

U.S. TERRITORIES - NEWS ARTICLES

OTHER PACIFIC

April 28, 1978 Home S-B

Disputed Pacific Islands

Last Aug. 4, the Star-Bulletin reported that the U. S. State Department would be working to settle the status of 25 Pacific islands claimed by the U. S. and also by either the United Kingdom or New Zealand. Since we quoted a dispatch that said the target for settlement was early 1978, we recently asked the Associated Press for a progress report. Here is the reply:

By Robert B. Cullen

WASHINGTON — British and American diplomats want to make it clear that they really have been meaning to sit down and settle the Pacific Islands question. Really, they have.

It's just that in a world which seems to lurch from one crisis to another, the islands are one of those innocuous little problems that somehow get overlooked.

"It's one of those subjects that everyone thinks cannot be urgent, but it will become urgent," said one British diplomat, Joseph Millington.

Millington is one of the few people in Washington who even knows where the islands are, let alone that the United States and Great Britain have had conflicting claims to some of them for more than 100 years.

There are 25 islands involved, all of them uninhabited. The principal one with any importance is Canton, the site of a tracking station that helps the Air Force follow missiles fired down its Pacific testing range.

(Eighteen of the islands have been claimed by the United Kingdom, seven by New Zealand. Of New Zealand's seven, four are in the Cook Islands, now internally independent. The Cook prime minister has said the U.S. can "go to blazes" with its claim.)

MOST OF the conflicting claims arise from the Guano Act of 1863, in which Congress empowered American skippers to claim islands which might have guano, or bird droppings, on them. At the time, guano was used as fertilizer.

British captains were doing the same thing. Somehow, the two nations managed to avoid going to war over their claims.

In fact, they got along quite well by agreeing not to resolve their differences. In the case of Canton, the British administered the area, the Americans got their tracking station.

But now the British are giving independence to two groups of colonial islands which consider the disputed territory their own. The Gilbert Islands claim Canton. The Tuvalu Islands claim others of the Phoenix group.

BRITAIN DOES not want the two island groups to become nations with any messy legal complications clouding their status, Millington said. It would like to settle the claims before Tuvalu's independence in October of this year and the Gilberts' in 1979.

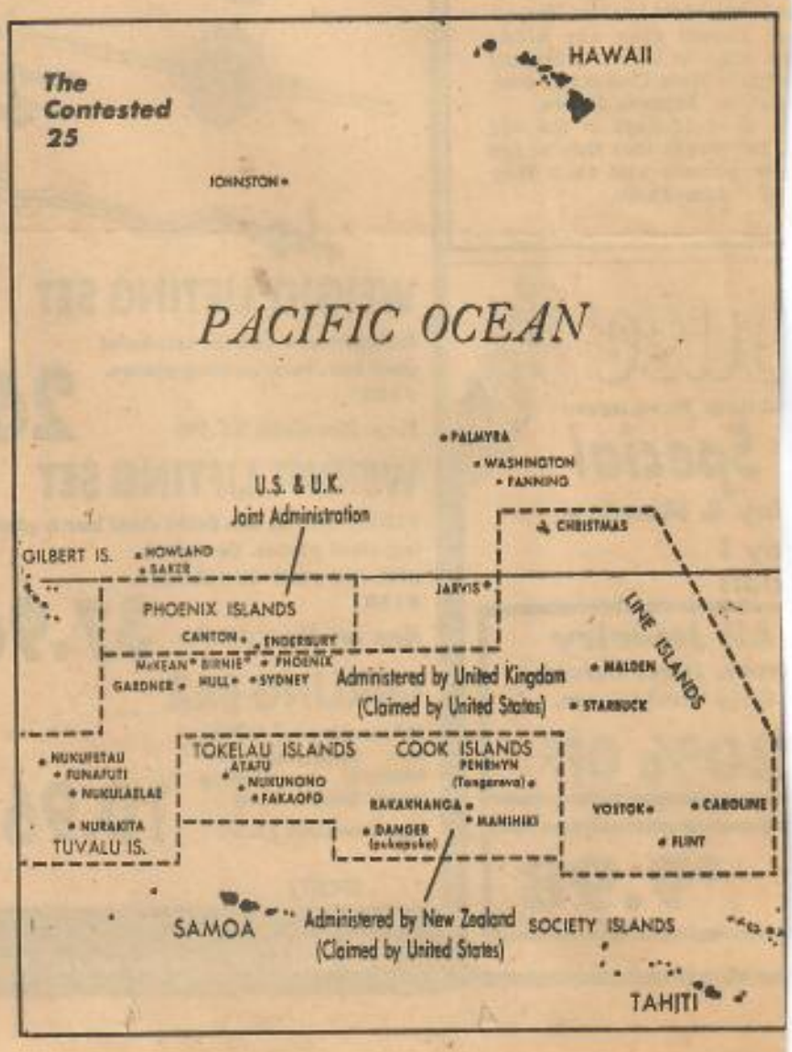
He said the Gilbert Islanders have no objections to allowing the tracking station to remain. It provides them with a couple of needed jobs.

"It's really not a problem. Both sides' objectives are the same," said Millington. So why haven't the two sides gotten together?

"Well, the British told us last year they were going to check with the Gilbert Islanders," said the State Department's William Bodde. "They haven't gotten back to us."

"We're waiting to hear from the Americans," Millington said. Told that Bodde was waiting to hear from him, Millington laughed. "Well, I guess I'd better call him then, hadn't I?"

The Associated Press



Honolulu Star-Bulletin

Published by Gannett Pacific Corporation

CHINN HO, CHAIRMAN **ALEXANDER ATHERTON**, PRESIDENT

PHILIP T. GIALANELLA, PUBLISHER

JOHN E. SIMONDS
Executive Editor

A. A. SMYSER
Contributing Editor

Cynthia Oi, Assistant Managing Editor, News; **Susan Yim**, Today Editor; **Bill Kwon**, Sports Editor; **James Blankenship**, News Editor; **Charles E. Frankel** and **Carl Zimmerman**, Assistant Editors, Editorial Page.

Published at 605 Kapiolani Boulevard Honolulu, Hawaii 96813

A-22 Thursday, June 23, 1983

Ratifying Treaties on Pacific Islands

Hawaii has particular reason to applaud the Senate's action ratifying four treaties relinquishing U.S. claims to 26 uninhabited Pacific islands.

The treaties are with Tuvalu (formerly the Ellice Islands), Kiribati (formerly the Gilbert Islands), the Cook Islands and Tokelau.

The American diplomat chiefly responsible for negotiating these treaties is William Bodde Jr., who recently completed a year as a diplomat in residence at the East-West Center.

The American claims to these islands, based mainly on visits by whalers in the 19th century and on provisions of the Guano Act of 1856, have never been accepted by other nations. Most of the islands have never been used or inhabited by Americans, although a few were used for military bases in World War II. So we gave up very little.

In return, we are removing an irritant in relations with these island nations and gaining their good will.

There are also provisions to protect our security interests, which are significant for Hawaii because Tuvalu and Kiribati are Hawaii's closest foreign neighbors. Hostile military bases there — although there is currently no prospect of such bases being established — could threaten us.

The treaties with Tuvalu and Kiribati provide for consultation with Washington in times of crisis regarding requests by the United States for use of their territories, or by the island governments for assistance. Consultation with the United States or in some cases U.S. approval is required for military use of the islands by third parties.

The Cooks and Tokelau are associated with New Zealand, which is a member of the ANZUS alliance. So similar security provisions are not needed in the Cooks and Tokelau treaties. But these contain provisions designed to resolve fishing boundary disputes in waters near American Samoa.

Although we live on islands in the middle of the Pacific, few Hawaii residents are conscious of our island neighbors. But we like to think of ourselves as interpreters and ambassadors between the mainland and the people of the Pacific and Asia.

The new nations of the Pacific islands could use Hawaii's help in many fields. These treaties will help to smooth the way for closer and friendlier relations with them.

Honolulu Star-Bulletin

Published by Gannett Pacific Corporation

CHINN HO, CHAIRMAN ALEXANDER ATHERTON, PRESIDENT

PHILIP T. GIALANELLA, PUBLISHER

JOHN E. SIMONDS, Executive Editor A. A. SMYSER, Contributing Editor

Cynthia Oi, Assistant Managing Editor, News; Susan Yim, Today Editor; Bill Kwan, Sports Editor; James Blankenship, News Editor; Charles E. Frankel and Carl Zimmerman, Assistant Editors, Editorial Page.

Published at 605 Kapiolani Boulevard Honolulu, Hawaii 96813

A-22 Thursday, June 23, 1983

Ratifying Treaties on Pacific Islands

Hawaii has particular reason to applaud the Senate's action ratifying four treaties relinquishing U.S. claims to 26 uninhabited Pacific islands.

The treaties are with Tuvalu (formerly the Ellice Islands), Kiribati (formerly the Gilbert Islands), the Cook Islands and Tokelau.

The American diplomat chiefly responsible for negotiating these treaties is William Bodde Jr., who recently completed a year as a diplomat in residence at the East-West Center.

The American claims to these islands, based mainly on visits by whalers in the 19th century and on provisions of the Guano Act of 1856, have never been accepted by other nations. Most of the islands have never been used or inhabited by Americans, although a few were used for military bases in World War II. So we gave up very little.

In return, we are removing an irritant in relations with these island nations and gaining their good will.

There are also provisions to protect our security interests, which are significant for Hawaii because Tuvalu and Kiribati are Hawaii's closest foreign neighbors. Hostile military bases there — although there is currently no prospect of such bases being established — could threaten us.

The treaties with Tuvalu and Kiribati provide for consultation with Washington in times of crisis regarding requests by the United States for use of their territories, or by the island governments for assistance. Consultation with the United States or in some cases U.S. approval is required for military use of the islands by third parties.

The Cooks and Tokelau are associated with New Zealand, which is a member of the ANZUS alliance. So similar security provisions are not needed in the Cooks and Tokelau treaties. But these contain provisions designed to resolve fishing boundary disputes in waters near American Samoa.

Although we live on islands in the middle of the Pacific, few Hawaii residents are conscious of our island neighbors. But we like to think of ourselves as interpreters and ambassadors between the mainland and the people of the Pacific and Asia.

The new nations of the Pacific islands could use Hawaii's help in many fields. These treaties will help to smooth the way for closer and friendlier relations with them.

Calif. Congressman Phillip Burton Dies at 56

By David Shapiro
Gannett News Service

Rep. Phillip Burton, D-Calif., the longtime "godfather" of U.S. policy in its island territories, died yesterday at St. Francis Hospital in San Francisco.

Burton, 56, who last year won election to his 10th term in Congress, was admitted to the hospital late Saturday night complaining of chest pains. He died two hours later.

A heart attack or blood clot was the suspected cause of death, but a coroner's spokesman said "there will be no way of knowing until an autopsy today."

Burton is survived by his wife, Sala, and his daughter, Joy.

The eulogies in Congress will center on Burton's national achievements, particularly on environmental and labor issues.

A leader of House liberals, he came within one vote in 1977 of being elected majority leader — the second highest position in the House leadership. In recent years, he won passage of the biggest expansion of the National Parks system in history, and has been a point man in organized labor's fight against the Reagan administration.

But nowhere will Burton's passing be felt as much as in the U.S. territories — an invisible empire that stretches from the Virgin Islands and Puerto Rico in the Caribbean to Guam, the Northern Mariana Islands and American Samoa in the far reaches of the Pacific.

AS CHAIRMAN of the House territories subcommittee in the 1970s, Burton became a champion of these distant and often voiceless Americans. Through Burton, the territories gained an important measure of power in a Congress generally indifferent to their interests.

"He was like a godfather to the island people," said Edward Pangelinan, the Northern Marianas' representative in Washington. "Despite his national responsibilities, Phil took it upon himself to be the spokesman for the island people. We are going to miss him — his leadership, his warmth and his generous heart."

In the last decade, Burton won commonwealth status for the Northern Marianas, representation in Congress for Guam, the Virgin Islands and American Samoa, and struggled to assure that territories benefitted from the full range of federal social and economic programs available to other Americans.

A master parliamentarian, Burton could often be found on the House floor quietly slipping through bills that exempted the territories from new federal taxes, forgave loans to the islands and swept aside federal trade barriers that hampered local development.

BURTON'S affinity for the islands even extended to Hawaii, a fully represented state where he had no official responsibilities.

In 1980, he won approval of a new national historical park at Honokohau — a project that Hawaii's congressional delegates had tried to get for years, without success. And in 1980, he played a key role in ordering a federal study of native Hawaiians' land claims against the government.

Burton had to give up his territorial post in 1980, when labor leaders prevailed upon him to focus on the Education and Labor Committee, where he could help fend off Reagan's agenda for changing U.S. labor law.

But Burton saw to it that his territories chairmanship was passed on to Del. A.B. Won Pat of Guam — the first non-voting territorial delegate ever to chair a House subcommittee. And Burton continued to play a major behind-the-scenes role on island issues.

Phillip Burton

Just last month, he announced plans to fight major provisions in the Reagan administration's proposed compact to grant semi-independence to the Micronesian states, claiming the Micronesians were being shortchanged.

Won Pat, who has built his political career around his close ties to Burton, called Burton's death "a crushing blow for me personally, and for the territories."

"Congressman Burton was one of our most powerful allies in Congress," Won Pat said. "He was tremendously helpful in bringing millions of dollars in additional federal aid to Guam. We will have to work even harder to fill the void left by the death of this remarkable man."

Hawaii Rep. Cecil Heftel today recalled the San Francisco lawmaker's concern for Hawaii.

"Congressman Phil Burton was a great friend of Hawaii, and a source of leadership and inspiration to me," Heftel said. "It was to him I turned to for guidance when there was a threat to Hawaii's sugar industry and the jobs it provides for Hawaii's people.

"The nation and the Congress will miss him. But, most of all, the people of his district and of Hawaii will feel the loss of this truly great and compassionate leader."

Burton's intense interest in island affairs was not without controversy.

In 1980, many local leaders became incensed when Burton injected himself into hot congressional races in Guam, the Virgin Islands and American Samoa.

In Guam, where Democrat Won Pat was facing a tough challenge from Republican Tony Palomo, Burton suggested that Congress might become less generous with Guam if Won Pat were defeated. As an example of what could happen, Burton cited a loss in federal aid suffered by the Virgin Islands after Republican Del. Melvin Evans had replaced DeLugo.

Burton's statements brought cries of outrage from Republicans in both territories, who accused him of using bullying tactics to interfere in local affairs. But Burton won on both fronts when Won Pat handily defeated Palomo, and DeLugo won his rematch against Evans.

Taro

A Review of *Colocasia esculenta* and Its Potentials

Jaw-Kai Wang, editor

Taro (*Colocasia esculenta*), one of the most ancient food crops, is grown worldwide throughout the humid tropics for its edible corms and leaves. Some 400 million people use it in their diets, yet taro remains a neglected crop. Nevertheless, new and wide-ranging uses for taro are beginning to emerge.

This is the first and, so far, only book in English on taro. Nineteen leading experts have contributed to this broadly multidisciplinary work, which emphasizes the uses and potential uses of taro while bringing together and synthesizing all that is known about one of the world's most important root crops.

A traditional crop of high value to subsistence farmers, taro is an important developing commercial crop as well; the book discusses, for example, the production of alcohol fuel from taro, its potential as an animal feed, and the combined food and industrial uses for taro starches and gums. Much of the information on the use of taro silage as an animal feed has never before appeared in print.

Chapters on anatomy, taxonomy, and basic physiology and phytochemistry are complemented by chapters on production technology and crop protection, which should greatly benefit production managers and farmers by providing a definitive reference for specialists in these areas. Production systems planning and design and some of the socio-economic aspects of taro as food are discussed in separate chapters.

Jaw-Kai Wang is a fellow of the American Society of Agricultural Engineers and professor of agricultural engineering at the University of Hawaii at Manoa. A specialist in agricultural production systems analysis, he has held a wide range of consultantships, including service to the Jari Project in Brazil on the development of taro production and World Bank studies relating to agriculture modernization in China. His research has drawn support from the National Science Foundation; the U.S. Departments of Agriculture, Commerce, and State; the Rockefeller Foundation; John Deere International; and other sources within the state of Hawaii. He is co-author with Ross E. Hagan of *Irrigated Rice Production Systems: Design Procedures.*

est. 416 pages, illus., August, $35.00s
ISBN 0-8248-0841-X

Treaties with Four Pacific Island Nations

It got little attention in the national news media, but a recent vote in the Senate Foreign Relations Committee was significant for U.S. relations with the Pacific islands, and particularly for Hawaii.

The committee voted 15-1, with only Jesse Helms, R-N.C., dissenting, to report out four friendship treaties with Pacific island nations — Tuvalu (formerly the Ellice Islands), Kiribati (formerly the Gilbert Islands), the Cook Islands and Tokelau. Tuvalu and Kiribati happen to be Hawaii's closest foreign neighbors, even though few people here have even heard of them.

Hawaii has another connection with this issue in that the American diplomat principally responsible for negotiating these treaties, William Bodde Jr., is currently a diplomat in residence at the East-West Center.

The treaties provide that the United States relinquish claims to 26 uninhabited islands. These claims were based primarily on visits by American whalers in the last century and on provisions of the Guano Act of 1856. But the claims have never been accepted by other nations and most of the islands have never been used or inhabited by Americans.

The agreements also delimit the maritime boundary between American Samoa and the Cooks and Tokelau, surely a useful step.

U.S. security interests are provided for. The treaties with Kiribati and Tuvalu provide for consultation with Washington in times of crisis regarding requests by the United States for use of their territories or by the island governments for assistance. Consultation with the United States and in some cases U.S. approval is required for military use of the islands by third parties.

Similar provisions are not required in the agreements with the Cooks and Tokelau because they are associated with New Zealand, a member of the ANZUS treaty.

These security provisions are significant for Hawaii in that hostile military bases in Kiribati or Tuvalu could threaten us. They also would greatly reduce the value of the strategic denial provisions in the U.S. agreements with the emerging nations of the Trust Territory of the Pacific Islands.

The treaties have been bottled up in committee for more than a year, and Bodde says the Pacific nations are becoming impatient. And it isn't clear that the recent committee vote is the end of the delays. But rejection of the treaties, which is not impossible given the opposition by Helms, would make matters much worse.

Helms calls the treaties giveaways, but we are giving away something that we probably never owned anyway and that we have no real use for. In exchange we are eliminating an irritant in relations with these Pacific island governments and gaining some security assurances.

That is worth a lot more than these highly questionable and half-forgotten claims. This is a good deal that should be approved without further delay.

19 MARCH 83
Honolulu Star-Bulletin

THE EAST-W
PRESENTS THE FO
HAWAII INTERNATIO
FILM FEST

"When Strangers Meet: Cross-Cultural Pe
December 2–9

HOW TO GET YOUR FREE TICKETS

Free tickets are available ONLY on November 17, 1984, from 9 a.m. to 3 p.m. at the following four locations:

- **KOKO MARINA THEATRES,** Koko Marina Center
- **VARSITY THEATRE,** 1106 University Ave.
- **PEARLRIDGE THEATRES,** Pearlridge Center
- **KAILUA DRIVE-IN,** Pali Highway

Each person may receive a total of 4 tickets only. These may be any combination of tickets.

Tickets are **not needed** for any film or community workshop held at the East-West Center. Seating there is handled o
first come, first served basis.

Films are subject to change, depending on the availability of prints.

AH YING *(Hong Kong)* 110 minutes 1983
Ah Ying, a young girl from a fishmarket family, joins a drama class in hopes of expanding her world.
(Aikahi Theatre, Wednesday, December 5, 6:30 p.m.● and 9:00 p.m.)
(Varsity Theatre, Thursday, December 6, 9:45 p.m.)

BALI *(West Germany)* 90 minutes 1983
Filming the life of a painter who left Europe for an idyllic tropical life, a German director is drawn to deserting his own corrupt civilization for a saner, simpler life. *In German, not subtitled.*
(Varsity Theatre, Wednesday, December 5, 5:15 p.m.)

BLACK STALLION *(U.S.A.)*
Director Carroll Ballard. IN PERSON 118 minutes 1979
A boy's love for a horse parallels his growing understanding of the relationship between men and the world.
(Varsity Theatre, Saturday, December 8, 11:15 a.m.)

mined when a rich and sophisticated aunt comes to take charge of her nephew raised by a working class family.
(Varsity Theatre, Friday, December 7, 11:15 a.m. and Saturday, December 8, 9:00 a.m.)

THE CASE IS CLOSED *(India)*
Director Mrinal Sen. IN PERSON 100 minutes 1983
Mrinal Sen, one of India's leading filmmakers, vividly shows the guilt which engulfs a middle class family upon the death of a young servant.
(Varsity Theatre, Wednesday, December 5, 7:30 p.m.)●
(Aikahi Theatre, Thursday, December 6, 6:30 p.m.* and 9:00 p.m.)

THE DAWN *(Indonesia)* 210 minutes 1983
The film recreates major events in the Indonesian struggle for independence during 1945–50, as seen through the eyes of Temon, an orphaned peasant boy.
(Varsity Theatre, Tuesday, December 4, 11:45 a.m.)

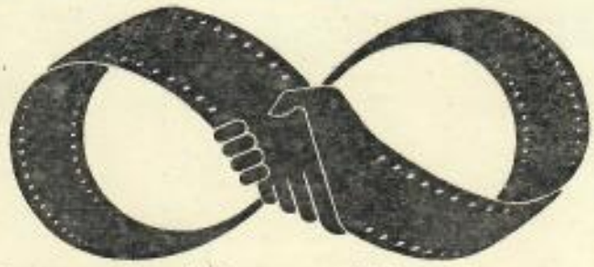
FEATURE FI

Based on Fumiko Hayashi's celebrated
prime 1955 Naruse classic stars Hideki
former front-line nurse and Masayuki N
soldier whose paths cross in post-war
**(Varsity Theatre, Wednesday, Decem
10:30 p.m.)**
**(Arizona Memorial Visitors Center Th
Thursday, December 6, 6:30 p.m. an**

HAPPINESS OF US ALONE
Actress, Hideko Takamine, and
Director, Zenzo Matsuyama, IN PERSON
*(Takamine/Matsuyama retrospective. Sponso
from Longs Drug Stores of Hawaii)*
Hideko Takamine's superb portrayal of
struggling for a meaningful existence
**(EWC Burns Lecture Hall, Thursday,
9:00 a.m.)**

HAWAII *(U.S.A.)*
Director George Roy Hill took what an
first half of James Michener's blockbu
Hawaii, and made a sprawling, vivid,

EST CENTER
URTH ANNUAL
ONAL
IVAL



erspectives from the Humanities"
, 1984

Information regarding films on the Big Island, call: 322l-6066 (Kona) or 961-9555 (Hilo)

HOTLINE

Any questions? Call a HIFF volunteer on our hotline, 8:00 A.M.–5:00 P.M.

943-0119

Listen to KHPR 88.1 FM for daily HIFF updates and interviews, December 1–9.

(Saturday at 7:00 A.M., and Sunday at 8:00 A.M.
Monday through Friday at 8:15 A.M., 4:10 P.M. and 7:55 P.M.)

LMS

...novel, this ...Takamine as a ...tion as an ex- ...Japan.
...ber 5.

...eatre, ...d 7:00 p.m.)

...Japan)
...130 minutes 1981 ...ed by a grant

...a deaf woman

...December 6.

...160 minutes 1966 ...ounts to the ...ster novel. ...strangely under-

NAMI NO BON *(Japan)* *120 minutes* 1983
(Sponsored by Oceanic Cable and NGN)
Voted the best TV drama of 1983 in Japan, *Nami No Bon* is based on the true story of a Japanese father and his sons in Hawaii during World War II.
(Hyatt Regency Maui, Friday, November 30, evening)

NEVER CRY WOLF *(U.S.A.) Director, Carroll Ballard; Writer, Christina Luescher; and Cinematographer, Hiro Narita. IN PERSON* *105 minutes* 1983
(Mr. Ballard and Ms. Luescher's visit sponsored by American Film Institute and State Foundation on Culture & the Arts grant to the Friends of the East-West Center, and Mr. Narita's visit is sponsored by Eastman Kodak)
Drawn from Farley Mowatt's popular book and directed by Carroll Ballard, this film focuses on a researcher who probes the Yukon wilds in search of first-hand information on the lives of wolves.
(Varsity Theatre, Friday, December 7, 9:00 a.m. and 9:45 p.m., and Saturday, December 8, 1:30 p.m.)

THE SILENT ONE
(New Zealand) *120 minutes* 1982
On a South Pacific island a mute boy befriends a mysterious white turtle, believed by the villagers to be an evil omen. A feature film that will appeal to the whole family.
(EWC Burns Lecture Hall, Friday, December 7, 4:30 p.m.)

SON OF THE NORTHEAST *(Thailand)*
Art Director, Rirt Kounavudhi. IN PERSON *120 minutes* 1982
Determined not to leave the land where he was born even though ravaged by drought, Sud teaches his children how to live on plants, animals, and insects.
(Varsity Theatre, Tuesday, December 4, 3:45 p.m.)

THE TWILIGHT YEARS *(Japan)*
Actress, Hideko Takamine, and Screenwriter/Director, Zenzo Matsuyama. IN PERSON *102 minutes* 1973
Hideko Takamine plays the daughter-in-law of an aging patriarch who takes care of him, physically and emotionally, as he grows progressively senile in this story of cross-generational conflict.
(Varsity Theatre, Wednesday, December 5,

The Honolulu Advertiser Monday, March 21, 1983 A-7

Ear disease plagues Pacific isles

By Pat Hunter
Advertiser Medical Writer

Otitis media is a disease as nasty as it sounds, according to an internationally known ear, nose and throat specialist who was in Hawaii for a three-day workshop on the subject.

"Otitis media is an infection of the middle ear which is one of the most prevalent diseases in the U.S. for which medical care is requested," said Dr. Sylvan Stool, a professor of otolaryngology and pediatrics at the University of Pittsburgh School of Medicine. "It is estimated that there are more than 13 million cases of it per year in the U.S. and better than 30 million visits to doctors because of it. More than $1 billion is spent on care for otitis media."

He was attending a workshop on the subject for public health officials of Pacific basin countries, sponsored by the University of Hawaii's John A. Burns School of Medicine and School of Public Health.

"It has been found that as many as 50 percent of the pre-school-age children in American Samoa, Palau, the Northern Marianas, the Trust Territories and Guam suffer from otitis media," Stool continued, "and it's a major concern for public health authorities there because, untreated, it can cause hearing loss and sometimes lead to other more threatening diseases such as meningitis. And it can result in subsequent failure to develop speech, behavior problems, and learning problems in school." Stool said symptoms in severe cases are pain and fever, punctured eardrums and pus from the ear. "But in less severe cases, the symptoms may be subtle, and a child may have a chronic collection of fluid in the middle ear with hearing loss and changes in the structure of the eardrum. The disease is so prevalent in the Pacific islands that mothers often think it is a normal part of childhood."

Dr. Gregory Dever, a pediatrician in the Bureau of Family Health Services of the Government of Guam, Head Start physician for Guam and Head Start consultant for Micronesia, said the disorder can be diagnosed relatively easily even by non-physicians, if they are trained in what to look for.

He said the workshop had two aims — to plan training programs for primary-care personnel in the island communities to detect and treat otitis media, and to use it as a "tracer disease" to monitor other childhood health factors.

"Properly trained, these health aides could check the child for otitis media, prescribe treatment such as antibiotics and then, looking at the child as a whole person, check his growth and development, the status of his immunizations, whether he'd been tested for TB and results followed up, whether he'd had a recent dental checkup, the state of his nutrition, and whether or not he's anemic," Dever said.

"This way, awareness of and attention to the disease that's particularly prevalent gives an opportunity to improve the child's well-being in other ways."

The Honolulu Advertiser

Established July 2, 1856

Thurston Twigg-Smith — *President & Publisher*
George Chaplin — *Editor-in-Chief*
Buck Buchwach — *Executive Editor*
John Griffin — *Editorial Page Editor*
Mike Middlesworth — *Managing Editor*

Thursday, March 17, 1983

Our El Nino weather

"El Nino" is not a new term in the Pacific by any means, but it is one we are seeing more frequently in explanations of the uncharacteristic weather hitting the West Coast and island areas in recent months.

For Hawaii, that has included Hurricane Iwa, some higher surfs, and the current drought that is affecting all islands in some degree.

TAHITI has another kind of problem. An Advertiser story this week told how French Polynesia is reeling from its third hurricane of the season after almost 80 years without one.

Other island areas also report severe droughts. And from the National Science Foundation in Washington this week came another unusual story:

"Almost the entire adult bird population of 17 million birds on Christmas Island in the mid-Pacific has been killed or fled, leaving their nestlings to starve to death . . . The birds fled, not because of storms, but because the 'El Nino' ocean currents forced the birds' food supply into deeper water or swept it away from the island."

The coast of South America has been hit by the same kind of weather that ravaged the U.S. West Coast.

FORMER Advertiser weatherman George Mason, in a letter to the editor this week, said of the situation:

"We are experiencing the third 'El Nino' in a decade. Others occurred in 1972 and 1976. El Nino is a large-scale climatic fluctuation characterized by warm winter ocean temperatures along the equatorial-eastern Pacific and along the coast of Central and South America. Westerly winds (instead of trades) and high rainfall in the equatorial Pacific, a proliferation of tropical cyclones in the eastern Pacific and drought in Hawaii are characteristic."

El Nino means child in Spanish. But, as Mason noted in a 1977 Advertiser article, in this sense it refers to the Christ Child because it was coined in connection with disruptions of the anchovy fishery of Peru which occurred at Christmastime (and finally wiped out that industry there in the 1970s).

WEATHER experts note that El Nino weather patterns can last up to 18 months and create major disruptions in the ocean and on land.

So, while we may not like it, we can better understand that our problems are part of a much bigger situation. And in the process we might also note with awe the power of nature in our island lives.

Dietary Changes Hurt Islanders

Urbanization a Blight for the Pacific

Continued from Page One

replaced by imported canned goods. Fruit drinks are heavily laced with sugar and soft drinks are consumed in massive amounts, he said.

Only recently the tiny Micronesian commonwealth of Yap with a population of about 9,000 was spending $1 million a year on Coca-Cola, Thaman said.

A massive nutrition campaign espousing the high-caloric and empty nutritional value of the soft drink was successful in cutting the consumption by half, he said.

Similar campaigns might be waged in defusing the "nutritional time bomb" throughout the Pacific, he said.

"There is definitely a problem and it is frightening in the Pacific," Thaman said.

MUCH OF THAT problem is due to the reliance by Pacific islanders upon imported, canned and preserved goods. In addition to the soft drinks and fruit juices that are shipped to the islands, much of the diet of Pacific islanders is made up of foods containing a high proportion of animal fat or lard.

"Exporting lard (to the Pacific islands) is like exporting heart attacks," Thaman said. "And people go nuts on sugar. They're sugaring themselves to death."

Alcoholism also is on the increase among Pacific island populations, he said. The people with the highest per capita consumption of alcohol in the world are those in Nauru, where 20- to 39-year-old men consume the equivalent of 10 ounces of whiskey per day, he said.

Because many of those Pacific islanders do consume so much imported food, alcohol and soft drinks, "the major cooking utensil in the Pacific has become the can opener" and these dietary habits are making people sick, Thaman said.

"ALTHOUGH heredity seems to play an important role with respect to some disorders, the overriding causal factor seems to be the gradual, but sometimes rapid, change from a traditional, time-tested, physiologically adapted-to-Pacific-island diet, to an urban, imported diet, based on highly refined carbohydrates, animal fats, sugar, salt, tinned and processed foods and alcohol," Thaman said.

"At present obesity, diabetes, gout, cardiovascular disease, hypertension and excessive alcoholic consumption seem to be primarily the plague of the urban elites and the wage earners who have cash to purchase the nutritionally destructive imported foods."

The only way to solve the problem is to revert back to traditional foods, he said.

"Without a return to, or at least a shift back towards, the consumption of fresh local foods, including breast milk, the health of Pacific islanders can only further deteriorate," Thaman said.

"People are malnourished and dying. Something must be done now nutritionally, socially and ecologically and perhaps most importantly, educationally. Nutritious, fresh, local foods, from diversified agricultural systems could, if given the chance, bring health back into Pacific towns."

Islanders Eat and Drink More and More That Is Harmful to Their Health

Urbanization a Deadly Weapon in Pacific

By Jeanne Ambrose
Star-Bulletin Writer

DUNEDIN, New Zealand — The urbanization of Pacific islanders has produced frightening rates of malnutrition and resulted in death and disease among many Polynesian, Micronesian and Melanesian peoples, according to Randy R. Thaman of the University of the South Pacific in Suva, Fiji.

"The highest rates of premature, non-infectious disease-related deaths in the world are now found among Pacific islanders living in urban environments," said Thaman during last week's conference of the Pacific Science Association.

Those deaths can be linked to what Thaman calls an "eating catastrophe" involving the shift from traditional island diets of fruit, vegetables and fish, to a diet high in fat, salt and refined carbohydrates and sugar.

The change in diet was introduced during the so-called development of Pacific island nations and apparently has done more harm than good, Thaman said.

"What was supposed to represent development may really lead to underdevelopment in terms of human welfare," he said. "Pacific islanders in urban areas may be the most (sickly) population any place on earth."

DIET-RELATED health problems are becoming increasingly widespread among Hawaiians, Tongans, Samoans, Fijians and other natives of Pacific islands. Studies have shown that "urbanized Polynesians have some of the highest rates of high blood pressure and obesity in the world," Thaman said.

Heart disease, diabetes and anemia also are prevalent among Pacific islanders living in urban settings, he said.

Anemia, "which was rarely ever encountered in the past," is affecting more and more people of the Pacific, he said. In some areas of the Pacific, there are high rates of iron-deficiency anemia, particularly among pregnant women, infants and schoolchildren.

A correlation has been made between that anemia and "declining consumption of iron-rich fresh red meat, leafy vegetables and fruit," Thaman said.

DENTAL disease linked to poor dietary habits "is almost epidemic in many areas," he said.

Fifty-five percent of New Zealand Maoris 25 years old and older are toothless, he said.

Eighty percent of the Tahitian children up to 14 years old are affected by tooth decay. And, "at age 13, the mean number of decayed, missing and filled, permanent teeth per child was 12," Thaman said.

There also appears to be an increase in the number of deaths due to cancer, a disease that wasn't heard of among those island peoples a few decades ago, he said.

"The high or increasing incidence of all of these nutritional and degenerative diseases in all cases seems to be related to a change from rural to an urban lifestyle," Thaman said.

"Whether a movement of individuals to urban areas within their own island group, an emigration to larger cities such as Honolulu or Auckland, or merely an adoption of a Western lifestyle in both towns and rural areas, the result seems to be the same — increasing malnutrition and higher incidences of degenerative diseases," he said.

VITAMIN- AND mineral-rich fruits and vegetable consumption "has declined rapidly" and been

Turn to Page A-7, Col. 1

2-15-83 Honolulu STAR-BULLET A1 (Front page)

Pacific Isle Treaties

The following article is an abridged version of testimony given by the writer to the U.S. Senate Foreign Relations Committee in support of treaties between the U.S. and four South Pacific island nations, Kiribati, Tuvalu, the Cook Islands, and New Zealand (acting on behalf of Tokelau). The treaties are also the subject of an editorial on the opposite page.

By George Chaplin
Editor in Chief, The Honolulu Advertiser

asia-pacific focus

The United States has been a major power in the Pacific since the Spanish-American War, and the pre-eminent power since the Second World War. Long before 1898, of course, American whalers and merchants voyaged across this ocean in search of trade and profit. Missionaries journeyed to what was then the end of the world in search of converts and in testimony to their faith.

The United States is, and ought to be, deeply interested in this vast basin. The need is to define what our interests are, and to decide how best we can pursue and protect them.

OUR STRATEGIC interests are manifest. We wish to keep open the sea lanes between our West Coast and Hawaii and Japan, China, Australia, New Zealand, the Philippines and the rest of Southeast Asia.

Free passage for American vessels and for those of our major allies, trading partners and prospective trading partners is vital to our defense and to our economic well-being.

Our own — and our allies' — use of the trans-Pacific seas lanes is paralleled by our desire to ensure that no hostile power acquires the power to block them.

We have not only a further interest but an obligation to protect our possessions of Guam and American Samoa and — needless to say — the state of Hawaii from encroachment by a hostile power.

In addition, we wish to afford U.S. companies the chance to invest in the maritime resources of the Pacific Ocean, to preserve access, on a non-discriminatory basis, to American tuna fleets, to American mineral and petroleum prospectors and to other entrepreneurs.

We also wish to further the economic development and political stability of the Island nations of the Pacific, both because it is very much in our own interest and in full accord with American principles and ideals.

WHAT MEANS should we adopt to protect and promote these interests?

It is clear in the closing decades of the twentieth century that we cannot use methods common to the nineteenth. Colonial claims are no longer acceptable — to us or to the rest of the free world. Cooperation among our Pacific neighbors is.

And it is on this that the image of U.S. policy in the Pacific Basin turns. The United States is fortunate to enjoy excellent relations with the newly independent nations of the South Pacific, and generally good relations with most of the nations bordering the Pacific.

With respect to the Island countries, America continues to enjoy an image derived from the sacrifices our people made during the Second World War. Our determination to defend ourselves from attack by a militaristic government in Japan and to liberate Islands occupied by Japan made a lasting and favorable impression on the Island peoples.

So too did our championship in the postwar years of the principles enshrined in the United Nations Charter and our advocacy of the end of colonialism. Our own free society is a great attraction to these nations, in large measure because our strength has been exercised in ways consonant with the rights and hopes of smaller countries.

IT IS IN this context that approval of the Pacific Island Treaties should be viewed. By renouncing weak and vague claims to 25 Islands over which we never established sovereignty and for which we no longer have any use, we recognize the value of these Islands to our newly independent or self-governing neighbors.

To persist in claims which are dubious on legal grounds and provide us with no practical benefits is a direct affront to the territorial integrity of Kiribati, Tuvalu, the Cook Islands and Tokelau.

The gravity of the conflicting claims is easily illustrated: Three of the Islands constitute Tokelau; Tuvalu's capital is located on another; and yet another makes up more than half the total land area of Kiribati.

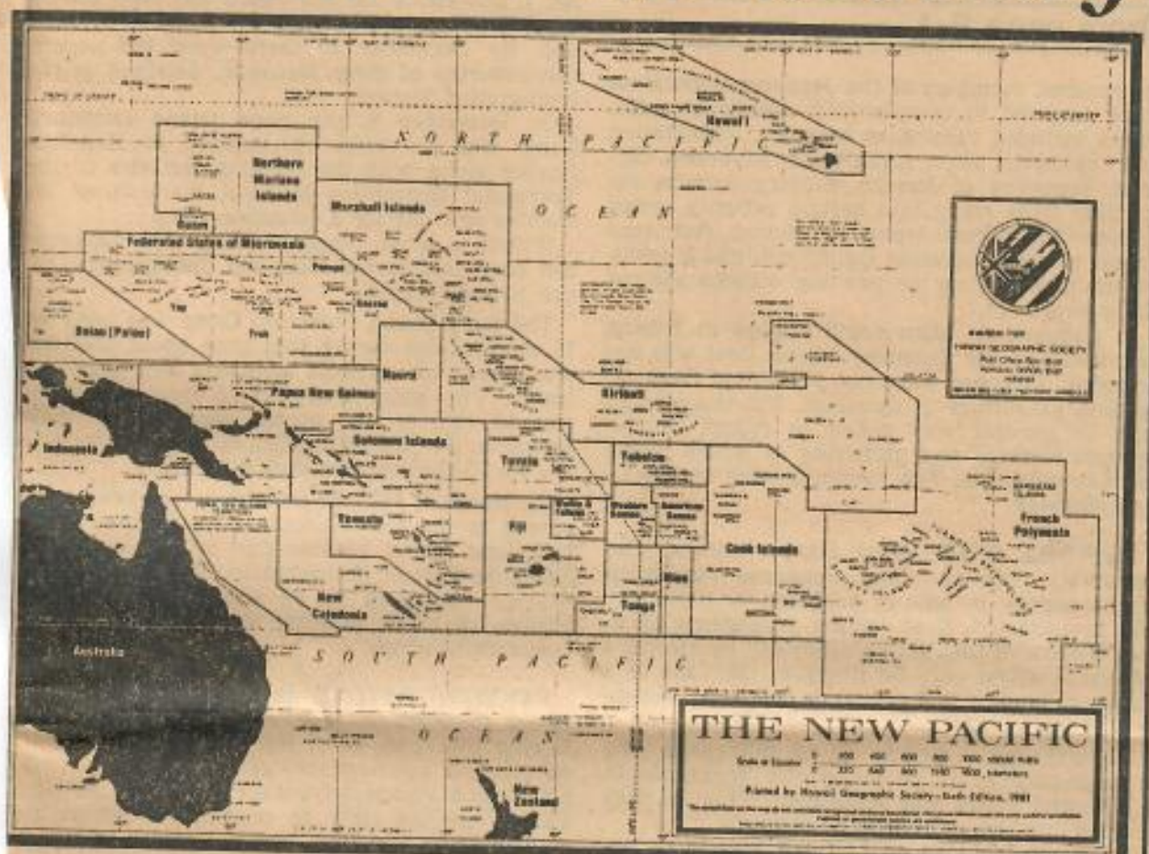
These atolls may appear as mere specks on the enormous wastes of the sea from a general American perspective, but to the countries concerned it is as though Great Britain had never relinquished its claims to the Northwest Territory, or the French insisted they still held title to Louisiana.

That the United States may once have had facilities on a few of these Islands, or that American whalers or guano prospectors may once have landed on them is simply not relevant today.

And the treaties themselves provide that the U.S. and the Island countries will consult on matters of mutual concern, will work to promote peace and security in the South Pacific region, and in the case of Kiribati and Tuvalu will consult regarding any proposed use of Island territory by a third country.

FURTHERMORE, they call for consultations regarding any future United States use of facilities we constructed in Kiribati (on Canton, Enderbury and Hull) and regarding any future use we may wish to make of Tuvaluan territory for military purposes. The security and defense

reflect American decency



Map by Hawaii Geographic Society

of the Cook Islands and of Tokelau are guaranteed by New Zealand, with whom we enjoy the intimate defense ties of the ANZUS Treaty.

These requirements to cooperate in defense of the area, and to consult should anyone else wish to use the Islands for military purposes are provisions which the United States did not have before, and unlike other security agreements they cost us not one dollar.

The treaties also contain specific provisions which facilitate access to fishing grounds for boats serving the canneries of American Samoa and for U.S.-flag fishing vessels generally.

When conflicts over fishing rights are common around the world, and show no signs of diminishing in frequency or in the fervor with which they are argued, the achievement of these cooperative and amicable arrangements in heartening, indeed.

FINALLY, U.S. willingness to negotiate and sign these treaties has earned us the respect and approbation of other Pacific Island countries, from Western Samoa to Papua New Guinea, and has enhanced United States standing in regional fora such as the South Pacific Forum and the South Pacific Conference.

The United States has shown that it wishes and knows how to deal equitably and sensibly with its smaller friends in the Pacific. To have done otherwise would have been seen as overbearing; to have insisted on the jots and tittles of legal claims never recognized by the international community would have rightly been termed casuistic.

In short, to have done otherwise would smack of tactics more suited to our Soviet adversaries.

There has been much talk in thoughtful circles that the twenty-first century will be the Pacific century. Certainly the trends indicate that our trade and commerce with Pacific lands will continue to grow and at a great pace — and one need hardly add that our security and defense will continue to occupy our attention.

We obviously should try to ensure that our participation in the Pacific Community in the next century is as harmonious as it can be. This requires the support and cooperation of our Pacific neighbors, whether a populous Japan or a tiny Tuvalu.

THE SENATE'S advice and consent to the ratification of these treaties will hardly guarantee us a trouble-free future in the Pacific. But failure to approve these treaties will create understandable resentment among the Pacific Island nations where so little now exists, and will create it needlessly.

These treaties protect our security in the area and further economic access for American firms. They seem an eminently sensible step to take, one which will contribute to the kind of peaceful and friendly relations we need and wish to keep building in the Pacific.

They are reflective of the wisdom and the fair-mindedness and the inherent decency which makes our nation so great.

U.S.'s regional role

In resisting the Pacific Island Treaties, now before the Senate Foreign Relations Committee, some opponents, including the Rev. Moon's newly established and heavily subsidized Washington Times, have stood reality on its head.

These treaties were negotiated with Kiribati, the Cook Islands, Tuvalu and Tokelau. Among other points, they involve U.S. renunciation of old claims for mainly uninhabited islands.

The U.S. negotiator, William Bodde, our former Ambassador to Fiji, is now a diplomat-in-residence at the East-West Center.

THE TIMES, a right-wing voice, takes the line that the treaties are a "giveaway" of American strategic rights, something of a Panama Canal Pacific-style

They aren't. What the United States has done is offer to give up 1856 Guano Act claims in exchange for adequate protection of American security interests and improved goodwill.

The Washington paper, however, goes beyond that argument. It confidently asserts in an editorial: "If New Zealand, an established Western ally with solid democratic traditions, were the sole object of the State Department's largess, there might be a case for the Reagan administration to go along. The other recipients, however, are shaky newcomers to self-government and the modern world, prey to the passions and influences that make the rest of the Third World what it is."

SUCH CLAIMS would be laughable if they weren't so potentially troublesome for the treaties, and thus for American relations in the South Pacific, and didn't reflect such a lack of knowledge of the region.

Island states are almost to a government strongly pro-Western and quite stable. Indeed, the United States enjoys warm ties with Pacific peoples.

The Soviet Union, by contrast, has yet to establish an embassy in the region. And despite missions in the South Pacific, no one really expects the Chinese to play a major role.

If anything, the Pacific Island Treaties help to ensure a solid foundation for U.S.-Pacific relations. In contrast, delays in ratification caused by right-wing True Believers in the Senate and "disinformation" about the treaties and the region can only place America's best interests in doubt.

Moving Toward Self-Government

Three Charters

By Francisco Uludong
Gannett News Service

SAIPAN, Mariana Islands—Self-government of Micronesia, a concept previously resisted by the United States as official but vested-interest guardian of the region, has taken another step forward with approval of charters for three remote districts.

Yap, in the western Caroline Islands, and Ponape and Kosrae some 1,500 miles further east in the chain, won approval this week of charters under which they may hold local elections for governors and district legislatures.

The charters were approved by Adrian Winkel, high commissioner of the U.S.- administered Trust Territory of the Pacific Islands, a vast island grid totaling some 700 square miles of land spread over three million square miles of ocean.

The action comes as the 100,000-plus residents of the region are preparing for a referendum later this year on a proposed redefinition of their relationship with the United States when the existing United Nations trusteeship expires, tentatively in 1981.

THE PROPOSAL negotiated between the U.S. State Department and a delegation of representatives from the Trust Territory's six districts has drawn sharply divergent reactions from the districts, among which customs, languages and economies vary widely.

In the Marshall Islands at the eastern end of Micronesia for example, the presence of a U.S. Army missile testing site at Kwajalein is considered a trump card in bargaining with the United States for a separate political status. The islands presumably would get favorable rent or indemnification for the land occupied by the sensitive missile recovery base.

At the other end of Micronesia, Palauans in the western Carolines, are debating prospects that a proposed deepwater port would give that region an economic base for subtantial independence from the rest of the Western Pacific with whom Palauans have little in common.

The northern Mariana Islands already have joined the United States as a commonwealth somewhat like Puerto Rico. Guam, a separate U.S. possession since before the turn of the century, also has a special relationship that provides upwards of $100 million annually.

Under the existing Trust Territory district system, local government is treated as an extension of the office of the high commissioner, Winkel, who wields considerable power as appointed representative of the U.S. Interior Department.

An example of that power was demonstrated by "amendments"

OKd in Trust Territory

that Winkel made to the Yap, Ponape and Kosrae charters before approving them.

ADDED WAS a statement declaring "the high commissioner may issue executive orders prescribing the manner in which the governor's personal and legal responsiblities shall be discharged."

The change gives the "Hi Com," as the title is popularly called, the same authority over the elected local administrative heads that Winkel has over the supplanted district administrators previously appointed by him.

The latest charters set up a varying timetable for local autonomy.

The Truk Islands in the central Carolines, the first to receive a charter, are to hold elections Aug. 8.

Kosrae and Yap, at extreme east and northwest ends of that chain, will hold elections on Nov. 17 while Ponape has scheduled balloting for November 1979.

The Kosraean legislature would have 14 members, Ponape's 20 and Yap's 10. Yap's charter also has a provision for two councils of chiefs to oversee municipal affairs on the main island and on the outlying islands and atolls of the district.

The new arrangements leave only Palau and the Marshall Islands without developing district government.

Ironically, both districts are hotbeds of independence movements. Activists in each are working to write local constitiutions based on separately negotiated ties to the United States.

Star-Bulletin

Section B

Wednesday, May 3, 1978

Honolulu

Islanders part of the 'Pacific Decade' too

By Floyd K. Takeuchi
Advertiser Editorial Writer

When people speak of the 1980s being the Decade of the Pacific, they usually are referring to the so called "rim countries": Japan, China, South Korea, Taiwan, and the nations of Southeast Asia.

Conspicously absent in such calculations are roughly 5 million inhabitants of the thousands of coral atolls and remnants of volcanic peaks scattered across the Pacific Ocean.

These are the "fragments of empire," in UH Professor Stewart Firth's words, the last area to be colonized and the last to begin the often difficult process of decolonization.

But in their own small way, their time may be coming, too.

THIS IS the tentative conclusion of a week-long program held at the East-West Center in cooperation with the University of Hawaii's Pacific Islands Studies Program.

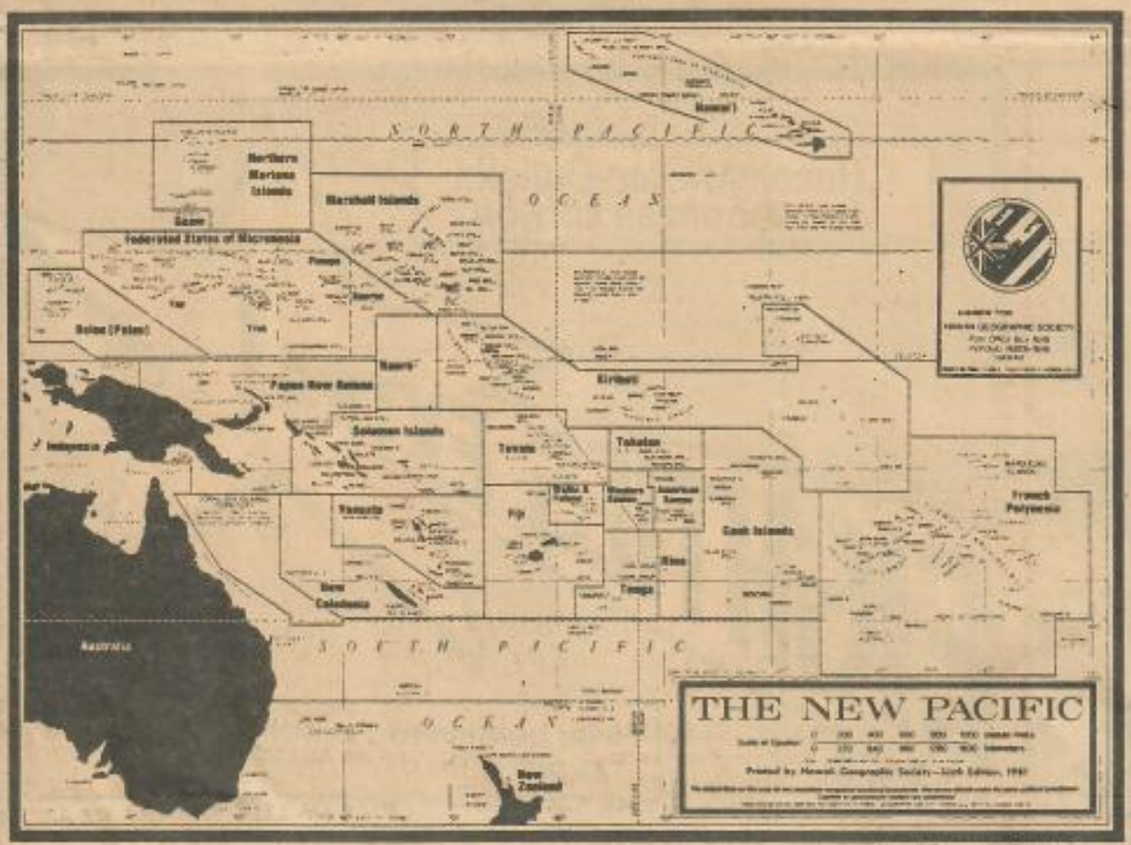
The Pacific Islands Area Seminar, a first for Hawaii, brought together 45 diplomats, government officials, businessmen, academicians, military officers and foundation representatives.

It was five days of lectures and discussions ranging from pre-European-contact history to the intricacies of negotiating in the Pacific.

The talks were wide-ranging, but a number of themes emerged which suggest that Island states and territories could eventually make their mark on the international scene.

CONSIDER THE following:

- Most Islands have gained political independence, thus establishing a firmer foundation for regionalism, the key to the Pacific's future economic and perhaps even social development.
- Regional organizations are healthy and varied. At the core, however, are the development-oriented South Pacific Commission and the South Pacific Forum, which concerns itself with political matters. As SPC Secretary General Francis Bugotu said of his organization's relationship with some of the newer ones: "Sometimes they try to do things themselves, but when they get stuck they come to us."
- Contrary to popular belief, the Pacific Islands have the potential of becoming a major regional and even international supplier of minerals, timber, and perhaps oil. And if fisheries are developed along regional lines, the economies of many otherwise backwater islands could be significantly bolstered.
- And as was discussed at the separate Pacific Telecommunications Conference last week, the technology is now available to put into place adequate national and regional communications systems at reasonable cost. The importance of such reliable links is considerable: it improves the economic environment and strengthens the role of the central government,



Hawaii Geographic Society map

At the Pacific Islands Area Seminar: Dr. Macu Salato, former South Pacific Commission secretary-general, U.S. Ambassador William Bodde Jr. and SPC Secretary-General Francis Bugotu.

a major consideration in countries with many cultural and language groups, and with vast expanses of ocean between population centers.

OF COURSE, to achieve that full potential is the challenge facing the developing Pacific.

In many ways the region has a head start compared with the post-colonial experiences of Africa and Asia. In Oceania, incidents of violence and political disruption have been few.

The most serious such trouble came when Vanuatu gained independence in 1980. A secessionist rebellion backed by French colonial planters was put down by Papua New Guinea troops at the request of the new government.

Where governments have fallen because of parliamentary action, the democratic process has worked well. Coup d'etats so far are an alien concept in the Pacific, and seminar participants agreed it appeared quite unlikely that that Third World tradition would gain a foothold.

More serious is the need for Island governments to get their economic houses in order. Despite political independence, every new entity relies heavily on outside assistance, usually from the former colonial master.

As Dr. Michael Hamnett of the East-West Center noted, this figure is usually 80 percent or more of a country's aid package.

And political scientist Dr. Norman Meller made the point that "The decolonization process continues" even after countries become independent. No Pacific government, the UH emeritus professor said, raises at least 50 percent of its own revenues except for Fiji.

FORTUNATELY, there is an awareness (if not yet wholehearted support) for devising regional responses to common problems.

Developing such an awareness has been a slow process, with a number of failures along the way.

Most notably, perhaps, has been the example of civil aviation. A regional airline was formed in Fiji, but national pride eventually took over and now there are a host of carriers, most of which cross international borders.

The result? Lots of financially ailing airlines, and only one or two with any real chance of economic success.

However, there are a number of bright spots. Dr. Richard Herr of the University of Tasmania, a specialist on Pacific regionalism, includes among the "success stories" the following: South Pacific Games, South Pacific Arts Festival, University of the South Pacific, the Pacific Forum Line (a shipping service), the South Pacific Bureau for Economic Cooperation, and the formation five years ago of a regional fisheries organization.

BUT WHERE all of this should lead to is still a question that Pacific leaders have not been able to answer with any certainty.

For instance, during a session devoted to development issues, there was much talk of large-scale projects and continued commercial ties to metropolitan centers. But when someone asked for a definition of economic development, one panelist responded by saying "building an industrial foundation."

This is an area where 80 percent of "economic activity" still involves subsistence agriculture and is centered around small rural communities.

Dr. Bernard Hosie of the New York-based Foundation for the People of the South Pacific said his organization uses a "village quality of life index" to try to measure the progress of development. The indices include age, sex, health, cleanliness, and other variables which villagers rate.

Focusing on this level of Island life is necessary if development is to help all groups, Hosie said. "I think it is the most important theme."

The dilemma, of course, is that allocating scarce development resources for village needs may deny larger scale projects the support they require. And to fulfill the Pacific's potential, it is the big ventures that probably will have to be emphasized, at least for some time.

Madame Pele fully able

By Samuel Crowningburg-Amalu
Advertiser Columnist

There really is only one trouble with crusaders. They simply cannot stop crusading once they have started. Even when their original crusade is won, they seem compelled to go on and on like poor old Quixote breaking his lances on windmills. Neither victory nor defeat seems to matter. The compulsion lies in the battle itself even with no rewards in the offing — only losses.

Of course there are the professional crusaders whose very life work is in the crusade itself. Nor does it appear to matter whether they actually believe in their causes. The challenge lies in the controversy that can be aroused and in the fight that can be waged.

We in Hawaii seem to have developed our own brand of crusaders although I believe they prefer to be regarded more as activists. They plead a cause, any cause as a matter of fact, just as long as it will stir up a controversy and especially so if the cause is of enough public interest to bring on the television cameras.

There in the full glare of misplaced publicity, they plead their causes in speeches that usually make no sense and contain even less logic. And always those speeches are interlaced with native catchwords such as "ohana" and "aina" and "kupuna" and fer hevvin's sake even "aloha."

Yesterday they were screaming about poor old desolate and lonesome Kahoolawe, that little islet in the middle of nowhere that nobody really wants. Personally, I would have quelled the crusade by giving them the

the world of
sammy amalu

damned island — depositing them on the islet and letting them fend for themselves as best they could.

But I will concede that the hapless battle did manage to ferret out men and women who gained some prominence and did, in effect, lead them to positions of limited authority where for better or worse they might — in spite of themselves — do some good.

A couple now sit on the governing board of the Office of Hawaiian Affairs which seems to me the road that leads to inevitable obscurity — unless one can get caught swimming in the nude or pleading the cause of native sovereignty on the sands of Makua.

Or like Walter Ritte, one can settle down to doing some real good for his people and doing it comparatively quietly.

to take care of herself

But now I note that a new native cause has sprung up among the restless outlanders. The Protect Kahoolawe Ohana now seems bent on saving dear Madame Pele from exploitation. But right there, I think they have committed their first error. Madame Pele is fully able to take care of herself and has little if any need for anyone to defend her. When the dear goddess does not like what is going on or what is threatening her powers, she is fully capable of taking matters into her own hands and settling the question once and for all."

It seems that the Campbell Estate wants to build some geothermal units upon its lands in the volcano area in about the same place where Madame Pele has been acting up of late. And some of her unsolicited advocates do not like the idea.

They predict all sorts of weird things happening to frustrate the endeavors of the Campbell Estate. But what amuses me no end is that if the serious objections do indeed arise from the Hawaiian community on the Big Island, I wonder if those Hawaiians are aware that they are indeed fighting other Hawaiians.

The Campbell Estate is a Hawaiian estate. Every single one of its heirs and beneficiaries is Hawaiian, and every one of those heirs and beneficiaries in one way or another descends from Pele herself and are in turn heirs and beneficiaries of the Pele tradition.

In fact, one branch of the Campbell family actually married into the Kamehameha-Lunalilo family and are the lineal as well as collateral descendants of Pele herself. And Madame Pele never, never attacks her own family.

There are four individual families that comprise the Campbell family, each descending from one of the four Campbell daughters. There are the Kawananakoas who descend from the High-Chief Kanekoa, a direct descendant of Pele. There are the Macfarlanes who descend from the Prince Kekuaokalani, a cousin of King Kamehameha the Great and a direct descendant of Pele. There are the Shingles who by marriage descend from both King Kamehameha the Great and from King Lunalilo, both of whom descend from Madame Pele. And there are the Beckleys who descend from Queen Ahia-Kumaikiekie and from the Prince Kameeiamoku, both of whom are direct descendants of Pele.

Let us go even further to mention the fact that one of the Campbell Estate trustees, Fred Trotter, is himself a descendant of Madame Pele by virtue of the fact that his grandmother married a prince of the Kamehameha and Lunalilo families.

Where in the world can one find closer relatives of Pele than in the Campbell family?

So take it from another descendant of Madame Pele, all the Campbell Estate has to do is to play by the rules. Bring offering to the altars of Pele. Bring a gallon of gin wrapped up in the leaves of the ti plant. Bring tobacco in the form of cigars and offer some to her. Bring ohelo berries and throw some to her.

Get George Naope and his fellow priests of the Kahanahou Hawaiian Foundation to bless the project and to appease the feelings of the goddess. Just a bit of sweet talk and a little coaxing, and the dear old girl will be on your side of the controversy. Pele has a special fondness for her kin and her gin. Never forget that.

'Delay in U.S. treaty ratification

By Caroline Yacoe
Special to The Advertiser

The United States' attempt to usher in a new era of relations with Pacific Island nations based on respect, cooperation and friendship is being jeopardized by delay in the ratification of the Pacific Island Treaties.

On February 2, 1982, the Senate Committee on Foreign Relations recommended by a vote of 13 to 2, that the treaties be reported favorably to the Senate as a whole for its "advice and consent." However, one member, Senator Jesse Helms (R. N.C.), has subsequently put a hold on the proceedings.

WHILE A RESERVOIR of good will toward the U.S. remains in the Pacific from World War II, a more ambivalent and even negative attitude has recently developed in areas that feel economically or politically dependent.

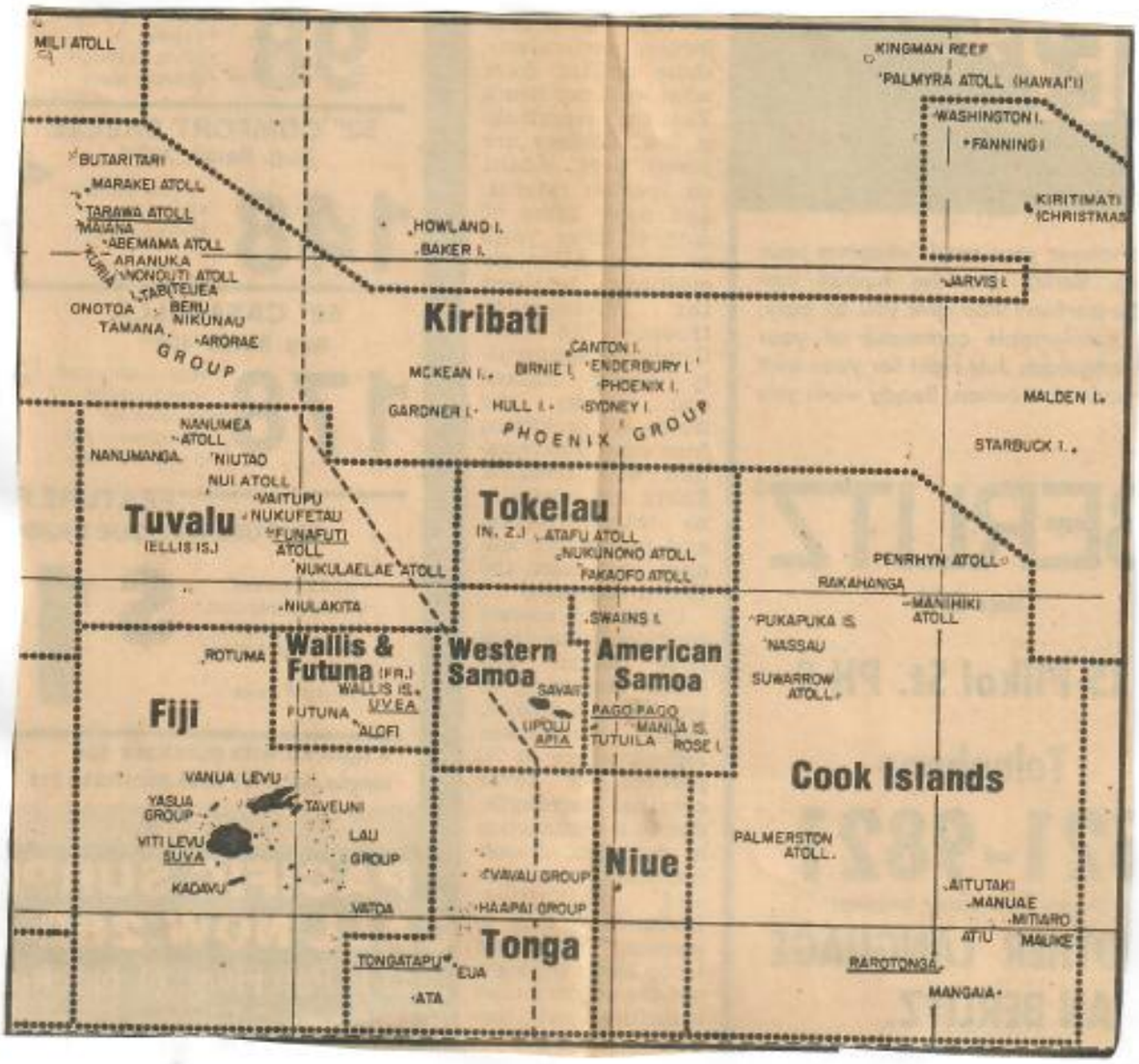
This is particularly true in some Micronesian islands due to the dissension and complications surrounding the termination of the U.S. Trust Territory in the Pacific. Prompt passage of the Pacific Island Treaties would help to offset this growing negativism and skepticism toward the U.S.

Basically, the Pacific Island Treaties provide for the return of 25 out of 26 islands whose sovereignty has been disputed between the U.S. and Kiribati, Tuvalu, the Cook Islands and Tokelau, and the delimitation of a maritime boundary between American Samoa and the Cooks and Tokelau. American claims to these islands are based primarily on visits by American whalers in the 19th century and no longer effective provisions of the 1856 Guano Act. No other country recognizes U.S. rights to these islands and most of them have never been used or inhabited by Americans.

Nevertheless, with the lessons of World War II in mind, the U.S. negotiators of these treaties have included stipulations that safeguard American security.

Provisions in the treaties with Kiribati and Tuvalu provide for consultation with Washington in times of "international crisis" and require U.S. agreement for military use of any of the ceded islands or use by a third party of any American built military facilities on them.

Similar clauses are not necessary in the treaties with the Cooks and Tokelau because their military protection is provided by their as-


MILI ATOLL
KINGMAN REEF
PALMYRA ATOLL (HAWAI'I)
WASHINGTON I.
FANNING I
BUTARITARI
MARAKEI ATOLL
TARAWA ATOLL
MAIANA
ABEMAMA ATOLL
ARANUKA
NONOUTI ATOLL
TABITEUEA
KURIA
ONOTOA
BERU
NIKUNAU
TAMANA
ARORAE
GROUP
HOWLAND I.
BAKER I.
KIRITIMATI (CHRISTMAS)
JARVIS I.
Kiribati
CANTON I.
ENDERBURY I.
MCKEAN I.
BIRNIE I.
PHOENIX I.
GARDNER I.
HULL I.
SYDNEY I.
PHOENIX GROUP
MALDEN I.
STARBUCK I.
NANUMEA
ATOLL
NANUMANGA
NIUTAO
NUI ATOLL
VAITUPU
NUKUFETAU
FUNAFUTI
ATOLL
NUKULAELAE ATOLL
Tuvalu
(ELLIS IS.)
Tokelau
(N. Z.)
ATAFU ATOLL
NUKUNONO ATOLL
FAKAOFO ATOLL
PENRHYN ATOLL
RAKAHANGA
MANIHIKI
ATOLL
NIULAKITA
SWAINS I.
PUKAPUKA IS.
NASSAU
SUWARROW
ATOLL
ROTUMA
Wallis &
Futuna (FR.)
WALLIS IS.
UVEA
FUTUNA
ALOFI
Western
Samoa
SAVAII
UPOLU
APIA
American
Samoa
PAGO PAGO
TUTUILA
MANUA IS.
ROSE I.
Fiji
VANUA LEVU
YASUA
GROUP
TAVEUNI
VITI LEVU
SUVA
LAU
GROUP
KADAVU
VATOA
Cook Islands
PALMERSTON
ATOLL
Niue
'VAVAU GROUP
HAAPAI GROUP
AITUTAKI
MANUAE
MITIARO
ATIU
MAUKE
RAROTONGA
MANGAIA
Tonga
TONGATAPU
EUA
ATA

threatens Pacific relations'

sociation with New Zealand, an ANZUS treaty member.

THE RESOLVING of sovereignty claims to these 26 islands would remove a source of irritation and tension between the United States and newly independent Pacific Island nations.

The other vital provision of these treaties is the delimitation of maritime boundaries between American Samoa and its neighbors Tokelau and the Cook Islands. With a 200-mile economic zone around island states becoming generally accepted, definition of boundaries between our Pacific territories and other nations safeguards U.S. access to ocean bed minerals and fishing rights.

A guarantee of nondiscriminatory access for U.S. fishing boats and foreign vessels supplying the canneries in American Samoa is further protection of Washington's interests in the region.

Ambassador William Bodde, Jr., chief American negotiator of the treaties and the former director of the State Department's Office of Pacific Islands Affairs, points out tangible indications of the goodwill already generated by the successful conclusion of these treaties: improved cooperation on fisheries between American Samoa and Kiribati, and increased shipping of citrus fruits, vegetable and consumer goods between Hawaii, American Samoa, the Cooks and Kiribati.

Bodde, who also served as Ambassador to Fiji, Tonga, Tuvalu and Minister to Kiribati, believes the treaties have improved relations on an international level between the United States and Pacific nations. He cites as concrete examples their strong support of the U.S. stand against the Soviet invasion of Afghanistan in the UN, and Fiji's agreement to provide troops for the multinational force and observers in the Sinai.

DURING THE Senate Foreign Relations Committee hearings, there was strong support for the treaties from regional political leaders, administration officials and others. (Editor's note: Advertiser Editor in Chief George Chaplin submitted written testimony in favor of the treaties).

In addition, the government of New Zealand and the Hawaii Legislature urged prompt passage.

Considering the importance of the Pacific Islands Treaties, there should be no further delay by the Senate in considering and ratifying these documents.

Stymying Russia in the S. Pacific

2/11/82 A16 Horo 5-B

By Jack Anderson

WASHINGTON — While the Soviets have kept up their remorseless pressures from Afghanistan to Latin America, they also have not been idle in the vast reaches of the South Pacific. Fortunately, the free world's flank in this strategic region is protected by one of the United States' staunchest and quietest allies — New Zealand.

The Russians have done their best to gain a foothold in the tiny, defenseless island nations that have won their independence in recent years. The New Zealanders have made it their business to keep the Soviets out, and so far they have succeeded — no small feat for a nation of 3 million isolated from its powerful allies.

My associate Dale Van Atta went to New Zealand to get the story. He interviewed the outspoken prime minister, Robert D. Muldoon, and the chief of the Security Intelligence Service, Richard Molineaux. I also have had access to top-secret U.S. intelligence reports on the low-key power struggle between New Zealand and the Soviet Union in the South Pacific.

New Zealand's key role.

Muldoon explained that New Zealand, because of the necessary limitations imposed by its size, works most effectively through the 13-member South Pacific Forum. This covers the vast expanse from the equator to the South Pole and Papua New Guinea on the west to the Cook Islands on the east.

"It's mostly water," he said drily, "but it's of very great strategic importance."

IF NEW ZEALAND has one primary aim, "it's to see that the Soviet Union doesn't get a land-based presence in that area through some kind of association with one of the independent states."

New Zealand targets 70 percent of its foreign aid to the independent island groups. "As long as we keep the forum cohesive," he said, "then none of these independent states is likely to become a satellite of the Soviet Union."

Several years ago, Muldoon said, the Soviets made a major effort to "get alongside one of the governments in the South Pacific, but without success." At the moment, he said, two new governments — in the Solomon Islands and Vanuatu (formerly the New Hebrides) — "are a little bit tentative about whom they're going to get close to."

But Muldoon added confidently: "I'm not greatly concerned about it, because the Forum now has a cohesiveness of its own." The members have close trade and political ties, and so far have seen no advantage in responding to overtures from the Kremlin.

In fact, the Russians suffered some embarrassing rebuffs in the region when they proffered development aid to some of the island groups. Western Samoa and Tonga rejected a Soviet offer of public works projects in return for port facilities for Russian trawlers. Some of the tiny nations even spurned a Soviet offer to provide a scientific ship for an ocean resources survey.

MOST HUMILIATING of all for the Kremlin, though, has been the refusal by the 11 independent island groups to allow the Soviets to establish resident embassies in their territory. The Soviet ambassador to Australia, for example, must handle his country's diplomatic representation to Fiji, and may soon have to expand his jurisdiction to Vanuatu as well. The Soviet ambassador to New Zealand also was accredited to Tonga and Western Samoa, while the Soviet presence in Papua New Guinea — if any — will be handled by the embassy in Jakarta, Indonesia.

As for New Zealand itself, the Soviets have been making a classic unsubtle attempt at subversion through the labor unions. Secret intelligence reports compare their infiltration techniques to those tried in the United States during the 1930s. They have made some strides: Members of the Soviet-oriented Socialist Unity Party have gained leadership positions in some unions.

There was at least one embarrassing backfire in the Kremlin's heavy-handed attempts at subversion. The last Soviet ambassador was kicked out of New Zealand two years ago when he was caught making an illegal $30,000 cash payment to one of his hirelings in the Socialist Unity Party.

United Feature Syndicate

Robert D. Muldoon

Favorable S. Pacific News

By A. A. Smyser

Editor, Editorial Page

LOOKING FOR some good news amid the bad?

Well, you can get some from a current visitor to Hawaii, William Bodde Jr.

He is the American ambassador to three island nations in the South Pacific — Fiji, Tonga and Tuvalu.

He is the minister to a fourth, Kiribati. The only reason he is not an ambassador there is that we have a national policy of accrediting ambassadors only on a reciprocal basis. Kiribati, still less than a year old, has not yet accredited an ambassador to the United States.

Bodde is based in Suva, Fiji, but travels the Pacific a good bit and traveled it even more in his previous position as director of Pacific Island Affairs for the State Department.

Bodde's good news is that things are going reasonably well for the United States in its relations with the older island nations of the South Pacific as well as the emerging new ones.

As one evidence of this he noted that the South Pacific nations "more often than not" vote along the same lines as the United States in the United Nations and other national forums — "often without advance consultation."

THE REASON: We share with them a whole range of democratic and moral principles.

The South Pacific nations have not accepted Russian embassies and took various restrictive steps against Russia after Afghanistan's invasion. The People's Republic of China is seen in a more favorable light, however. It has embassies in Fiji and Western Samoa and is opening one in Papua New Guinea. Taiwan has one in Tonga.

While problems on fishing rights and nuclear storage remain, the U.S. fosters good relations with our island neighbors.

One of the touchiest problems between the United States and the South Pacific nations is moving toward a practical resolution.

The island nations were embittered by our position that tuna are a migratory species that are open to international fishing even inside their 200-mile economic zones.

With no budging on principle by either side, Bodde said, commercial arrangements are bridging the gap. The American Tuna Boat Association has signed agreements with the three Micronesian governments — the Marshalls, the Palaus and the Federated States. The tuna companies also are engaged in joint fishing ventures with other Pacific island states, and new agreements are under negotiation. "While we are not out of the woods yet on the tuna issue," says Bodde, "there is reason for hope."

William Bodde Jr.

OTHER PLUSES for the United States in the South Pacific come from educational help it provides, some of it with the participation of the University of Hawaii and the East-West Center. UH is helping the University of the South Pacific develop an agricultural school in Western Samoa. The East-West Center has helped promote North-South dialogue in the Pacific.

Bodde overall believes the United States is proceeding modestly but well in the area. Our modest aid program, about $5 million a year, funnels its efforts through existing organizations like the South Pacific Commission and the University of the South Pacific. A fine impact is made by direct self-help grants of no more than $10,000 to village communities for things like water projects and village centers.

Bodde thinks we can continue to build close links with the South Pacific nations if we don't pressure them or overwhelm them, and offer our assistance only if they want it.

"Think small" is his recipe.

We have problems about policy differences on nuclear storage and dumping and about international fishing and navigation rights in island waters. But frank and open discussion can minimize these, he is convinced.

He also thinks we can increase our trade with the island nations if we will make the effort.

His news, in short, is good.

Pacific isles try to put hook on illegal fishing

By Barbara Hastings
Advertiser Science Writer

Every year, about $400 million worth of fish is taken from waters in the jurisdictions of Pacific island nations.

Every year, those Pacific island nations get between $3 million and $4 million from the large nations who take those fish — that's about 1 percent.

"From Papua New Guinea's point of view, that's not a fair return," that nation's fisheries advisor, Peter Wilson, told the Pacific Telecommunications Conference at the Ilikai Hotel last week.

It may be possible to keep tabs on these fishing vessels from larger nations by using satellite surveillance, Wilson said.

"There's a great potential in use of satellites," he said. "They would help us ascertain where a certain vessel is at any one time."

Fishing vessels from larger nations, particularly Japan, Korea, Taiwan and the USSR, range over the Pacific looking for catch. Mostly they look for tuna, a migratory species which runs throughout the ocean.

Because it's a migratory fish, the United States doesn't consider tuna to be private property, even within its 200-mile economic zone. But other nations, including the Pacific island states, do. These countries expect foreign fishing boats to get permits from them before going after the tuna.

Some of these fishing fleets do; some don't. Even for those who do get the permits, it isn't always easy to verify exactly how much fish they take.

"There has to be a fair payment," Wilson said. But each of the Pacific island nations negotiates separately with the large fishing nations. As a result, he noted as an example, "the Japanese are without any question playing one of us off another."

Besides that, Wilson added, usually the fishing ships are catching in areas that are within the 200-mile economic zone of a small nation, but close to the edge of that zone, that is, near the high seas. Obviously, Wilson said, the fishers will say they took those fish on the high seas.

But the large fishing nations say they are interested and willing to pay for the right to fish in the area, Wilson said. "The threat of being caught is what we feel is very important to keep the fishers honest."

Wilson helped develop a study for Papua New Guinea on use of satellites to track the ships. "Papua New Guinea would not do this on its own," he said; it would have to be done in conjunction with other Pacific island states.

Each ship which intends to fish in the area would need a license or permit (which is already required), but to get that permit the ship would need to install a transmitter. That transmitter would send data to a satellite, which in turn would transfer the information to earth stations and from there into a computer. The location of the ship could be continually pinpointed in this way.

The system would only work for cooperating fleets, since the onboard transmitter would be required, Wilson said, "but uncooperative vessels are not really our major concern." Sooner or later an unlicensed vessel would be spotted in the western Pacific, he said. Then, "we could blackball all the vessels of that fisher" or place sanctions against its home country.

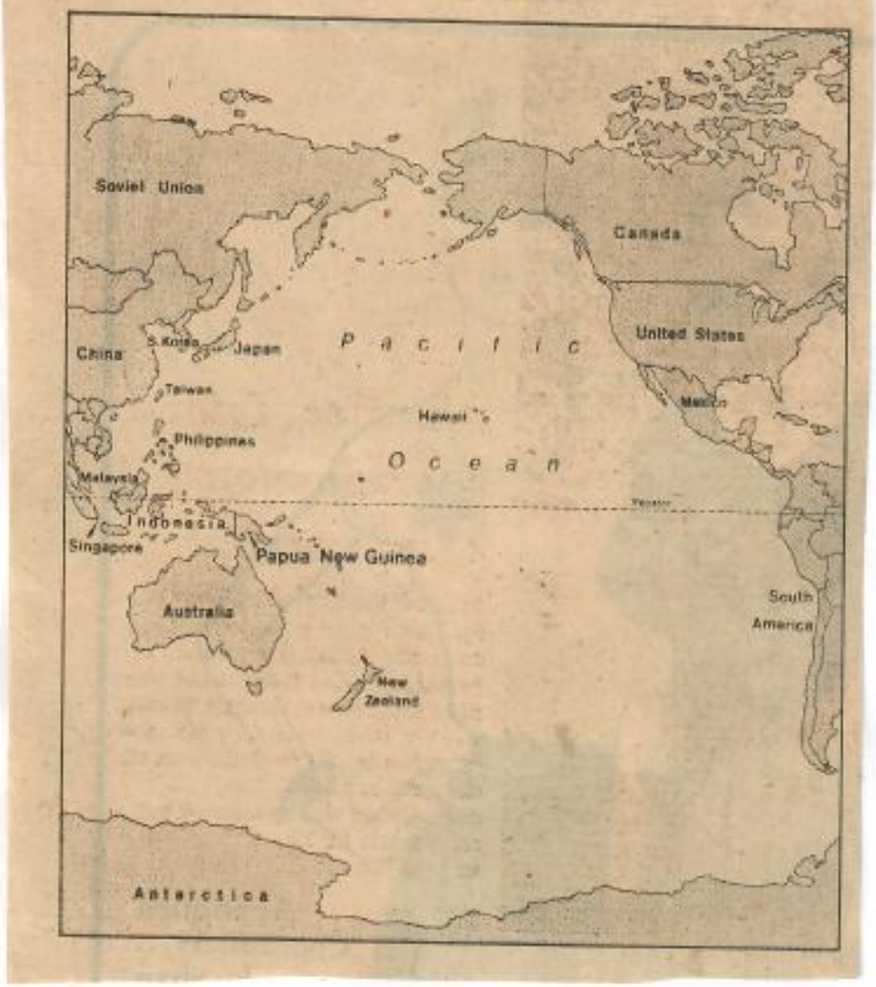
Wilson said the total cost of a satellite tracking system for fishing boats in the Pacific isn't clear yet, but other participants in the panel discussion said it would probably be under $1 million, if an existing satellite could be used.

George Kent, a political scientist from the University of Hawaii, said that only a few years ago, there was no need for surveillance of fishing activities in the Pacific. But that was before one nation after another established a 200-mile economic zone.

"Now, much of the area that was previously high seas for fishing is under jurisdiction of nations," he said.

These nations, he added, have two motives to watch who's fishing their seas: conservation, and control of who has access to their fish.

The Sunday Star-Bulletin & Advertiser Honolulu, January 16, 1983 A-7



Territory Aid Plan Assailed

By David Shapiro
Gannett News Service

WASHINGTON — President Carter's financial initiatives for U.S. territories ran into stormy waters yesterday at a hearing of the Senate Energy and Natural Resources Committee.

Carter is seeking a legislative package that includes:

— A matching grant program that would provide up to $25 million a year to Guam and the Virgin Islands to help the territorial governments ease their chronic budget deficits and encourage greater local tax collections.

— A requirement that the territories begin paying for 10 percent of all federal capital improvement projects in the islands.

— A new federal technical assistance program to encourage economic development in the territories.

— A 16-member commission to identify federal laws and regulations that are not appropriate for the territories.

GOV. JUAN LUIS of the Virgin Islands criticized Carter's program as a piecemeal attack on complex economic problems and urged that the issues be deferred until a comprehensive strategy is developed to solve the full range of fiscal problems facing the territories.

Sen. J. Bennett Johnston, D-La., the Senate's leading force on territorial issues, agreed that Carter's program has "a lot of problems with it" and predicted that the Senate will not act on the legislation this year.

"I'm inclined to defer consideration of it this year," Johnston said. "Time is getting short."

The matching grant program could mean up to $15.9 million a year for Guam and $10.4 million a year for the Virgin Islands, according to figures released by the administration when the program was first announced in February.

However, Luis complained that the grant formula is so complicated and "arbitrary" that is impossible to determine the real level of benefits that the territories can expect.

He said the program should be shelved until the related issues, such as Carter's proposal to have the Internal Revenue Service take over income tax collections in the territories, are resolved.

THE ONLY SUPPORT for the matching grant program came from Guam Del. A.B. Won Pat, who said he supports "the basic proposal as a step in the right direction toward helping my island balance its books."

But Won Pat said he wants to see how the matching grants will be administered before he gives the program his unqualified endorsement.

All of the territories opposed the idea of paying for 10 percent of federal capital improvements, claiming they do not have the money and would be forced to forego many badly needed projects.

Johnston said the issues will likely be deferred until next year, when the Senate is also expected to consider the proposed IRS tax takeover, which territorial leaders claim would infringe on local autonomy.

Johnston said senators are seeking a compromise in which the IRS would take over the tax systems for five years to help local tax officials improve their collections and then turn the responsibility back to local governments.

U.S. to Relinquish Its Claims to 25 Islands in Pacific

NEW YORK — The United States intends to transfer its claims to 25 islands in the south-central Pacific to the new nations in that area, State Department officials say.

Most of these islands, many uninhabited and others uninhabitable because they lack fresh water and vegetation, will go to what used to be the British colonies of the Ellice Islands and the Gilbert Islands. The Ellice Islands became the independent nation of Tuvalu in September 1978 and the Gilbert Islands became Kiribati in July 1979.

The United States will give 14 islands in the Phoenix and Line Islands groups to Kiribati and four other islands to Tuvalu.

In 1939, the United States resolved conflicting claims with Britain over Canton Island and the Enderbury Islands, in the Phoenix group, by agreeing on a joint administration of the islands. In the 1960s, Britain agreed to allow the United States to administer Canton Island exclusively so that the Defense Department could install a missile tracking station, which was closed in 1979.

IN RECENT YEARS, according to the officials, Britain and New Zealand had proposed to the United States reaching a permanent settlement of the long-disputed claims over the remote islands. Britain, a State Department official said, had a distinct advantage in its claims because it administered the 14 Gilbert Islands and the four Ellice Islands together as a British colony until they were separated in 1975.

Treaties to settle conflicting claims over the islands while protecting American military and economic interests have been drawn up, with two of them already signed but not yet ratified, said William Bodde, the director for Pacific Island Affairs in the State Department.

In addition to the islands going to Kiribati and Tuvalu, the United States is giving up its claims to some islands that have been administered by New Zealand. A treaty has been initialed renouncing four northern atolls in the Cook Islands and a self-governing overseas territory of New Zealand, and negotiations are under way with New Zealand to give up the three atolls of the Tokelau group.

All the treaties will guarantee continued American access to existing military structures on the islands, some of which were used as bases against Japan in World War II. They also assure the United States of fair treatment in applications for licenses to fish the areas.

THE NEW NATIONS are bound under the treaties to consult with the United States, which will have veto powers, if a third country requests use of an island for military purposes, or if the United States wants, for any reason, to return there.

The treaties were written, Bodde said, only after identifying the remaining American interests on the islands. These include, the State Department said, general and strategic security for the United States and fisheries that mainly produce tuna. The strength of the American claims on the islands was also weighed to indicate whether they would be strong enough to hold up in an international court.

The United States originally claimed 58 islands, including those to be given away, under a congressional act passed on Aug. 18, 1856, known as the "Guano Act." Guano is the accumulated excrement and remains of birds, bats or seals. In the latter part of the 19th century many of the islands' guano deposits were mined by companies with the product being shipped to the United States for use in phosphate fertilizers.

Many American experts on the South Seas consider the 121-year-old Guano Act a "high-handed" claim that the United States never tried to enforce. Since 1856, other nations have also claimed the islands.

The 1865 act laid claim to all guano-producing islands that were discovered by citizens of the United States and did not belong to other countries. Some of the islands that were claimed never existed. Others had two or more names.

Harlan Lee, another State Department official, noted that guano could see a resurgence as a commodity because of renewed interest in the use of natural fertilizers in the United States.

Key Pacific Talks Open Toni

By Stu Glauberman
Star-Bulletin Writer

Delegates from more than 60 governments and international agencies with an interest in the Pacific will meet tonight at the East-West Center to open a three-day conference, "Development the Pacific Way."

Tonight's speaker, Ratu Sir Kamisese K.T. Mara, prime minister of Fiji, will address a Kennedy Theater audience expected to include the premier of the Cook Islands, prime ministers of Tonga and Tuvalu; presidents of Kiribati, Nauru and the Marshall Islands; and the vice president of New Caledonia, as well as diplomats from the United States, Australia, Canada, France, Britain, Japan, Tahiti and the Solomon Islands.

Mara, a member of the East-West Center board of governors, is general chairman of the conference centering on regional development goals and strategies.

Co-chairmen for the conference, which begins a schedule of events marking the center's 20th anniversary, are Peter T. Coleman, governor of American Samoa, Dr. Thomas R.A.H. Davis, premier of the Cook Islands; and Hammer DeRoburt, president of the Republic of Nauru.

Michael Somare, who lost a March 11 vote of confidence as Papua New Guinea's prime minister, was to have served as a fourth co-chairmen but will not attend.

GOV. GEORGE R. Ariyoshi and Hideto Kono, state director of planning and economic development, will represent Hawaii at the gathering.

Also expected to take part are the planning minister of Easter Island, home minister of New Hebrides, justice minister of Western Samoa, Australia's minister for immigration and ethnic affairs, and New Zealand's minister for Maori and island affairs.

Rozanne Ridgway, a State Department counselor-designate with ambassadorial rank, is chief of a U.S. government delegation. Wallace Green, undersecretary of the interior, also will attend the conference in behalf of the Carter administration.

Guam will be represented by Lt. Gov. Joseph Ada.

Among the regional bodies represented are the Asian Development Bank, World Bank, Commission of the European Communities for the Pacific, Commonwealth Secretariat, South Pacific Commission and the South Pacific Bureau for Economic Cooperation.

Nine United Nations agencies have sent delegates.

ACADEMIC AND research groups participating in the conference include the Asia, Ford, Kettering and

ght at E-W Center

Rockefeller foundations, Bishop Museum, East-West Center, University of Hawaii and educational institutions as far away as Chile, Germany and New Zealand.

Unlike the Pacific Basin Development Conference held last month at Kuilima — which brought federal officials together with the governors of American-flag Pacific islands — the East-West Center meeting will examine the developmental, environmental and cultural issues which affect Pacific territories and nations as a region and with respect to the world community.

Each of the participating governments has been asked to prepare position papers covering six broad discussion areas: development strategies, relations with the world community, regional cooperation, administration, cultural development and preservation, and energy.

Tomorrow's sessions in Jefferson Hall include a morning discussion of goals and development strategies for the Pacific region and an afternoon session entitled, "The Pacific Islands in the World Community."

EXPLAINING THE conference to East-West Center staff and participants last week, center President Everett Kleinjans said the purpose of the sessions is to provide Pacific island leaders an opportunity to discuss and develop their own goals and priorities for their countries and islands and also provide focus for Pacific-oriented research programs at the center and other educational institutions.

A steering committee made up of Pacific island officials will follow up on recommendations which result from the conference. The committee and the conference are being coordinated by Michael Hamnett of the center's Pacific Islands Development Program.


Mara


Coleman


Davis


DeRoburt

25 MARCH 1980 5-B

Conference Is Told

Pacific Community Already a Reality

By Stu Glauberman
Star-Bulletin Writer

Delegates to an East-West Center conference on Pacific development were told to begin their talks today by recognizing the reality of a Pacific community rather than attempting to build one.

"We should not be trying to build a Pacific community. We should be trying to build upon a Pacific community which is already in existence," said Fiji's Prime Minister Ratu Sir Kamisese K.T. Mara.

Mara gave the keynote address last night before a Kennedy Theater audience which included presidents, premiers and prime ministers from the far-flung nations of the Pacific. Also among the 112 delegates to the conference are high-ranking diplomats from three continents and representatives of international development and research organizations.

Mara's remarks set the tone for the top-level talks which began today and continue through Saturday at the East-West Center.

IN HIS FORMAL address last night, Mara applauded the Center's effort in bringing together so many experts and praised the participation of those from Pacific island nations who, he said, "are imbued with its traditions and cultures."

"When it comes to identifying the problems, who knows better than the owner where the shoe pinches?" Mara said.

Citing an historical example from the Fiji Islands, Mara described a Pacific society in the 5th Century B.C. which was well organized and had its own experts in religion, house building, agriculture, navigation and the arts.

Mara said development planning should "look to traditional knowledge as to when and what should be done."

He called on other island leaders to consider precolonial concepts of nation-building and development stripped of today's highly sophisticated chain-of-command style of administration. Small island communities within a country should be left more to themselves to identify and solve their own problems, he said.

"I HOPE WE ARE planning for a society which will enable us to preserve our own unique chareacter and quality of life, while accepting such contributions of modern technology and investment as are of advatage to us. The nature and the measure of such contribution should be for us to determine," Mara said.

"Let the decisions be made in Apia, Nuku'alofa, Port Moresby, Honiara and Suva rather than Sydney, New York and Tokyo."

Conference organizers say they hope the meetings will result in agreement on recommendations for development priorties which can be followed up the East-West Center Pacific Islands Development Program and other groups.

Today's opening session on regional goals and development strategies was designed as a forum for determining shared interests and finding ways for Pacific states to cooperate in the estabishment of economic and social development plans.

CONFERENCE OPENS—Gov. George R. Ariyoshi, Fiji Prime Minister Ratu Sir Kamisese K.T. Mara and East-West Center President Everett Kleinjans confer at the opening of a Pacific development conference last night. Mara gave the keynote address for the talks which continue through Saturday at the East-West Center. —Star-Bulletin Photo by Craig T. Kojima.

The Sunday Advertiser

Established July 2, 1856

THURSTON TWIGG-SMITH — *President & Publisher*
GEORGE CHAPLIN — *Editor-in-Chief*
BUCK BUCHWACH — *Executive Editor*
JOHN GRIFFIN — *Editorial Page Editor*
MIKE MIDDLESWORTH — *Managing Editor*

Honolulu, February 24, 1980

What next steps?

'Kuilima Conference'

The Pacific Basin Development Conference held on Oahu's North Shore last week was the kind of success that should be appreciated in a Hawaii that aspires to a larger and more positive regional role.

But it also leaves the big question: Where do we go from here?

A VIEW of the proceedings at and prospects from the "Kuilima Conference" is presented on the opposite page. It is by Advertiser editorial writer Floyd Takeuchi, who was born in Micronesia and worked on a newspaper in Guam. He attended the entire conference.

One conclusion we all have is that this meeting of federal, Hawaii and territorial officials moved in some right directions—but also that it ended with some high expectations not easily, or soon, fulfilled.

Governor Ariyoshi and other state officials involved have reason to be pleased. They not only helped provide a meeting successful in bringing diverse peoples together, they did it in a way that was a boost for a Hawaii role that involves a balance between leadership and cooperation.

In addition, as the governor himself notes, the new organization — called the Pacific Basin Development Council — also has the flexibility to leave Hawaii and the territories free to deal on their own with independent island nations and with Washington when that is more appropriate.

ONE NEXT STEP is getting the council organization going by the September 1 start-up date. Ariyoshi was elected its first president, with territorial governors filling the other top offices. Later there will be a rotating presidency.

At this point, there seems to be ample interest from Washington on the executive level. One council role is to keep that interest, while also stimulating Congress for the necessary follow-through support.

In that, Hawaii's congressional delegation will be more important than ever in its role as a protector of general Pacific Island interests. Even though the territories have representatives in Washington, they still look to support from Hawaii's delegation and our governor on occasion.

The full impact of the Carter administration's new policy on territories is still uncertain. There should be better coordinated federal activity. One possibility is said to be a new Interior Department field office for Pacific territorial matters. It could be set up in Hawaii, although that is said to be far from certain.

GOVERNOR ARIYOSHI is also said to be anticipating his own administrative adjustments to better deal with Pacific Island matters and the work of the new council. Hawaii obviously doesn't need its own ministry of foreign affairs, but Island matters need more priority and staff work.

Finally, it would seem that next month's East-West Center conference on Pacific Island development is a natural follow to the Kuilima meetings. Some of the same officials will be on hand. But it is also a broader international gathering, bringing leaders from both the north and south Pacific.

At the least, this would be a chance to explain to leaders of the independent island states something of the new organization among American islands. Beyond that is potential for integrating some future developmental activities.

Into the foreseeable future, we are going to have a Pacific Island scene made up of a mixture of independent nations, territories (American and French) and islands such as those of Micronesia and the Cooks with a near-independent status still linked to larger nations.

In this, Hawaii has its own special status as a mid-Pacific U.S. island state. Understandably enough, perhaps we have in the past made more of our new and rewarding statehood status than we have of our location as part of Polynesia in a time of Pacific Island change.

Now the Kuilima conference and the coming meeting at the East-West Center point up the broader potential. Those opportunities deserve the emphasis they are getting.

Many hurdles in devel

By FLOYD K. TAKEUCHI
Advertiser Editorial Writer

After three and a half days of juggling development proposals with Pacific territorial officials, a federal representative to the Pacific Basin Development Conference confidently called their efforts "The Spirit of Kuilima" for the North Shore resort where the meeting was held.

But due to his unfamiliarity with Hawaiian pronunciation, "Kuilima" unintentionally came out "kuleana" which instead refers to one's responsibility and authority.

Given the bureaucratic and jurisdictional questions still remaining to be resolved in the new federal-territorial relationship, "The Spirit of Kuleana" may turn out to be a more appropriate catch phrase.

WHAT THE conference attempted to do was draw up a five-year development plan for the American Pacific territories of Guam, the Northern Marianas and American Samoa. The federal government wanted to know how the territories can best use its grants.

What actually resulted was a $1.5 billion territorial wish list, and $80,000 spent on an "encounter session" for federal and Hawaii officials unfamiliar with either the needs of the islands or the nuances of "The Pacific Way" as practiced by territorial bureaucrats.

Things started out well enough, though.

Two days before the conference began, President Carter announced his new territorial policy. The result of a year-long inter-agency task force study, the plan places greater responsibility on the territories (including the Virgin Islands) to generate their own financial support. But recognizing the precarious state of territorial economies, the administration also will pump hundreds of thousands of dollars into building local economic infrastructures.

To coordinate these schemes, a new Interior Department position, assistant secretary for territorial and international affairs, has been created.

Interior Undersecretary James A. Joseph, a central figure in the development of the new policy, says the assistant secretary will serve as a federal "quarterback," coordinating all programs with applicability to the territories.

ON THE FIRST day of the conference, the governors — Ariyoshi of Hawaii, Guam's Paul Calvo, Carlos Camacho of the Northern Marianas and American Samoa's Peter Coleman — also approved the formation of the Pacific Basin Development Council. The group, which is to be in full operation by September 1, will be a regional council to coordinate federal programs, and serve as a forum for territorial concerns.

> ***"If there was ever an idea whose time has come, it is development in the Pacific. . ."***
>
> **— James A. Joseph**
> **Undersecretary of the Interior**

It will have its own staff, and the Commerce Department announced at the conference it will offer $150,000 to be matched by Hawaii and the territories to run PBDC.

The council is expected to replace the 10-year-old Pacific Island Development Commission, a low-key group which has had mixed results in boosting island economics.

While the president's message and the governors' action gives federal-territorial concerns structure and a *raison d'etre*, the development conference was to supply the specifics.

That's when problems began.

After years of neglect, some of which was benign, the federal bureaucracy has rediscovered the Pacific. Intent on showing the islanders they were serious about opening federal spigots, Interior and Commerce department officials came on like gangbusters.

Territorial governments supplied 222 "program elements" in nine areas chosen by the governors: fisheries, coastal zone management, telecommunications, port development, transportation, trade, tourism, energy and municipal services.

The feds then said, "prioritize the program elements." Territorial officials, urged on in many cases by enthusiastic federal bureaucrats, were like kids in a candy store with unlimited credit.

As workshops began to narrow and consolidate programs, it seemed as if the Kuilima had turned into "Fantasy Island" set.

THIS WAS NOT the fault of the "browns," as Guam's Jack Felix called territorial representatives. Neither Commerce nor Interior established any financial or program parameters for conference participants.

No one knew what was possible. This in turn led to many high expectations, a good many of which will never be realized.

Indeed, once the conference excitement dies down, federal and territorial officials are going to find a host of constraints to implementing even a portion of the Kuilima program.

Among the hurdles:

- With the federal fiscal 1981 budget already submitted, it will be at least a year and a half to two years before big ticket projects can be budgeted. New money is going to be scarce. As Commerce official Frances Phipps noted, existing funding sources will have more impact for awhile.
- Many of the proposals, particularly in the all-important fisheries area, are more local than regional in nature. Everyone wants a new port or a freezer plant for fishing boats. It is highly unlikely there will be that much money to go around.
- While Interior is to play the dominant federal role in territorial affairs, it was clear Commerce officials were doing all they could to convince islanders they were the key. Even with a written understanding between the two agencies, the bureaucracies are going to be hard pressed to give up their turf.
- In spite of executive branch support, it is going to be very difficult to get a money-short Congress to pour millions upon millions of dollars into the territories, especially now. And while the territories have congressional supporters, they have no voting representatives.
- While some changes may be institutionalized soon, many elements of the new federal-territorial relationship are highly dependent on particular individuals. If a new administration comes into office, much of what happens between now and then might be for nothing.
- The territories will soon realize, as they have on the tax issue, that federal funds do not come without

oping Pacific Islands

Governor Ariyoshi addresses federal officials and Pacific Island governors.

strings attached. The political costs may be substantial.

• There are political issues, too. Improved economies most likely will mean closer ties to the American economy and political system. This could work against President Carter's stated goal of greater political self-determination for the territories.

• And, as always, the bottom line for the United States is security. As the president's statement said, "All options for political development should be open. . . so long as their choices are implemented when economically feasible and in a manner that does not compromise the national security of the United States." A Guam delegate said privately on the first day of the conference, "You know why they're so interested, don't you? It's because we're so close to Asia."

THINGS HAVE BEEN moving very fast for America's Pacific territories. Within a matter of days, a new presidential policy was announced and a conference to outline development strategies began.

For peoples long banished to a bureaucratic Siberia, the sudden interest by so many people is a heady experience. It was easy at Kuilima to get caught up in making prioritized lists with astronomical price tags. If one didn't look beyond the confines of the hotel, literally anything seemed possible.

But the fact is, the conference aside, the territories still must deal with reality. The federal floodgates haven't opened yet, and Interior and Commerce aren't institutional versions of Mr. Roarke and Tatoo on "Fantasy Island."

Anything is not possible. That realization will hit the territories hard when the partying ends and a post-Kuilima hangover sets in.

That will be unfortunate, for the Carter administration has made important changes in redefining federal-territorial affairs. The full impact of these developments — such as the new Interior assistant secretary — will not be felt for awhile. Yet expectations are rising even faster, thanks to the Kuilima conference and what appears to be an almost bottomless federal interest in territorial affairs.

THESE HIGH expectations were found in much of the talk about "Total Development," a phrase coined early in the conference by Governor Peter Coleman of American Samoa. In a sense, it was also found in a speech given by Myron K. Thompson, Governor Ariyoshi's special assistant for Pacific island affairs. His words were drowned out by cocktail chatter, but they are worth repeating:

"We are here to advance the quality of life of our Pacific peoples, whom we love. It's as simple as that. And by quality of life we do not mean only material progress. We are not here to impose alien economic or social methods on others; or to demonstrate better ways of harvesting coral to sell to tourists; or to help Pacific islanders become unpaid caretakes of nuclear waste from continents that don't know what to do with such leftovers.

"No. We are here to help our Pacific peoples to grow; to prosper; to advance spiritually, mentally, emotionally, physically, at their own pace and in their own place."

That is the expectation the federal government must meet in its newfound Pacific island interest.

Friday, February 15, 1980 Honolulu Star-Bulletin A-3

Territories Plan Could Boost Isles

WASHINGTON — A field office for Pacific territories may be established in Hawaii by the U.S. Department of the Interior under part of a new territories plan announced Wednesday by President Carter.

"Hawaii would be the ideal location for such an office," said Sen. Daniel K. Inouye. "Our state's strong cultural ties to the Pacific Islands, combined with the wealth of talented people in Hawaii who have spent time in the area, make Hawaii the best site for this office."

A-18 Honolulu Star-Bulletin Tuesday, February 26, 1980

Northern Marianas Get Waiver on Fishing Laws

President Carter has made an exception to U.S. fishery laws for the Northern Marianas Islands.

He has issued a proclamation which says that such waiver may be granted in cases where a conflict exists with the commonwealth agreement for the islands.

It reaffirms that the commonwealth agreement is intended to promote the economic advancement and self-sufficiency of Northern Marianas residents and to encourage development of fisheries there.

Some provisions of U.S. laws have prevented citizens of the Northern Marianas and the government of those islands from using foreign-built, U.S.-registered fishing vessels owned by Northern Marianas citizens or their government, the proclamation says.

Thus they are unable to fish from foreign-built vessels in the territorial sea and fishery conservation zone around the Northern Marianas and land their catch of fish ashore, the proclamation says.

The requirement that they must use more expensive U.S.-built vessels reportedly works a hardship on fishery interests of the islands. This conflicts with the trusteeship agreement regarding the economic well-being and self-sufficiency of the islands.

The islands voted June 17, 1975, to join the United States as a commonwealth.

Commonwealth status will become effective when the U.S.-administered trusteeship that now governs the islands ends in 1981.

The Honolulu Advertiser

Established July 2, 1856

THURSTON TWIGG-SMITH — *President & Publisher*
GEORGE CHAPLIN — *Editor-in-Chief*
BUCK BUCHWACH — *Executive Editor*
JOHN GRIFFIN — *Editorial Page Editor*
MIKE MIDDLESWORTH — *Managing Editor*

Thursday, February 28, 1980

Fishing boats & tuna

As was evident at the recently concluded Pacific Basin Development Conference, fishing is one of the most pressing concerns of island governments.

For areas with otherwise meager resources, fishing holds the potential for becoming a lucrative industry — either by governments developing their own fleets or by leasing fishing rights to other nations.

So far, leasing rights to 200-mile economic zones has proved the most popular, and Asian nations are actively seeking rights to Pacific waters.

BUT THOSE island governments that want to develop their own industry can't get fish without fishing boats and, as islands under American jurisdiction have discovered, Asian-made boats are often cheaper to buy than American-built boats.

U.S. laws prohibit the use of foreign-built boats under American registration from fishing in territorial waters.

That is why President Carter's expected decision to exempt the Northern Marianas from U.S. restrictions is a small victory. The commonwealth government there can now use a small Japanese-built boat it owns — given to them as a war reparation — to help it begin a fishing industry.

There are, though, some restrictions. The Carter proclamation is in force only as long as the trusteeship agreement continues. It is expected to terminate in 1981. A move to lift the restriction permanently is now before the House of Representatives; it would include Guam and American Samoa as well as the Northern Marianas. The measure was introduced by Tony Won Pat, Guam's nonvoting delegate, and has the support of the Department of Interior.

HOWEVER, while it is not directly related to the foreign-built issue, the most significant restriction, particularly for American territories, is the United States' policy toward tuna and other migratory species.

While the United States recognizes 200-mile economic zones around nations, migratory species of fish are excluded. We insist on being able to fish for tuna up to territorial water boundaries, and say other countries can do the same in our waters.

Such a view denies island nations needed revenue. And in Micronesia, where Guam and the Northern Marianas must comply with American regulations, the Marshall Islands, Palau and the Federated States will be able to enforce the 200-mile restriction when the trusteeship ends.

So while President Carter's move toward the Northern Marianas is encouraging, the United States should also move toward a policy affecting migratory fish that is more in step with other fishing nations.

America's position, a reflection of U.S. tuna industry pressure, puts us in an unpopular and undesirable minority.

More importantly, in the short run, it also weakens plans to boost the economies of islands where the American flag flies.

Fisheries Called Key to Pacific

By Stu Glauberman
Star-Bulletin Writer

Richard Frank

Because the most pervasive influence on development in the Pacific Islands is the vast ocean which surrounds them, Richard A. Frank, who heads the National Oceanographic and Atmospheric Administration, said he is involved in many ways with the problems of the American Pacific territories.

The NOAA administrator yesterday told participants at the Pacific Basin Development Conference that while the ocean poses problems for economic development — including high transportation costs — it also contains an enormous fishery resource that will provide significant economic growth when expanded to its maximum potential.

Frank, a lawyer whose interests now range from weather satellites to deep-ocean research, said it will be difficult to lure investment for economic development of fisheries to the Pacific until there is more information on the extent and nature of the resource.

"Adequate data on the fisheries resource in the Pacific Region simply is not available," Frank told participants in the Pacific Basin Development Conference, a four-day meeting which ended today at the Kuilima Hyatt Hotel.

FRANK SAID A $2.5 million oceanic administration award to the Pacific Tuna Development Foundation promises to contribute significantly to the development needs of the American Pacific.

He said the money will be used by Guam and the Northern Marianas to explore and develop seamount fisheries, establish a fishing cooperative and marketing system for Guam, foster a coastal shark fishery in the Northern Marianas, continue efforts to adopt new tuna aggregating methods in American Samoa and develop bait fish in Hawaii.

Frank said the administration's fisheries activities in the Pacific — which also include laboratory facilities in support of the Western Pacific Fishery Management Council and funds for the Sea Grant program at the University of Hawaii — reflect a variety of approaches to stimulate regional fisheries development.

Islands Advised to Set Goals

Luther Hodges

By Stu Glauberman
Star-Bulletin Writer

Luther H. Hodges, deputy secretary of Commerce, says the American Pacific Islands have to want economic development and know what they want before Washington can help them.

"Big Daddy or Big Brother can't do it alone. We can't just throw money at the problems," Hodges said in an interview yesterday. "They've got to want true economic development before there can be any."

Hodges, who heads a Commerce Department delegation composed of six agencies with a renewed interest in the American Pacific, said Commerce will take a back seat to the Interior Deparment but will maintain "a genuine interest" in the area.

HODGES, featured speaker today at the Pacific Basin Development Conference at the Hyatt Kuilima Resort, is expected to announce the award of $2.5 million to the Pacific Tuna Development Program to explore and develop fisheries.

Yesterday, he announced the establishment of an associate trade office in the Northern Marianas.

Hodges, the son of a Commerce secretary in the Kennedy and Johnson cabinets, sees the problem of attracting new trade, tourism and fishing ventures to the Pacific much in the same way he views the nation's struggle against an increasing trade deficit.

At the heart of both is a lack of motivation and the need for innovation.

Hodges believes in cycles and sees America at the bottom of one right now.

President Carter's fiscally conservative polices will pay long-range benefits, he said, but in the meantime, business must take the initiative.

"PEOPLE WANT quick fixes to these kinds of problems but it's the quick fix that got us into trouble in the first place," Hodges said.

"We've got to create an attitude toward investment and risk-taking," he said. "Business, the private sector, must be in the forefront.

"As exporters, many American businessmen are just getting their feet wet. They haven't thought much about exports. They think it's complicated, something they can't do."

Under an executive order which reorganized the department at the end of last year, Hodges said, Commerce will take up greatly expanded duties in international trade.

"Our business is to sell business. We're making a more concerted, more effective sales effort," he said. "We're reaching out for ideas."

Monday, February 18, 1980 Honolulu Star-Bulletin A-3

Pacific Governors Form Council to Oversee Development Bids

Continued from Page One

ton and the regional federal apparatus, and expand their working relationship with non-American neighbors in the Pacific.

The memorandum gives the governors until Sept. 1 to appoint a staff and establish the council's basic structural, legal and financial status.

THE GOVERNORS' announcement of the new organization was the highlight of yesterday's slate of conference activity, which also included a discussion of territorial issues among the governors, Interior Department officials and representatives of the federal regional council.

During the panel meetings, Undersecretary of the Interior James A. Joseph and Assistant Interior Secretary Wallace Green told the governors they are looking forward to implementing the new Pacific policy announced last week by President Carter.

Carter's Valentine's Day message for the Pacific territories gave the Interior Department clear responsibility for all territorial matters.

It directed Interior to work with the Economic Development Administration of the Commerce Department to encourage private sector development through technical training, and public and private assistance.

THE BUSINESS of the conference, according to Green, the newly appointed acting assistant secretary for Territorial and International Affairs, is the process of refining problems and fitting them into policies for resolution.

"Imagine all of the problems and concerns of the Pacific Islands being poured into a large funnel. The problems must then be refined. As the specific recommendations funnel down, we'll try to act on what comes out and do it within the parameters of President Carter's new policy," Green said.

THAT POLICY drew fire yesterday from two of the governors.

Calvo told the federal officials it was time to "put meaning" into Carter's broad policy design.

The Guam governor wants Carter to reconcile words with practices.

"The president wants people of the territories to have as much self-determination as possible, but his actions are inconsistent with his policies because he's also asking that the federal government take over the taxing of the territories," Calvo said.

He defended his administration against Carter's claims that growing deficits have brought Guam close to insolvency, and territorial income tax revenues, as a percentage of gross territorial product, have dropped substantially.

"In my 13 months as governor, I have reduced the deficit from $72 million to $29 million and I have increased tax collection by 35 percent," Calvo said.

He presented the federal officials with a detailed list of problems Guam has with federal red tape and "slow-boat" communications with Washington and the regional offices.

Calvo asked for a waiver of matching funds, lifting of federal ceilings on certain programs and removal of a variety of federal constraints which hamper the territories' efforts to enhance tourism, fishing and trade.

CAMACHO, IN one of the most stirring speeches of the conference, said the Northern Marianas commonwealth can increase its contribution to the nation "if, and only if, these islands are brought from their present demeaning welfare state to a state of proud, economic self-reliance."

Camacho said his people "want true partnership and understanding and shared repsonsibility with the parent government."

He called on the federal representatives to recognize that the tiny territory possesses no exportable resources other than ocean resources, which are being denied to them or severely limited by federal policies.

Camacho asked the federal regional council to help him work for the application of archipelagic principles and for relief from existing laws which prohibit him from purchasing or employing foreign fishing vessels.

"We must have control over the activities of foreign fisheries that use our waters," he said.

"Believe me, we do not want to remain your permanent welfare clients any more than you want to continue to pay the costs of supporting us," Camacho said.

"But unless you accept the surrounding ocean area as our natural, inalienable birthright, you are condemning us to this tiresome, mutually unsatisfactory role."

Interior View of Pacific Development

James Joseph

By Stu Glauberman
Star-Bulletin Writer

The way to achieve more self-sufficiency for American Pacific island territories is to plan carefully, lobby persuasively and use scarce resources creatively, according to Undersecretary of the Interior James A. Joseph.

In remarks prepared for delivery today at the Pacific Basin Development Conference at the Kuilima Hotel, Joseph said managing change is a key ingredient and a necessary prerequisite of social and economic change.

Touching upon areas of criticism voiced at the outset of the conference by Gov. Paul M. Calvo of Guam and Gov. Carlos S. Camacho of the Northern Marianas, Joseph said a major emphasis of the federal government's new policy will be a review of how federal laws are applied to the island territories.

He said Washington "likewise will seek to remove all constraints on territorial development — particularly economic development."

JOSEPH, WHO has served for three years as Interior's second-ranking official, chaired the interagency task force which drafted the Carter administration's new comprehensive policy for promoting economic development of the Pacific territories.

Joseph said the new policy guideline announced Thursday clearly recognizes and seeks to protect the unique cultural heritage of the various territories.

He described the policy as "a framework, a comprehensive effort which focuses on fostering the overall, social, economic and political development of the territories."

Joseph, an ordained minister with degrees from Southern University and Yale, said President Carter has pledged that greater emphasis will be placed on attracting and assisting in the promotion of private sector investment throughout the territories.

He said he will sign a memorandum of agreement with Deputy Secretary of Commerce Luther H. Hodges outlining how Interior and Commerce will focus collective efforts on territorial development and self-sufficiency.

HE SAID CARTER has directed that the federal government and the territories share in the cost of construction projects on a 90 percent federal, 10 percent local basis.

He said Carter has directed the department to assist the territories with technical assistance in the areas of budget finance and economic development.

Joseph said Washington also will help the territories monitor the administration and coordination of federal grant programs.

He said the administration would develop legislation to provide incentives for the territories to improve fiscal management, encourage increased local tax efforts and promote greater self-reliance by placing ceilings on operational assistance.

Also, he said, the territories are being asked to begin joint comprehensive multi-year planning in cooperation with the federal government.

Joseph restated the president's intention to submit legislation to Congress extending the Internal Revenue Code to the territories, a move which has been criticized by the governors of Guam and the Northern Marianas.

Luther Hodges

Richard Frank

James Joseph

Robert Hall

250 to Attend Paci

By Stu Glauberman
Star-Bulletin Writer

Officials of the U.S. Departments of Commerce, Energy, Interior and Health, Education and Welfare will join Gov. George R. Ariyoshi and the governors of Guam, American Samoa and the Northern Mariana Islands on Sunday for a Pacific Islands development conference at the Kuilima Hyatt.

Economic needs and priorities of the American Pacific Islands will be the focus of the four-day meeting on Oahu's North Shore.

About 250 key representatives of Hawaii and Pacific Island governments and private industry are expected to work out a five-year regional development plan at the economic summit which is sponsored by the Commerce Department and the four Pacific Basin governors.

THE CONFERENCE marks the first time cabinet officials will meet with Hawaii and Pacific Island business leaders to establish an integrated federal-state and regional blueprint for public and private development.

Deputy Commerce Secretary Luther H. Hodges Jr., who has been named conference co-chairman, sees the meeting as "a major initiative" in efforts to spur new economic development of the region.

"The Pacific Basin Development Conference is viewed by the Department of Commerce as a major initiative in an increasingly vital part of our nation," Hodges said. "This is an important conference. It will contribute significantly to developing the economy of the Pacific region."

Hodges, who will be the senior Carter administration official at the

Carter Orders Shake-up in Staff for Territories

By David Shapiro
Gannett News Service

WASHINGTON — Interior Department agencies dealing with U.S. territories have undergone a major shake-up following a year-long federal review of U.S. relations with its offshore territories.

In a policy message to Congress, President Carter announced that:

—The Office of Territorial Affairs, Interior's lead agency on territorial matters, has been abolished.

—Wallace Green, a deputy to Interior Undersecretary James Joseph, has been appointed acting assistant secretary for territorial and international affairs, a new office designed to upgrade the attention given to territories within the department.

—Ruth van Cleve, who served as director of the Office of Territorial Affairs, will become Green's deputy for territorial policy.

The reassignments are a major part of Carter's new territorial policy, which grew out of an interagency study intended to improve administration of federal programs in Guam, the Virgin Islands, American Samoa and the Northern Mariana Islands.

IN ANNOUNCING Green's appointment, Joseph gave few details of other expected policy changes, saying only that the president's new policy gives the territories "a clear course for development and attainment of the aspirations of the people who live there."

He said the new policy will encourage self-determination by each territory of its political, social and economic development, within the context of U.S. national security interests.

Joseph said the policy intitiatives also will foster increased private development in the territories and reduce reliance on U.S. aid by local governments.

Details of the plan will not be released until a briefing scheduled for Thursday, officials said. The briefing was originally set for Wednesday, but was postponed at the request of Stuart Eizenstat, head of Carter's domestic policy staff.

JOSEPH SAID Green's appointment as Interior's new assistant secretary for the territories will "provide a higher level of policy attention to territorial matters."

However, he said Green will serve only on an interim basis while Carter solicits members of Congress and officials in the territories for nominations for a permanent appointee. Carter's appointee will have to be confirmed by the Senate.

Joseph said Green was selected for the interim appointment because he has the "experience and background...to provide the initiative and direction we need to begin operations of this new office."

As Green's deputy for policy, Van Cleve will responsible for economic and social policy, legislative analysis and administration of Interior's existing international affairs staff. A second deputy will be named later for program coordination among federal agencies, comptrollers' functions and territorial budget matters.

The shake-up also calls for creation of a new federal field office in Hawaii to provide technical and financial assistance to Guam, American Samoa and the Virgin Islands.

fic Islands Development Meet

conference, will deliver the opening address at a plenary session Monday.

Other principal speakers will be James A. Joseph, undersecretary of Interior; Robert T. Hall, assistant secretary for economic development at Commerce; and Richard A. Frank, administrator of the National Oceanic and Atmospheric Adminis-

ALSO REPRESENTING President Carter will be Jeffrey Farrow of the White House domestic policy staff and Deputy Undersecretary of Interior Wallace Green.

The conference will center around four workshops, each of which will be chaired by a Pacific Island government representative and supported by a representative from industry and a federal government official.

The issues of concern as identified by the governors are: fisheries, coastal zone management, telecommunciations, ports, transportation, trade, tourism, energy and municipal services.

Acting as a conference co-directors are Myron B. Thompson, Ariyoshi's special assistant on Pacific Island Affairs, and Marvin Pitkin, asssistant administrator in the Maritime Administration of the Commerce Department.

An advisory committee to the conference is headed by Wilson P. Cannon, Bank of Hawaii board chairman, and Keiji Kawakami, president of Iolani Sportswear Inc.

Honolulu Star-Bulletin

Section B

Thursday, February 14, 1980

30 JAN 1980
Honolulu S-B

Budget Has Good News and Bad for Territories

By David Shapiro
Gannett News Service

WASHINGTON — President Carter's proposed budget for fiscal 1981 offers U.S. territories both a carrot and a stick in a major new effort to reduce territorial dependence on federal financial aid.

The carrot is a proposed 50 percent matching fund that would provide territorial governments 50 cents in federal money for each dollar they collect through new local taxes.

The stick is a new requirement that the territorial governments pay for 10 percent of all public works projects in the territories financed by the Department of Interior.

Now the federal government pays the full cost of those projects.

THE PROPOSALS signal a serious departure from past federal methods of providing financial aid to Guam, the Virgin Islands, American Samoa and the Northern Mariana Islands.

They are included in President Carter's proposed budget for the 1981 fiscal year.

Overall, the budget calls for federal spending of $200 million on territorial projects during 1981, an increase of $15 million over the administration's 1980 budget.

The territories have faced heavy criticism here for relying heavily on federal aid to bail them out of budget deficits while refusing to help themselves by increasing their own local taxes, which are far lower than taxes paid by most Mainland U.S. residents.

ADMINISTRATION officials said the new proposals, which require approval by Congress, would provide the necessary incentives to encourage territories to begin tapping local tax resources to reduce their dependence on the federal government.

The 50 percent matching fund would apply to all new tax collections in the territories over a base to be specified by the administration.

If a territorial government increased local taxes by $2 million over the base, the territory would receive $1 million in federal matching funds.

President Carter has asked Congress to approve $22 million to cover the anticipated matching fund payments in the new fiscal year that starts Oct. 1.

TERRITORIAL officials are not likely to be happy with the requirement that local governments pay for 10 percent of future federal public works projects in the territories.

But administration officials said the cost-sharing approach is necessary if the territories are to be weaned from excessive dependence on federal largesse.

By giving the territories a larger financial responsibility in public works projects, local governments will have an incentive to be more careful in developing priorities for construction projects, officials said.

IN THE PROPOSED new budget, the Virgin Islands would receive more than $20 million in various federal public works grants, including $18.4 million for construction of major new health facilities.

Guam would receive some $12 million for construction projects under Carter's budget. An additional $500,000 would be provided for the territory's economic development fund.

The Northern Marianas would receive $20.4 million in direct federal grants for government operations, construction projects and economic development, under terms of the commonwealth agreement between the U.S. and the Northern Marianas.

American Samoa would receive $17.6 million for government operations, with emphasis on education programs and medical services. An additional $7.7 million would be provided for public works.

THE BUDGET ALSO provides $18 million to complete a five-year construction program in the Trust Territory of the Pacific Islands designed to prepare Micronesia for the expected end of U.S. trusteeship in 1981.

The program would provide the islands with a basic infrastructure of roads, docks, harbors, airports, water, sewers and electrical systems, which are considered essential elements in Micronesia's drive toward greater economic self-sufficiency.

Guam, the Virgin Islands, American Samoa and the Northern Marianas would all benefit from a $6.6 million grant to the territories for highway improvement projects under the Federal Aid Highway Act of 1978.

In the U.S. Army Corps of Engineers budget for 1981, $710,000 is requested for the Puerto Rico-Virgin Islands pipeline study. The Corps of Engineers is also seeking $325,000 for a study of water-related problems in Guam.

The Honolulu Advertiser

Established July 2, 1856

THURSTON TWIGG-SMITH — *President & Publisher*
GEORGE CHAPLIN — *Editor-in-Chief*
BUCK BUCHWACH — *Executive Editor*
JOHN GRIFFIN — *Editorial Page Editor*
MIKE MIDDLESWORTH — *Managing Editor*

Thursday, January 24, 1980

Hawaii and the Pacific

This may well be the turning point in Hawaii's relations with developing Pacific Island nations.

That is the hope of the state's Department of Planning and Economic Development which recently held a symposium on "Hawaii and the Contemporary Pacific."

In the coming months, conferences here on regional cooperation and development will be held. And the University of Hawaii recently concluded an agreement to work with Fiji's University of the South Pacific, and established formal ties with the South Pacific Commission.

BUT AS LOCAL officials ask, "What can Hawaii do to help," the gap between interest and constructive action becomes obvious.

Indeed, before Hawaii can begin to offer developing island states any useful assistance, it has obstacles to overcome.

• Perhaps the most serious is our general lack of knowledge about the diverse region. In this regard, both the state and university could do much by strengthening the graduate Pacific Islands Studies Program at the Manoa campus.

It is the only one of its kind in the world, yet after 26 years it still has only a half-time director. Some of its graduates teach in Hawaii's public school system, others work in libraries, and most have maintained professional ties to the region.

The university may be moving closer toward a stronger program through the proposed Center for Asian and Pacific Studies, which is being supported by Manoa Chancellor Durward Long. CAPS, however, is still in the proposal stage.

• There is the potential problem of new local efforts duplicating previous studies done by others here, in the Pacific, and on the Mainland. Hawaii officials should carefully go over what has already been done before replicating many of the same efforts — and mistakes.

• Hawaii has an image problem. Hawaii represents, in many ways, what the rest of the Pacific says they do not want to become.

Some of this concern is tinged with envy: Pacific Island leaders would like the tourist dollars we generate, for instance, without the social pressures that come with our growing visitor industry.

But what matters is that they are worried by some of the effects of development here, and that makes them cautious about accepting Hawaii's advice.

• Less serious, though no doubt an issue, is the fact that unlike every other Pacific Island group, Hawaii is the only place in the region where the indigenous people are not in the majority or hold political power.

That says quite a bit to islanders who are concerned about their cultural traditions, and who are fearful development will end up being another form of outside control.

THE FACT THAT there are obstacles to Hawaii's becoming involved in Pacific affairs, however, should not deter efforts. Local leaders have, for too long, looked to only the U.S. Mainland and Asia and ignored the many peoples in between.

But as our government, academic and private sector leaders make more concerted efforts to increase contact with island nations with whom we share a historical and cultural affinity, we should also remember that in spite of our technological and economic advancement, we do not have all the answers.

Hawaii can probably learn as much from these other islands, as they can from us.

Honolulu Star-Bulletin

Published by Gannett Pacific Corporation

CHINN HO, CHAIRMAN **ALEXANDER ATHERTON,** PRESIDENT

PHILIP T. GIALANELLA, PUBLISHER

PAUL T. MILLER II, ASSOCIATE PUBLISHER

A. A. SMYSER
Editor, Editorial Page

JOHN E. SIMONDS
Managing Editor

Edwin E. Edwards, Adm. Assistant to the Publisher; **Claude Burgett,** Deputy Managing Editor; **Barbara Morgan,** Today Editor; **Cynthia S. Oi,** News Editor; **Bill Kwon,** Sports Editor; **Charles E. Frankel** and **Cari Zimmerman,** Assistant Editors, Editorial Page

Published at 605 Kapiolani Boulevard / Honolulu, Hawaii 96813

University Pact

The University of Hawaii has opened the way to a larger role in the Pacific region by concluding a five-year agreement establishing formal cooperative relations with the University of the South Pacific. The latter is an 11-year-old institution with campuses in Fiji and Western Samoa, and extension centers elsewhere among its supporting island communities.

Manoa Chancellor Durward Long says the agreement should promote development in both universities in tropical agriculture, travel industry management, marine sciences and social sciences.

Both schools are to provide facilities for visiting scholars, and occasional scholarships for students. UH will provide advisory faculty and staff to the University of the South Pacific, develop workshops and seminars, and encourage joint research.

This is a way to give practical expression to Hawaii's aspirations to increase cooperation with and assistance to our island neighbors. We hope more such arrangements can be negotiated.

DEC 31, 76

Action on Puerto Rico Urged Now

S-B

VAIL, Colo. (UPI) — President Ford said today he will ask Congress to admit Puerto Rico as the 51st state.

"I will recommend to the 95th Congress the enactment of legislation providing for the admission of Puerto Rico as a state of the union," Ford said in a statement issued at his vacation headquarters.

"I believe that the appropriate status for Puerto Rico is statehood," he said, rejecting a U.S.-Puerto Rican advisory group proposal that the island commonwealth provide for permanent union with the United States but not statehood.

"I PROPOSE, therefore, that the people of Puerto Rico and the Congress of the United States begin now to take those steps which will result in statehood for Puerto Rico," Ford said.

Under Ford's plan, Congress would have to hold hearings and vote approval. Then the residents of the island would adopt a state constitution and vote on statehood.

If all passes, the president would issue a proclamation making Puerto Rico a state.

The last state which entered the union was Hawaii, on Aug. 21, 1959. Alaska was the 49th state, admitted Jan. 3, 1959.

PUERTO RICO was ceded to the United States by Spain in 1898 after the Spanish-American War. It progressed from territorial to commonwealth status on July 3, 1950.

"The common bonds of friendship, tradition, dignity and individual freedom have joined the people of the United States and the people of Puerto Rico," Ford said.

"It is now time to make these bonds permanent through statehood, in accordance with the concept of mutual acceptance which has historically governed the relationship between Puerto Rico and the United States."

PRESIDENT-ELECT Carter was quail hunting at his home in Plains, Ga., and was not immediately available for comment.

Puerto Rico's newly elected governor, Carlos Romero Barcelo, who takes office Sunday, campaigned on a platform of statehood. He was expected to endorse Ford's action. Presidential aides said they expect statehood to have the support of both houses of the Puerto Rican legislature.

The process of admission probably would go well into Carter's presidency.

An ad hoc advisory group on Puerto Rico was appointed by former President Nixon and the former governor of Puerto Rico, and in October 1975 recomended permanent union between the island and the United States with maximum self-government for Puerto Rico—but no statehood.

"THE PROPOSED compact recommended by the advisory group would institute fundamental and far-reaching changes in the relationship between Puerto Rico and the United States and its provisions would affect a wide array of federal programs and interests," Ford said.

"After studying their comments and recommendations, and giving deep thought to this important proposal, I have concluded that the proposed compact, significant and important though it is, does not advance as rapidly as it might freedom and opportunity for the American citizens of Puerto Rico."

The Sunday Advertiser

Established July 2, 1856

THURSTON TWIGG-SMITH *President & Publisher*
GEORGE CHAPLIN *Editor-in-Chief*
BUCK BUCHWACH *Executive Editor*
JOHN GRIFFIN *Editorial Page Editor*
MIKE MIDDLESWORTH *Managing Editor*

Honolulu, December 30, 1979

As '70s become '80s

U.S. & the Pacific

First of two editorials on U.S. relations with the Pacific-Asian region in the 1970s and 1980s.

United States policy toward the South Pacific islands went from benign neglect to benign interest in the late 1970s — and that is a significant achievement.

Yet our policy in the North Pacific islands of Micronesia went from benign neglect to indiscriminate attention during the 1960s and '70s — with results that are unfortunate or uncertain.

The challenge for the 1980s is how we will do in a new era of more political independence and more economic opportunity spawned by the 200-mile zones for fishing and undersea mineral rights.

A REPUBLICAN with much experience in island affairs and politics gave Carter Administration policy toward the South Pacific its best testimonial: "It's a thousand percent better than it was under Nixon or Ford."

our self-imposed 1981 deadline for ending the U.N. trusteeship under which the U.S. governs Micronesia.

Still, it should end soon. The result should be a satisfactory political arrangement for the U.S. and Micronesians (who may, however, continue to divide among themselves). But there should be no illusions: Most of Micronesia will remain an economic ward of the U.S. — with the political implications that can entail.

AND IF THE three Micronesian states will have a status (complete self- government, control of foreign policy, etc.) many see as almost independent, a central irony will remain:

The French should leave sooner or later, and the U.S. will be "the last colonialist" in the Pacific Islands. Virtually certain to remain under the American flag for some time will be the Territory of Guam, the

There are good reasons for more Washington attention to the islands: The colonial era is ending and some new nations are voting members of the United Nations; the 200-mile zones offer new challenges. The Soviet Union and China have shown interest in island affairs. And finally this is a peaceful quarter of the world we want to keep that way.

That said, however, the essence of American effort below the equator is — and should be — low key and modest. We have no military needs there. Australia and New Zealand are the region's "big" powers. If U.S. aid is increasing this year, it is going from $2.8 million to $5 million, which is still peanuts by what we spend in U.S. island areas.

For the South Pacific, the 1970s were like the 1950s in Asia and the '60s in Africa, a time of independence followed by more efforts at regional cooperation. The U.S. was a founding member of the South Pacific Commission in the colonial era. How well Washington relates to the newer forms of South Pacific regionalism is a question for the '80s.

IN THE TRUST TERRITORY in Micronesia to the north the U.S. record is unfinished yet already marred with insensitivity.

After years of neglect, we poured stateside programs and money into the Trust Territory, creating a false economy and standards of living that will require outside support.

Talks between U.S. negotiators and Micronesian leaders in Kona next week will be on the supposedly final draft of an agreement for "free association" or near independence for three island states — the Marshalls, Palau, and the Federated States of Micronesia (Truk, Ponape, Kosrae, and Yap).

Obviously, the ten years of negotiations could have been better handled on all sides. We may yet miss Commonwealth of the Northern Marianas and American Samoa, the only U.S. territory south of the equator. That's the way they want it.

Given those facts, the Carter Administration has been progressive in giving more latitude to the island territories (and Hawaii) to both establish closer ties among themselves and deal with the new nations in the island region.

In this broad picture, Hawaii has the opportunity for a dual role.

We are already recognized as what we are, a state of the union with a multi-racial population mostly from Asia and the U.S. Mainland. That seems unlikely to change.

But we are also mid-Pacific islands with island people and a Polynesian heritage. There are ways to relate with and work in the new Pacific Island scene that will benefit both the other island areas and ourselves.

As the 1970s end, that idea is getting more encouragement in the state administration, at the University and at the East-West Center. What it needs is not just more priority but more people here who feel it is worth the effort.

THE PACIFIC ISLANDS are too small and scattered to rate anything like top priority in Washington, or in Hawaii for that matter. In comparison, Asia is overwhelming.

But these islands, this vast and watery region, merit more serious attention (which is different from money) than we have given them. They are more than just places and distance on the way to Asia.

For a small but sincere investment, the United States, and Hawaii in its special way, can become not a Pacific power in the old sense but a Pacific Island partner in a era of peaceful cooperation in a special part of the world.

Tomorrow: A look at Asia

From UH Nutrition Expert

Pacific Islands' Foods Get High Marks

By Harry Whitten
Star-Bulletin Writer

Many people in tropical and Pacific regions would do better to eat their local foods instead of depending on foods brought in, says a University of Hawaii food scientist.

Bluebell R. Standal, who heads a $39,000 research project to study nutrients in tropical foods, says often the local foods are grown easily and are not as susceptible to pests and diseases as vegetables introduced from temperate regions.

She recalls a visit she made to Palau, where she found the people eating imported rice and saimin even though they could grow fine taro, yams and sweet potatoes.

Somehow they had been persuaded the imported food was better, and that isn't necessarily so, she said.

The research project, funded through an agreement with the U.S. Department of Agriculture, results from the Food for Peace Act.

Thirty-two fruits, nuts, seeds and vegetables are suggested for analysis of specific nutrients; some of them are being grown commercially but most are not, Standal said.

Nutrients are inadequate in the diets of most peoples in the tropics, she said. Her research will concentrate on iron, calcium, carotene (vitamin A), ascorbic acid (vitamin C) and essential amino acids (good quality protein).

The research also will study two anti-nutrients, oxalic acid and phytic acid, which combine with calcium and iron from food in such a way as to make them unavailable to the consumer.

Islanders are familiar with oxalic acid because it's found in taro. Some beans and grains have phytic acid.

Amaranth, one of the plants on the study list, has had some commercialization in Hawaii, where it is known in markets as Chinese spinach or "yin-choi," Standal said.

Some other foods on the list might well be grown in Hawaii, she says, in preference to importing foods from the Mainland.

She hopes the research project findings will persuade some peoples of the values of food that they spurn now.

She points to papaya, an excellent fruit, rich in carotene and vitamin C, but which people in some islands will not eat because they think it's fit only for pigs. Gradually they are learning to accept papaya as fit for human consumption.

The chief trouble with papaya in Hawaii is that it's so darned expensive, Standal says. More second-grade papaya should be allowed in the markets, she said. Second grade is cheaper and from a nutritional standpoint, is just as good as first grade, she said.

One plant the researchers will look at with interest, she said, is the winged bean, raised mostly in New Guinea now.

Pod, seed and roots of the bean all have good food value, she said. The mature seed is high in protein, 20 to 25 percent; it is similar to soy beans in this respect.

The pods and the roots have from 8 to 10 percent protein, she said. It would probably do well in Hawaii.

Standal emphasized that for research to be of value, it must go hand in hand with education.

The results of the research will be sent to the U.S. Department of Agriculture, will appear in professional journals and extension service publications, and then may be picked up by the Food and Agricultural Organization of the U.N.

She hopes that Peace Corps members, working in tropical countries, will use some of the information gathered.

She is being assisted in the project by Steve Spielman, technician, and Shannon Morris, graduate student, both of whom she has trained.

As much as possible, the foods used in the research will be obtained in Hawaii but it may be necessary to get some of them elsewhere, she said.

also in

B
•More news: B2, 6-8
•Money Matters: B9-11
•Stocks: B10

asia & the pacific

Fish dispute at S. Pacific meet

Tempers flared yesterday at the 22-nation **South Pacific** Conference in **Pago Pago, American Samoa**, as **Polynesian, Micronesian and Melanesian** delegates accused their "rich and powerful friends" of stealing their fish. They charged that the bigger countries were fishing illegally in their territorial waters, hauling the catch home and then selling the processed fish back to the islanders at exorbitant prices. **Western Samoa** Justice Minister Ulualofaiga Niko told the meeting, "We were exploited when the fishing limit was 3 miles, when it was extended to 12 miles, and we'll be exploited when it is 200 miles." **British** and **French** delegates said a new fishing agreement should be worked out to protect South Pacific nations. But U.S. delegate Lester Edmond's speech drew a disappointing response when he said the American delegation had no fishery experts so he could not make a detailed comment.

Thursday, December 20, 1979 Honolulu Star-Bulletin B-3

White House Role in Territories Irks Andrus

By David Shapiro
Gannett News Service

WASHINGTON — The growing role of the White House in territorial affairs is beginning to ruffle the feathers of Interior Secretary Cecil Andrus, whose department is supposed to be the lead federal agency on territorial matters.

Chris Carlson, Interior Department spokesman, said Andrus has returned from a three-day visit to Guam and Micronesia convinced "that there are too many fingers in the territorial pie."

Carlson said Andrus complained specifically of the activities in the territories of White House aide Jeffrey Farrow and Peter Rosenblatt, President Carter's ambassador for Micronesian status negotiations.

"The secretary plans to discuss this with Stu Eizenstat (Carter's chief domestic affairs adviser)," Carlson said. "There is a lot of confusion in the territories because the officials there don't know who on the federal level is taking the lead. There are six or seven major figures dealing with them all the time. Who are they supposed to listen to?"

SINCE RETURNING from the Pacific, Andrus has moved to shore up the position of his undersecretary, James Joseph, as the leading federal spokesman on the territories, Carlson said.

"Jim Joseph is the man as far as Cecil Andrus is concerned," Carlson said. "He has the lead within this department and within the Carter administration in territorial affairs. The secretary wants to make that clear to officials in the territories and to those on the federal level who have been dabbling in territorial affairs."

Andrus has also "taken a bite out of everybody" on his own staff because of the administrative problems in the territories, Carlson said, aiming particular criticism at Ruth Van Cleve, director of the department's Office of Territorial Affairs, and Gordon Law, Andrus' science adviser.

According to Carlson, Andrus has stripped Van Cleve, her staff and Law of their blanket authorization to travel to the territories, requiring that they obtain Joseph's permission for each trip in the future. At the same time, Andrus criticized Van Cleve for not visiting the territories often enough, Carlson said.

"THE CARTER administration has been in office for three years and she's only been out there twice — once for a very short visit and another time when the trip was cut short by a plane crash," Carlson said. "The problem is that too many of the wrong people have been traveling out there too often and too many of the right people haven't been traveling there enough."

Carlson described Farrow, who is coordinating a major study on federal relations with the territories as "a bright, well-intentioned young man" whose activities "have created a lot of confusion in the territories."

Cecil Andrus

He said Farrow's dealings in the territories "have built up a false expectation that the Office of Territorial Affairs is going to be shifted into the White House," and have led some territorial officials to begin bypassing the Interior Department on administrative matters to deal directly with Farrow.

"This is nothing new," Carlson said, "In every administration, somebody in the White House rediscovers the territories. But the people in the territories have to know where the lead is. And until the president says something different, the Department of the Interior has the lead on territorial affairs as far as the secretary is concerned."

FARROW DECLINED to comment on Carlson's statement, saying, "I don't know anything about it and I don't have anything to say."

Carlson said Andrus also is concerned that Rosenblatt's negotiations with the Micronesians — aimed at ending the U.S. trusteeship of Micronesia by 1981 — have overlapped into administrative areas that are within the purview of the Interior Department.

Carlson said Andrus made 30 specific commitments to leaders of Guam and Micronesia during his trip to review problems ranging from Guam's difficulties with the Census Bureau to Palau's uncertainty about its governmental structure.

"His staff has made up a list of each commitment he made and they're going to follow up on every single one of them," Carlson said.

The Honolulu Advertiser

Established July 2, 1856

THURSTON TWIGG-SMITH *President & Publisher*
GEORGE CHAPLIN *Editor-in-Chief*
BUCK BUCHWACH *Executive Editor*
JOHN GRIFFIN *Editorial Page Editor*
MIKE MIDDLESWORTH *Managing Editor*

Wednesday, September 28, 1977

SPC & ocean issues

The annual South Pacific Conference, meeting this week in American Samoa, is a gathering that is supposed to concern itself with health, education and economic development — and not get into political matters.

But most understandably the international politics of new Pacific economics is very much on everyone's mind. So what's happening in Pago Pago should be of special interest for Hawaii.

THE ESSENCE of the immediate issue was pictured by UPI correspondent Robert Miller who reported yesterday from the Samoa session of 22 nations and island territories:

"Every island nation from tiny Nauru to Papua New Guinea claimed as theirs the fish swimming in or passing through the waters 200 miles off their shores and determinedly announced 'no fishing' signs were going to decorate those waters. But all conceded it was going to be a tough job policing those thousands of square miles they are putting off limits to foreigners."

Miller also reported the islanders at the conference were plainly disappointed when the American delegation chief announced the U.S. could not make a detailed comment because there was no fisheries expert in its group.

Indeed, that seems an unfortunate omission, since it's clear the new 200-mile economic zones and related Law of the Sea questions are the big Pacific issues this year.

IF FISHING RIGHTS and revenues are the big issues now, that will be followed soon by concern over undersea mineral deposits and mining rights within the 200-mile zones. For some islands, that could become their major source of revenue.

It could also be a major source of conflict, not so much between the various Pacific island groups which are generally widely separated, but between the islands and the richer and more powerful nations, including the U.S., Japan and the Soviet Union.

In that sense, patterns now being set in cooperation among the islands and in agreements with larger nations on fishing rights may be important for other activities. Notably, Japan is already moving toward negotiating fishing rights with individual, or groups of, island nations.

AS NOTED in previous editorials, Hawaii is more fortunate than most if not all other island groups in that we have Coast Guard police power to enforce a 200-mile zone and access to technology to exploit undersea resources. Without a strong international Law of the Sea to help them, some small island nations will be more vulnerable.

At the same time, it's uncertain how much Hawaii will benefit directly in revenues, since we are a state, not a sovereign nation.

Regardless, some essential points remain: Islands are taking on a greater importance in this age of 200-mile economic zones and prospects for undersea exploitation. And the related economic-political issues being discussed at the South Pacific Conference this year have significance for us.

Australia Giving $20 Million to Countries in South Pacific

PAGO PAGO, American Samoa (AP) — Australian aid to developing South Pacific countries will amount to $20 million next year, according to reports given at the 17th annual South Pacific Conference yesterday.

One of 22 participating governments in the South Pacific Conference, Australia also will contribute 33.6 per cent, or $387,000, to the conference's 1978 operating budget. This is by far the largest contribution of any government to the organization.

On its own, Australia develops "forward aid" programs for certain countries after sending annual program and planning missions to the South Pacific.

THE MISSIONS, WHICH ARE led by an officer from the Australia Development Assistance Bureau, usually includes specialists in agriculture, engineering and economics.

During 1976-79, nine South Pacific countries will have received at least $60 million in Australian aid. They are: Cook Islands, Fiji, Gilbert Islands, New Hebrides, Niue, Solomon Islands, Tonga, Tuvalu and Western Samoa.

The principal components of Australia's aid programs are technical assistance, educational assistance, food aid and grants for development banks and supporting joint ventures.

IN OTHER TOPICS OF DISCUSSION yesterday, there was a brief show of anger when Ebia Olewale, chief delegate from Papua, New Guinea, charged that the delegates to the 17th South Pacific Conference were being "insulting" by not properly recognizing the work of the 7th South Pacific Forum held in Nauru last year.

Olewale said conference delegates were not giving forum leaders adequate recognition for work they had done, inc conjunction with the South Pacific Conference, in developing environmental management programs for the South Pacific area.

After considerable debate the delegates passed a resolution commending the contribution of of the 7th South Pacific Forum.

Tramway Back in Service

American Samoa's well-known tramway that goes to the top of Mt. Alava has been reopened to the public after more than two months of repairs, according to the Samoan information office in Pago Pago.

Gov. H. Rex Lee ordered the tramway shut down on July 9 after an inspection team found it to be unsafe.

The tramway was built in 1964-65 for the purpose of transporting construction workers and television equipment up the mountain for American Samoa's educational television system.

While serving the television facilities, the tramway also has become a major tourist attraction.

SPC & Hawaii

Regional cooperation in the Pacific Islands took a step forward at this month's annual meeting of the South Pacific Commission (SPC), the oldest and most inclusive such organization in the area.

That would seem to have some positive implications for Hawaii, if we are interested and sensitive enough to the possibilities.

COOPERATION among the dozens of island groups and larger interested nations has been troubled at times recently because some have seen unnecessary duplication between the SPC and the newer South Pacific Forum.

Last year a forum official challenged the effectivness of the commission. Some have suggested the commission might be incorporated into the forum's economic agency, the South Pacific Bureau for Economic Cooperation (SPEC).

But this year there has been growing emphasis on cooperation and eliminating unnecessary overlap between SPC and SPEC. A joint committee has been set up.

One reason is more realization that the two organizations should be complementary. The SPC includes everyone — the present or former colonial nations, new nations and remaining territories. It deals in matters of health, education, local development, research and exchanging ideas.

The forum is made up largely of sovereign island nations (including Australia and New Zealand). It was set up to deal in political matters (banned for the SPC), and SPEC was designed to handle related economic questions.

STILL, in Tahiti as at other SPC meetings, some of the politics of the region came through. Although the U.S. islands in Guam and Micronesia are represented in the SPC (along with American Samoa), the South Pacific nations remain much more interested in what goes on below the equator.

Big island nations sometimes seem to dominate, with Fiji and Papua New Guinea doing much of the talking. In this some also see the continuing potential for splits between the small Polynesian islands to the east and the big Melanesian islands to the west.

But when you consider that we are talking about 10,000 islands spread across almost a quarter of the globe, the wonder of the SPC has to be the amount of unity and common purpose it presents.

HAWAII'S visibility to the SPC seems to be increasing, thanks in part to the recent visit here of Young Vivian, the organization's new secretary-general.

We had three observers among the 150 delegates and guests at the Tahiti conference.

At Vivian's invitation, Robert Kiste, head of the University of Hawaii's Pacific Islands Study Program, told the meeting about possibilities for cooperation with the University of the South Pacific.

Peter Pirie and Gregory Trifonovitch of the East-West Center talked about the center's renewed interest in the Pacific Islands and of plans for a major conference on island development here next March.

The Sunday Star-Bulletin & Advertiser

The growing feeling now seems to be that there is value in having both, to keep cooperation going on both levels — and between them. This is important for the U.S., which is a founding member of the SPC but not a member of the forum or SPEC. Hawaii's most likely role is with the SPC.

THIS YEAR'S South Pacific commission meeting was in Tahiti for the first time, and reports are of lavish hospitality from the French and the French Polynesians who were allowed to run the conference.

Unlike some past meetings, the continuing French colonial role and the issue of nuclear testing were not brought up. Literally and figuratively, it seemed to have been decided that this meeting was not the forum for such political matters.

Much of the SPC's work is the dry business of budgets and programs for an organization that operates on grants of about $5 million a year from its headquarters in Noumea, New Caledonia.

Fishing is the biggest issue (and general economic hope) in the islands at this point, and a major SPC program is tuna-migration research (where the U.S. gave a special $100,000 grant this year). In contrast, the forum deals largely with the politics of the 200-mile fishing zones and problems of marketing

REGIONAL POLITICS and development in the Pacific Islands is still evolving, and still changing as nations become independent and other islands gain new political status.

But at this point it would seem that the "old" SPC may be getting a renewed lease on life as a nonpolitical aid to development.

This comes at a time when Hawaii and the other islands remaining under the American flag will be looking for ways to cooperate with each other and with the rest of the area.

It seems clear that the closer cooperative ties between Hawaii and the SPC mentioned during Vivian's visit can be mutually beneficial.

Young Vivian

Honolulu, October 21, 1979

Henry Tasca

Panel Undecided on Future U.S. Role in Pacific

A distinguished panel of international businessmen, bankers, diplomats and political scientists who met last week at Kailua-Kona questioned whether the United States would play a determinant role in the future of the Pacific region.

Much of the discussion at the Kona symposium centered on America's future role in East Asia with respect to political changes in the People's Republic of China and economic trends in Japan.

During three days of talks sponsored by the Pacific Forum, invited participants said uncertainty about China had cast a cloud of doubt over what direction development and military cooperation would take in the Pacific area during the remainder of this century.

SOME FELT recent political events in China should not be used as an indicator of future economic and strategic trends in the area.

The 37 forum members apparently were divided as to how the United States should move in normalizing diplomatic relations with China and what effect normalization would have on the area.

The Pacific Forum, a private international organization based in Honolulu, was founded three years ago to assist in the formulation of public policies on issues vital to the Pacific.

Among those who participated in the closed-door sessions at the Kona Surf Hotel were six former American ambassadors, including Philip C. Habib, former undersecretary of state for politcal affairs.

Scholars and corporate executives from Japan, Korea, Malaysia and the Philippines also participated in the seven symposium sessions.

HAWAII BUSINESSMEN who took part in the policy discussions included Malcolm MacNaughton, chairman of Castle & Cooke Inc.; Herbert C. Cornuelle, president of Dillingham Corp.; Stuart T.K. Ho, president of Capital Investment of Hawaii Inc.; and Raymond W.C. Wong, managing director of Dywidag, Yee, Sanbar Group.

Henry J. Tasca, a former ambassador to Morocco and Greece, said there was much "euphoria" about China, but, he said, China's new turns toward the West and Taiwan should not be seen as a key to what lies ahead.

Most participants agreed that China had no reason to fear aggression from the Soviet Union. Some scenarios suggested China would continue to move closer to the West in order to gain a better position for future bargaining with the Soviets.

The Soviet presence in East Asia was not considered significant because it did not translate into direct political power. Panelists expressed the idea that Soviet and Chinese expansion might be carried out in the region by surrogate powers like Cuba and Vietnam.

Nearly all agreed that there had been a decline in the strategic position of the United States in Asia.

THE WITHDRAWAL of American troops from South Korea was seen by some as a "serious risk" which would weaken American defense posture throughout Asia.

No clear picture of American policy in the Pacific emerged during the talks.

"There was confusion about where the United States is going in East Asia and what its plans are," Tasca said.

Some participants felt American policy must become more sophisticated in order to deal with Asian politics at a variety of levels.

What's Ahead for the U.S. Pacific Islands

By David Shapiro

HAWAII 20 20 1959 Star-Bulletin 1999

Political and economic decisions will change the destinies of these territories.

WASHINGTON—World War II left the United States with a strong new awareness of the Pacific and the vast network of territories it governed, stretching from Hawaii to the fringes of the Orient.

Hawaii and Guam, isolated U.S. possessions before the war, were thrust into the national spotlight with the Japanese bombing of Pearl Harbor and the historic battles that followed at Guam and dozens of other exotic points.

At the war's end, the United States received a United Nations trusteeship to govern Micronesia, a string of thousands of tiny islands in the southwestern Pacific that had served as a launching pad for much of the Japanese battle plan.

In the next 20 years, those islands will make political and economic decisions that again probably will change the face of the Pacific. Some of the territories likely will seek closer ties with the United States while others will begin to sever the umbilical cord and move out on their own.

The process began in 1959, when Hawaii decided to cement its ties with the United States by becoming the nation's 50th state.

Other island territories now are making similar decisions about their futures. Their choices are not as clearcut as Hawaii's and the outcome will not likely be the same.

The U.S., under pressure from the U.N to end its trusteeship in Micronesia, has negotiated with Micronesians for 10 years on a new political status. There was little success until last year, when a breakthrough brought agreement on a new concept called "free association," a political status that falls somewhere between independence and U.S. territorial status.

The Micronesian districts would maintain a loose political association with the U.S. and would receive financial aid during the 15-year term of the agreement. In exchange, the U.S. would be permitted to maintain its military bases on the islands. Micronesians would not become U.S. citizens and would be responsible for their own foreign policy in all areas except defense.

President Carter has set a target date of 1981 for full agreement.

THE NEGOTIATIONS were complicated for years by U.S. insistence that Micronesia be considered as a whole, with a common solution for all districts. That demand has been dropped, bringing on a new complication of splintered negotiations with four separate Micronesian groups.

The constitution for a united Micronesia was ratified last year by only the four central Caroline districts — Yap, Ponape, Truk and Kosrae. Palau and the Marshall Islands rejected unification to negotiate their own "free association" agreements with the U.S.

The Northern Marianas split yet another way from the rest of Micronesia by agreeing to become a U.S. commonwealth, similar to Puerto Rico.

The Northern Marianas, with its commonwealth agreement approved by Congress and scheduled to take effect in 1981, is the closest of all the Micronesian districts to a final political status decision.

However, there remains a strong push to unite the district, the smallest U.S. territory with only 15,000 people, with its larger neighbor, Guam, also a U.S. territory. Guam, the largest island in the Marianas chain, has strong historic and cultural ties with the Northern Marianas.

American Samoa, the only U.S. possession south of the Equator, has solidified its ties with the U.S. in recent years through congressional action enabling the territory to elect its own governor and be represented in Congress by a non-voting delegate, similar to Guam and the Virgin Islands.

But these developments seem far from a final political status decision for Samoa, serving only to awaken political awareness in the territory. The result will be new discussions on the future that will run the gamut from U.S. commonwealth status to reunification with independent Western Samoa.

TIED CLOSELY TO the political status questions are the problems of economic development in the Pacific territories. The U.S. has been sharply criticized for spoon-feeding the territories large portions of misdirected federal aid, while doing little to help the territories become self-sufficient.

Guam receives large amounts of federal funds for its operating budget and capital expenses, but has still managed to pile up a huge budget deficit.

In Micronesia and American Samoa, federal largesse turned relatively stable subsistence economies into struggling dollar economies that are highly dependent on government employment for survival. U.S. programs have been haphazard, showing little regard for the islands' cultures and traditional lifestyles.

The territories will remain heavily dependent on U.S. aid to keep their economies afloat while local leaders attempt to put themselves on sounder ground by developing tourism, fishing resources and other local industries

Those efforts may lead to some deals with foreign countries, particularly in Micronesia.

The Japanese, for instance, have shown great interest in buying fishing rights in Micronesian waters and building a superport in Palau for their tankers.

Gannett News Service

6 FEB 1979 HONO 5-B A:19

7 JAN 79

JOHN GRIFFIN Sunday SB F A

by the way

collected notes and comment

Hawaii's Pacific role. . .

This is the year when Hawaii should do more about closer relations with other Pacific islands.

If that's not a top priority, it is a desirable goal. And that's all the more so now because of changing economic and political conditions in the vast area called Oceania. Some new patterns are being set.

A number of ties already exist, of course. Many Hawaii businesses have been active in other island areas. The state administration, the university and some private agencies have programs that relate to the Pacific.

But there is the need for more coordination, a better focus on what's possible, and a higher Hawaii profile to let other islands know we want to work with them.

So there should be special interest in a report titled "Hawaii and the Other Pacific Islands."

It was prepared for the Department of Planning and Economic Development by Harlan Lee while on a long leave from the State Department last year. Hawaii-born Lee was formerly a U.S. consul in Fiji and is now on the Pacific islands affairs desk at the department in Washington. He himself is an example of Hawaii's growing island expertise.

. . . Some ideas. . .

This 24-page report is frankly exploratory and hardly a completed plan. Some may be disappointed because it seems stronger on the desirability of closer ties than on suggestions for achieving them. But it has the virtue of offering some ideas to think about. A few points that emerge:

• "As a gateway to the immense U.S. market, Hawaii offers the other Pacific Islands an ideal marketplace for their exports. In turn, Hawaii has the potential of serving as a convenient supermarket or department store for a wide variety of goods — at prices competitive with other sources — that the islanders need from the United States."

The report suggests medium-sized freighters could carry such goods to American Samoa ("a major transhipment port") and perhaps Fiji and New Guinea. That is honestly labeled a scenario in need of a study of costs and other factors.

• "Hawaii's role in Pacific tourism development should be guided by what the island communities can learn from Hawaii's successes and failures. Each Pacific community should be encouraged to adopt what it finds of value in the Hawaii experience." Scholarships for other islanders to come here and study tourism are encouraged.

• "Two related pieces of legislation and a new U.S. commitment to development assistance in the Pacific Islands have come together in 1978 to offer Hawaii an opportunity to establish itself as a world center for tropical agriculture and aquaculture, and to play a pivotal role in development of the food resources of the Pacific Islands."

The report also notes a recommendation has been made for our state government to manage the expanding Pacific Islands program of the U.S. Agency for International Development.

• A small Hawaii delegation went to New Zealand in 1976 as the first from here invited to a South Pacific Festival of Arts. It made a good impression. Thought should be given to the next one in 1980 in Papua New Guinea and maybe of hosting one here in 1984, the 25th anniversary of Hawaiian statehood.

• "Energy is one area where technological developments in Hawaii can have a major impact in other Pacific Islands. . . In turn, Hawaii could learn (or relearn) techniques used by Pacific islanders that are part of living in harmony with nature in an island environment." It's suggested Hawaii host a Pan-Pacific Energy Conference.

• The eight-year-old UH PEACESAT project, which uses satellites to relay radio conversations and conferences, is "possibly the most important link between Hawaii and other island communities." It has "become almost an indispensable communications medium for the Pacific Islands."

Unfortunately, Hawaii may lose out by not taking part in experiments in converting from audio to video use.

• Since other Pacific Islands are more like Hawaii's Neighbor Islands, closer ties and programs between them should be encouraged. "By avoiding the centralization of contacts and exchanges with Honolulu, we can also help to avoid problems caused by dealing across difficult political, cultural and economic gaps due to size dissimilarities, whether real or imagined."

. . . Needed: modest momentum

One virtue of this report is the realization that Hawaii's Pacific Islands role involves as much or more cooperating and learning as seeking to lead, and that there are indeed mixed feelings about us in the other islands.

It also indicates that this is something that calls for steady progress rather than hope for a quick breakthrough.

Last April, Governor Ariyoshi appointed Bishop Estate Trustee Myron Thompson as his unpaid special assistant for the Pacific Islands. Now this report suggests some support staff and perhaps a public meeting to focus attention on the islands.

Those are not bad ideas for starters if the administration is going to give Pacific Island relations the modest momentum they deserve.

Hawaii Seen as Hub of Pacific Trade

By Stu Glauberman
Star-Bulletin Writer

"HAWAII has a logical role as a regional center for multinationalcompanies doing business throughout the Pacific and the Far East," according to Gov. George R. Ariyoshi who wants to see that role fulfilled.

Although the idea has been around since statehood, it seems a lot closer now that 25 multinationals have moved their Asian-Pacific headquarters here.

Realistically speaking, the state's dream of becoming an important business center may be just around the corner as the state enters its third decade. Or, if any of a number of factors work against Hawaii, the regional center of the Pacific might just fly over the Isles without ever coming to rest here.

"It's mostly a question of economics," according to Burton Roberts, director of the Hawaii Regional Center of the Pacific office created by the Legislature a little over a year ago.

"Our business is trying to convince big companies they could be paying $100,000 a year to keep a top-level executive here when they're paying $250,000 to $300,000 to keep that same guy domiciled in a foreign market," Roberts said.

Hawaii's competition in the corporate headquarters rivalry includes Hong Kong, Singapore and Manila, and the option for many of staying on the Mainland, he said.

The governor's blue-ribbon Committee for Hawaii as the Regional Center of the Pacific, headed by Castle & Cooke's Malcolm MacNaughton, and the Hawaii International Services Agency are spearheading the offensive aimed at luring more corporate headquarters here.

The regiocentric movement in Hawaii is trying to attract more attention this year with a booklet prepared by the state.

BUT businessmen know that actions speak louder than booklets, so they're hoping other big companies like ITT will move in quickly before the impetus for a regional center runs out.

The initial $150,000 grant for the state's Regional Center of the Pacific office runs out in June, but Roberts said he expected the office would remain in operation for a few more years. In its first year, the office has helped eight companies locate regional headquarters in Hawaii, he said.

One of the prime movers in promoting Hawaii as a regional center has been University of Hawaii College of Business Administration Dean David A. Heenan, who says Hawaii has "the core ingredients" and may have even more to offer in the next few years.

"It's important that we begin to think of Honolulu as a national 'natural resource' because of our understanding of Asia," Heenan said. "Then we have to get others to begin to think of us as an international resource."

HEENAN feels Hawaii's greatest potential for the future lies in research and development, especially in the field of tropical agriculture. If the Isles become a center of tropical agriculture studies, Hawaii may well become a regional center of agribusiness with chemical and petrochemical, fertilizer and farm equipment corporations headquartered here.

REGIONAL CENTER—David Heenan, dean of the College of Business Administration at UH, stands before a map of the Pacific showing Hawaii's central location.

Arabs Eye Investment Potential in Islands

By Stu Glauberman
Star-Bulletin Writer

MENTION the richest countries in the world 20 years from now and you might have to include Saudi Arabia and the Gilbert Islands among them.

FASHION TREND?—An Arab in an "aloha burnoose."

Saudi Arabia's vast oil wealth is well-known. The Saudis have announced they have upwards of $300 billion to invest before 1985. Then too, the Arabian Peninsula is loaded not only with oil—but with other minerals, including gold, which have not yet been tapped.

But the Gilbert Islands—a group of 33 islands about 1,000 miles south of Honolulu—where do they fit in? Their 57,000 people will gain independence from Britain in July, but they're not rich in any way.

Not yet at least.

The visit of the Gilberts' Chief Minister Ieremia Tobai to Honolulu last month may have been the start of something big for the Gilberts, the Saudis and Hawaii.

What's the connection?

PART OF IT lies in the Saudi Arabia Pacific Asia Business Council, a group of businessmen who have gradually shifted their Asia-Pacific focus further and further west all the way to Arabia—which they see as the westernmost country in Asia.

The business council, headquartered in the Pacific Trade Center, now seeks to increase the amount of business and investment between Hawaii and the Saudis.

They plan to do this by promoting Asia and the Pacific as a vast underdeveloped area which offers fabulous potential for economic growth and Arab capital.

HAWAII can become the center of the Asia-Pacific investment activity if Hawaii's companies see themselves as Asia experts, according to Kei C. Yamato, managing director of the business council.

But how does Hawaii's expertise affect the future wealth of the Gilberts?

The money from Arabia, the technology from the West and the raw materials from the Pacific, must be brought together somehow. Council members see Hawaii's role as "catalyst, broker, financial adviser and consultant" to both sides.

The Gilberts, for example, cover an area of more than 2.5-million square kilometers and control extensive water territory with some of the richest tuna fishing grounds in the world.

Maps of sea minerals show the Gilberts and its Pacific island neighbors to be in the center of great deposits of ocean minerals "which make Hawaii look like a mineral desert," according to Yamato.

And, he says, the big potential of small Pacific islands such as the Gilberts has attracted the attention of "top-level Saudis," who have visited Hawaii in the past few months. Inquiries have also come from government officials like the director of the Saudi Arabia National Center for Science and Technology.

For nearly two years, there has been a flurry of Arabian activity in the Isles. The Saudi royal family has been represented locally by Prince Abdulaziz Bin Fahad Al-Faisal and Prince Saud Bin Fahad Bin Abdulaziz Al Saud, both of whom visited here in recent months.

A-20 Honolulu Star-Bulletin Monday, August 1, 1977

Talks Near on Destiny of 25 Pacific Isles

For centuries, Christmas Island lay unobtrusively 1,200 miles south of Hawaii, notable as the largest atoll in the Pacific and as a fuel stop for island-hopping American warplanes during World War II. In 1957 and 1958 the island became the focus of world attention when Britain exploded hydrogen bombs off its shores. It re-emerged to public view in 1962 when the United States conducted atomic explosions in the vicinity.

In the 15 years since then: silence.

But now, British-controlled Christmas Island appears destined to be in the news again, along with 24 smaller Pacific islands. The ownership of all is in dispute, and that dispute is headed for settlement after more than a century, an American State Department official says.

EIGHTEEN OF the islands, including Christmas, are claimed jointly by Britain and the United States, and seven by New Zealand and the United States. A showdown over ownership is imminent because Britain is planning to let Christmas and other islands in the area vote on independence by early next year.

In London, Garth Pettitt, assistant head of the Pacific Dependent Territories Department in the British Foreign and Commonwealth Office, reports that 60-square-mile Christmas Island is inhabited by 1,000 people today, mainly Gilbert Islanders. The atoll, he says, has two airfields, produces coconuts (800 tons expected this year), houses a Japanese satellite tracking station and is engaged in the experimental cultivation of brine shrimp in its large lagoon.

Pettitt says that if the islanders vote for independence, "We're prepared to grant it."

In Washington, William Gallagher, the State Department's country officer for New Zealand and Pacific island affairs, comments: "Neither we nor the British want to see any of these island groups pass into independence with any dispute to claims to their territory."

He says the United States will open negotiations with Britain shortly, and "in the next six months we hope to have resolved the dispute."

A-16 Honolulu Star-Bulletin Thursday, April 12, 1979

Inouye Pushes Aid for Pacific Islands

Gannett News Service

WASHINGTON — Sen. Daniel K. Inouye, D-Hawaii, has urged Congress to allow the Pacific territories of Guam, American Samoa and the Northern Marianas to join with Hawaii in a regional economic development commission.

If approved, the commission could clear the way for Hawaii and the territories to receive large-scale federal aid for economic development projects. The Appalachian Regional Commission, a model for the program, has received more than $3 billion in federal funding since 1965.

A-2 Honolulu Star-Bulletin Monday, Feb. 26, 1979

To Cut Reliance on U.S. Aid

Territories Policy Review Is Ordered

By David Shapiro
Gannett News Service

WASHINGTON — Relations between the United States and its offshore territories may be in for major changes under a new policy review ordered by the White House this month.

The study, to be completed by summer, is aimed at promoting local economic development and cutting dependence on federal aid in Guam, the Virgin Islands, American Samoa, the Northern Marianas, Puerto Rico and Micronesia.

The effort follows widespread criticism that ill-conceived U.S. aid has made the territories wards of the federal government while doing little to promote local self-sufficiency.

The review, involving all federal agencies with responsibilities in the territories, is being conducted by the Interior Department with oversight by President Carter's domestic policy staff.

AL STERN, WHITE House spokesman for the project, said the study results from Carter's veto last year of a bill that would have given Guam and the Virgin Islands $10 million each in annual tax rebates to compensate them for revenues lost because of the $18.7 tax cut bill passed by Congress.

In his veto message, Carter criticized the rebates as "simply another attempt to manage territorial deficits without addressing the underlying economic and financial problems that have led to those deficits."

Carter promised in the message that he would launch a study to find alternate means of helping the territories achieve financial stability.

Stern said the study, kicked off at a meeting at the White House earlier this month, will review the financial situations of the territories with a emphasis on economic development, future stability and better coordination of federal programs.

"IT WOULD BE best for everyone if they could maximize their self-sufficiency, but they are resource poor," Stern said. "That is the basic problem we will be looking at."

Stern said it is difficult to predict the direction the study will take. "We don't know what our policy should be. That's what the study is about."

A memo circulated after the White House meeting outlined six specific areas to be be studied, all of which touch on the basic relationship between the United States and its territories. The issues include:

—What the United States should try to achieve in each of the territories in view of its legal responsibilities, national security objectives, commitment to self-determination and the aspirations of the territories. Specific attention would be paid to U.S. goals in Micronesia before its trusteeship of those islands ends in 1981.

—How the United States can best encourage economic development in the territories, given their scarce resources, small populations, untrained labor forces and distances from supplies and markets.

—Whether federal aid to the territories should be regulated to eliminate the need for "ad hoc subsidies" and encourage wiser planning and greater fiscal self-reliance by the territorial governments.

—Whether administration of federal grant programs in the territories can be refined to eliminate those with little relevance and make those with value more effective.

Arvid Pardo

Radical Change Forecast in Jurisdiction of Pacific

By Helen Altonn
Star-Bulletin Writer

A radical change is coming in the way the Pacific Ocean is used, says Arvid Pardo, University of Southern California professor who developed what became the Law of the Sea Conference.

"Any piece of rock sticking out of the ocean—and there are thousands of them—will control roughly 130,000 square miles of ocean," he said.

"The value of islands will change from zero value to billions of value."

He said small islands—even uninhabited islands like Clipperton, an isolated atoll off Mexico that belongs to the French—will control vast tuna grounds and mineral beds.

PARDO isn't hopeful about the success of the Law of the Sea Conference, already in its fifth year.

And without any acceptible international agreement, he expects serious conflicts as a result of the 200-mile territorial limits established by coastal nations to control their offshore resources.

The resources will belong to whoever owns them, he said. "Fishing in many parts of the Pacific will not be free as it has been up to now. It will be reserved for citizens of coastal states."

Some manganese nodule deposits also are within the 200-mile boundaries, he said, adding, "There will be all kinds of conflicts."

Pardo recently stopped in Honolulu en route home from the Law of the Sea Conference—an international attempt to divide up the ocean's wealth—which he started while a United Nations ambassador from Malta in the late 1960s.

ATTENDING a breakfast sponsored by state Marine Affairs Coordinator John Craven at the Wisteria, he reported little progress in the Law of the Sea Conference.

And he added that the way it is heading, he wouldn't be happy with the type of treaty it may produce.

He said in an interview two years ago that the conference was in trouble because the major interest of many countries is to "acquire exclusive control over the greater part of the marine resources.

"It confirms the shortness of vision of many leaders in the world that could potentially endanger world peace."

His cynicism about the conference's chances of success is shared by a growing number of delegates, he indicated last week. He said attendance at the conference has dropped in half because the members are "disgusted."

IT BEGAN in 1973 with the world's nations meeting to draft a treaty governing ownership and use of the sea and its resources—more than 70 percent of the earth.

Pardo is regarded as the chief architect of the conference, launching efforts in the 1960s to devise a comprehensive law of the sea treaty.

Lacking an international agreement, he forsees increased economic and political power for Pacific island areas and potentially serious problems from "outside intrusion."

If there any changes to the 200-mile coastal zones, he says, "it will be more extensive jurisdiction—further out."

A-28 Honolulu, April 29, 1979 The Sunday Star-Bulletin & Advertiser

Pacific nations 'shy away' from closer U.S. ties

By BARBARA HASTINGS
Advertiser Staff Writer

More than one South Pacific nation doesn't want the United States involved in any regional management efforts "because some see America as an unrepentant colonial power," says a political scholar who makes the Pacific his business.

Richard Herr, a senior tutor (basically equivalent to a professor here) at the University of Tasmania, in Australia, spent some time talking about the South Pacific during a recent Honolulu stopover.

Herr contends member nations of South Pacific Forum, which is setting up a regional fisheries group to protect local resources from foreign fishing fleets, aren't particularly interested in having the United States as part of that group, despite U.S. territories in the area.

"They have some sort of doubt of what kind of partner America would be," says Herr.

These tiny nations fear U.S. influence, he adds, "because countries don't escape the American orbit once they are sucked in."

Cuba and the Philippines are exceptions, he says, but in general, the United States tends to "absorb people rather than protect natural and political identities."

Herr says this reputation creates "a question mark in some countries on how much America will respect their sovereignity."

Part of the problem, Herr points out, is that the leaders of some of these nations represent the first generation of independence, and have strong memories of a colonial state.

Richard Kerr
Some doubts about America

A growing issue in the South Pacific involves fishing rights of migratory fish, particularly tuna.

The United States has consistently maintained that migratory fish should not be regulated by any nation, even within its 200-mile economic zone. Countries such as South Korea, Japan, Taiwan, and Russia, which rely heavily on fishing, agree.

Small island nations in the Pacific do not, however.

Hence, the move to form the South Pacific Regional Fisheries group.

While the member nations try to work out details, however, a lot of bilateral negotiations (one of the larger fishing nations making offers to the smaller island states) are going on, "and that mitigates against the regional approach," Herr notes.

"The U.S. is ambivalent. I think the U.S. would like to have one (a regional pact) if in fact it could be a member," Herr laughs, but since some of the South Pacific nations oppose that, "the U.S. to protect access, is party to bilateral negotiations also."

The fishing countries, the Japanese, the Soviets, South Koreans, Taiwanese and the U.S., "are certainly much more conscious of their aid responsibilities right now," Herr smiles.

Speaking with a clipped Aussie accent, Herr talks about "we" in the Pacific, and at one point that "we" refers to his Australia connection, and at another, his American connection. He was born in Nebraska, and his degrees are all from U.S. schools, but he has lived in Australia most of the time since completing his education.

Therefore, he admits, he is "somewhat schizophrenic" in his allegiances.

He used to think the U.S. policy in the Pacific was "unsympathetic, apathetic and in many ways insensitive," and has delivered papers that said so.

Now, however, due to a series of events, not the least of which was a concern that the Soviet Union was trying to make diplomatic inroads in the area, the United States has perked up its interest, Herr notes.

Today, he says, U.S. policy is "sympathetic, attentive, low-profile and supportive" although not necessarily financially supportive.

Herr thinks Hawaii provides a perfect "porthole for South Pacific islanders to look at America and see what America is all about."

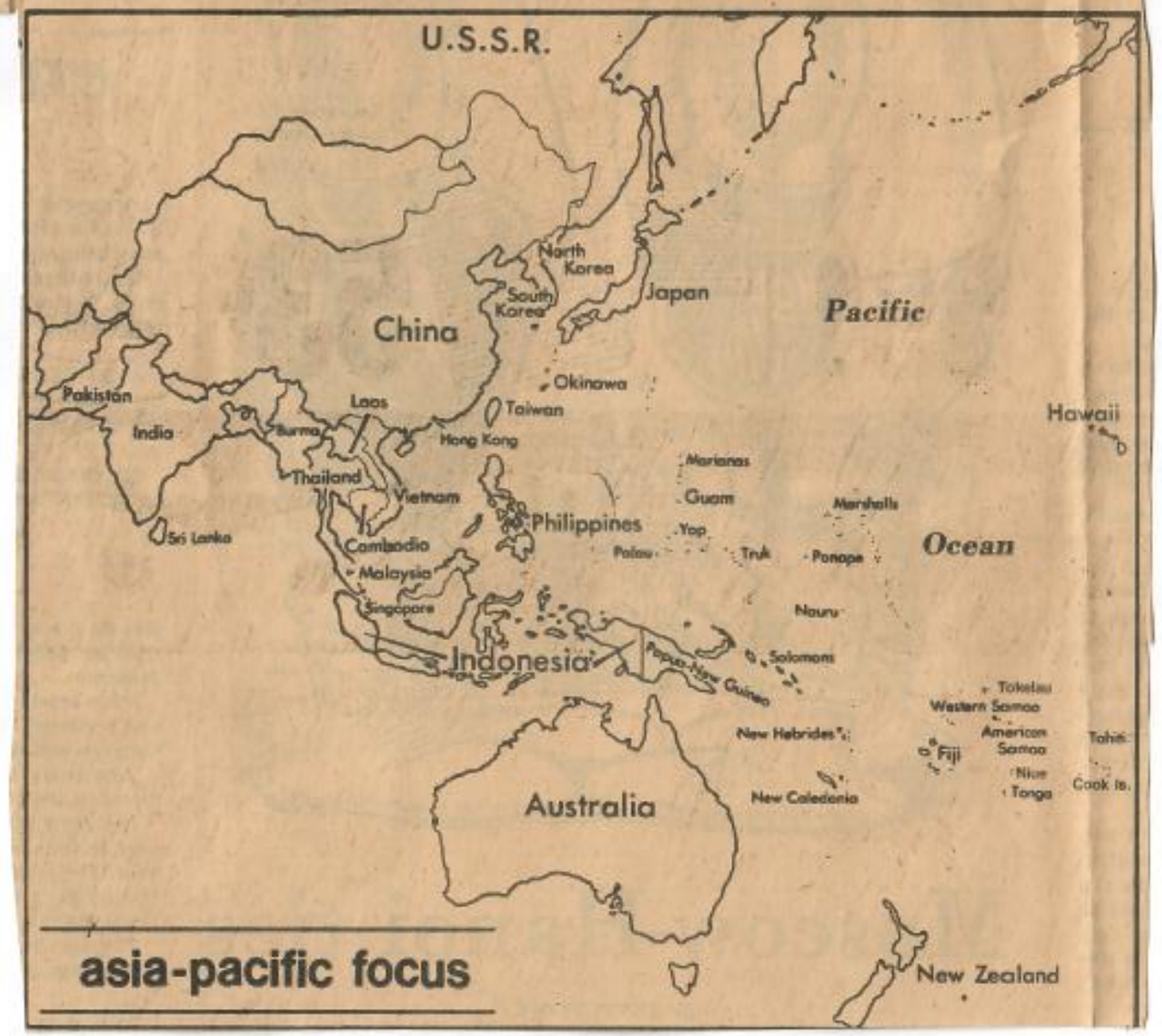
Because of Hawaii's position and thnic composition, Herr says, there 's a particular affinity between these slands and the South Pacific. "However, this is not always recognized or used properly," he adds.

Hawaiian institutions, churches, businesses, universities, should be supportive of the South Pacific, he says, but while some churches "seem to take a responsible interest in the islands," other organizations do not, he says.

"Hawaii could do more," Herr says. "The University (of Hawaii) has to plead to convince people it should excel in Pacific studies."

SundayFocus editorial opinion, comm

Star-Bulletin & Advertiser



asia-pacific focus

Prepared by the staff of The Honolulu Advertiser Nov. 12, 1978

U.S. came late to vast Oceania

The writer is U.S. ambassador to New Zealand. The following is excerpted from an article in Asia Mail.

By ARMISTEAD I. SELDEN

Habits of thought are hard to change. To most Americans, Asian-Pacific affairs are about our relationship with the Asian rimlands and the string of off-shore islands stretching from the Kuriles to Singapore.

Nowadays, we talk increasingly about the Pacific Basin, but somehow a real grasp that there is something between our western shores and the near approaches to Asia eludes us. We even find it hard to relate Australia and New Zealand to the totality of Asian-Pacific affairs. Their cultures, so dissimilar from the rest of the region, and historical and trade connections with Europe seem to stand in the way.

BUT THE AREAS most overlooked in our view of the Asian-Pacific region are the myriad islands comprising Oceania and the continent of Antarctica, which in increasingly important ways is taking its place as a Pacific Basin rimland.

That we have had difficulty grasping the true geographical scope of the Asian-Pacific region is understandable. After all, the Pacific Basin is in fact a water hemisphere — half our world with only a tiny percentage of dry land within it.

OUR DESULTORY involvement in the Pacific, being largely the by-product of other dynamics, even made us poor competitors in that era's scramble for colonial possessions. In the 60 years between 1840 In the South Pacific, Australia and New Zealand have been joined in independence by Western Samoa (1962), Nauru (1968), Fiji (1970), Tonga (1970), Papua New Guinea (1975), and the Solomon Islands (1978). Independence for Tuvalu (formerly the Ellice Islands) came last month, and will come for the Gilbert Islands in 1979, with the New Hebrides probably not far behind.

ALREADY self-governing in free association with New Zealand are Niue (1974) and the Cook Islands (1965). Tokelau, a New Zealand dependency, is also moving toward self-government and American Samoa, while not changing its organic relationship to the U.S. has for the first time an elected rather than an appointed governor.

Even in French Polynesia there are stirrings. In the central Pacific, the Carter administration has set the goal of ending the trust status of the TTPI by 1981 and, in a statement of principles signed in April of the year, agreed to conclude free association agreements with as many Micronesian entities as may emerge from a constitutional referendum being held there. It is thought that this referendum could produce as many as three entities — the federated states of Micronesia, Palau, and the Marshall Islands. Already, the Northern Mariana Islands have concluded a self-governing commonwealth-type agreement with the United States.

and 1900, Great Britain, France, and Germany gained control over most of Oceania. Spain lost its colonies by the turn of the century, and World War I eliminated Germany as a Pacific power. Thereafter, Japan gained a league mandate over most of Micronesia (The Marianas, Carolines, and Marshalls) — roughly a third of the region — and, beginning in 1901, New Zealand and Australia emerged as administrators of a number of territories in the area.

U.S. involvement remained static, with only a minor increase in interest in the 1930s as we searched for sea-plane anchorages to serve the newly developing Pacific air routes. World War II intervened and interest again waned so that questions of sovereignty over some 26 islands which came into dispute in that era are still to be resolved.

IN WORLD WAR II, we paid a high price for our inattention to Oceania as we were obliged to shrink Japan's defensive perimeter island by island before the Japanese homeland was finally within range of our bombers. The inordinately high price we paid caused us to resolve to keep our lines of communication across the Central Pacific safe in the future. We insisted upon a so-called "strategic" trust over Micronesia and then settled back into our comfortable ways, secure in the thought that hostile hands would not again establish bases along the route to our vital interests in East and Southeast Asia.

Our stewardship over the trust territories of the Pacific islands (TTPI), as the Micronesian trust became known, reflected both the difference in concept between a "strategic" trust and other trusts created under the U.N. charter and our own lack of strong interest in the area. The usual trustee's responsibilities for the inhabitants were imposed, but, in the case of a strategic trust, the maintenance of "international peace and security" were

AN EQUAL if less obvious change in the political geography of the Pacific has been wrought by the worldwide movement toward establishment of 200-mile exclusive economic zones (EEZ's). When New Zealand's Prime Minister Muldoon visited Washington last November, he underlined the dramatic change in Pacific geography by showing President Carter a map on which the various 200-mile EEZ's were superimposed. Since even the smallest islands provide the basis for an EEZ claim of 125,000 square miles, it takes little imagination to see an ocean with practically no high sea areas in the Central and South Pacific.

Relatively little is known about the fisheries resources of the Central and South Pacific, but signs are that they may be unexpectedly rich. Already, vying over the fisheries resources of the region has begun. When large-scale seabed exploitation of minerals becomes more than a theoretical possibility, the apparently sizable amounts of manganese, cobalt, copper, and nickel will raise the ante even higher and give even greater reality to the 200-mile zones surrounding the Pacific islands.

The trend toward regionalism has grown mainly out of a recognition by island leaders that what they could not do individually, they might well be able to do collectively.

THEIR NEW-FOUND sense of identity is most clearly reflected in the South Pacific Forum, begun in 1971, which regularly brings together heads of government of some 12 South Pacific countries for informal political and economic discussion. Other intergovernmental organizations attacking regional problems are the South Pacific Commission, The Pacific Islands Producers' Association, The South Pacific Bureau for Economic Cooperation, The Pacific Forum Shipping Line, and The University of the South Pacific.

Probably the best example of a re-

paramount considerations.

We were content to have it that way. Our military use of the TTPI was confined to the test sites at Eniwetok, Bikini, Kwajalein, and the political, economic, and social development of the islanders was largely ignored by successive U.S. administrations.

THOUGH LATE-ARRIVING, the wave of self-determination has finally reached Pacific island shores, yielding nine new states or self-governing entities in the last few years, with more to come. Common problems if not common cultures, have brought the island countries to a realization of their inter-dependence has meant regionalism in a big way.

A natural extension of independence has been a growing involvement in international affairs by the island governments. In return, contacts are multiplying as countries external to the region are becoming increasingly conscious of the islands of Oceania. On the southern rim of the Pacific, Antarctica as well is coming out of its deepfreeze into the sunlight of international attention.

gional approach to the common problems of Oceania is the proposed South Pacific Regional Fisheries Organization. Realizing the special significance for them of the worldwide movement toward declaration of 200-mile exclusive economic zones, and given the fact that their most important fisheries resource is the highly migratory tuna which can be rationally managed on a regional basis, the South Pacific nations, along with the United States, Britain, France and some of the Micronesian entities, are in the midst of important negotiations to establish a regional fisheries management organization.

The various Micronesian groups have already made it clear that, though they intend to establish new ones with the other Pacific states, they are particularly interested in membership in the South Pacific Forum. They obviously see a natural community of interest with island states sharing similar cultures and problems. They also appreciate that geopolitical realities call for a Pacif-

See U.S. FINALLY on Page F-4

F-4 Honolulu, Nov. 12, 1978 The Sunday Star-Bulletin & Advertiser

U.S. finally 'discov

Continued from Page F-1

ic version of an organization of African unit.

WHAT HAS BEEN the U.S. response to the set of trends of independence, inter-dependence, and international involvement in the Pacific?

There is no doubt that the vast reservoir of good will which the United States collected in the islands in World War II was thereafter carelessly allowed to evaporate through lack of even a modicum of attention. What policy we had was piecemeal and reactive. Not until the middle 1970's was serious thought given to the area and efforts made to integrate it into general Asian-Pacific policymaking.

There are signs that these seminal efforts are taking root as the Carter administration, in particular, has begun to respond to the new situation. We are coming around to a degree of interest and involvement

'ering'

which is commensurate with our interests in the region and the needs of its peoples.

THE CONSTITUTIONAL solutions being reached in the Central Pacific promise to meet the aspirations of the inhabitants of Micronesia and our own strategic needs. The commonwealth arrangement with the Northern Mariana Islands should help to secure our vital lines of communication which flow through these islands to the Philippines, Taiwan, and Southeast Asia.

The agreed principles for free association with the other Micronesian entities assure the United States of full authority for security and defense matters for 15 years, even if during that period the Micronesian parties opt for outright independence. On the other hand, the agreed principles give a high degree of autonomy to the Micronesians and assure them of continued economic assistance.

As the last major area to undergo decolonization, the South Pacific emerged too late to enjoy the largess which characterized our aid programs in earlier years. Nevertheless, the United States has now pledged itself to assist the economic development of the South Pacific.

Our relatively large and successful Peace Corps programs in a number of these countries are scheduled to be supplemented by programs administered by a new regional development office of the Agency for International Development in Suva, Fiji. We have also continued our assistance through the South Pacific Commission (SPC) and, in particular, have helped fund an SPC skipjack tuna tagging program which is vital to the development of the fisheries resources of the region.

AT PRESENT, we anticipate becoming a charter member of the proposed South Pacific Regional Fisheries Organization, another vital link in the conservation and management of the region's resources, and we have indicated that we will con-

vast Oceania

tribute suitable share to its costs.

Financial assistance, however, is not the only support desired by the countries of the South Pacific. Political, diplomatic, or security backing may be equally appreciated in appropriate circumstances. Their aid programs notwithstanding, it is perhaps in these areas that New Zealand and Australia have done most to assist the newly independent states of the region.

The United States has begun responding to these needs as well. We have maintained increasingly active diplomatic relations with Fiji, Tonga, and Western Samoa through our embassies in Wellington and Suva, opened a consular agency in Apia, Western Samoa, and in April of this year, accredited our first resident ambassador to Fiji. we also have an embassy with a resident ambassador in Port Moresby, Papua New Guinea and we have established a separate Office of Pacific Island Affairs in the Department of State.

From Dillon?

April 28, 1978 Honolulu Star-Bulletin

Disputed Pacific Islands

Last Aug. 4, the Star-Bulletin reported that the U. S. State Department would be working to settle the status of 25 Pacific islands claimed by the U. S. and also by either the United Kingdom or New Zealand. Since we quoted a dispatch that said the target for settlement was early 1978, we recently asked the Associated Press for a progress report. Here is the reply:

By Robert B. Cullen

WASHINGTON — British and American diplomats want to make it clear that they really have been meaning to sit down and settle the Pacific Islands question. Really, they have.

It's just that in a world which seems to lurch from one crisis to another, the islands are one of those innocuous little problems that somehow get overlooked.

"It's one of those subjects that everyone thinks cannot be urgent, but it will become urgent," said one British diplomat, Joseph Millington.

Millington is one of the few people in Washington who even knows where the islands are, let alone that the United States and Great Britain have had conflicting claims to some of them for more than 100 years.

There are 25 islands involved, all of them uninhabited. The principal one with any importance is Canton, the site of a tracking station that helps the Air Force follow missiles fired down its Pacific testing range.

(Eighteen of the islands have been claimed by the United Kingdom, seven by New Zealand. Of New Zealand's seven, four are in the Cook Islands, now internally independent. The Cook prime minister has said the U.S. can "go to blazes" with its claim.)

MOST OF the conflicting claims arise from the Guano Act of 1863, in which Congress empowered American skippers to claim islands which might have guano, or bird droppings, on them. At the time, guano was used as fertilizer.

British captains were doing the same thing. Somehow, the two nations managed to avoid going to war over their claims.

In fact, they got along quite well by agreeing not to resolve their differences. In the case of Canton, the British administered the area, the Americans got their tracking station.

But now the British are giving independence to two groups of colonial islands which consider the disputed territory their own. The Gilbert Islands claim Canton. The Tuvalu Islands claim others of the Phoenix group.

BRITAIN DOES not want the two island groups to become nations with any messy legal complications clouding their status, Millington said. It would like to settle the claims before Tuvalu's independence in October of this year and the Gilberts' in 1979.

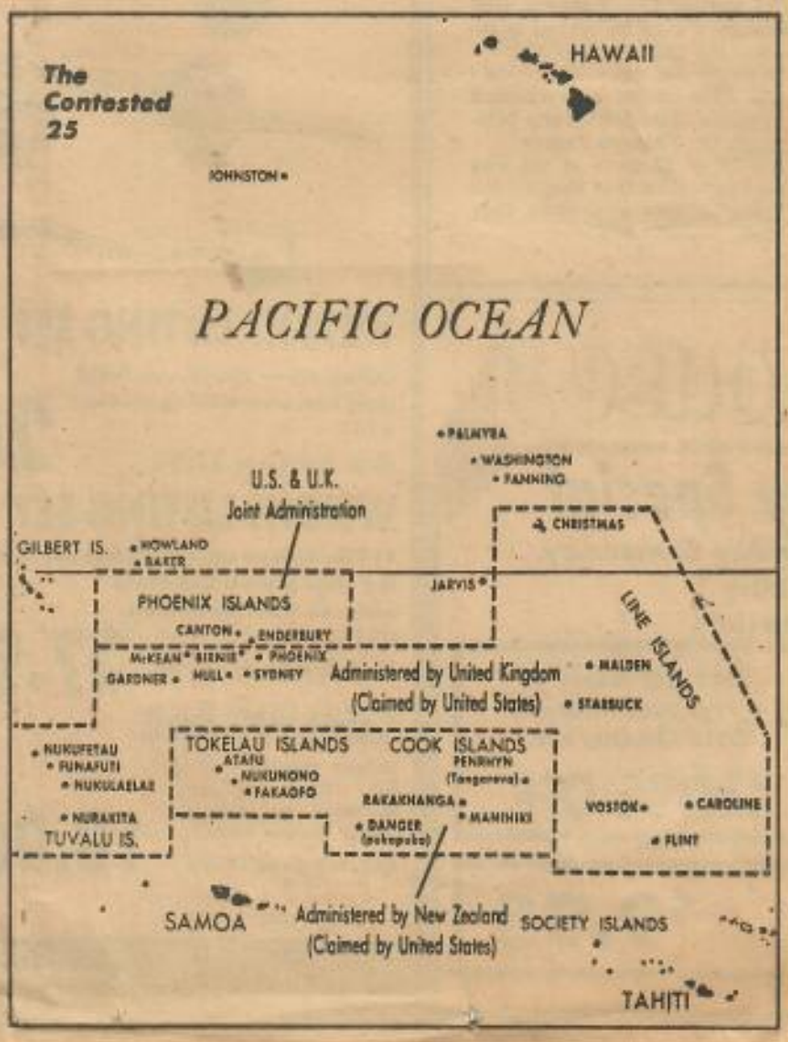
He said the Gilbert Islanders have no objections to allowing the tracking station to remain. It provides them with a couple of needed jobs.

"It's really not a problem. Both sides' objectives are the same," said Millington. So why haven't the two sides gotten together?

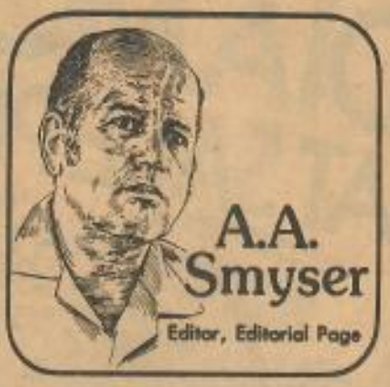
"Well, the British told us last year they were going to check with the Gilbert Islanders," said the State Department's William Bodde. "They haven't gotten back to us."

"We're waiting to hear from the Americans," Millington said. Told that Bodde was waiting to hear from him, Millington laughed. "Well, I guess I'd better call him then, hadn't I?"

The Associated Press



U. S. Has Unsettled



"GO TO BLAZES," the Prime Minister of the Cook Islands recently told the United States after it reminded him of its claim to four of the northernmost atolls in the Cook group.

The headlines over this probably awakened many people in Hawaii and elsewhere to a little-known fact: America has unsettled claims to 25 Pacific islands.

More than a century old, the claims date from the time the islands were discovered by American whaling ships, used to pick up guano or sought out for fresh water supplies by U.S. vessels.

EIGHTEEN OF the islands are counterclaimed by Great Britain and are under British administration. Seven were claimed by New Zealand and are under New Zealand administration, though in the case of the Cooks four are now internally independent.

Two developments are giving impetus to talks concerning unsettled claims to some small islands in the Pacific.

Good relations among the rival claimants have kept the situation quiet, but now two developments are heating it up. One is the movement toward 200-mile economic and fishing zones, under which the contested islands may control an ocean area approaching the size of the continental U.S.

The other is the move to independence, as with the Cooks.

Christmas Island, 1,200 miles south of Hawaii, and some of its neighboring islands are going to be allowed by Great Britain to vote on independence by early next year.

THIS HAS provided the impetus for Britain to initiate talks with the U.S. to try to settle the long-standing claims.

The U.S. State Department in turn has announced it hopes to have the dispute settled by early next year.

If the U.S.-British claims are settled, presumably there also will be negotiations with New Zealand and the Cooks over the other islands.

WHILE THE STAKES may not be high by international standards, the 200-mile economic and fishing zones' potential makes them not inconsequential, either.

Japan, for instance, has a satellite tracking station at Christmas and is engaged in the experimental cultivation of brine fish in the Christmas lagoon. Christmas also produces coconuts and has two airfields.

Canton and Enderbury islands have been used by the U.S. in missile tracking programs. All equatorial islands are well-situated for space tracking because every satellite in moving orbit crosses and recrosses the equator.

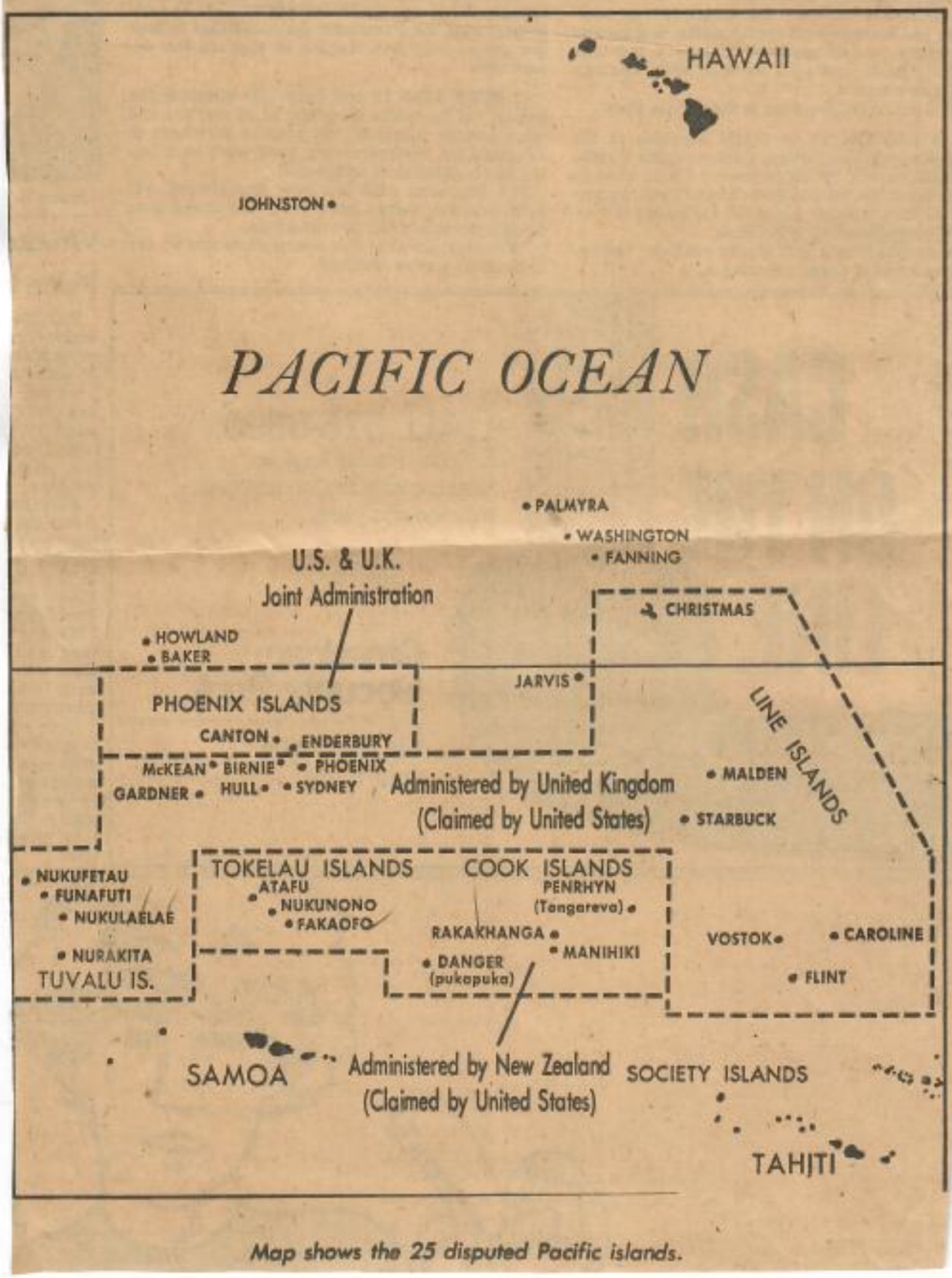
FOR HARBORS, airports, space tracking sites, agriculture and aquaculture sites, and as the hub of internationally-recognized economic and fishing zones, even flat uninhabited atolls are of potential value today.

Where there are inhabitants the significance of the claim further increases. Of the contested islands, only a few are unpopulated. These are all in the Line Island group — Flint, Malden, Starbuck and Vostok islands and Caroline atoll.

In all, five island groups are involved: Tuvalu (formerly Ellice), Phoenix, Tokelau, Cook and Line. Individual islands are shown on the map at right.

For the U.S. finally to close out its claims probably will require an act of Congress.

Claims to 25 Isles



Map shows the 25 disputed Pacific islands.

D-10 Honolulu Star-Bulletin Wednesday, September 26, 1979

No Shifts Seen for Territories

By Dave Shapiro
Gannett News Service

WASHINGTON — A new federal study of U.S. territories predicts no drastic changes in the basic political relationship between the United States and most of its territories in the near future.

The long-awaited report, ordered by President Carter last year, has found both statehood and independence for the territories to be impractical in the short term because of weak local economies that could not support either status.

However, the study outlined several options for massive economic development that could make statehood or independence for the largest territories — Guam and the Virgin Islands — possible in the distance future.

The report listed several options to improve the existing political status of the territories, including voting representation in the U.S. Congress, extending U.S. citizens in the territories the right to vote in national elections, upgrading local court systems and granting U.S. citizenship to American Samoans.

OTHER POLICY options that, if adopted, could result in major changes in U.S. administration of the terrtories include:

—Shifting responsibility for the territories away from the Interior Department to either another department or an inter-agency body representing all departments with interests in the territories.

—Tying future federal aid to the territories to the effectiveness of local governments in balancing their budgets and raising revenues through local taxation.

—Standardizing income tax systems in the territories and bringing all systems under the administration of the Internal Revenue Service.

The study, for a task force representing several federal agencies, reviewed the pros and cons of each option, but made no recommendations on which should be adopted as federal policy.

Discussions keyed on Guam, the Virgin Islands, American Samoa and the Northern Marianas Islands. The Trust Territory of the Pacific was discussed only briefly because the U.S. trusteeship is scheduled to end in 1981. Puerto Rico was excluded because of its special commonwealth [illegible] with the United States.

CARTER ORDERED a review of the entire relationship between the United States and its territories after complaining of piecemeal federal assistance program and little movement toward self-reliance by the territories.

Jeffrey Farrow, White House liaison for the project, said the report will be sent to Carter in October after the task force reviews comments by territorial officials and other interested groups.

Farrow said Carter will study the options and make his policy decisions by the end of the year, with the goal of enacting changes through legislation and executive orders by early next year.

The study said sentiment for formal political status talks that could lead to statehood or independence exists mainly in Guam, where "there is some discussion, apparently serious, of recent origin . . . Whether this is a passing phenomenon or not, it should be taken seriously."

The report said such talks would violate the U.S. policy of refusing to treat its territories as international entities, but added that it would be difficult to deny U.S. citizens of Guam and the Virgin Islands the same attention that noncitizens in Micronesia received in their status talks.

"IT IS A MATTER of basic fairness to people who have never freely chosen the form of their present association with the U.S.," the report said.

The study said economic development in the territories has suffered from lack of resources, small markets, loss of skilled labor, slow development of a private sector and excessive dependence on direct federal assistance for economic survival.

The study said government jobs account for 37 per cent of all employment in the Virgin Islands, 45 per cent in Guam, 46 per cent in American Samoa and 44 per cent in the Northern Marianas, compared to an average of only 17 per cent in the states.

The report said one possible solution is creation of a territorial development bank that would provide up to $100 million to finance economic development projects and the basic utilities, transportation and communications systems needed to spur development.

OTHER OPTIONS included a major expansion of the commercial port in Guam, incentives to spur the fishing industry in Guam and American Samoa and creation of a regional development commission in the Pacific, including Hawaii, to provide planning, research and promotion for economic development.

The report said territorial officials have run up large operating deficits by depending too heavily on federal aid and making little effort to raise local taxes to increase their revenues.

A possible solution to this would be to tie future federal aid to the success of local governments in balancing their budgets and providing a greater share of their operating revenues through local taxation, the report said.

Hawaii may have bi

By JOHN GRIFFIN
Advertiser Editorial Page Editor

Considering our long history in the Pacific, both the United States and Hawaii have only modest ties with those other islands in what is variously called "the South Seas," "Oceania" or "the South Pacific."

North of the equator, where Guam and Micronesia are located, we are more involved because those are areas of U.S. political responsibility and some Hawaii economic activity.

But to the south, where new island nations continue to gain independence, we have been much less in touch with the evolving situation, except for some improved contacts with American Samoa, the only U.S. territory in that region.

THE ABOVE VIEW was reinforced last weekend, somewhat ironically, by a good conference on "The Emerging Pacific Island States."

It was well attended and the names of the sponsors indicate that academic island interest here is hardly neglected — the University of Hawaii's Pacific Islands Studies Center, its Pacific Islands Studies Program, and the Pacific and Asian Affairs Council.

Still, I ended up impressed at how far Hawaii and the U.S. as a whole have to go to become part of the emerging Pacific island scene. Geographically, Hawaii is the most isolated archipelago in the world, and there are those who suggest that is true in Pacific Island relations.

AT THE SAME time, the second and perhaps more important conclusion is that both the U.S. and our state government are taking an increased interest in both the quite different North and South Pacific situations and in overall regional issues.

Washington has come to recognize that the islands are fast, if peacefully, changing. Not only are we negotiating status agreements in Micronesia, the South Pacific island nations are part of a new scene there, as well as voting members of the United Nations. Both the Soviet Union and China have been showing interest in the area.

Moreover, this comes as the new 200-mile economic zone gives even the tiniest dot of an island at least theoretical control of fishing, mining and other such rights for at the very least 40,000 square miles of ocean off its shores.

"It's a new map out there," says William Bodde Jr., director of the State Department's Office of Pacific Island Affairs. He notes the 200-mile zones have reduced international space to the point it would be hard to cross the Pacific without running into someone's economic area. Others suggest the net effect is to bring the islands and their interests closer together.

BODDE'S OFFICE is a sign of Washington's increased interest in island affairs. It was split off from Asia affairs last year to give the islands more attention.

American aid (not including Micronesia or U.S. territories, of course) is minuscule, less than $3 million. It goes to regional organizations, primarily the South Pacific Commission, and to support Peace Corps activities ("Our single biggest asset," says Bodde).

If that aid is unlikely to increase, the U.S. is obviously more active diplomatically with the new nations and with regional affairs. And U.S. officials talk about the inevitability and desirability of more contacts between the so-called American islands and those in the South Pacific.

Hawaii is not going to lead U.S. Pacific Island policy. But there are indications that Washington sees an increased Hawaii role as desirable and natural in the new political and economic situation.

MUCH OF the state's increased attention has been on the U.S. area of primary interest. Governor Ariyoshi's special (and unpaid) assistant for Pacific Island matters, Bishop Estate trustee Myron Thompson, has reportedly focused almost entirely on lobbying for a federal regional commission for the U.S. Pacific Islands, similar to ones operating for Appalachia and other Mainland regions

g South Pacific role

That could mean a new level of leadership for Hawaii, and a better focus for federal programs in all island areas here, in Guam, American Samoa and the new politial entities in Micronesia.

Beyond that, some of the new nations to the south, notably Tuvalu (formerly Ellice Islands) and the Gilberts (due for independence in July) are said to be looking to Hawaii for help and cooperation.

Just how Hawaii can or will relate to the larger, more established island nations south of the equator is more difficult to say. Beyond some cultural ties, we share other interests — fishing and ocean mining concerns, air transport needs, energy problems and potential, agriculture development, tourism growth and controls and other economic questions.

The Hawaii-inspired Pacific Islands Development Commission is alread operating among the U.S. island areas. Later we may develop expanded economic ties in the south beyond, or perhaps via, American Samoa.

BODDE'S SPEECHES while here for the conference indicated a sensitivity to both the need for the U.S. to have an increased interest in Pacific Islands development and to the danger of overdoing it. He indicated that in the South Pacific we will continue to let Australia and New Zealand lead the way in working with the new nations.

For a relatively inexperienced Hawaii there are dangers, including of just plain blundering or being accused of being a tool of some "neo-American imperialism" aimed just at more trade and keeping out the Communists.

Don Topping, the UH Pacific linguist and islands expert, summed up the conference and noted that Hawaii's record past and present with its Hawaiian people might not inspire trust and confidence in other island peoples. As he said, we have to get our own act together in such matters.

IN THAT REGARD, I was interested when Hideto Kono, head of our Department of Planning and Economic Development, talked, albeit vaguely, about efforts "leading to a Pacific Islands regional approach in dealing with the rest of the world."

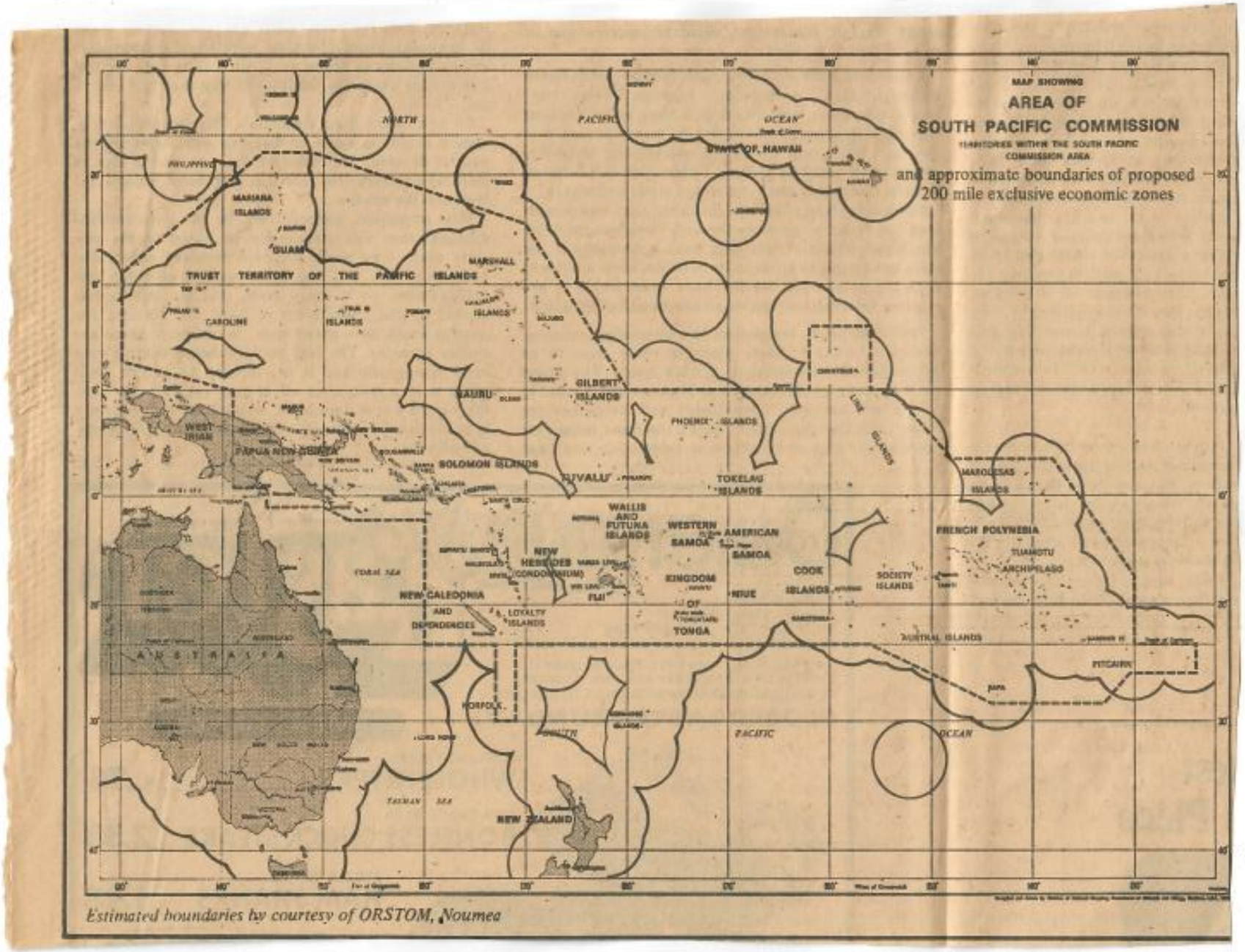
But I was most impressed that he stressed the need to go slow and small and to deepen our understanding of "our sister-islands to the south and west." He included this point:

"We must not take for granted that because Hawaii has millions of income-producing tourists, that all the Pacific Islands would need and would benefit from more tourism. . ."

"We must not insist that a materialistic culture predominate in lands which have treasured religious or familial values as supreme. ."

"We must avoid at all costs the idea that because Hawaii has been blessed with material prosperity, that we have also cornered the market on wisdom and intelligence."

IN SUM, THEN, Hawaii may well have a leadership role some day in Pacific Island affairs, especially with other areas tied to the U.S. But for the South Pacific, the key words are cooperation and learning more about the place.



Estimated boundaries by courtesy of ORSTOM, Noumea

Visit to isles recalls the past

By RICHARD HARWOOD
Washington Post Service

MIDWAY ISLAND — Countless gooney birds stagger across the old coral runways on Eastern Island, disturbed now and then by beached seals, snoring in the sun after the long swim from Alaska.

In the brilliant turquoise and aquamarine shallows offshore, relics of an old war lie rusting. The bombed-out barracks long ago rotted and collapsed. Weeds and sand have overcome the bunkers.

Squinting at the horizon to the northwest, you imagine specks in the Pacific sky — Zeroes and Wildcats spinning high in the air, flaming by the dozens into the waves. The island itself is aflame, the runways littered with the wrecked carcasses of aircraft caught on the ground.

Then, the miracle. Dive bombers from the Enterprise mortally wound the great carriers Akagi, Kaga and Soryu. Soon the fourth giant, Hiryu, explodes and heads for the bottom. Yamamoto gives up the fight, swings his armada to the west and slinks back toward Japan. The tide of the war is turned.

On the beach, still squinting into the setting sun, there is another illusion, this one of old songs floating in from home. Jo Stafford is singing, "I Remember You." The ocean is beautiful and calm. It is the summer of '42.

* * *

EASTERN ISLAND is deserted now except for the gooneys and seals.

There are no monuments or shrines. A couple of times a week a C141 lumbers in from Hickam Field to resupply the little Navy garrison on Sand Island, just across the channel. Otherwise, there is nothing left from the last good war and that inspires a thought.

Why not install here a modest plaque? It could read:

"Birthplace of the American Establishment."

The thesis is simple, the evidence strong:

Out of these Pacific waters covering one-third of the surface of the earth, out of these islands with strange and half-forgotten names — Tulagi, Vella Lavella, Vona Vona, Kwajalein, Yap, Tarawa, Saipan, Bougainville — and out of Europe, too, came the young American men who were to dominate for decades the principal institutions of American life.

They are the captains of Coca-Cola, Weyerhauser, Sears, Allied Chemical, J.P. Morgan, Pepsico, Citicorp, Chase Manhattan, First Chicago, Boeing, Lockheed, Chrysler, Ford, General Motors, Bank of America, TRW, American Airlines, Anheuser Busch, ITT and dozens more.

THE LABOR UNIONS, universities, philanthropic foundations, newspapers, international banks, the Pentagon, the CIA and political bodies of every description came under their control.

They have been the last five presidents of the United States if you count Carter's Naval Academy years. All were young naval officers and all of them (Carter excepted) did their time in the Pacific. In Congress even today, half the senators and 45 percent of the representatives are veterans of the war, plus two-thirds of Carter's cabinet.

Another number: Of all men be-

See VISIT on Page F-4

Along the South Pac

By JOHN GRIFFIN
Editor, Advertiser Editorial Page

Four weeks in the South Pacific may sound like a lot, but it was really only enough to touch a few of the high spots.

After all, below the equator are some 17 island states, from independent nations to territories, plus the region's two superpowers, Australia and New Zealand.

This May-June journey was not a writing trip for me. On the contrary, we were sometimes in the news in a modest way. I was even misquoted in one paper — something that is sobering for the soul of any journalist.

I was half of a lecture tour on the general topic of Changing U.S. Policy in the Pacific Islands, a subject I have written about and sometimes criticized over many years.

The sponsor was the U.S. International Communication Agency (the former Information Service) which usually sends out academics and artists to show and explain American viewpoints.

With me was John Dorrance, a State Department officer who has spent many years in Pacific Island assignments. Back in the '60s, he was the first such foreign service officer to do graduate work at the University of Hawaii in island studies.

The way it worked out, Dorrance spoke mostly on Washington's evolving policy in the Pacific Islands, while I talked about what we jokingly referred to as "Hawaii's foreign part of the U.S. delegation that just negotiated a treaty with the Gilber t Islands in talks that took place in Fiji. Small world. Coleman, Thompson, and I all have houses a few blocks apart in Niu Valley.

Some people feel the island of Tutuila is as much American as Samoan, but coming from Hawaii the difference in atmosphere, scenery and people is striking. You are in the South Seas.

Pago Pago is really an overnight in-transit stop, but we visit Peter Coleman, who looks very much at home as the first elected governor. He jokes, offers island insight and gossip, and you get the feeling American Samoa may finally become part of the South Pacific scene. Coleman even has his own "foreign policy," although he (and other leaders more strongly) make it clear they want the islands to continue under the U.S. flag.

At the airport, we meet Lt. Governor Tufele Li'a and Fred Rohlfing, who runs the American Samoa liaison office in Honolulu. They too are just back from the Gilberts talks in Fiji.

Western Samoa

This bigger but poorer independent nation seems much the same as a decade ago. We talk with government and media people, but everyone is understandably preoccupied.

A court decision has just invalidated the election of four legislators om bribery charges, like England. We are heavily booked, from breakfasts with businessmen at 7:30 a.m. to friendly dinners that go on until after midnight.

New Zealand officials are politely critical of U.S. policy at a Foreign Office meeting, and there are even questions about Tavana's role. I get the feeling they may establish a consulate in Honolulu to keep an eye on things.

We leave via Christchurch, and the snow-covered southern 'alps" are a smashing sight. I vow to return.

New Zealand

On this second visit it strikes me hard that Sydney is one of the great cities of the world. "Too bad it's so far from anything else," laments one Europe-oriented American.)

"John, we've got to have an opera house on our waterfront," says Hawaii public television head Mary Bitterman who is there as a guest of the Australians. As I am, she is dazzled by Sydney harbor's great symbol, as well as much else.

Here, as elsewhere from now on, we are following in the footsteps of U.N. Ambassador Andrew Young, who may be controversial but did well on his visit and is a hard act to follow. My best performances seem to be with journalists and students.

If Sydney is Australia's New York, Melbourne is its Boston. My main memories are of autumn leaves and Victorian buildings and of sherry and cheese during a program at the

ific way

a trip to the U.S. Somare took us to lunch and talked, among other things, about his trip to Hawaii after Air Niugini starts Port Moresby-Honolulu direct service next month..

Peter Wilson was a hard-driving fullback when we were at the University of Hawaii. Now he is the UN-financed fisheries director for the PNG government, and he hits the line even harder against U.S. tuna fishing policy in the Pacific. I agree with him, and all the more so after several hours of his arguments.

There was a radio interview with a difference here. As a basis for questions, the reporter used articles and editorials on the Pacific I had written for The Advertiser. He got them in the government news letter from American Samoa. I found myself saying, "Did I really write that?"

Not much time to get out in the countryside here, but on a Sunday we did drive up the Kokoda trail of World War II fame with an Australian scholar friend who advises the government. At a lodge, we sat talking and sipping beer on a grassy bank above a jungle-fringed stream. Very restful, except when the dogs start barking at crocodiles coming up to shore. There is a pidgin sign that suggests swimming might be dangerous.

Solomon Islands

At Guadacanal's Henderson Field, of World War II fame, we are met by a barefoot official of the Foreign Office who escorts us first into the

policy," really the changing roles of the American-run islands in the post-colonial period.

Indeed, Governor Ariyoshi might be amazed at some of the aspirations I proclaimed in Hawaii's name.

But I'll be writing more on that in coming days. This article is only to give a highlight outline of how the trip went.

Getting started

Dorrance and I try out our dual production — a format irreverently referred to as a "dog-and-pony show" — on some University of Hawaii Pacific specialists. Leaving, one friend hands me a note that says: "Glad I'm not going with you guys."

Waiting for the plane to leave is itself a great Gauguin scene of big Samoans, laughing women, joking men, and smiling babies. I notice that everybody over the age of 15 seems to smoke a lot.

DC-10s have since gone out of style, but let it be recorded that Continental puts on fine flights to the South Pacific. But then again anybody who figures out a way to leave here in the daytime (as opposed to the middle of the night when others fly) has my vote.

Dorrance opts for the movie, but really watches rather enviously as, over Amaretto, I confer on Hawaii's role with Carolyn Imamura, a state consultant on island regional matters. I am being paid to do this.

American Samoa

Our plane is met by Governor Peter Coleman's special assistant, Nita Tolmie, bearing shell leis, and by Governor Ariyoshi's special island affairs assistant, Myron Thompson. He bears news he was threatening the one-seat majority of the government of Prime Minister Tupuola Efi. Naturally, people are less concerned with U.S. policy than their own political survival. Even the honorary U.S. consul has a couple of relatives involved.

We learn that Cook Islands Prime Minister Tom Davis has also arrived, but we are stymied in efforts to see him soon until I call Tavana, the part-Tahitian Waikiki entertainment magnate who is traveling with Davis. Tavana fixes it up right away, and former NASA research physician Dr. Davis is most interested in U.S. policy in the islands. He also has a few ideas of his own.

Jogging out from Aggie Grey's hotel at dawn I was dazzled by the beauty of the shoreline, sleeping villages and misted mountains. But going past the port area I met another side of Samoa, a drunk on a bench who yells: "Hey, where are you going? You better get your ass out of here, you bastard."

For other reasons, we left a day ahead of schedule, and even managed to talk with a preoccupied Prime Minister Efi at the airport.

New Zealand

Since it was Saturday night, our introduction to Auckland (which boasts of having more Polynesians than any other city) was our hotel's disco and a multi-racial clientele that looked like Hawaii.

A sunny Sunday shows us a great city of parks and bays. Next day there is a lunch with scholars and journalists, and I realize interest in Hawaii diminishes rapidly as the distance increases. They don't seem impressed when I tell them Governor Ariyoshi has just made his first trip to Australia.

It's winter in the capital of Wellington, cold and wet and something Australian Institute of International Affairs chapter.

There were also a couple of odd angles. We were interviewed from the island of Tasmania by phone, and we went with a group of interested people to discuss Pacific policy over exotic dishes and candlelight at a Lebanese restaurant. A couple of people there looked like Aussie intelligence types to me, and I can only hope THEY figured out what we were all doing there.

The well-planned but isolated capital city of Canberra was another 24-hour stand where we flew in and were rushed off to a series of programs. Rather than make Governor Ariyoshi sound like King Kalakaua in his empire days, I tone down the Hawaii rhetoric. Also I have to be accurate because retired UH Pacific expert Norm Meller and wife Terza are there in a meeting of island experts at Australian National University.

Papua New Guinea

There aren't many students on hand when we speak at the university. Many of them have been on strike, and a group is down at Parliament which has turned down their requests for higher living allowances. Still, there, and also with government officials, we get some good critical questions on U.S. policy and intentions. One concerns Hawaii-based operators in the New Hebrides who have caused trouble there. I have no good answer.

The last time I saw Prime Minister Michael Somare he was just an aspiring young opposition leader who was an interesting drinking companion. Somare didn't remember that, but he did know Dorrance, who a dozen years ago saw him as a potentially rising star and arranged

small VIP lounge and then into a small station wagon for the ride to the hotel.

Independence is only a year old and the Solomons don't have much money, but you are impressed there are some sincere and sophisticated people making modest progress. That includes Prime Minister Peter Kenilorea who is 29 years old.

Small world again. I go in to buy a special T-shirt, and the haole woman who runs the place is from Honolulu. Not only that, she is a Frank Fast fan. I don't record her name. It's bad enough getting your editorials read back to you in New Guinea.

We talk to four Peace Corps couples training to go off in the far-out villages. They don't have to worry about explaining U.S. policy there, but some did wonder why the people of American Samoa didn't want to be independent. That required a 15-minute answer.

Fiji

My stop in Suva was shorter than expected, which is unfortunate because, like Dorrance, I used to live there and there is a kind of second-home feeling about events.

At the end of a long tour, it was pleasantly low key — a talk to the press club over an Indian lunch and beer, a program at the University of the South Pacific where expected critics did not materialize, and meetings and social events with old friends and public figures. There was even time for a pilgrimage to the bawdy Golden Dragon night club (run by old family friends) which is now one of the tamer among five discos in town.

Here as in Western Samoa we faced preoccupied people because there was a scandal with some important political implications for the prime minister, Ratu Sir Kamisese Mara.

Ratu Sir Kamisese Mara

Ratu Mara — considered by many as the South Pacific's most outstanding leader — is still seen as an absolutely essential figure for political and racial stability in Fiji. His own integrity is not questioned.

But one of his government's main Indian members, Attorney General Sir Vijay Singh, was named in a conflict-of-interest case involving a messy flour mill deal. Other cabinet members were calling for Singh to quit or be fired. Singh refused, and Ratu Mara was quoted as saying something like: "If he goes, so do I." That had some chilling implications.

Most observers seemed to feel Singh and Ratu Mara had prevailed in this particular battle, but they also said there may well be more to come.

Anyway, Fiji and Ratu Mara are no strangers to crises, and I left feeling both uneasy and thankful Fiji still has a lively if unusual democratic system and a press free enough to report the problems.

Sir Vijay Singh was even on the plane with me, headed for a U.N. development plan meeting in New York. He went first class.

Back in tourist, I lectured an elderly Australian couple on changing U.S. policy in the Pacific Islands and Hawaii's role — working right to the end, or at least until they dropped off to sleep.

. . . Pacific prospects

Feb 6, 1977 Advertiser

The question of Puerto Rican statehood should be of more than usual interest in Hawaii, now the nation's only island state.

It could even help pave the way for additional Pacific Island states. They might include the longtime territory of Guam, whose leaders talk of eventual statehood; the new U.S. commonwealth in the Northern Marianas which is ethnically and geographically related to Guam; and remaining parts of what is now the Trust Territory in Micronesia.

Some might even envision an expanded Hawaii, as did the late Governor Burns (with little support) in the 1960s.

NOTHING IS likely to happen on any front for some time, including with Puerto Rico. Statehood for any more areas has been largely an academic issue since Alaska and Hawaii were admitted to the Union in 1969.

But admission of noncontiguous Alaska and Hawaii broke both old geographic and racial barriers. Statehood for more distant and different areas now at least seems more possible. Whether it's desirable is another kind of question.

Over the years there has also been some thinking about new political relationships that go beyond statehood. Those might require constitutional amendment.

On one side, some have discussed new regional relationships among American states, giving such regions more autonomy on immigration and other matters. In another direction, there has been some brainstorming about states having special relationships with nearby "foreign" areas — for example, our border states with Canada or Mexico; or Hawaii with other Pacific Island areas.

Again, anything is a long ways off and highly uncertain. Statehood for new areas should be an active possibility if it is desired. But amending the shape of the American union is something else, and something less politically palatable.

In all of this one might say Americans face the twin challenge of being open to new concepts without seeming to perpetuate what some will see as new forms of colonialism.

STILL, WHATEVER else it does, the uncertainty over Puerto Rico's political future and the discussion that will come should stimulate new thinking about future politics in the Pacific.

Pacific Islands Snarl New Fishing Boundary

By Arlene Lum
Gannett News Service

WASHINGTON—It's a simple exercise to draw the outer limits of the 200-mile fishing boundaries from coasts of the continental United States, but who decides how to draw the lines of American jurisdiction around Hawaii and the U.S. territories of Guam and American Samoa?

Hawaii and the two territories are included in the recently passed Fishery Conservation and Conservation Act of 1976 that extends American jurisdiction over fishing to 200 miles seaward.

Federal officials, charged with implementation of a conservation and management plan and with enforcement, acknowledge that the islands pose questions and not a few problems that may have to be solved through lengthy bilateral diplomatic negotiations or at the United Nations Law of the Sea Conference.

Until the jurisdictional questions are answered in international forums, it appears that Hawaii, Guam and American Samoa will be in legal limbo.

HOW, FOR EXAMPLE, does the new law affect Guam?

The U.S. territory is included under the law, but the Marianas Islands, part of the Trust Territory of the Pacific, are not.

Yet Rota, the southern-most of the Marianas, lies within 50 miles from the northern tip of Guam.

How will the lines be drawn in the Samoan group between the islands that are American territory and those of Western Samoa, an independent nation?

It came as a surprise to one Department of Commerce official to learn that the State of Hawaii is comprised of more than just the eight larger Islands.

John Shanton, at the National Cartographic Information Center (NCIC) of the Department of Interior, said the territory of the State of Hawaii includes 23 islands or atolls stretching from Kure Island at the northwestern-most point to the Big Island at the southeastern-most point, a 1,500-mile stretch that gives Hawaii "the longest shoreline of any state in the U.S."

ASKED TO provide a map of the outer limits of the 200-mile fishing zone for the State of Hawaii, a Commerce spokesman said, "We don't know and won't until the State Department tells us."

Those limits, like those between the U.S. and Canada, between the U.S. and Mexico and the U.S. and Western Samoa must be negotiated by the State Department in international talks

Between Kure and the Big Island, the smaller, lesser-known and uninhabited islands include:

Nihoa, Necker, Disappearing (part of the French Frigate Shoals), Laperouse Pinnacles, Tern and Gardner Pinnacles (part of the Pinnacles group), Laysan, Lisianski, Grass, Seal, Southeast, North and Kittery islands.

Both Eastern and Sand islands also fall within the chain, but are part of the Midway Islands under the jurisdiction of the Navy.

ALTHOUGH A National Marine Fisheries Service spokesman said there are good fishing grounds in the outer island areas, a U.S. Fish and Wildlife Service said fishing is banned in the area, protected as wildlife refuges.

Dale Sortland, of commerce's Extended Jurisdiction Office, said that even if the jurisdiction questions were answered, the islands pose "one of the biggest problems" because there is "not much enforcement capability out there at the present time."

Sortland said the enforcement responsibility is "split by the Coast Guard and commerce equally," with the Coast Guard providing the onsite ships, personnel, time and aircraft for surveillance and enforcement, while Commerce provides the fisheries and legal expertise.

COAST GUARD Capt. Richard J. Knapp, chief of the ocean operations division, said, that under the 200-mile law, "We're only going to be doing more of what we're presently doing with jurisdictional authority backed up by U.S. law."

He explained that under the Continental Shelf Fisheries Act and other laws, the U.S. has jurisdiction over a 12-mile fishing zone. The Coast Guard is responsible for enforcing the laws.

Knapp said there is only a small amount of fishing in mid-Pacific waters compared with fishing off the Pacific Northwest and the Aleutian Islands in Alaska, so "the bulk of our effort" in surveillance and enforcement "will be with the contiguous U.S. and Alaska."

Sen. Warren G. Magnuson, D-Wash., recognizing that enforcement was going to cost money, last week introduced an amendment to the 200-mile law that would provide an additional $11.2 million for the Coast Guard.

"Those of us who worked hard on this new law know that the Coast Guard presently does not have enough equipment in its inventory to police the 2.2 million square miles of new off-shore fishery jurisdiction," he said.

The money would be used for short-term reactivation of mothballed ships and aircraft.

WHILE FEDERAL officials are tackling the boundary and enforcement questions, however, the regional fishery management councils must be appointed and go to work soon to provide plans which then go into operation March 1 next year.

Hawaii, Guam and American Samoa will form the Western Pacific Fishery Management Council, which will have 11 voting members, including the principal marine fishery from Hawaii and the two territories, appointed by the three governors, and the National Marine Fisheries Service regional director who is based in Honolulu.

The other seven members will be appointed by the commerce secretary from a list of qualified candidates submitted by each of the three governors.

THE COUNCIL must draw up a plan which must include a complete description of the fishery, including gear, species, location, management costs, revenue, recreational interests and existing foreign harvesting rights, and an assessment of the fishery's present condition, optimum yield, maximum sustainable yield, and an assessment of U.S. fishing vessels, capacity and desire to harvest the optimum yield.

The council is also permitted to include other requirements. Such might be the provision that all vessels fishing in its waters must obtain permits, limitations on catch, prohibitions of types of gear, vessels or equipment, or creation of a limited entry system.

The plan must be submitted to the commerce secretary, who will approve or disapprove the plan.

Constitutional Status

Territories Pose a Major Question

By Arlene Lum
Gannett News Service

WASHINGTON — The laws of the United States are not clear about the constitutional status of territories and of the constitutional and legal rights of their citizens and nationals, so the Ford Foundation is awarding a $41,000 grant to the Institute of International Law and Economic Development to study the issue.

Increasing problems with the Commonwealth of Puerto Rico, the status negotiations with the Trust Territory of the Pacific, the insistence of Guam and the Virgin Islands on replacing their governing Organic Acts with constitutions of their own drafting, and American Samoa's recent decision to elect its own governor have "given rise increasingly to litigation and political strife in the U.S. and ... been subject to question in the U.N.," the Institute said.

The study will be directed by Arnold H. Leibowitz, president of the Institute, and will be completed by the fall of 1977. Leibowitz formerly was general counsel for the Status Commission on Puerto Rico and for the Political Status Commission of the 12th Guam Legislature.

LEIBOWITZ SAID THAT underlying U.S. problems in its relationships with its territories is the fact that since 1899, these island areas "have occupied an anomalous constitutional position in American law which the U.S. government has yet to clarify and which legal scholars have not explored."

U.S. territories historically have been treated in a second-class manner, under the theory that they would "evolve eventually into states," the Institute said in a position paper.

Until they became states, the position paper continues, most of the former territories were governed under U.S. laws "permitting extraordinary federal powers." Most of the American continent, Hawaii and Alaska entered the union under this philosophy.

Under pressure from Puerto Rico, the U.S. had to utilize another alternative — the commonwealth status which guarantees local self-government under a permanent union with the U.S. on the basis of common citizenship, defense, currency, free market and loyalty. Under this arrangement, the federal government retains powers in defense, national security and foreign affairs.

THE COMMONWEALTH status was established in 1934 in the Philippines as a transition to independence for the islands, which were won from Spain in the Spanish-American War in 1898. Guam, also ceded to the U.S. as a result of that war, became an incorporated territory but exercised no self-government until a dozen years ago.

Commonwealth status later was negotiated for the Northern Marianas, a district of the Trust Territory, which is administered by the U.S. under a United Nations trusteeship agreement. The rest of Micronesia is now negotiating a Compact of Free Association, which would tie the islands to a relationship with the U.S. but would guarantee independent self-government.

Although the U.N. has endorsed the associated state concept, there has been debate as to whether the U.S. has the right under international law to negotiate commonwealth status with the Northern Marianas, the Institute noted.

IN HIS BOOK, "Micronesia: Trust Betrayed," Donald McHenry said of the complex domestic and international legal questions facing the U.S. in its Micronesian negotiations:

"What is 'self-determination,' whether a right or a principle as it applies to Micronesia? Who or what in Micronesia has a legitimate claim to exercise the right to self-determination?"

The Institute suggests that the lack of clarity in laws governing relations between the federal government and Puerto Rico, for example, has led to independence movements, a new draft of a compact giving more voice to the Puerto Ricans, and the debate over the use of Culebra Island for Navy bombing practice.

And the limitation on the availability of Social Security funds for Puerto Ricans and two cases which reached the U.S. Supreme Court "are further examples of the political friction and the need to clarify the rights of the Commonwealth and its citizens," the Institute said. The U.S. Supreme Court cited the lack of constitutional clarity in the two Puerto Rican cases but refused to consider the cases on the basis of issues.

In the Virgin Islands, residents were resistant to the importation of alien workers, raising questions in the U.N. about the islands' voice in U.S. immigration policies.

Another example of federal decision-making which precluded a territorial voice was the use of Guam as a temporary haven for Vietnam refugees, the Institute said.

"Guam also for some time has been concerned with the amount of land utilized by the military, the procedure utilized by the military to acquire land from Guamanian citizens, and the difficulty of obtaining return of the land or adequate compensation," the Institute said. "Both Guam and the Virgin Islands, in order to gain greater autonomy, have been seeking a new constitution and Federal Relations Act to replace the Organic Act which now governs these islands."

What is U.S. policy in the Pacific Islands?

What is the future for Hawaii and other American islands in that policy?

The answers aren't clear yet, but such questions were the basic topics of a lecture tour of the South Pacific by Advertiser Editorial Page Editor John Griffin and a State Department island-affairs specialist. They recently returned from the four-week trip sponsored by the U.S. International Communications Agency.

An article last Sunday discussed the trip. The two reports below outline what they said in talks with government, university, business and other groups in a half-dozen countries. Other articles in coming days will deal with island nations and issues and some conclusions about Hawaii's position in the new Pacific politics.

Changes in the South Pacific

By JOHN GRIFFIN
Advertiser Editorial Page Editor

U.S. Pacific policy. . . .

United States policy in the South Pacific — that is, the tropical islands below the equator — has both already changed and is still evolving.

John Dorrance, a State Department foreign service officer with considerable experience in the area, talked about that policy in several ways during our trip. We each had presentations that varied from five to 25 minutes, depending on the audience (ranging from senior government officials to students) and the time available.

I didn't take detailed notes on all he said. But here is a summary of some of the points he made, as I recall them:

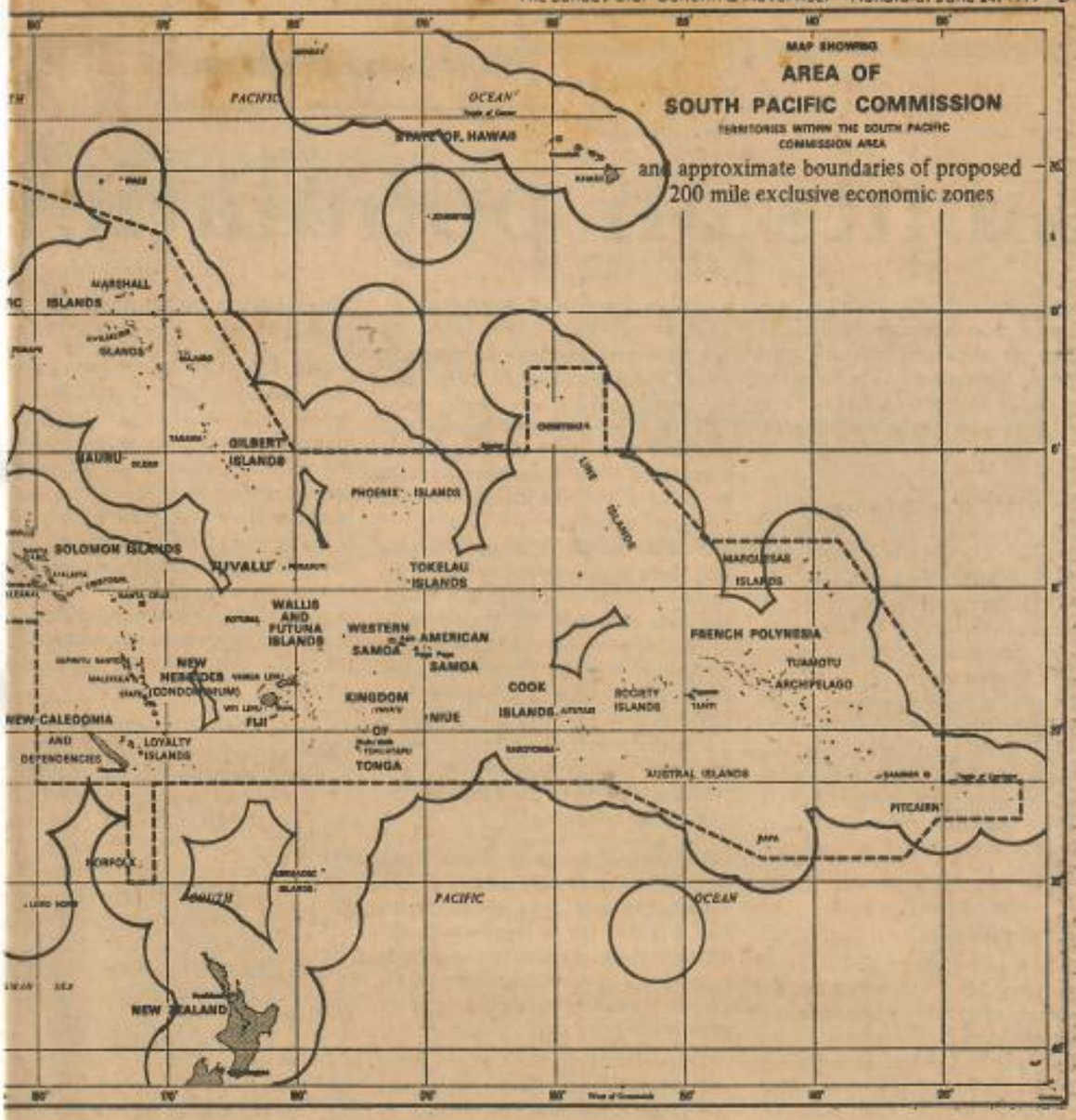
In addition, some of the islands in the Trust Territory will be quasi-independent, conducting their own foreign policy while retaining some links with the U.S. Those islands — as well as the regular U.S. territo-

> *"The U.S. has a modest presence in the South Pacific and the policy is not to have . . .*

and a friendly one for the U.S. American policy wants to keep it that way, while responding to development needs and other aspirations found everywhere.

With all that in mind then, the U.S. is saying that it is upping its interest and activities in the South Pacific. There will be more attention to diplomatic activity, maybe even another small embassy or two at some point, plus more attention to regional organizations.

Most U.S. aid will still go through regional organizations, although there is some interest in Congress in having bilateral programs with individual nations. At any rate, our aid in the South Pacific will remain



. . . and Hawaii's role

My first job in our month-long lecture tour of the South Pacific was to tell people more about Hawaii than they wanted to know.

When you get south of Samoa, the idea that Hawaii might have any role aside from Waikiki tourism and Pearl Harbor is not widely understood, much less appreciated.

Instead, my role was really to talk about all of the American Pacific islands in the post-colonial period.

WHILE MY comments took several forms, the general points went like this:

Colonialism is not a word Americans like. Euphemistically, we refer to call our colonies territo-

over their foreign policy — plus the option for complete independence when they want it.

In important ways, they will be more independent than the Cook Islands are from New Zealand, an arrangement long accepted by other Pacific Islanders.

Washington probably would — and certainly should — hold open the option for later independence for the U.S. territories of Guam, the Northern Marianas, and American Samoa. They deserve no less than Puerto Rico has had in this regard.

But the fact is — and this is one that others in the Pacific have trouble accepting or at least appreciating — those three territories don't

or of American Samoa. (Ariyoshi will lead the U.S. delegation to Gilbertese independence in July.)

Five years ago it would have been inconceivable that anybody from Hawaii or a territory would be part of such treaty talks.

• The Pacific Islands Development Commission, a cooperative venture of American islands dealing largely in fishing and tourism, has been operating since the early '70s. It may now broaden out into trade matters, and some of its activities will require cooperation with island groups outside the American orbit.

• A new organization is also being formed — a regional commission for Pacific Islands under the American

U.S. INTEREST in the Pacific Islands since World War II has traditionally been centered on three considerations. One is the U.S. island areas, all of them north of the equator except American Samoa. The second is our sea and air links to Asia, again across the North Pacific. Third is our relationship with Australia and New Zealand, especially under the ANZUS defense treaty.

In the South Pacific islands we have let Australia and New Zealand play the leading roles. It is their area of primary interest, not ours.

> *"There are reasons for more American attention to the islands of the South Pacific."*

U.S. aid to the South Pacific is only about $3 million a year for 4.5 million people in those island areas. That contrasts with about $225 million annually that Washington provides for the 260,000 residents of the Trust Territory in Micronesia, Guam and American Samoa.

Total U.S. investment in the South Pacific is somewhere in the $200 million-$400 million range. Trade is probably $100 million a year.

For many years, most of our efforts were carried out within the South Pacific Commission, a regional organization of big powers, new nations and territories. Now we have relatively new embassies in Fiji and Papua New Guinea and a modest aid program.

But compared to Australia and New Zealand (and in their colonial areas, the French) the United States has a modest presence in the South Pacific — and the policy is not to have a big one, with the aid missions and other establishments found in other regions.

AT THE SAME time, however, there are reasons for more American attention to the islands of the South Pacific, and that is now part of U.S. policy.

One is that the colonial era is ending in the Pacific Islands, the last region to undergo that process. Here, as elsewhere, small new nations have needs and call for attention. Some of them are in the United Nations and other world councils.

a big one. . ."

ries and Hawaii — will be seeking more ties with the independent islands of the South Pacific. (See the adjoining article on this.)

There is a new political-economic situation in the Pacific. The 200-mile economic zones around each island have given them real or potential importance. The need is for regional cooperation and policies that cover the whole area, north and south of the equator.

BOTH CHINA and the Soviet Union have been diplomatically active in the islands, in good part to counteract each other's influence. The U.S. doesn't see any security problem now, but others in the region were concerned in recent years.

In fact, one of the reasons for a higher level of U.S. interest and activity in the South Pacific is that it was requested by the governments of Australia, New Zealand and some of the islands.

(At the same time, some of those governments are also ambivalent out of concern the U.S. will come in and try too much too fast — a factor that makes for restraint in Washington.)

One of the considerations of U.S. policy is that the Pacific Islands region is unique, and in a positive way. There has been a relatively smooth transition to self-government and independence. There has been virtually no regional violence (in part, of course, because islands are separated). There is little ideological conflict.

> *"The 200-mile economic zones around each island have given them real or potential importance. . ."*

Democratic institutions continue or have been developed in the island nations. The human rights situation is better than in any other region. Relations with the former colonial masters are generally good, and there is cooperation with them in regional institutions.

IN SHORT, the Pacific Islands are a special place in the world today.

small compared to that of Australia ($275 million annually of which $250 million goes to its former colony of Papua New Guinea), and New Zealand (a nation of 3 million people which gives $30 million annually).

U.S. security interests are largely in keeping the region free and clear of big- power intrigue and conflicts. There is no American interest in military bases in the South Pacific islands.

(One gets the impression U.S. military base needs are presently filled by those available in East Asia, Hawaii and Guam, plus the option for others in the Northern Marianas. The only base in the rest of Micronesia is the Kwajalein missile test facility, although the U.S. is seeking an option to possibly use a portion of Palau for jungle training.)

> *"U.S. security interests are largely in keeping the region free and clear of big power intrigue and conflicts."*

There was relatively little talk of private economic activity. Most of the islands have few resources, except for the new fishing rights in the 200-mile zones which they are handling with varying results. The major exceptions are Papua New Guinea, the Solomons, both independent, and New Caledonia, which is under French rule.

In most cases, the U.S. concern is getting enough economic activity going, either with local business or with outside investment where desired. To that end, Washington interest seems to be in getting more people interested (the Japanese and Germans, as well as Americans and Australians and New Zealanders) where the islanders want such involvement.

Finally, part of Washington policy is for the U.S. islands to be more active and involved in relations north and south of the equator, the subject of the adjoining article.

ALL IN ALL, then, the Dorrance message was a soft-sell for a modest policy in a neglected region that is vast in ocean, small in land area and population (except for Papua New Guinea) and finally coming of political age in a more troubled world.

service, and often paid the price for sending out hundreds of untrained or misunderstanding administrators and political hacks. In some ways we did well (notably in education), but almost everyone feels we could and should have done it better.

At any rate, the idea is not to flay the U.S. but to point up the special situation of the American islands. They are still regarded by many as colonies, albeit willing ones, in a changing Pacific world.

HAWAII IS different in that we have evolved into American statehood. Still, it seems worth noting that Hawaii was recently termed a post-colonial society by a leading expert on such matters, Professor Wang Gung-wu, the director of the Research School of Pacific Studies at Australian National University in Canberra. He just returned home after spending several months at the University of Hawaii.

In a speech, Wang said that Hawaii was unusual and possibly unique. Still, like the other islands, we share the experience of having been dominated by foreign powers and being developed by external economic interests.

Professor Wang also noted that what eventually happened in Hawaii is strikingly different from the British colonial pattern — the one most seen in the South Pacific — in three respects:

Hawaii's economic growth is nothing shore of miraculous, communal tensions are remarkably subdued, and the Hawaiian monarch and elites are gone.

He might also have added that we ended up permanently under the U.S. flag — a development some say is most common under the American brand of colonialism.

THAT LAST point relates to what I think is the central irony — some might say central problem — for the United States in the Pacific Islands region today.

For this nation which prides itself on not liking colonialism may well end up with what are regarded as the last colonies.

(The French may give us a run for that title, but the odds are they will be out within a decade while the American flag will continue to fly over island territories.)

I see no problem in this regard for the U.S. with the three island groups of Micronesia (the Marshalls, Palau, and the Federated States) that are choosing "free association." That will give them not only self-government but almost complete control

> *"Many people here are looking around, noting the changing Pacific Islands situation, seeking new ways to be involved."*

want to break their strong ties with the U.S. If anything, Guam and the Northern Marianas might move toward statehood.

SO THE U.S. is going to end up with four island areas — the state of Hawaii and the three territories — thousands of miles out in a Pacific Ocean area where other islands are independent or nearly so.

I'm not saying this is some crucial problem for U.S. foreign policy. Washington could do nothing and take the anti-colonial heat, such as it might be in the U.N. and elsewhere. Hawaii and the other islands would continue to get along.

But there are better ways to do it in the 1980s. And fortunately, in my view, the Carter Administration is encouraging new roles and seeming to offer more latitude in the U.S. constitutional context.

At the same time, our state government and many people in Hawaii are looking around, noticing the changing Pacific Islands situation, north and south, and seeking new ways to relate and be involved — to play a role, if you will.

And those two developments — the evolving attitudes in Washington and Hawaii — are the reasons I went on this trip, even though I am also of the view that journalists should not get too cozy with any government and must retain the right to be critical.

HAWAII and the other American islands have a long ways to go in terms of Pacific Island cooperation and added dimensions. But there are programs under way, and a few new developments. Some I mentioned:

- Governor Ariyoshi has a special assistant for the Pacific Islands, Myron Thompson, a part-Hawaiian with long experience in government and social services. He recently was a member of the U.S. delegation that negotiated a treaty with the Gilbert Islands, as was the lieutenant gover-

flag. This would be a version of the dozen or so regional commissions that exist among U.S. mainland states.

It should be understood this is not some foreign policy body that could be seen as a rival to the South Pacific Forum, which is made up mostly of independent nations. Yet, while it is a domestic-type U.S. body, the regional commission will be dealing in problems that also relate to independent Pacific islands.

- It's hoped that the three Micronesian "free association" states will be able to enter the South Pacific Forum, making it a more-inclusive body. While Hawaii and the U.S. territories can't qualify for the forum, they should be more active in the South Pacific Commission and other regional bodies.
- There has been talk of Hawaii playing a larger role in U.S. aid programs that require some of the scientific and agricultural expertise we have at hand. It's noteworthy, then, that the new U.S. aid grant of $1 million for the University of the South Pacific's tropical agricultural school in Western Samoa involves technical assistance from the University of Hawaii's College of Tropical Agriculture.
- I did not make much of existing or potential Hawaii business activity in the South Pacific because, despite some activity and lip service, I am

> *"There are Hawaiian cultural awakenings that increasingly may translate themselves into feelings of kinship with other islanders."*

not sure of the level of interest here in Hawaii in such small islands.

At the same time, however, I did sometimes mention that a number of big American or other firms were based or had regional headquarters here, and that some of them, while mostly Asia-oriented, might be looking for opportunities in the islands.

- Because Hawaii's population is largely Oriental or Caucasian, other islanders sometimes see us as more Asia- or America-oriented. That is true.

But Hawaii is also a Polynesian is-

See HAWAII'S on Page B-5

Hawaii's Pacific role

Continued from Page B-1

land group with growing Hawaiian and other Polynesian populations. Moreover, there are Hawaiian cultural awakenings that increasingly may translate themselves into feelings of kinship with other islanders.

• After years of looking mostly elsewhere, the East-West Center in Hawaii is now planning to pay new attention to the Pacific Islands. Next year's 20th anniversary will begin with a conference on island development and that may kick off a three-to five-year program of special emphasis on the region.

I WANT TO close this, as I did everywhere, by saying you can make too much of Hawaii's role, as you can about the degree of change in U.S. policy. So far it is mostly talk and some planning. But there is a "role" Hawaii can and should want to play in the changing Pacific Island scene.

Fiji's prime minister, Ratu Mara, is a member of the international board of governors of the East-West Center, and they tell the story of him at his first meeting. After sitting there and listening to various Americans spin out plans for research projects in the Asia-Pacific area, he finally asked: "Don't Americans ever get to be guinea pigs, too?"

Well, if the U.S. does allow and encourage its islands to new roles in this region, then we Americans in Hawaii and elsewhere will get to be kind of guinea pigs, too.

And I welcome the idea.

THE WORLD SEA ENCLOSURE MOVEMENT

Transnational Environment and Resource Issues for the 1980s

HSB June 12, 79

By William H. Matthews

Director, Environmental and Policy Institute, East-West Center

THE VERY NATURE of the activities and uses of the seas will change dramatically during the coming decade. The countries of the world are embarking on a new era of extension of national jurisdiction that will forever change the map of the world as we know it and have ramifications throughout our societies.

Only a few years ago, many looked at the growing independence of nations and the rising level of concern about inequities among nations and they projected increased internationalization and a relaxation of national sovereignty. The concept of the oceans as a "common heritage of mankind" seemed to find a sympathetic audience in the United Nations General Assembly.

But now, almost the opposite trend seems inevitable. The portion of the planet under national jurisdiction of some form may double in the next few years.

The once heralded "common heritage" of the high seas may not only never be accepted, but the portion of the planet available for it will probably be reduced by half — the lost half being the most productive in terms of resources, at least with foreseeable technologies.

What is happening? The diplomats and scholars talk of "extended maritime jurisdictions"; resource managers talk of "exclusive economic zones"; more and more we hear the ominous term "the world sea enclosure movement"; and, inevitably, some journalist will likely christen it succinctly and accurately as "Sea Grab."

How international waters (shaded) may be reduced by the 200-mile zone "Sea Grab."

IN THE WORLD as we know it today, the land areas are owned and controlled by some national power but, except for a few miles off the coastlines, the seas are the domain of anyone with the technology to venture there and the power to protect their activities.

As nations declare exclusive economic zones 200 nautical miles from their shores the face of this map changes dramatically.

For example, a geological feature extending above the ocean surface the size of Waikiki could give rise to a claim of national jurisdiction of a circle over 125,000 square miles — the combined area of New Hampshire, Vermont, Massachusetts, New York State, Connecticut, Pennsylvania, and Rhode Island. Since the 200 nautical mile measure can be taken from many types of formations and possessions, some countries' jurisdictions may extend seaward up to 400 miles from what most laymen would consider their shoreline.

If all countries claim these zones under a certain set of assumptions, no longer will the planet be two-thirds "high seas" — it will be over

The "Sea Grab" presents an ocean of problems.

two-thirds controlled by sovereign national interests. This is a startling reality that we must adjust to rapidly, and that the next generation will take as given.

What will this mean? The short answer is: "A great deal." And, the more we examine it, the more ramifications and imponderables we find. The answers are not simple — nations cannot treat these new areas as they treat their present lands.

ocean that lies between Los Angeles and Tokyo in a swath 200 miles wide.

— The extension of Australia's EEZ, an action taken unilaterally by that country, added to some form of national control an area approximating the land mass of the entire continent itself — roughly equal to the continental United States.

— It is estimated that EEZ's could add over 10 million square miles to the jurisdictions of the numerous Pacific island states — an area roughly equivalent to the entire continent of Africa, and a part of the planet rich in fish stocks and perhaps other resources.

— NATIONS WITH NO formerly contiguous boundaries and less than cordial relations will find themselves neighbors — for example the Philippines and Vietnam, and Indonesia and Vietnam.

— Some countries will find centuries' old disputes over obscure islands taking on new and ominous meaning — for example, Thailand and Cambodia, and Japan and China.

— Nations which don't get along well on land will have whole new arenas for dispute and confrontation — for example, China and Vietnam, and Vietnam and Cambodia.

— Issues will arise between countries that may affect cordial relations in other areas; for example, the United States and Canada, and Indonesia and Australia.

— Potential oil deposits in areas of dispute may go unexplored and unexploited because of legal uncertainties. This will be common throughout the South China Sea unless there are innovative agreements for joint management such as those recently adopted by Malaysia and Thailand.

major sea transport route in the world. The oil tankers that supply Japan with almost all of its energy would pass through the water of a half-dozen countries — all of which could exert some form of regulation.

— Countries previously disadvantaged in bargaining sessions with more powerful states will now have new chips to put on the table such as fishing concessions, oil exploration rights, and tightness or flexibility of environmental, safety, or operational standards that could affect transport and access.

— THE UNITED STATES and the Soviet Union may find their nuclear submarines being required to surface and show their flag during passage through archipelagic or territorial waters and their vessels of war required to obtain prior clearance before passing through such waters.

— This is a truly global issue. There are more nations participating in the Law of the Sea negotiations than there are members of the United Nations.

— While most countries will get something out of these new claims, the areas and resources will be vastly different, often because of geographical subleties and historical accidents. Some countries, e.g., the United States, U.S.S.R., Australia, Canada, Indonesia, China, will gain tremendous windfalls of area and presumably resources; others, e.g., Singapore, Cambodia, will be losers in terms of comparative area gained, and they may also find themselves hemmed in on all sides by waters of other countries. Furthermore, more than a dozen land-locked countries will not be able to directly participate in the "Sea Grab" at all.

— If all this weren't enough, there is the further consideration that there is no firm consensus on how EEZ's should be measured nor on the legal edge of national continental shelves. The map of this new world could change often — literally at the whim of any state.

WHAT DO WE DO in the face of these vast and far-reaching changes? The short answer is that it is not at all clear. The U.N. Conference on the Law of the Sea has met throughout this decade and no clear agreement has been reached on some of the most fundamental questions regarding control of these EEZ's. To a large degree, nations can act unilaterally, bilaterally or regionally depending on how they perceive their own best interests.

At the East-West Center we have embarked upon a project that will try to identify and address key transnational issues that will likely arise in Southeast Asian seas and the South Pacific over the next decade. We have found that we must start at the very beginning with the questions:

What is to be managed?

What is to be achieved?

Who will manage?

Who will be affected?

How it is to be managed?

How will this be determined?

As we examine these questions, we find there are great uncertainties for all of them; they are all interrelated; every one is subject to diverse views; all are subject to rapidly changing policies; and, though some are factual in nature most are the subject of intense negotiations and even access to or ability to get facts may be subject to negotiations.

ULTIMATE ANSWERS will only come after intensive negotiations and/or precedents boldly taken and successfully defended.

Let me attempt to give a glimpse of some of the issues nations, corporations, and peoples will be facing collectively and individually in the 1980s:

First, let's think beyond the two-dimensions of the Earth's surface. The exclusive economic zone is a volume concept with several strata.

Activities on the ocean surface can be regulated — for example, access for fishing, scientific research, and exploration and exploitation of mineral resources can be restricted and under certain circumstances, transport of materials such as oil, liquified natural gas, chemicals, and nuclear substances can be brought under national scrutiny and control.

In addition, all of the water below these areas can be under some type of control — anything that swims through it, such as tuna; propels itself, such as submarines; or drifts in, such as pollutants, can be subject to national jurisdiction. The ocean floor below these zones would also be under control and all minerals or petroleum deposits in the crusts below that. There are even more arguments that certain coastal states should have more ocean bottom than they have ocean surface.

AND THE VOLUME also extends upward. The same rights of states could apply as now apply to national air space — prohibition or taxing of certain overflights and claims against transnational air pollution from various sources including nuclear testing. If one thinks in terms of the volume of the planet passing into national control, the numbers, at least, are truly staggering.

To get a sense of what this "new geography" looks like and the kinds of issues emerging, let's briefly consider 15 to 20 situations:

— In land mass, the Hawaiian Islands have an area less than 3 percent that of Texas. The exclusive economic zones (EEZ) around Hawaii results in U.S. jurisdiction over roughly one million square miles — an area almost four times that of Texas. This is the same amount of

—The archipelagic principle as promulgated by the Philippines and Indonesia — always a bone of contention in international relations — will have even more serious ramifications.

— ACTIONS TAKEN unilaterally by countries in one part of the world may set precedents that will work against them in other parts. For example, Canadian posture on environmental regulation of Arctic transport could, if adopted by other countries, affect Canadian transport "rights" globally.

— Fish stocks, such as tuna, migrate widely and pass through many EEZ's during their life-cycle. The potential issues are mind-boggling when one considers, for example, that almost half of Japan's vast fishing catch is made within 200 miles of other coastal states. A senator from Fiji recently told a group at the East-West Center that he recommended to his government that, if necessary, the Fijian Navy fire upon, board, and seize any foreign vessel in their EEZ without appropriate permits.

— EEZ's overlap virtually every

William H. Matthews

Beaufort force	2	3	4	5	6	7	8	9
OCEAN AREA EAST OF THE PHILIPPINES								
January	5	23	31	21	13	5		0
February	13	21	37	17	7	2	0	0
March	13	29	26	19	12	1		0
April	18	37	22	8	3		0	0
May	29	36	22	3		1	0	0
June	27	31	25	3	2	2		0
July	26	30	17	9	4	2	1	
August	20	27	21	14	3	2	1	0
September	27	26	14	7	4	5	3	1
October	23	27	26	10	2	2	1	
November	11	21	33	19	8	4		0
December	9	17	31	17	14	5	2	1

APPENDIX B

RAINFALL RECORDS

ISLANDS	AVERAGE ANNUAL RAINFALL, INCHES	YEARS OF RECORD	SOURCE
Marshall Islands:			
Eniwetok	53	5	1
Ujelang	77	16	1
Wotje	78.2	4	2
Kwajelein	107	8	1
Arno	120(?)		3
Jaluit	157	25	2
Caroline Islands:			
Mokil	100(?)		4
Kapingamarangi	80–100(?)		5
Lamotrek	104		6
Kayangel	150(?)		7
Ulithi	114.21	2	8
Line Islands:			
Palmyra	149.72	1	8
Johnston	32.90	2	8
Washington	122.00	7	9
Fanning	81.00	41	9
Christmas	58.00	12	9
Malden	28.00	33	9
Flint	(56.00)	3	9
Penryhn	70.98	14	10
Northern Cook Islands:			
Manihiki	94.74	14	10
Pukapuka (Danger)	109.42	14	10
Palmerston	82.82	11	9
Tokelau Islands:			
Atafu	114.70	24	11
Phoenix Islands:			
Canton	17.32	14	8
Sydney	41.41	3	12
Gardner	46.06	4	12
Hull	32.68	3	12
Raised atoll:			
Ocean	82.34	2	12

The Fiji coup: how it

By Jay Hartwell
Advertiser Staff Writer

Hundreds of Pacific Islands, including Hawaii, share a common history of European discovery, conquest and assimilation into Western civilization.

But in many, resentment lingers over the loss of indigenous culture and over the control of political and economic power by non-natives.

IN LARGE part, it was concern over such a possible loss of political power that spurred this month's coup in Fiji. That ongoing struggle has been closely monitored by many Hawaiians, who long ago lost effective control of the Islands.

For some Hawaiians, the overthrow of elected Fijian Prime Minister Timoci Bavadra and his Indian-dominated Cabinet inspires the struggle to establish a Hawaiian nation, independent of the United States.

"I'm hoping very much that (the Fiji situation) will be resolved without any bloodshed and they'll put together another constitutional format," said attorney Mililani Trask, who leads La Hui Hawaii, a group of 200 Hawaiians that wants to establish a sovereign nation for Hawaiians.

"It is important to acknowledge the land rights of the native people," she said. "It would be a critical mistake to allow a Western concept of land ownership to override comnunal ownership of land in Fiji. If the Fijian people lose their land base, that certainly could result in armed insurrection and revolt."

Moanikeala Akaka

Hayden Burgess

While some Hawaiian nationalists suggest privately that Fiji's coup encourages them to stockpile weapons to achieve their ends, Trask said she wants to use the American political and legal system to achieve a constitutionally based, Congressionally approved nation.

looks to Hawaiians

MAY 24, 1987

Mililani Trask

OTHER HAWAIIANS said they are sympathetic to preserving native culture and control. But they also recognized ethnic Indians were brought to Fiji by the British as plantation laborers, have made Fiji their home, but are denied such rights as land ownership.

Likikala Kame'eleihiwa, a Hawaiian nationalist who has friends in Fiji, said that nation's problems don't really involve Indians, as reported by the American press. Rather, she said, the coup was initiated by Fijian chiefs, who are pro-American and pro-development and did not want to lose power to another group of ethnic Fijians.

Kame'eleihiwa said this group formed an alliance with the Indians in order to achieve such political and social reform as a nuclear-free Pacific.

Hayden Burgess, a lawyer working for a Hawaiian nation and vice president of the World Council of Indigenous Peoples, said the world must guarantee indigenous peoples basic rights, whether or not they represent the majority population in a country.

These include the "right to their traditional lands, right to their own language, their religion, the right to their traditional institutions, such as a council of chiefs, and all of those rights must be respected by the national government," he said.

MOANIKEALA AKAKA, Big Island trustee for the Office of Hawaiian Affairs, said she felt there was nothing wrong with ethnic Indians running Fiji as long as they allowed the indigenous Fijians self-government and self-determination.

"If there were this allowance . . . then the democratically elected government should be allowed to continue," she said.

Neil Hannahs, spokesman for the Bishop Estate/Kamehameha Schools, said he was "confused" by differing reports about what's happening in Fiji and couldn't comment.

Apia, W.S. 14-17 June 1976

1. to explore and assist in the development of an appropriate legal approach to the question of world parks and international reserves; and

2. to devise criteria for the selection and recognition of world parks and international reserves, and guidelines for their management.

8. Conservation of the marine environment

Recognizing the vital importance of the marine environment to all South Pacific peoples;

Conscious that this environment is not sufficiently well known for sound development planning to take place or for the introduction of adequate conservation measures;

Noting that the coastal environment - especially mangrove swamps, lagoons and reefs - needs special attention, and bearing in mind also that the coastal zone is part of a continuum from the land to the ocean;

Noting further that many marine animals of great significance for island economies - such as marine mammals, turtles, seabirds, and certain fish species - range throughout the region;

The Second Regional Symposium on Conservation of Nature in the South Pacific meeting in Apia, Western Samoa, in June 1976:

RECOMMENDS that governments carry out surveys of their marine environments and resources, and that bilateral and multilateral sources of financial and technical assistance support their efforts on request;

RECOMMENDS FURTHER that the management of the coastal zone be integrated with that of contiguous areas inland and offshore;

URGES the establishment of systems of reserves to safeguard representatives and unique marine ecosystems, and critical marine habitats; and

URGES ALSO the establishment of a regional system of reserves and management areas to protect and ensure the sustainable use of wide-ranging animals such as marine mammals, marine turtles and seabirds.

9. Reduction and prevention of environment degradation

Concerned at the increasing degradation of South Pacific environments, particularly that caused by dredging, drilling, blasting, mining, large scale clear-cutting of forests, and pollution by chemicals and solid wastes;

16-E

SPC-IUCN/2RSCN/WP.7
6 May 1976
ORIGINAL : ENGLISH

SOUTH PACIFIC COMMISSION

AND

INTERNATIONAL UNION FOR CONSERVATION OF NATURE
AND NATURAL RESOURCES

SECOND REGIONAL SYMPOSIUM ON CONSERVATION OF NATURE

(Apia, Western Samoa, 14 - 17 June 1976)

THE SOUTH PACIFIC PROGRAMME OF IUCN

by

Raymond F. Dasmann
Senior Ecologist
IUCN, Morges, Switzerland

SPC-IUCN/2RSCN/WP.7

The South Pacific Programme of IUCN

Raymond F. Dasmann

Senior Ecologist
IUCN, Morges, Switzerland

1. Background

1. The International Union for Conservation of Nature and Natural Resources has a longstanding interest in conservation in the Pacific region. During the presidency of Dr. Harold Coolidge this interest was exhibited through close IUCN cooperation with the Pacific Science Congresses in Honolulu in 1961. Tokyo in 1966, and Canberra in 1971, as well as with the IBP-CT Pacific Island programme. IUCN, through the active interest of Dr. Coolidge and Sir Hugh Elliott, provided leadership in developing the concept of Islands for Science, and has prepared a draft Island for Science Convention which received favourable attention at the UN Conference on the Human Environment in Stockholm, 1972 but is still awaiting governmental action. One result of this proposal, however, was the establishment of the first "island for science" in the Pacific when the W.A. Robinson Integral Reserve was proclaimed, in 1972, on Taiaro Atoll in the Tuamotu Archipelago.

2. A more active role for IUCN in the South Pacific began with the joint sponsorship of IUCN and the South Pacific Commission of the first symposium on nature conservation in the South Pacific, held in Noumea in 1971. The outcome of this meeting among other things was an association of IUCN with the SPC in matters concerning conservation, and the development of a closer relation between IUCN and various island governments.

3. As a result of these closer relationships, Dr. Colin Holloway was requested by the Government of Western Samoa, with support from UNDAT, to carry out a survey of potential national parks on those islands in 1974. The survey was completed and the report forms a background for establishing a national park and reserve system.

4. Also as a result of these relationships, IUCN was asked to prepare a draft convention for conservation in the South Pacific. This was completed in January 1975 and has received formal attention from governments at the plenipotentiary conference recently held in Apia (June 9-11 1976).

5. In February 1975, IUCN and the Government of New Zealand sponsored the South Pacific Conference on National Parks and Reserves, held in Wellington, New Zealand. This gave added impetus to IUCN's

regional involvement and led to implementation of the survey of existing and potential national parks and reserves as well as other areas of conservation significance carried out by Dr. Arthur Lyon Dahl of the South Pacific Commission with financial support from IUCN. This survey was included in the UNEP/IUCN project (RA 1103-75-04) concerned with Ecosystem Conservation. This survey has been reported and action plans are being developed here at the Second Symposium on Nature Conservation in the South Pacific (Apia, Western Samoa, June 14-17 1976).

6. Various action projects have already resulted from these conferences. These include:

   a. Request for assistance from the Gilbert Islands in (1) drafting legislation for wildlife protection (provided in 1975), and (2) providing a warden and other facilities to protect breeding bird colonies on Christmas Island and the other Line Islands (now being reviewed by IUCN/WWF joint projects operation).

   b. Request for assistance from the Kingdom of Tonga in establishing more effective protection for their system of reserves. This is included in the IUCN/WWF 1976 programme for financial support.

   c. Proclamation at the International Conference on Marine Parks and Reserves (Tokyo, May 1975) of Manuae Atoll in the Cook Islands as a World Park/Island for Science.

   d. Request for assistance from the Cook Islands in developing Manuae as a world park, for salaries of a conservation director, and for funds for their conservation programme. These have been explored with the Governments of Australia and New Zealand, but are now under consideration for direct WWF funding.

   e. Request for assistance from the Solomon Islands with drafting conservation legislation. This has been provided by the IUCN Environmental Law Centre at Bonn.

   f. Verbal requests for assistance in implementing park planning from the Fiji Islands and Western Samoa. These are being explored now at this Apia Symposium.

11. <u>Development of South Pacific Programme 1975-1976</u>

1. <u>Components</u>. The South Pacific Programme provides for the integration on a regional basis of several IUCN activities. These include:

   a. Assistance toward the development of an integrated system of national parks and other protected areas for the Pacific Islands, including marine parks and biosphere reserves.

   b. Assistance toward the development of a programme for conservation of critical marine habitats in the Pacific region through appropriate conservation measures.

   c. Development of approaches for integration of conservation with ecodevelopment, based on local cultures and traditions, in order to find patterns of development that will be ecologically viable and sustainable, and conservative of the life styles of the people involved.

2. Action in progress.

a. The survey recently completed by Dr. Arthur Lyon Dahl with support from the SPC and UNEP/IUCN was a first step toward the development of an integrated national park and reserve system. This should now be further developed and translated into action plans.

b. Materials have been prepared by Dr. G. Carleton Ray and associates for consideration at this Apia symposium. It is hoped that as a result of the discussions here a series of projects aimed at the conservation of marine habitats and species in the Pacific will be developed for funding from the IUCN/WWF "Front Line" marine programme during 1977. These projects may include conservation of sea birds; whales, seals and dugongs; marine turtles and crocodiles; marine fish; marine invertebrates as well as such critical habitats as coral reefs and lagoons, mangroves and sea-grass beds.

c. Background papers on ecodevelopment, traditional uses and tenure patterns, customary rights and practices related to conservation, have now been presented by Dr. Jinoh Ono-Fadaka, Mrs. Suliana Siwatibau and Mr. Robert Allen. These, hopefully, provide a basis for the formulation by this symposium of proposals for the integration of ecodevelopment and nature conservation in the South Pacific.

d. Legal and political issues related to conservation of marine and terrestrial environments are being explored in background papers prepared by Mr. Frank G. Nicholls and Mr. Cyril de Klemm for discussion here. These include the significance of the South Pacific Convention, World Heritage Convention, Endangered Species Convention and Wetland Convention, and also explore issues related to world parks, biosphere reserves, islands for science and developments from the Law of the Sea Conference. These background documents for discussion here in Apia will hopefully lead to appropriate political/legal action.

3. Up to the time of the Apia symposium most efforts have been directed toward identification and description of areas and issues for which appropriate action will be required. Following this symposium it is expected that recommendations will lead to a series of site-oriented or issue-oriented action plans and projects. All of these will require financing, but before that the identification of those individuals and agencies with the technical skills and time available to carry them forward. Although it is possible that certain activities may take place in international waters, for most projects the active interest and support of the island governments will be required as a first step.

4. The role of IUCN and its partner organization, the World Wildlife Fund, will necessarily be more limited in the action phase of the programme because of the availability of funds. It can be viewed as an initiatory and catalytic role - providing the means for starting conservation action, particularly for demonstration or pilot projects which can serve as models for other, more extensive, action. Neither IUCN nor WWF can be viewed as a means for long-term support of conservation or ecodevelopment programmes, nor can

they be expected to provide large amounts of money for any short-term activity. They have, however, an important role to play in assisting island governments or institutions in finding major sources of funds, e.g., from other governments or intergovernmental agencies. In the longer term, however, conservation must be viewed as an activity and interest of the island peoples and governments. If accepted as an integral part of development then the costs must be borne by those who expect to receive the benefits. IUCN can assist in providing a climate of public awareness of the importance of conservation, but any programmes that it helps to initiate must become self-sustaining if they are to succeed.

for small-scale commercial cultivation of crops such as tomato, cucumber, lettuce, eggplant, carrot, etc.

None of these three possible techniques will introduce salt water into an existing water lens. It seems obvious that this is to be prevented; on the one hand, such action would be contrary to all commonsense – increasing the salinity of the lens is the last thing desired – and, on the other hand, water from above ground level would wash the salt residues from spray into the lens.

Two points require emphasis:

(1) Means are available for increasing natural freshwater stocks. Whether these can be made economically feasible is a matter of testing a full array of methods developed to date, and, perhaps, coming up with others suited to islet structure and resources.
(2) Salt-water irrigation is best done with containers of a sort – an islet which will be devoted entirely to cultivation, troughs, pans, basins (as might be constructed on islet surfaces with cement) or upright columns. Whether enclosures will be of value (for restriction of pests and for increases in temperature and humidity) is also worth testing.

Finally, there is the question of the crops themselves. It does not seem sensible to expect that an atoll will be a viable area to produce extensive commercial crops. Costs will probably not be competitive, there are problems of transportation and distribution and, not least, reliable markets must be available. Production designed to supplement the taste-desire and dietary requirements of atoll people is the goal which should be emphasised.

Hybridisation to meet the specific tolerance levels set by factors important to atoll cultivation could be considered. Such an approach has long been used elsewhere, and would seem to be worth investigation.

Hybridisation, fertiliser requirements, etc, have been the subject of extensive work with temperate crops. Selection itself (from a genetic range within a single species such as guava) has yielded positive benefits. I am convinced that there is much to be done with the crops which have been tended for thousands of years on atolls: numerous varieties and clones of breadfruit, pawpaw, *Tacca*, banana, *Alocasia, Colocasia, Xanthosoma, Pandanus*, etc, have never been given the opportunity to show what they can do under atoll conditions.

It is quite possible such characteristics as earlier bearing, longer spread of fruiting season, heavier yields, less difficult requirements for water and fertilisers, etc, can be found in some of the varieties of these crops now known from other areas. In more ways than one, this could be a most fruitful area for investigation. □

...marine and terrestrial flora of atolls

by Jan Newhouse

It has been written that "returning to the straightforward pleasures of an earlier way of life, a life . . . close to nature" could perhaps be more satisfying than contending with the "hurly burly of modern existence". This idealistic vision has been nurtured in large part by romanticised portrayals of the South Seas islands: "gleaming crescents" of white sand beach, waters always "turquoise", the ever-present "brightly coloured" fish darting in and out between corals, and the Copernican impossibility of 29.27 evenings with a full moon. Food, of course, is constantly "dropping from the heavens".

What better spot than an atoll for this blessed life, a low coral island where some of the food drops from coconut trees "gracefully arching" over the crescent beaches?

A lot better spots, at least for humans who are first-generation arrivals. As everywhere else, all living things on an atoll are ultimately dependent upon the photosynthetic conversion of radiant to chemical energy. Unlike everywhere else, atoll environments have unique characteristics which can be limiting or inhibiting to the organisms which are capable of making such a conversion.

Some generalities regarding these characteristics, and the organisms themselves, will be covered here. There will be no discussion or reference to:

(1) What is "most important". Is it the coconut tree or perhaps the algae symbiotic with reef-building corals? How about the blue-green algae which fix atmospheric nitrogen? Or maybe the mycorrhiza associated with the roots of some of the land plants?
(2) "Extreme and adverse" conditions. Usually such references reflect a judgment based on what our race considers to be personally

comfortable. Yet organisms found in particular habitats would not be there unless the conditions were within the ranges of tolerable limits for such factors as temperature, salinity, moisture, etc. Most plants (and animals) found under "extreme and adverse" conditions would not survive in our living rooms.

(3) "Micro-distribution", as, for example, on a reef or an islet. Though there is some advantage to thinking in terms of such things as strand plants, understory, colonisers and vegetational associations, Nature does not always co-operate with either our desire to practise reductionism or with our interpretations.

(4) "Rarity". As often as not, this is either a function of insufficient investigation or because an organism lives in a habitat far removed from our own. For example, the lists of flora found on Kapingamarangi, Takapoto and Mururoa are far more complete than those from Etal, Kili and Napuka, simply because the former three atolls have been more thoroughly investigated. I was present in 1968 when a dredge-haul between the Galapagos Islands and the coast of Ecuador brought up thousands of a "rare" species of fish, previously described from three known specimens.

Other things being equal, the diversity index of organisms found on an atoll is closely related to the atoll's proximity to sources of biota and/or the extent of human influence.

Though there are a few exceptions (notably Aldabra and Laysan) endemism is, in sharp contrast with high islands, essentially non-existent. This is to be expected; the surface features we see today are certainly no more than 8000 years old. Moreover, islets can be lost or constructed overnight by storms.

Despite the fact that almost all atolls present the same general aspect to an untrained observer, the specific constituents making up the flora may be quite different, much as the rainforests of Sri Lanka and the Andes have very little, yet a great deal, in common.

Although marine and terrestrial flora will be considered separately, there is no such sharp division on an atoll. Some of the blue-green algae found above the high tide level are suspected ecophenes of those in the marine communities, benthic organisms on the reef are partially dependent on leeched nutrients from the islets, and pre-human terrestrial materials were totally derived from the sea.

As interpreted here, the algae have five roles:

(1) Phytoplanktonic and benthic species are, of course, the primary producers at the base of all marine food chains and webs. Nutrients are limiting to the development of large standing crops, and, for this reason, they are fewer than on reefs of nearby high islands or comparable continental shores.

Sargassum is unknown, and *Ulva* is only found in quantity around the outfall of centrally discharged sewage. Growth of the benthos is usually greatest at reef margins and around passes.

Moreover, lagoons of atolls which have no pass have fewer species and biomass than those which are open to the ocean. Pools on seaward reef flats are particularly devoid of lush growth; because of tidal fluctuation, the range of water temperature in these pools can vary as much as 32° Celsius within a period of six hours.

(2) Algae are responsible for three different kinds of construction. ***Porolithon onkodes*** of the algal ridge is the stabiliser of seaward reef margins, binding together the organisms with calcareous skeletons in such a way that a common front is presented to the breaking waves. It has been hypothesised that diurnal changes in the P/R ratio for blue-green algae are responsible for pH conditions which bring about the cementation of materials (sand and gravel) above the high tide level.

Finally, all calcareous algae contribute to the structure of the atoll. Segmented and thin crustose forms make only minor contributions, but major ones are made by ***Porolithon*** and ***Goniolithon*** to reefs and islets, and by ***Halimeda*** fragments to the bottoms of lagoons.

(3) Destruction related to algae occurs in two ways. Some solution of carbonates can be attributed to the phenomenon of pH shift mentioned above. However, grazing by molluscs and herbivorous fish on the microscopic algae which invest previously cemented materials (e.g., beachrock) is a greater destructive force on substrates which are either strictly marine or are subject to salt-water spray.

(4) Hermatypic, reef building, corals harbour zooxanthellae in their tissues. Though the exact nature of this relationship is not yet completely clear, most investigators feel it is symbiotic; that is, mutually beneficial to both the coral and the algae. The colour of the mantle of the giant clam ***Tridacna*** is also due to zooxanthellae, and it is felt that this also is a symbiotic relationship.

(5) Some blue-green algae (e.g., ***Nostoc***) fix atmospheric nitrogen, and, aside from the droppings and debris left by birds, this is probably the major source of N for atoll plants.

One role not listed above is that of economic mainstay, though this does not mean that such a possibility has been overlooked. Some ill-advised attempts were made to introduce ***Eucheuma*** to Rangiroa and Kaukura in the Tuamotus. Although it should have been obvious that the low nutrient content of atoll waters would not support ***Eucheuma*** "farms", there was some danger that

local conditions (such as effluent from the Rangiroa villages) might have led to a degree of success. If this latter case had prevailed, it is probable that the entire reef ecosystems would have been altered, thus affecting crustacean and fish populations on which the human communities are dependent.

Since some atolls (e.g., Minerva of Tonga) have no land above the high tide line, their flora is made up entirely of algae. A few atolls have only bare sand islets, but the majority, by far, are vegetated. This latter group has land areas which range from less than one hectare to over 57,000 hectares on Christmas in the Line Islands.

All land not reached by the high tide – in fact, everything above the growth of organisms on the reef flat, lagoon reef and patch reefs – is either an erosional remnant, because of human intervention, or due to storm action.

Erosional remnants (principally beachrock) are what remain from the latest eustatic drop in ocean level perhaps some 3000 years ago, as well as the results of localised upwelling. The human contribution to land has taken several forms. Johnston Island is the product of dredges and bulldozers, many atolls have piers and fishponds, and some islets (e.g., Touhou of Kapingamarangi) have been partly constructed with human muscle.

However, to anyone who has seen the great gravel and boulder ramparts along seaward shores, or specific deposits which can be attributed to a particular event (the 1906 hurricane which hit northern Takapoto), it is obvious that storm waves have been most responsible for the construction (and destruction) of islets.

The islets which result from storm waves are made up almost entirely of calcareous debris from corals, algae, molluscs and foraminifera. Exceptions to this rule are the small quantities of pumice which occasionally wash ashore, gravel and stones caught in the roots of drifting logs, volcanic soil transported by humans, and basalt artifacts introduced by the aboriginal inhabitants.

Many islets, particularly those which are almost exclusively made up of sand, would be ephemeral if it were not for the binding action of roots. In most cases, these are on plants which arrive by natural agencies, though there are some instances in which humans have made deliberate plantings, as, for example, my own involvement in three attempts to introduce mangroves to Johnston for the purpose of stabilising the shoreline.

Though islets are more often found on the windward than leeward sides of an atoll rim, this is nothing more than a generalisation; storm waves can come from any direction. Rangiroa is so large that waves generated in the lagoon have built islets (one of which is vegetated) on several patch reefs.

As a rule, the average size of fragments making up an islet is progressively smaller from the ocean side to the lagoon shore. This is because most are seaward-derived, and smaller detritus is obviously carried further from the source. Also, since most islets do owe their existence to materials which originated outside the seaward reef margin, they tend to be highest on the ocean side, and gently slope toward the lagoon.

As recently as two decades ago, there were contrasting views on how the land plants originally arrived. On the one hand, there was the belief that atolls are sitting on the tops of peaks of sunken continents, and that their flora of today represents survivors of the continents themselves. On the other hand there was conjecture that agencies such as birds, wind and water currents had been responsible for the original introductions.

Studies (e.g., Funafuti, Mururoa, Eniwetok) have, indeed, confirmed that atolls are constructed on basaltic foundations which have been sinking slowly, but these foundations are the result of isolated volcanic activity, not continental peaks. Also, as has been mentioned above, the land areas of atolls are no more than several thousand years old.

Investigations of recent years, including experimental work, strongly support the supposition that atoll land floras are entirely of casual and deliberate introductions, rather than remnants from sunken continents:

(1) Seeds have been found in the feathers, in mud on the feet and in the wastes of pelagic sea birds.
(2) Some seeds, but more particularly the spores of ferns and mosses, have been "screened" from upper air masses by special devices attached to airplanes for this purpose.
(3) Both flotation capability and viability after prolonged periods of immersion in salt water have been checked for seeds and fruit of many atoll plants. It has been concluded that the initial foothold for a number of plants came about when these parts drifted onto a beach, as well as, possibly, vegetative and reproductive portions which arrived by "rafting" on logs.
(4) Humans have made both intentional and unintentional contributions. The floras found along atoll runways (e.g., Midway, Hao, Wake, Canton, Kwajalein) are remarkably similar, and have some elements found nowhere else on the atolls. It is suspected that a number of these plants first arrived as seeds caught in the external seams of airplanes. When trouser cuffs were fashionable they may have also made a contribution; spores and seeds have been germinated from this source. Deliberate introductions were started hundreds, even thousands, of years ago, and continue to the present day.

The number and kinds of seeds and spores which arrive are functions of wind direction and velocity, in both the lower atmosphere and upper stratosphere, the direction and velocity of water currents, the proximity of the atoll to other land masses, including original sources, and the degree of human intervention.

Once seeds have arrived, there are a number of factors which determine whether germination takes place:

(1) Salinity tolerance; in the spray as well as in the ground water.
(2) Fewer niches are available than on high islands. As an example, a fungus parasitic on a specific host may not become established because its host cannot survive atoll conditions.
(3) Although there are a few acidic

pockets in rare accumulations of humus, the pH is almost uniformly high. It ranges from 7.4–7.8 in ground water to 8.3 and above where there is only capillary water.

(4) Soils are made up of one or more of the following: finely ground calcareous materials, bird droppings and decaying vegetable matter. The first impression that soil is sparse is not dispelled on further investigation.

(5) Nutrients are in short supply; this is especially true of iron, nitrogen, phosphorus and potassium.

(6) In theory, an atoll should have some orographic effect, but this was not measurable at Eniwetok, where the most detailed studies were made. Thus, unlike high islands such as Moen, Raiatea and Savai'i, atolls are effectively subject to no more rainfall than their general ocean area. This range is considerable — from an average yearly precipitation of 440 mm for Canton to 3990 mm for Jaluit.

The amount of rainwater which is held by an islet is a function of the islet's shape, size and permeability of the detritus of which it is composed. This fresh water floats on the underlying salt water in what is called a Gyben-Herzberg lens, and tidal fluctuations bring about a constant mixing at the interface.

Given these conditions, the limited land areas, and the random chance on which natural introductions are based, it is not surprising that the number of indigenous species on atolls is considerably less than that found on high islands. The following ratios of indigenous/introduced vascular plants give an indication of this paucity: Arno, 68/57; Kapingamarangi, 38/60; Johnston, 13/41.

The flora of every atoll has been influenced in some way by our race's needs and desires.

The first humans to arrive on an atoll must have had high protein diets for quite some time. Pits had to be dug to the top of the freshwater lens, then well supplied with mulch for the cultivation of taro species. Breadfruit cuttings had to be nurtured carefully, and, at best, coconut plantings (*Cocos* was always introduced) gave no yield for the first eight years. These basic crops were supplemented with, among others, *Pandanus* (for food and cordage), *Hibiscus* (tapa, cordage and lumber), *Tacca* (a carbohydrate much like cornstarch), *Calophyllum* (wooden bowls and other artifacts) and *Musa*.

A major alteration began about 160 years ago when the first coconut plantations were started for the production of copra. Original floras were, essentially, completely wiped out on islet after islet and, in some cases, entire atolls to make way for this commercial venture. Thus, what we think of today as the pristine environment with the "gracefully arching" coconut trees is, in reality, a fairly recent artifact of an economic era.

In essence, the floras of atolls are what we have made of them. □

...an approach to nutrition and health problems in the Tuamotu Islands

by Kim Hien Delebecque, Pierre Delebecque, Bernard Philippe and Jean-Michel Senelart

Introduction

Growing contact with the Western world has radically altered the nutritional habits of the inhabitants of the Tuamotu atolls.

The time has gone when the staple diet of the Tuamotu islanders depended on harvesting coconut palm products, screwpine fruit and arrowroot (*Tacca leontopetaloides*) tubers. The cultivation of taro (*Cyrtosperma chamissonis*), an arduous task formerly carried out in compost pits, has long been abandoned. And although there is still some consumption of breadfruit, bananas and products of fishing and domestic rearing of livestock, which once helped to provide a balanced diet, these products are becoming rarer.

The establishment of permanent links with the outside world, first by sea and then by air, has brought far-reaching changes in the economy and health of the atoll inhabitants. The commercial exploitation of copra and pearl shell, providing a source of income, the increase in the number of paid jobs, the emigration of young adults to Papeete or to the bases of the Pacific Experimentation Centre, and the arrival of Asian traders in the islands to sell canned goods and convenience foods on credit, have all speeded up the abandonment of crop-growing — which is understandable, of course, in view of the poor soils and irregularity of water resources.

Birth and growth of an Atoll

by
J.-P. Baillard
Representative of the Atomic Energy Commission and Department Marine Affairs — French Polynesia.
With contributions by Messrs Demange and Granger.

This article summarises the most recent findings obtained in the world, including the results of work carried out by French geologists, particularly Messrs Demange and Granger.

On our Earth there are more than a thousand atolls or coral reefs (Fig. 1), lying between the tropics. In the Indo-Pacific region there are approximately 300 "genuine" atolls, according to the definition given by Mr J. Newhouse:

> "An atoll is a living reef which is separated from the nearest land of volcanic origin by water having a depth greater than that at which hermatypic corals can grow."

What is an atoll?

Pacific atolls consist of two different structures one on top of the other: a volcano born on the ocean floor and which grew in size until its peak emerged some distance above the ocean surface, and a coral reef which succeeded in developing wherever it found a combination of favourable conditions, i.e., depths between 0 and 50 metres in clear and well-oxygenated waters.

We shall follow an atoll through the different stages of its formation and

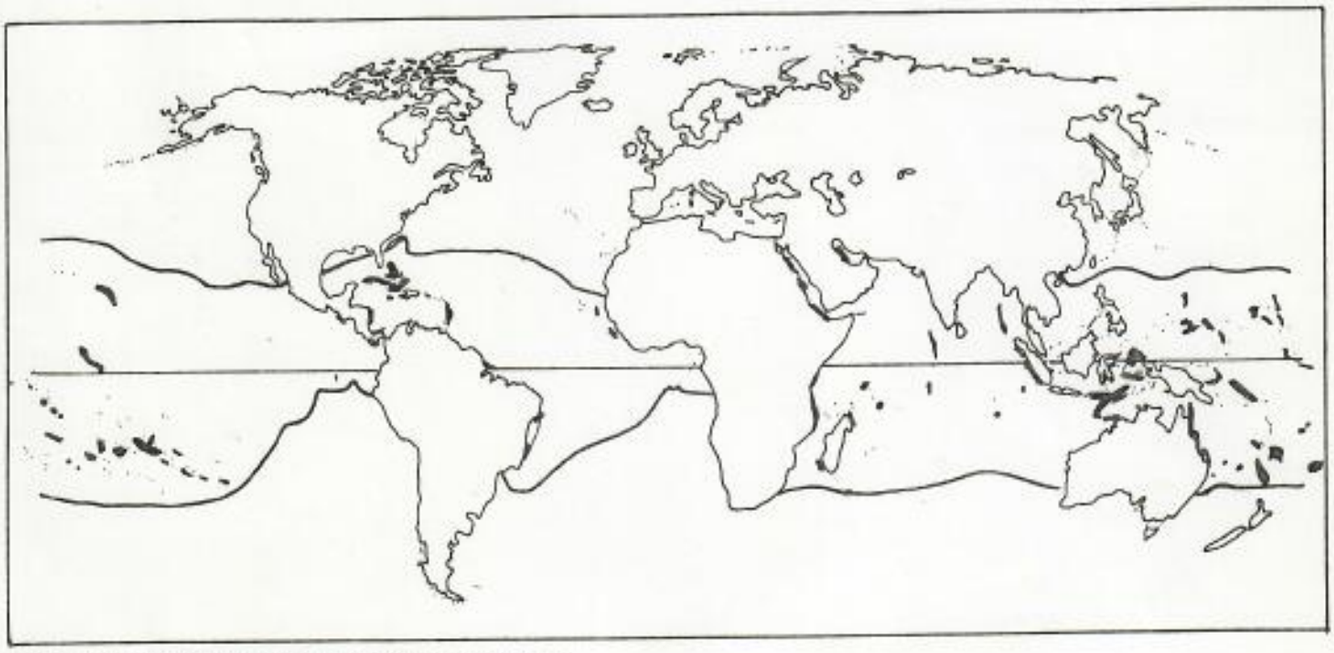


FIG. 1. *Coral reefs and atolls lie in the intertropical zone.*

study the factors which allowed it to develop: sea-level changes in the course of geological time, movements of the ocean floor, formative processes of submarine volcanoes.

A volcano foundation

Atolls originate as volcanoes on relatively flat ocean floors at depths between 4000 and 4500 metres. As a result of profound anomalies of the Earth's mantle and tectonic stresses which will be discussed further on, fractures occurred allowing flows of lava to well-up from the mantle and spread out over the ocean floor (Fig. 3). This action continued for some time and eventually aligned or random structures appeared along the fissures (Figs. 4 and 5). The flows accumulated to form a truncated flat-topped volcano called a guyot (Fig. 6). Its top sagged very slightly, but there was no crater.

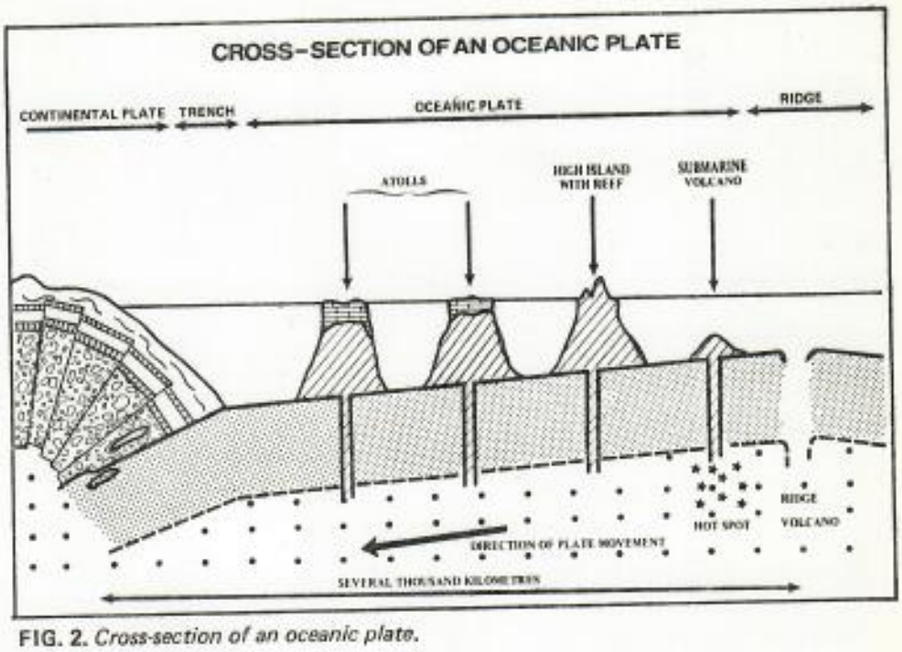


FIG. 2. *Cross-section of an oceanic plate.*

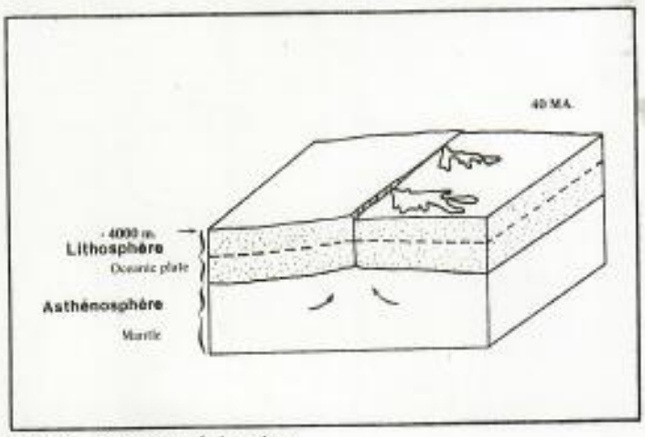


FIG. 3. *Fracture of the plate.*

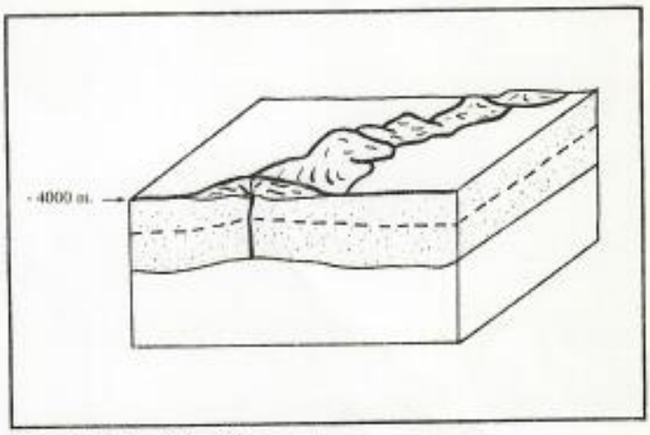


FIG. 4. *Birth of the ridge.*

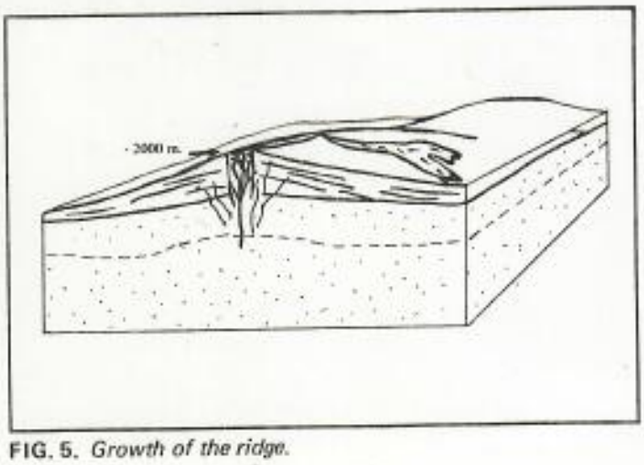


FIG. 5. *Growth of the ridge.*

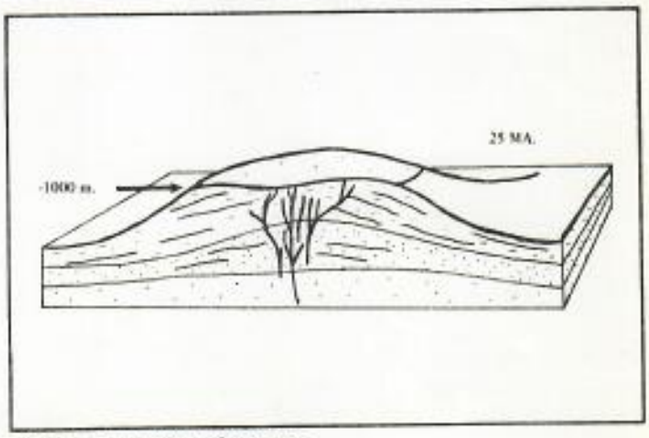


FIG. 6. *Formation of a guyot.*

The flows of lava continued to pour out through vertical intrusions called dykes that either occupied a radial position in the structure or were parallel to the fissures which had given birth to the volcano, and the volcano continued to grow. When it had reached a height of only some 200 metres from the surface, where the water pressure is no longer sufficient to prevent the release of the gases dissolved in the lava, the nature of the released products changed, the flows fragmented giving rise to autoclastic breccias, and the points of exit of the lavas (where the latter are degassed) became explosive and pulverised the lava into fine shards of glass (hyaloclastites).

When the volcano was almost level with the surface, i.e., about 8 million years ago, it appears to have had a great deal of difficulty in emerging since at that stage its lava supply was declining and erosion, mainly due to the action of waves on poorly consolidated materials, was causing it to grow in width rather than in height.

It finally emerged (Fig. 7) as a cone-shaped structure with slightly sloping sides (about 6^{o}; cf. Fig. 8). Its height could never have exceeded 600 metres above sea level. In the course of emergence, the central part collapsed, forming an elliptic caldera (kind of crater).

During the volcano's period of activity the ocean floor beneath it rose, probably as a result of pressures associated with the fusion process which generates the lavas, but as soon as the volcano died, it started sinking under its own weight, a phenomenon called subsidence which, in this area, proceeds at a rate of 1 cm per hundred years.

A coral top

Whenever conditions are right for coral establishment and growth – that is, while the volcano is emerging – the larvae of the corals contained in the plankton suspended in the sea water form scattered colonies on the volcano which begin to grow. Initial growth is impeded by falling ash from eruptions and mud from erosion of the sides.

Since the volcano is gradually subsiding, the corals are forced to grow in order to survive. They eventually form a ring (fringing reef stage) in the shape of the volcano when fully emerged, and small isolated growth zones on its sides (Fig. 9). This model is observable in Tahiti, with or without living coral along the coastline, a lagoon and a barrier reef.

As a result of subsidence and erosion, the volcano disappears under the water; it is, at this stage, completely covered with coral. Little by little the barrier reef restricts the circulation of water between the ocean and the lagoon to the "hoas" (passes) and in the lagoon sediments accumulate, allowing only a number of coral knolls to develop, after which coral growth continues mainly on the ocean side (Fig. 9d).

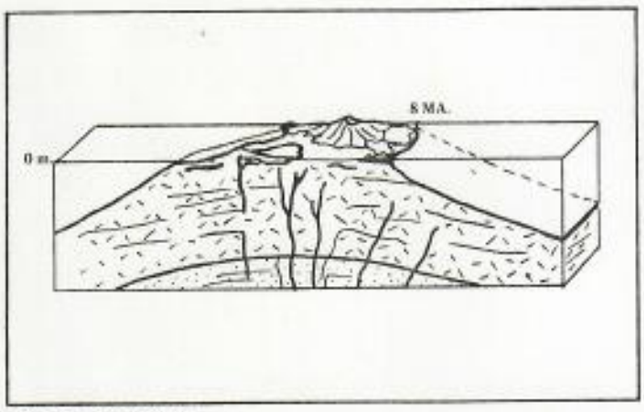


FIG. 7. *Emergence.*

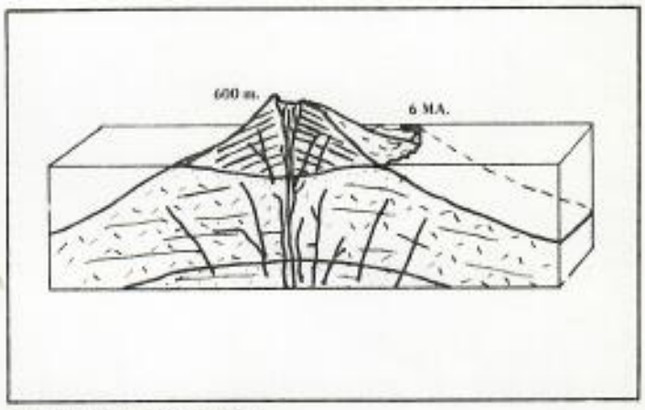


FIG. 8. *Aerial volcanicity.*

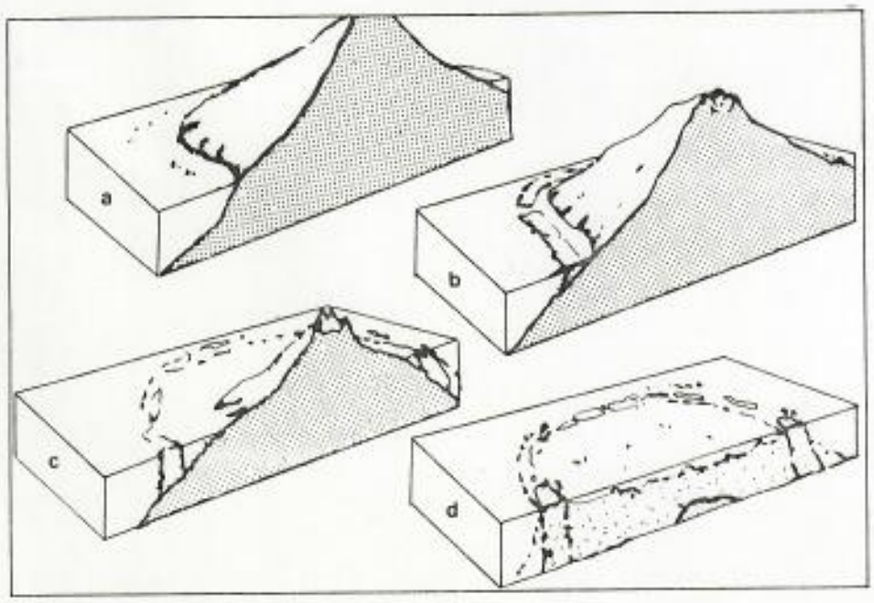


FIG. 9. *Stages in the development of coral structures.*

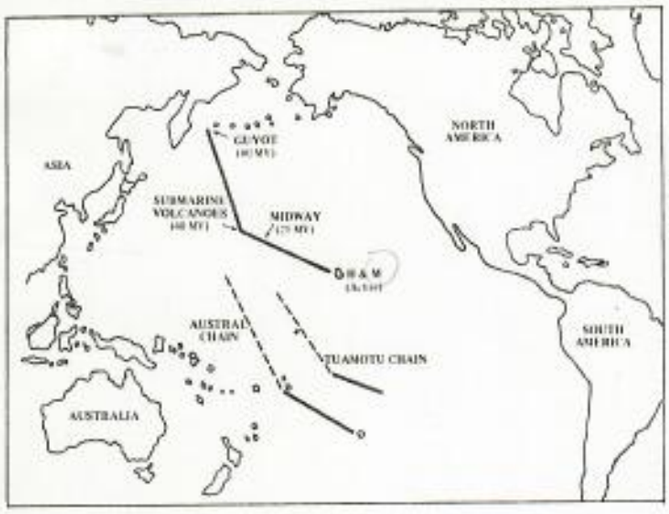
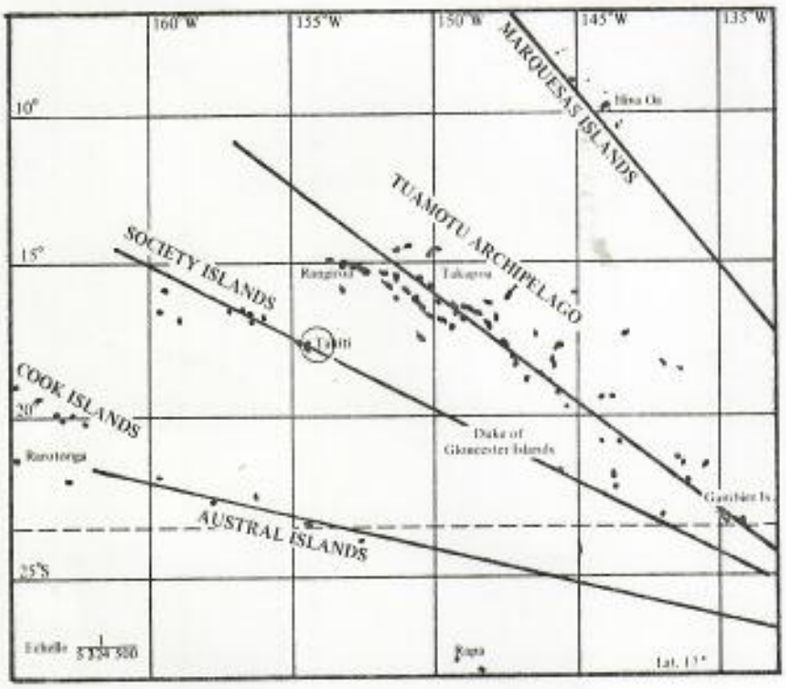


FIG. 10. *Alignments originate above hot spots situated*
– for the Austral chain, near McDonald volcano;
– for the Tuamotu chain, near Gala and Gomez;
– for the Midway chain, in Hawaii.



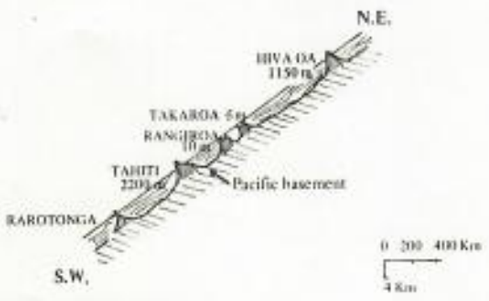


FIG. 11. *Alignment of archipelagoes.*

Geological movements affecting atoll development

Now we have seen how an atoll is born and develops, we must place this process in the broader geological context of the Pacific Ocean and examine two phenomena that concurrently occur in our area: movements of the ocean floor and variations of ocean levels.

Movement of ocean floors

The development of the *"plate tectonics"* has focussed attention on certain parts of the world where plates are continuously being created or destroyed. We are located on a plate (Fig. 10) at the South Pacific ridge, which moves in a north-westerly direction at an average speed of approximately 10 cm per year towards a trench where it will be swallowed up. This speed, although high, is not sufficient to explain the origin of volcanic chains such as the Tuamotus (Fig. 11) by lava from the ridge. The youngest island in the chain (Ducie or Pitcairn) is situated at far too great a distance from the ridge to have been formed by it.

In 1970 Morgan proposed the theory of hot spots and mantle plumes to explain how island chains were formed a long way from the ridges. He postulates that in certain parts of the globe mantle anomalies exist which cause a partial fusion of the base of the plate that moves over them. Volcanoes are aligned in the direction in which the plate has moved in the course of successive geological periods, the oldest situated furthest from the mantle plume. The amount of lava pouring out of the mantle to feed and build up the volcano is therefore very great when it is first formed on the plume, but decreases rapidly as the plate moves on.

This phase of decreased feeding explains why the volcano has considerable difficulty in breaking through the water surface. Growth ceases at this stage and subsidence begins.

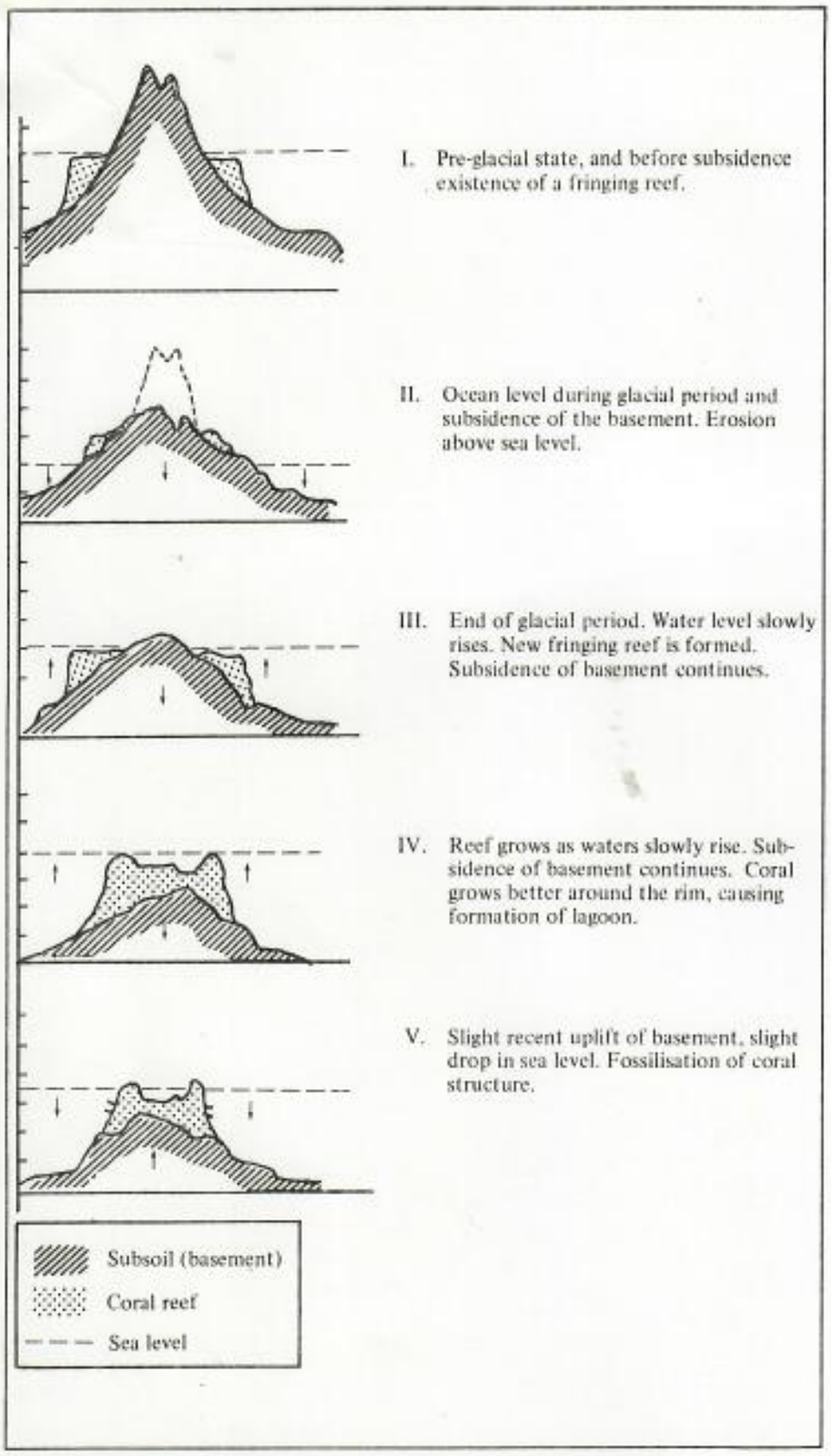


FIG. 12. *Development of an atoll according to the combined theories of Darwin and Daly, supplemented by Sylvester and Ranson. (N.B. This development, which corresponds to Würm's glaciation, may have occurred several times in the geological history of the Earth).*

Sea-level changes

Variations of the sea level (Fig. 12) during the Quaternary period (in the last two million years) are well understood. For the earlier periods, data are rather unreliable. The mechanism of these variations is related to the extension or reduction of the polar ice caps. During the reduction phase the ice melts, the sea level rises, and the reverse occurs during the extension phase.

These variations caused atolls to emerge more than 50 metres above the water surface. During emergences, and more generally on motus, rainwater can infiltrate and form layers and lenses of fresh water. A chemical reaction occurs where the fresh water meets the sea water contained in the sub-soil, calcium carbonate (limestone) being converted into carbonate of calcium and magnesium (dolomite). The coral skeleton is made up of aragonite* ($Ca\ Co_3$) which, when the coral dies, is transformed into calcite* ($Ca\ Co_3$). Rainwater seeping through the limestone dissolves part of the carbonate. When the fresh water containing $Ca\ Co_3$ reacts with sea water containing magnesium salts, dolomite, $Ca\ Mg\ (Co_3)_2$, is precipitated out.

This is one of the processes by which dolomites are formed. The entire base of coral formations is thus converted into dolomite, giving a much denser rock.

During each emergence corals in the upper portion are fossilised and indurated. We discovered indurated foliations corresponding to known glacial periods at depths of –2, –11, –23, –44 and –66 m.

Thus an atoll is created by a volcano, which itself is formed by the passage of a plate over a mantle plume. As soon as the volcano moves away from the mantle plume, it is no longer fed with magma, dies and begins to subside. Corals then colonise it according to variations of sea level. The thickest coral formations are found furthest from the mantle plume: 350 metres south-east of the Tuamotus, 600 metres at Hao, 1000 metres at Rangiroa.

It remains to be explained why some atolls which were level with the sea surface now project as high as 70 metres above the water (Makatea).

In March 1978 the Americans McNutt and Menard put forward a clear and

* Aragonite – stable form of calcium carbonate at high temperature and pressure.
* Calcite – stable form of calcium carbonate at normal temperature and pressure.

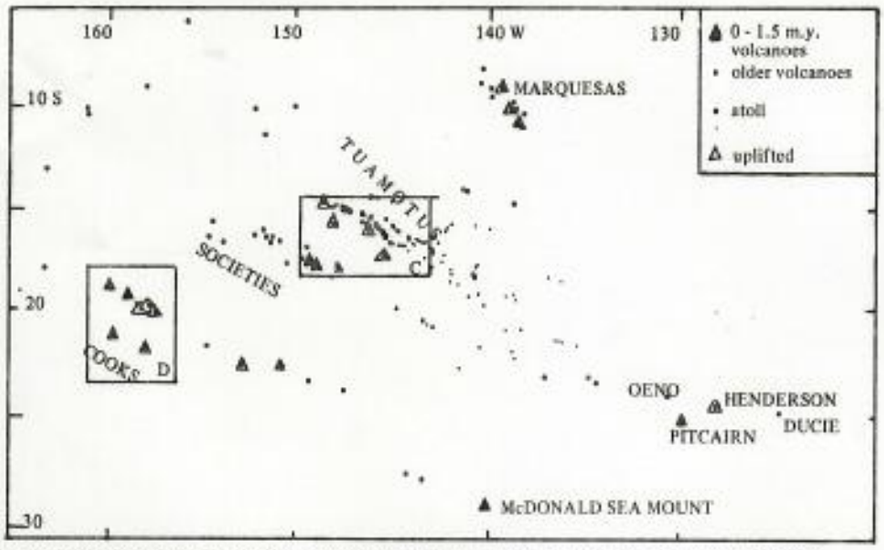


FIG. 13(a). *Locations of elevated atolls, sea-level atolls, and active or recently active volcanoes in the equatorial Pacific. Outlined areas show the locations for the islands in Figs. 13(c) and 13(d).*

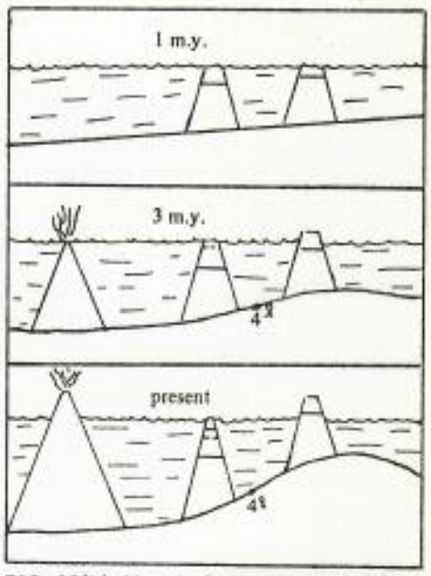


FIG. 13(b). *Model of apparent sea-level change on coral atolls caused by volcanic loading on an elastic lithosphere. $\mathcal{L}$ is the flexural parameter which depends on the lithospheric flexural rigidity.*

attractive theory. Glacial eustatism (i.e., oscillation of the sea level in glacial time) cannot account for the simultaneous existence of elevated atolls and atolls at sea level. The fact that active or recent volcanoes have been found close to elevated atolls suggests that they were raised tectonically by volcanic loading.

The physical model which explains regional deformations is based on the hypothesis that the upper part of the lithosphere acts like an elastic envelope enclosing an incompressible fluid. When this elastic envelope is stretched taut, any weight on it is distributed over a far greater area than that of the actual load zone. As a volcano grows in size it therefore deforms the ocean basement and affects the apparent level of the ocean for neighbouring coral atolls.

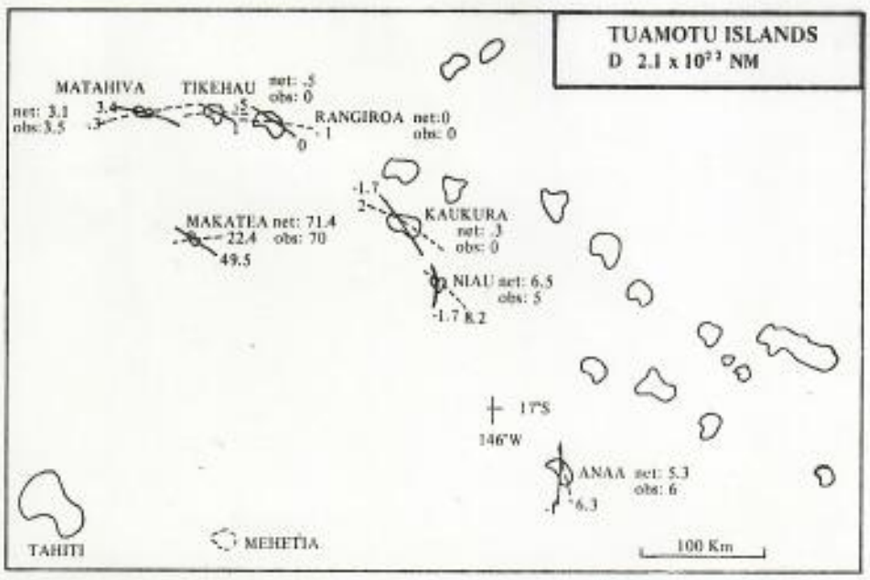


FIG. 13(c). *Atoll uplift in the Tuamotu Islands. Uplift contours drawn through atolls correspond to the predicted flexure from loading by Tahiti (solid arcs) and Mehetia (dashed arcs). The theoretical sum is compared to the observed elevation.*

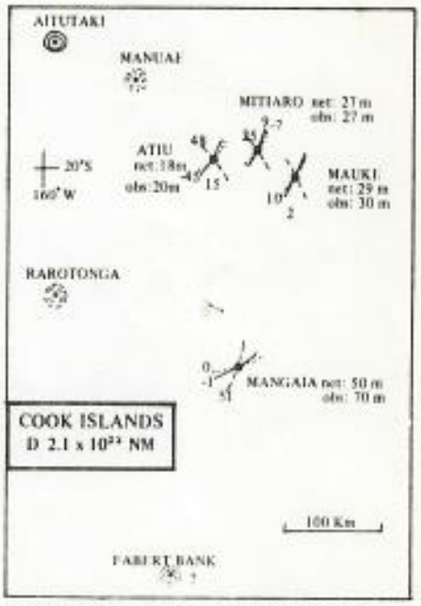


FIG. 13(d). *Uplift contours keyed to three volcanoes are drawn through four atolls in the Cook Islands. For each atoll the resulting sum from the theoretical uplift is compared to the observed uplift. Although Fabert Bank was not included in the calculation, it may also elevate Mangaia.*

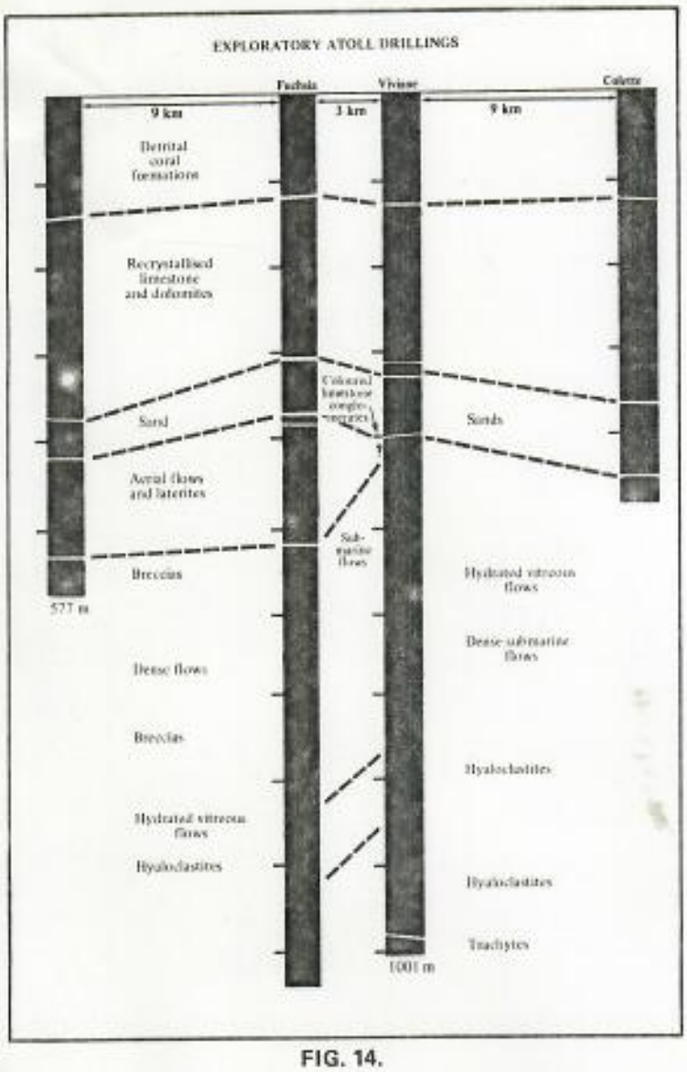


FIG. 14.

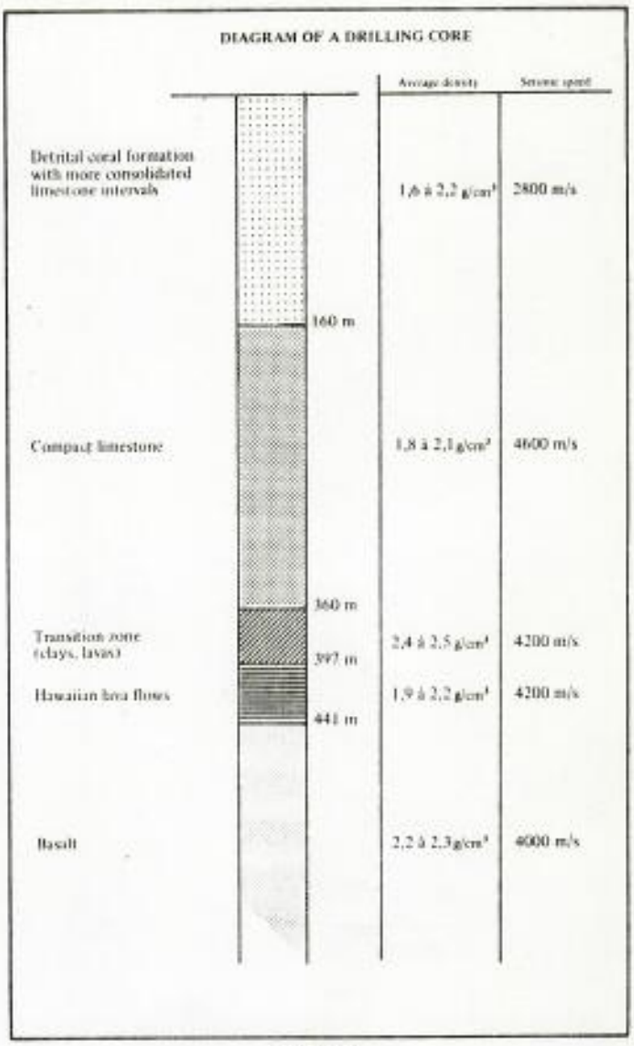


FIG. 15.

Using this theory, Menard was able to explain with remarkable precision the uplift of Makatea by the weight of Tahiti and Mehetia and the elevation of Atiu, Mitiaro, Mauke and Mangaia in the Cook Islands by loading from Rarotonga, Aitutaki and Manuae (Fig. 13).

What evidence is there to substantiate these hypotheses?

I shall not go into the plate tectonics theory, now generally accepted as a result of the *Glomar Challenger* expeditions and the Cyanheat operation which made it possible to observe the rift in different places along its 60,000-km length and the subduction zone where the African plate dips under the European continent.

To conclude, I shall simply give the results of drillings conducted in various places on one of the Tuamotu atolls, illustrating them by a series of cores (of diagrams Fig. 14) which feature (from top to bottom):

- indurated coral surface layer.
- calcaranites.
- indurated dolomites.
  chalky dolomites.
  coloured dolomites.
- a transition zone containing detrital materials from the emerged volcanic sea mount:
  volcanic scoriae.
  clays.
  river pebbles.
- aphyric basalt flows resulting from aerial volcanicity.
- hyaloclastites.
- autoclastic breccias.
- dense, vitreous basalt from dykes.

□□□

Jan Newhouse, author of the four articles:

- ***What is an Atoll?***
- ***Water Desalination for Atoll Agriculture***
- ***Marine and Terrestrial Flora of Atolls***
- ***Energy***

which appeared in the SPC Bulletin 3Q '80 has duties with:

- The Department of General Science and the Pacific Island Studies Program, University of Hawaii, and
- Ecole Pratique des Hautes Etudes, National Museum of Natural History, Paris.

...what is an atoll?

by Jan Newhouse

It is characteristic of humans that we attempt to define precisely and/or categorise all that surrounds us. It is also characteristic that such attempts often lead to difficulty and disagreement (e.g., at what height does a hill become a mountain?). So it is with the application of terms to reef types. Definitions and classifications have often resulted from limited personal experience or bias, rather than from a consideration of the broad range which exists. Thus it seems wise to seek an operational definition for "atoll".

The word atoll is taken from the Malayalam ***atolu***, "reef", which is the native name for the Maldive Islands. However, many of us do not consider all atolls to be exactly like those of the Maldives. Neither would we wish to be as restrictive as required by the dictionary definition: "A ringlike coral island and reef that nearly or entirely encloses a lagoon". (By such a definition, one would have to exclude from consideration places such as Makatea, Helen Reef and Johnston Island. Besides, what is meant by "nearly"?).

Given the full range of atoll topography, features such as islets and lagoons should not be considered in the definition. It also follows that we wish to exclude islands with lithic features which are volcanic in origin, and other reef types such as fringing, barrier and patch. Such a definition is as follows:

> "An atoll is a living reef which is separated from the nearest land of volcanic origin by water having a depth greater than that at which hermatypic corals can grow".

Hermatypic – that is, reef-building – corals are symbiotic organisms. They are invested by photosynthetic algae (zooxanthellae) which can only survive, grow and complete their role(s) within the euphotic zone – the water layer which is penetrated by sufficient radiant energy to permit these activities. Though the thickness of this water layer varies from place to place depending on turbidity, a generally accepted figure is 80 metres. Hence, relatively shallow reefs (fringing and barrier) bordering volcanic islands are automatically excluded, as are patch reefs found in atoll lagoons.

In any case, since the interest here is mainly focused on the primarily calcareous materials found above the high tide levels (***motu*** or islet), whether they be on an atoll or barrier reef, it is this focus which should dominate.

The following discussion of the origin of both barrier and atoll reefs is theoretical but well supported by knowledge pieced together from the clues we have at the present time.

Geological origin

The numerous theories which have been proposed to account for atolls are about as profuse as the definitions. All of them presuppose one or both of two possible conditions: either the submarine basement on which the atoll reef stands and the water level of the ocean have been static during atoll formation, or they have undergone relative shifts up or down.

Since some of these theories stretch the bounds of credibility (e.g., floating coral platforms, coral pounded by waves into volcanic fissures to depths greater than 1300 metres), only the major theories will be taken up here:

(a) ***Truncation.*** This theory is based on the supposition that a high, volcanic island has slowly eroded away because of atmospheric and ocean-generated forces. After complete erosion had taken place, the resulting surface was covered by reef-building corals. Sufficient evidence exists to discount this theory.

(b) ***Antecedent platform.*** This theory supposes that, at some time in the past, the floor of the ocean was, or came, within the euphotic zone. Corals began to grow on the bottom and, eventually, broke (or came close to) the ocean's surface to become an atoll. It is possible that several of the Caribbean atolls arose in this manner.

(c) ***Subsidence.*** A rift, a crack or a "hot spot" opens on the ocean floor and, through this, lava is extruded. If this process should continue for a very long geological period, two phenomena result. For one thing, the floor will slowly sink because of the weight of the new volcanic mass and, secondly, the mass may eventually reach or rise above the surface.

If the new island is in an oceanic area where reef growth can take place, four activities follow: there may be continued island growth (as on the island of Hawaii), subsidence is an ongoing process, fringing reefs will develop, and atmospheric erosion will inhibit reef growth where there is freshwater run-off.

Should the island continue to sink more rapidly than it is being built up by

View to the lagoon, Huahine, French Polynesia.

continued lava flow, the ultimate result would be a broad "table reef" with no material of volcanic origin above the ocean surface.

We suppose that such processes started millions of years ago, and are still continuing today. The resulting oceanic features we see today are of four kinds but, before taking these up, it would be well to discuss eustatic shifts in the level of the ocean.

Carbon dioxide (CO_2) acts as a blanket, holding in the heat from the radiant energy reaching earth's surface. It is found in both the atmosphere and as a solute in the ocean. Let us suppose that we are in a period when the ocean level is low – that is, a cold period when much of the water is held in solid form at the poles. This means that there is less water in the oceans, and a relatively large quantity of CO_2 is in the atmosphere. With such a condition, the temperature of earth will begin to increase, glaciers and polar regions will melt, and the level of the oceans will rise. As this occurs, more liquid water will be available for the solution of CO_2, the quantity of CO_2 in the atmosphere will become less, and the earth cools.

All available evidence suggests that earth has gone through just such a series of pulsations, with the latest great drop and rise being 100 and 80 metres respectively.

With this thought behind us, it is now possible to lay out the four oceanic features mentioned above:

(1) Let us suppose that an island has sunk to the table reef stage *since* the latest great rise in ocean level. We would expect to find a flat-topped reef without a lagoon, e.g., Oeno.

(2) If the island has been sinking during both the drop and rise, yet is still above the ocean level, one would expect a barrier reef to have developed at the margin of the old eroded fringing reef, e.g., Palau, Truk, Huahine.

(3) If all volcanic portions had disappeared before the latest great drop and rise, one would expect a new reef margin to have grown up from the former table reef. In this case, there would be a classic lagoon in an atoll fitting the dictionary definition, e.g., Nukuoro, Puluwat, Manihi.

(4) If, however, there have been tectonic forces as well as the eustatic rise and fall, we could expect a number of varied forms, e.g., Oroluk, Nauru, Swain's.

Since our interest here is with cultivation on islets, it is important to emphasise that there are six means by which materials can arrive on a reef in such a way as to be found above the high tide level:

Making a canoe in Majuro, Marshall Islands.

(1) In rare instances, alluvium from the adjacent high island can flow out upon its fringing reef. Temae on Moorea is such an area, as was Fetuna on Raiatea following the hurricane of May 1978.
(2) There can be erosional remnants from the latest drop in sea level of about two metres some 3000 years ago. These remnants are called beach rock or conglomerate, and are found on many atoll rims or even on patch reefs (e.g., Takapoto).
(3) Due to shifting of the ocean's floor, reef materials can be raised considerably above the present water level (e.g., Makatea).
(4) Incidental introduction from elsewhere – as, for example, pebbles or stones caught in the roots of a log, or pumice which has drifted in.
(5) Through human introduction; e.g., soil to Eniwetok, Wake, Canton (often arriving as ballast) and basalt artifacts prized by aboriginal inhabitants.
(6) Storm action. This is by far the prime origin of islet materials – the reef-derived magnesium and calcium carbonates which are deposited by strong wave action. It is ironic that the conditions feared most by atoll inhabitants are the same ones responsible for the land on which they live.

Climatic characteristics

Though, in theory, atolls should have some influence on their local weather and climate, studies have not been sufficiently definitive, long-term or accurate enough to document these effects statistically. Since, in any case, these effects could be only minor, it is sufficient to state that atolls are subject to the general conditions of the area in which they are located.

"The climate of the Pacific atoll realm is marine and tropical in character. The range in air temperature is about 2°F annually, with a slightly greater range as one approaches 15 to 20° N and S latitudes. Winds are mostly those of the trades and associated cyclonic depressions. In the western extremities of the realm, the Asiatic and Australian continental air masses are a factor also. Average relative humidity is high, but sensible temperatures are moderated by the cooling breezes present on atolls. Atoll weather seldom seems oppressive where there is exposure to the prevailing winds".

Surface winds in the Northern Hemisphere tend to be dominated by those which are easterly, and which rarely reach gale force. Though gales are somewhat more frequent in the Southern Hemisphere, and storms occur more often in the western Pacific, here, too, the winds are generally from an easterly direction.

Rainfall is considerably more variable: from one part of the Pacific to another, by season, and from year to year. Table 1 gives the relative magnitude (average) of precipitation/year for the major island groups with atolls. All figures are rounded off:

The variability from season to season and year to year is extremely significant, almost as much so as the general average rainfall. Since drought occurs on even the wettest atolls and the range of variation can be great, it is mandatory that these extremes be taken into account when cultivation is considered. As examples of seasonality: dry months in Tokelau are from April to September, and in the Tuamotus from May through October.

Severe yearly droughts are most marked of all. On Onotoa the yearly rainfall has ranged from 17 cm to 220 cm.

TABLE 1: AVERAGE RAINFALL IN PACIFIC ISLAND ATOLL GROUPS

Group	Rainfall (cm)
Marshall Islands	140 (Eniwetok) to 400 (Jaluit): there is a decrease from south to north.
Caroline Islands	200–300
Line Islands	70–330, with the southern atolls drier than those to the north.
Cook Islands	200–280
Tokelau	300
Phoenix	40–130
Gilbert Islands	100–300
Tuvalu	230–360
Tuamotus	120–190

Reclamation land with coconut and fruit trees in Tarawa, Kiribati.

Other examples are Fanning (70–530 cm), Penrhyn (90–380 cm) and Malden (10–240 cm). As we all realise, the extremes of weather on atolls have much more significance than they do on high islands. Atoll dwellers have long known that the two most feared natural phenomena are storms, usually accompanied by too much water, and droughts, with too little.

Although weather records have been much more complete these past few decades, I am not aware of any agency or institution which has compiled and coordinated these with atoll cultivation in mind. Since it is obvious that comparative crop studies made on several atolls should include weather records before and during the cultivation periods, it would be well to have a centralised clearing house for these data.

Humidity, temperature, incident sunlight, evaporation, rainfall and wind records should be taken daily, then analysed for both short-term correlations and cyclic phenomena (these latter may permit predictive ability).

Fresh water is often scarce on atolls.

Freshwater resources

For completeness, six sources will be considered, though, from the point of view of magnitude, several of these are quite insufficient for either ***in situ*** cultivation or irrigation:

(a) The coconut. This certainly served as the prime source of drinking water for several thousand years. All things considered, including the future, it is the most dependable for this purpose.

(b) Atoll peoples developed a technique for channelling the water running down the underside of coconut trees into containers. Generally speaking, a coconut leaflet was tied on the underside, close to the ground level. This was introduced into containers such as a coconut shell, a wooden bowl or the shell of *Tridacna*.

(c) Water catchment above ground level is still practised today, but more often and with considerably more efficiency. Galvanised roofing and rain gutters catch and direct water into cisterns of various sizes and construction. In some cases, this water is passed through screens to remove foreign material (e.g., lizards and leaves), and the cisterns are covered to discourage mosquitoes. For direct human purposes, this technique is more widely practised on atolls than any other.

(d) On an atoll, the water may either be caught as above, evaporate from the land surface, be lost as evapotranspiration from plants, run off to the sea or lagoon (in small quantity), contribute to saturation of the matrix making up an islet, or percolate down to the water table.

Depending on three variables, islet size and shape (shape at least as important as size), rainfall (both frequency and quantity) and permeability, a freshwater lens of varying size and stability will form over the underlying salt water. This lens (often called Gyben-Herzberg) will tend to float because of the differences in density between fresh and salt water. It has one part above mean sea level for every forty below, is in dynamic equilibrium (a function of tidal change, rainfall, evaporation and withdrawal by plants and humans), and has a relatively short residence time compared with water tables on high islands.

"Further complications must be considered in dealing with . . . water inventories. In particular, because of tidal mixing, there may exist only a relatively thin layer of very fresh water, underlain by a deep transition zone of increasingly (with depth) brackish water". (This mixing may be affected by the geological structure of an islet).

"There are some fundamental limitations to the exploitation of island ground water for a .-.. . water supply. Most obviously, average annual withdrawal must be less than average annual recharge, since some of the input is inevitably lost to natural mixing processes, etc. Perhaps less obvious is the problem created by withdrawing all or most of the potable water from the lens or some portion of it. This water is replaced in part by more saline water from the transition zone, and when the lens is recharged some of the salt remains behind in the sediments to mix with the incoming fresh water. If repeated, this will result in a gradual rise in surface salinity, even if the actual volume of fresh water is replaced each year.

"A related problem is that of upconing of saline water if withdrawal rates are too high; a wide, thin lens of potable water cannot be fully utilised by pumping hard

at a few isolated points, as this will pull up brackish water from below faster than the fresh water can recharge (the well laterally). Slow withdrawal from as wide an area as possible is the appropriate technique.

"Finally, it must be realised that if a lens system contains as its equilibrium inventory about 10 years' worth of recharge, it will be possible to withdraw water in excess of the recharge for several years before depletion becomes obvious . . . Without careful management, it will be possible to come to rely on a higher production rate than is actually sustainable on a long-term basis".

The management of the lens is vital, whether the concern be for use by plants which are growing on the surface (e.g., breadfruit) as in pits (e.g., taro), or for water to be used in irrigation. As a natural system, it needs to be understood in terms of present characteristics, seasonal variation and long-term averages. Parameters of particular interest are rainfall, evaporation, approximate "head", tidal responses and the chloride content. Given these measurements, and accurate figures for drawdown by humans, a freshwater budget can be constructed.

The thickest part of a lens is generally nearer the lagoon shore than that of the ocean. This is because the smaller particles making up an islet are found nearer the lagoon: islets having their origin in storm-carried materials, and the smaller materials are carried further. As well, many lagoon shores are subject to local currents which bring and deposit finer particles.

(e) There is a distinct possibility that distillation might be feasible to augment natural freshwater supplies. Highly technical means which rely on fuels are neither economic nor advisable, but simple yet possibly extensive systems, using black paint, cloth or plastic, could provide water for human consumption, thereby permitting the natural water to be used exclusively for crops.

Thus, in consideration of freshwater stocks, there are three monitoring programmes and/or studies which are recommended here in connection with atoll cultivation:

- Records of precipitation, evaporation and incident sunlight.
- Measures on the lens itself, as well as the factors which affect it.
- The feasibility of distillation. This should include the reliability of sources of supply for all required materials.

(f) Finally, there is the possibility of barging fresh water from outside the atoll in question. It should be mentioned that, for those who make a living by studying resources, water, though possibly the most important, is considered to be the least economic resource. The plan to tow an iceberg from the Antarctic to Saudi Arabia foundered on economic grounds even though the Saudis have plenty of money and icebergs are free! □

...an overview of agriculture on some Pacific atolls

by Michel Lambert
SPC Tropical Agriculturalist

1. COOK ISLANDS

The Cook Islands lie roughly east of the Islands of Tonga, above the Tropic of Capricorn. They consist of seven coral atolls in the north (Pukapuka, Nassau, Palmerston, Suwarrow, Rakahanga, Manihiki and Penrhyn) and eight volcanic islands in the south (Rarotonga, Mangaia, Atiu, Mauke, Mitiaro, Aitutaki, Manuae and Takutea).

Cook Islanders have the right to stay or live in New Zealand. Cook Islands links with New Zealand go back to the early days when ancestors travelled in their warlike canoes and happened to land on a strange island now called New Zealand. The population of the Cook Islands is approximately 25,000, not counting those who are now living in New Zealand.

The Cook Islands' main exports are fruit and vegetables, mostly grown in the southern group. The northern group's exports are mainly copra and pearl shells. Agricultural products are exported mainly to New Zealand. The northern group has very similar agricultural problems to those of other Pacific atolls.

2. FEDERATED STATES OF MICRONESIA

(i) Ponape

Ponape is one of the four States which make up the Federated States of Micronesia. It has eight atolls (Oroluk, Pakin, Ant, Mokil, Pingelap, Ngatik, Nukuoro and Kapingamarangi). Ponape itself is a high island. The total land area is about 162 sq. miles scattered over 170,000 sq. miles of ocean from the Equator to 12°N latitude and between 154° and 166°E longitude. The wet tropical maritime

Fijian women beating cooking pots into shape before firing.

Handicrafts of the South Seas

By ANGUS McBEAN

During the past few months the Commission's Social Development Assistant, Mr. Angus McBean, has carried out a survey of indigenous handicrafts within the South Pacific region with the ultimate object of suggesting ways in which traditional skills might be maintained or revived, notably through the creation of outlets in overseas markets for South Seas artifacts. In this article Mr. McBean gives, in a personal way, an outline of the survey and its findings, and explains the further practical steps that are proposed.

MY travels in the course of the survey took me to Wallis and Futuna, the Gilbert and Ellice Islands, the British Solomon Islands Proctectorate, the Territory of Papua and New Guinea, the Kingdom of Tonga, Niue, American Samoa including the Manu'a Group, Western Samoa, the Tokelau Islands, the Colony of Fiji, the New Hebrides, and New Caledonia including the Loyalty Islands. Travel by public transport, in eighteen different aircraft and nine small vessels, totalled over 25,000 miles. In addition, some hundreds of miles were travelled by native canoes or on foot, and in jeeps or similar vehicles. Twice canoes were swamped in heavy seas and once my companions and I, crossing a reef connecting two islands, were swept by the surf on a rising tide into deep water. Luckily, only one film was spoilt by these mishaps. I went ashore on more than 60 islands, and had talks with the people of over 200 villages during the survey.

The survey has proven, I believe, that handicraft skills in tremendous variety are still being practised to a significant extent among South Pacific peoples, and that a very large proportion of these handicrafts, with quite minor adaptations, is suitable for sale abroad. I believe also that indigenous handicrafts can become a very useful aspect of a territory's economy but that unless they have economic value to those engaged in them the knowledge and skills necessary for their manufacture will gradually, but quite certainly, be lost.

Woven Wares

The weaving of vegetable fibres is one of the most widely spread skills of the Pacific and examples of this art can be found in almost every district, from the river and swamp villages of the Sepik or the mountain valleys of the New Guinea Highlands to the tiny coral islets of the Tokelau or the Ellice groups. Some of it, notably the fine mats of the Samoas, is of almost incredible delicacy and fineness; other examples, such as the string bags of New Guinea or the Solomons, are of extraordinary strength. The fibres used are of equal diversity. Admittedly the pandanus takes pride of place as the "universal provider", but the coconut leaf, the coconut leaf-bud, the tendrils of vines, the fibres of the coco-

A young girl from Nuku'alofa displays dancing skirts of hibiscus-based fibres.

Carved bowl and woven ware, Emae Island, New Hebrides.

nut husk, the bark of trees and shrubs, the stems or the leaves of water-weeds, the fibres of the banana stem and the skin of the sago-palm leaf stem are among the other fibres used.

For dyes, the bark, the leaves and the roots of a multiplicity of trees and other plants are used, in processes that are often jealously guarded secrets of one territory, one island or even one village. It is regrettable that, to an ever-increasing extent, these fast dyes in their beautiful deep colours are being replaced by gaudy "store dyes". It is also a regrettable but open secret that a good deal of mercurochrome and "Gentian Violet" from hospital supplies, and purple carbon paper from administration offices somehow finds its way into the dye-pots of the village weavers in many a territory!

The articles made of woven ware are of almost equal diversity—mats of every description and size, baskets, carrying kits, hats, lobster—and fish-traps, fertility symbols, protective divinities—and even anti-mosquito "sleeping-bags" of bark fibres into which a whole family can squeeze at night! While, clearly, not all of these are suitable for export for European use, a very slight modification can make many of them attractive articles of commerce. For example, the material and style used in making certain lobster-traps would be perfect for the weaving of most attractive lamp-shades.

The methods of weaving are perhaps not quite so diversified, but it is worthy of note that in certain villages of Santa Cruz there has been developed an ancient skill which must be the very basic form of loom-weaving. Little would be needed to transform this skill into the time-saving use of a modern, simple and cheap hand-loom.

Tapa, Wood, Pottery

The art of tapa-making has never been known in some territories; in others where once it flourished the skill has been almost lost; but in many territories it is still an integral part of the life of the people and large quantities of tapa, some of superfine quality, are being produced, partly for sale to Europeans but largely still for everyday use by the islanders themselves.

An almost infinite variety of styles and skills is manifest in the domain of wood-carving, especially in Melanesia, where some of the carvers are more than artisans: they are artists in their own rights. This is notably the case in parts of the Solomon Islands and the Sepik area of New Guinea. Then there is pottery, confined to a relatively small number of districts and using extremely primitive and imperfect techniques yet producing, in some cases, such as the Chambri Lakes area, articles of consummate interest and artistic sense.

These are perhaps the main forms of handicraft—but in addition there is a wealth of further products illustrating patient skill, ingenuity, imagination and sense of form and colour—the huge array of articles in polished shell or tortoise-shell, the inlays of shell in ebony, inlays of silver in tortiose-shell, intricately fashioned spears with barbs of splintered bone or of thorn-spines, "bride-money" of many types, shell necklaces, and armlets, and infinitely more; and such modifications of European skills as the beadwork of Wallis and Futuna and other groups, the "patchwork quilts" (ti fai fai) of Tahiti, the hand-painted or silk-screened dress fabrics of Western Samoa and Tahiti, and the engraved shell of artisans in Tahiti and Fiji.

Suitability For Sale Abroad

Of all these objects, a very large proportion would command a sale abroad provided liaison was effected with the suitable retailing firms. Some, however, have merely curiosity interest, or are too bulky or too fragile to pack. The survey has concerned itself in principle only with objects that have intrinsic interest created by their beauty or their usefulness or a combination of both. It has been felt that the sale of "curios" and

A group of women from Taveuni prepare tapa.

"souvenirs" is best left in the able hands of local vendors dealing directly with tourists visiting a particular port or territory. Nevertheless some of the action recommended to administrations for their internal organization of production would directly help these "on-shore" sales by providing a more regular and more diversified flow of products.

New Developments

In some territories, great possibilities of new development were observed and notified to administrations for their action if they saw fit. In meetings with village people themselves, modifications of their products were explained and discussed. Frequently it was found that an artifact such as a food-bowl or a Sepik mask needed only to be reduced in size to be almost ideal for sale. Occasionally it was necessary to warn that "miniaturization" had been tried out but to an exaggerated extent, so that model canoes or model weapons or utensils were little more than toys, lacking in all "atmosphere" and, by reason of their smallness, out of proportion in their decorations or their fittings (such as the lashings on paddles and water-bailers of canoes). In very many areas, even the least sophisticated, warnings had to be given against the mixing of styles—the use of gaudy European dyes on woven ware, the painting of model canoes with house-paint, the addition of fringes of brightly coloured wool to a mat in otherwise austerely correct and beautiful indigenous design and colouring, and so on.

In other cases, it was essential to point out that an artifact on which great pains had been expended lost all its interest and value through the failure to give it that last "finish" of detail. Baskets of intricate woven design were fitted with a flimsy and insecurely attached handle; a piece of delicate wood-carving would be roughly daubed with cheap varnish, or would even show saw and chisel marks on its under-surface; a bead necklace with hundreds of shells, each of which had been carefully sorted and drilled, would be strung on a thread of cotton certain to break the first time the necklace was worn.

Elsewhere, hitherto completely "unexploited" artifacts were found, requiring only slight modifications to fit them for sale in territorial or overseas markets. Mats and baskets made of river-grasses in New Guinea, artifacts in incised and engraved bamboos, products of woven or plaited sago-palm leaf-stems were among the handicrafts that have never yet to any appreciable extent been put before even a local market.

Value To Territories' Economy

In territories with great potential economic resources the production and sale of handicrafts might be regarded as only a transitional activity. There are, indeed, already one or two territories in which, with a relatively small population, certain secondary industries have been established which provide work at wages against which handicrafts can scarcely compete.

However, such is not yet the case in many territories, and in some is highly unlikely ever to be the case. So long as traditional village life continues and subsistence agriculture is the basis of existence, the manufacture and sale of handicrafts, I believe, can be a very valuable adjunct to a family's and a territory's economy. Moreover, even in changed economic conditions there will always be considerable numbers of people such as the more elderly or the somewhat disabled or infirm who can profitably contribute their share to the economy by the manufacture of handicrafts. In addition, the indirect value of an economically viable handicrafts industry is that it can arrest the drift to the urban centres and maintain a more balanced population by providing a steady cash income within the villages or on outlying island groups themselves.

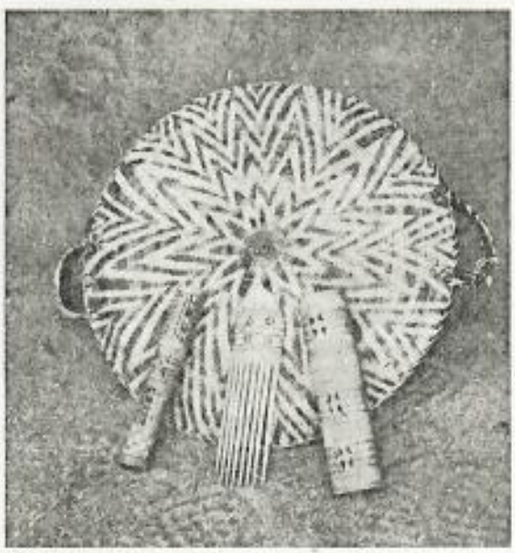
Danger Of Losing Skills

I am convinced that the individuality and self-respect of a people are destroyed if their own culture—their singing, their dancing, their arts and crafts—are lost and they become merely imitators of an alien culture. While singing and dancing bring their own rewards through pleasure and communal participation, it would be demanding the impossible to expect a people—for the sake of the ethnographers—to go through the laborious processes of weaving and wood-carving and pottery-making and the like unless this work has some economic incentive. The idealist, either from within or from outside the cultural group, can preach the importance and the value of maintaining ancient skills; but these will surely die out unless they continue to have some practical significance in the life of the people. There is not a single artifact that was not developed for very practical reasons—for everyday use by the family itself, or to exchange for past or future services, or to ensure fertility of crops or humans, or to propitiate the gods. Artifacts will continue to be made only if an adequate recompense is available for the time and trouble expended. Experience throughout the Pacific, however, has shown that if a regular outlet can be provided, at reasonable prices, for indigenous handicrafts, this form of culture, far from dying out, will flourish and produce fresh creative impulses.

Action By Commission

These considerations formed the basis of the Survey Report and, after receiving it, the Commission at its last Session, in

(Continued on page 54)



"Buka" basketware from Papua and New Guinea (left).

Woven ware and carved wood from Western Samoa (below).

crease copra production in the New Hebrides, attention has been given first to research which produces quick results, such as the fertilizer experiments mentioned above. Long-term research designed to lead to the improvement of palms is not being neglected, however. The two main methods being pursued are selection of good 'mother' palms, from which seed nuts are taken, and improving the types of coconut palm by crossing varieties.

Working in close co-operation with the Condominium Agricultural Department, I.R.H.O. has planted a nursery of coconut seedlings at the Santo Agricultural Station, and 3,500 high-quality seedlings will be available for distribution in 1964. The nuts for these seedlings came from three sources. Some were taken from high-yielding palms selected by M. Manciot on various New Hebrides plantations, while, through assistance provided by the South Pacific Commission, seed nuts of selected dwarf varieties were introduced from Fiji. Finally, seed nuts were introduced also from the large nut variety, from Rennell Island, B.S.I.P.

In connexion with the genetic improvement of the coconut palm, I.R.H.O.'s first task is to make a careful study of the value of local trees. For this purpose, sample groups of 200 trees have been selected for study of such characteristics as the size of the nut clusters, number of female flowers, etc. In general it can be said that New Hebrides palms have small nuts with a low copra-yield, and it is necessary to cross them with strains giving a higher copra yield per nut. M. Manciot is hopeful that a hybrid of the ordinary (*typica*) coconut palm, and the dwarf (*nona*) palm, will result in a palm which produces early and gives a high yield.

M. Manciot has reported that "The research undertaken has been essentially of a practical nature, its object being to find simple, inexpensive and easily-understandable methods of increasing yields in the New Hebrides. The first essential is to be of use to everybody, both by carrying out experiments on plantations, and by the supply of selected planting material. The close co-operation which exists between the Agricultural Department, the planters, and I.R.H.O. has allowed us to get our programme off to a quick start."

Handicrafts Of The South Seas

(Continued from page 20)

October, agreed to a proposal that a Sales Booklet should be prepared for publication and distribution to business firms, museums and other organizations interested in indigenous artifacts. I am convinced that a major problem hindering the development of sales of Pacific Islands products overseas is that there is no direct firm liaison between potential markets and the actual producers of artifacts. To establish this liaison is a difficult and rather costly matter, and it appears quite illogical that individual territories should separately undertake a task which is in any case beyond the resources in personnel and finances of many of the smaller territories.

Booklet Prepared

The Commission therefore proposes to prepare a booklet which will be illustrated partly in colour, partly in black-and-white. The booklet will be attractively published on art paper and will include a general introduction outlining graphically the major types of handicrafts and the ways in which they are made, and also individual sections devoted to the handicrafts of each particular territory wishing to participate in this means of making their handicrafts known to the wider world.

The cost to each territory, including the general mailing throughout the world, will be minimal. It would be a fairly safe wager, I am sure, that sales developing from abroad as a result of this publicity in *one year* from any *one* territory would be very much greater than the total cost of preparation, publication and mailing on behalf of *all* participating territories. The pilot text and lay-out, including photographic prints proposed for use in colour and black-and-white clichés in the actual publication, have been sent to individual administrations already and it is expected that, with favourable responses from territories, the Sales Booklet will be printed and mailed early in 1964. The additional service of making territorial sections available as sectional reprints at cost price will also be offered to territories wishing further publicity material for later use.

Other Help

In furtherance of handicrafts, the Commission also agreed to secure information on types of handlooms likely to be suitable for South Seas fibres and also to attempt to ascertain data on the possibilities of introducing more effective kilns or other firing methods for pottery-making in such territories as have traditional but rather inefficient methods of pottery-making. It is possible that on the basis of information collated, the Commission may at a later date arrange for practical courses in handloom-weaving and in pottery-making if territories are interested, and practical benefit seems likely to result.

The whole of the handicrafts project on which I have been engaged has been based on the principle of direct, practical assistance to the peoples of the region. It has been a wonderful experience to me personally and it is my very great hope that the extreme kindness shown to me throughout my travel will be in part repaid by a direct economic improvement in the life of the skilled artisans of the South Pacific.

Malaria Eradication Pilot Proje

(Continued from page 52)

All the educational materials were made from local materials designs. They were not made all at The main aim in making the ma was to illustrate each phase of m eradication in accordance with the for attacking malaria fever, which to be explained in advance to the p Each section of the material was according to the final estimation of the ordinary village people could u stand and remember and also, th personal interviews and so on, acc to the educational standard of the p in general.

Materials in use at present are p leaflets, booklets, pamphlets, poster and flannelgraph sets. They are n for teaching aids, and explanati necessary to accompany the use of of them. A form of malaria tionnaire, originally designed by I Burton of WHO, was also used time especially after the commenc of the spraying operation. The pr tion of educational materials was n done at the Government Printing formerly the SPC Literature Prod Training Centre.

Evaluation

It can be imagined that the g education in the eradication of mal to develop specific behaviour i people exposed to the risk—such a co-operation in letting their hous sprayed, paying particular attentio to spoil the residual insecticide o walls, reporting new houses and cases to the malaria teams, givin sonal and practical help in the ma ance of all matters involved in the ing out of the eradication project.

The means of evaluation availa present are the personal observati the health education teams in the and information received from malaria eradication workers, local service personnel and other so General knowledge about malaria ing gradually absorbed by the p and their full co-operation is being tained at a high standard all ove pilot project areas. People from the Georgia group and Savo have been advanced in carrying out their pa the field operations during the pr tory, attacking and consolidation[*] p of the project. Guadalcanal people from place to place in their recog of their responsibilities and in rega the eradication project as their weapon to get rid of malaria. Once appreciate the value of the eradic as they have already begun to do, of the activities in the field shou run at village level.

---

[*] *Consolidation phase:* Follows the phase; it is characterized by active, intens complete surveillance in order to elimina remaining infections and thus provin eradication of malaria. It ends when the c for eradication have been met.

RECOGNIZING that development assistance agencies annually disburse more than US$25,000 million in support of development activities;

RECALLING that the World Conservation Strategy strongly recommends that development assistance agencies fund projects beneficial to conservation, assess all their projects to ensure their ecological soundness and assist governments to design ecologically appropriate policies and to establish and maintain effective conservation infrastructures;

RECOGNIZING that a number of bilateral and multilateral development assistance agencies already have taken actions of the kind recommended in the World Conservation Strategy;

The General Assembly of IUCN, at its 15th Session in Christchurch, New Zealand, 11-23 October 1981:

COMMENDS those development assistance agencies which have taken actions recommended in the World Conservation Strategy;

URGES those multilateral and bilateral development assistance agencies which have not already done so to implement the World Conservation Strategy by:

(a) ensuring that from the first stages of planning, environmental consequences are considered equally with economic and other aspects of every proposed development project;

(b) ensuring that projects which they support do not cause the extinction or endangerment of species or the destruction of essential ecological processes or unique ecosystems not represented elsewhere;

(c) supporting projects aimed at the conservation of species and ecosystems, with special emphasis on projects included in the Programme of IUCN;

(d) assisting developing countries in training conservation administrators and relevant personnel, and in building institutions important to conservation; and

(e) establishing internal offices with staff responsible for carrying out the above actions.

15/6. URBAN FRINGES

RECOGNIZING that the growth of cities poses particular problems, especially for the Third World and that within two decades, more than half of the world population of over 6 billion will be living in cities and that 12 of the 15 largest ones will be in the Third World;

CONSCIOUS that in the past, cities have been supported by the surrounding countryside in a number of ways: their hinterlands provided food, fuel and water and absorbed urban wastes;

CONCERNED that this former situation is breaking down and many cities, particularly in the Third World, have now exhausted the capacity of their fringes to support further urban growth and that these cities now rely upon food, fuel and water supplies which must be imported over long distances at great cost, particularly to the urban poor;

CONSCIOUS that the edges of many cities have become a new wasteland due to the destruction of local forests and woodland for fuel, building materials, and that the impoverishment of agricultural land is leading to a permanent loss of soil fertility;

CONSCIOUS ALSO that significant areas of prime agricultural land on the fringes of cities, including those in developed countries, are being converted to urban uses and thus permanently lost for food production purposes;

AWARE that landscapes at the edge of cities and the habitat of wildlife which they provide are now increasingly of value for recreation and environmental education and that for most urban dwellers, these areas at the edge of the city provide the only non-urban environment they are ever likely to experience;

CONVINCED FURTHER that only by careful development, combined with conservation measures, can food, fuel and water resources continue to be exploited in a profitable and ecologically acceptable way, to ensure support to a local population and make a better contribution to the welfare of a nearby city;

The General Assembly of IUCN, at its 15th Session in Christchurch, New Zealand, 11-23 October 1981:

DRAWS THE ATTENTION of all nations to the urban fringes of rapidly expanding cities, particularly but not only in the Third World, that pose special problems for conservation and development which are often overlooked by international, national and local agencies;

CALLS UPON all nations to acknowledge that urban fringes present problems that require coordinated action to ensure that land near cities remains available for sustainable production of food and fuel wood; for the conservation of water supplies, species, and habitats; and for recreation and environmental education; and

URGES all member governments and organizations to take appropriate action to demonstrate that urban fringe management can successfully incorporate the principles of conservation for sustainable development.

15/7. THE ROLE OF TRADITIONAL LIFE STYLES AND LOCAL PEOPLE IN CONSERVATION AND DEVELOPMENT

RECOGNIZING that human societies have survived only because they have evolved, within their traditional life styles, a viable relationship between population, land management and conservation;

RECOGNIZING FURTHER that patterns of cultural behaviour with respect to nature and particularly the conservation of nature, may be unconscious, and that recognition of this element in behaviour is fundamental to strengthening conservation elements of development programmes and activities;

NOTING that human societies are rapidly losing their original spiritual dimensions, self-reliance and wisdom as they change from traditional life styles to modern ways of life;

NOTING FURTHER that conservation and development are increasingly dominated by urban society, often insensitive to the values and significance of the diverse rural traditions which have supported civilisation over long periods of time;

CONVINCED that traditional conservation systems have much to recommend them, not because of sentimental nostalgia, but because they are based on common sense, are cost-effective and fit in with the needs and wishes of many local communities;

The General Assembly of IUCN, at its 15th Session in Christchurch, New Zealand, 11-23 October 1981:

RECOMMENDS that heads of governments, ministers, members of legislatures, administrators, planners and conservationists:

(a) take into account the still existing very large reservoir of traditional knowledge and experience within local cultures which must provide a significant basis for the evolution of future management policies and planning actions;

(b) provide the means for local people who maintain ecologically sound practices to play a primary role in all stages of development in the area they identify with, so that they can participate and benefit directly, in a manner which is consistent with their values, time frames and decision-making processes;

(c) seek continuous support of these local people in shaping and implementing conservation strategies, programmes and plans, in order to considerably increase conventional conservation potentials for achieving the goals of the World Conservation Strategy; and

(d) foster further research into the ecology of traditional life styles.

15/8. ENVIRONMENTAL EDUCATION AS RELATED TO DEVELOPMENT

OBSERVING that rapid and widespread deterioration of nature and natural resources threatens the quality of life as well as human welfare in all countries;

CONSIDERING that environmental problems may arise due to lack of awareness and understanding of the harmful effects of patterns of production and consumption;

CONVINCED that value and behaviour patterns harmful to the environment can be modified through programmes of environmental education;

The General Assembly of IUCN, at its 15th Session in Christchurch, New Zealand, 11-23 October 1981:

URGES all governments to incorporate as a matter of priority environmental concerns into their national education programmes at all levels;

RECOMMENDS that IUCN and its members continue to develop and carry out in close cooperation with Unesco, an environmental education programme whose aim is to:

- promote ecological awareness in peoples of both developed and developing countries so that they will utilize their natural resources without destroying them;
- generate ecological understanding and concern among the peoples of industrialized countries so that they develop patterns of production and consumption the consequences of which will not be harmful to the environment of developing countries; and
- promote commitment in all countries to the achievement of sustainable development in harmony with conservation principles; and

FURTHER RECOMMENDS that these programmes give high priority to the current decision-makers, and also to youth for it is the generation which will bear a crucial responsibility for the future care of the environment.

15/9. RENEWABLE ENERGY

RECOGNIZING that development of indigenous renewable energy sources, particularly in developing countries, is important in supporting human populations and in combatting poverty by improving social and economic standards;

RECOGNIZING that many nations are heavily dependent on non-renewable resources which are being rapidly depleted; and that renewable energy resources must play an increasingly important role in the global supply of energy;

AWARE that renewable energy development activities, both in developing and developed nations, may have advantages from an environmental standpoint over alternative sources of energy;

CONCERNED, however, that if renewable energy development activities do not take relevant ecological and other conservation factors into account, there could be resultant losses of renewable natural living resources and ecological degradation with long-term detrimental impacts;

FURTHER RECOGNIZING that one of the aims of the World Conservation Strategy is to promote the sustainable use of natural living resources and recalling that the Strategy emphasizes that living resource conservation is essential for the development and efficient expansion of environmentally benign forms of energy;

NOTING FURTHER the increasing worldwide interest in renewable forms of energy such as that from biomass, sun, water and wind, an interest evidenced by the United Nations Conference on New and Renewable Sources of Energy;

The General Assembly of IUCN, at its 15th Session in Christchurch, New Zealand, 11-23 October 1981:

WELCOMES the continuing interest in renewable sources of energy;

ENCOURAGES the promotion of energy strategies and conservation measures to facilitate a rational transition to sustainable use of renewable energy sources;

DRAWS the attention of national and international energy development agencies to the fact that the harnessing of some renewable forms of energy may not be benign in the effects on the natural environment, for example by interfering with free-flowing rivers or clearing tropical rain forests; and

URGES national and international agencies to ensure that the environmental impact of any energy developments are assessed before decisions are taken to proceed and, when such decisions are taken, that these developments take account of the need to ensure that their design and implementation give adequate attention to ecological processes, living resources and landscape.

15/10. GENETIC RESOURCES

RECOGNIZING that genetic material forms part of the natural heritage of mankind and should therefore remain available to all nations;

AWARE that the conservation of genetic material is essential for the maintenance and development of animal and plant resources for a large number of present and future beneficial uses;

CONSIDERING that States have a duty of stewardship towards the conservation of genetic resources;

FURTHER CONSIDERING that States using these resources should contribute to their conservation;

RECALLING Recommendation No. 39 of the 1972 United Nations Conference on the Human Environment and the work of FAO, UNEP and Unesco/MAB for the conservation and utilization of genetic resources;

The General Assembly of IUCN, at its 15th session in Christchurch, New Zealand, 11-23 October 1981:

RECOMMENDS that all countries maintain maximum genetic diversity by means of both *in situ* and *ex situ* conservation measures;

FURTHER RECOMMENDS that national inventories be made of genetic resources whether under public or private control, in gene banks, in protected areas and in traditional cultivation, and that all such resources should in principle be available to potential users, provided that such usage does not permanently impair or destroy genetic resources;

CALLS UPON States using the genetic resources of another country to contribute to their inventory and conservation; and

INSTRUCTS the IUCN Secretariat to undertake an analysis of the technical, legal, and economic and financial matters relating to the conservation, accessibility and use of these resources with a view to providing the basis for an international arrangement and for rules to implement it.

15/11. TROPICAL MOIST FORESTS

NOTNG that the tropical moist forests are thought to contain half or more of all plant and animal species;

RECOGNIZING that tropical moist forests are among the most biologically diverse of all ecosystems;

RECOGNIZING FURTHER the vulnerability and fragility of tropical moist forests when subjected to most conventional forms of development, despite technological aids, and when subjected to unsustainable levels of shifting cultivation;

NOTING that if current rates of deforestation continue, a major reduction in biological diversity will inevitably occur;

AWARE that all nations stand to benefit from this major segment of the world's biological heritage, from direct-use benefits such as forest products and medicines, from their important mediating roles in global cycles of elements and water, and from maintenance of a high potential of biological productivity;

RECALLING that the World Conservation Strategy assigns a high priority to urgent actions to conserve tropical moist forests;

The General Assembly of IUCN, at its 15th Session in Christchurch, New Zealand, 11-23 October 1981:

URGES those nations with tropical forests to protect a representative series of the world's tropical moist forest ecosystems and biota, and with appropriate research organizations, develop and improve silvicultural systems to regenerate tropical moist forests and manage them on a sustainable basis;

RECOMMENDS that these nations re-examine their policies with respect to forest clearing and conversion to grazing, agriculture and exotic tree plantations, and discourage trade in tropical moist forest products not harvested on a sustainable basis.

RECOMMENDS FURTHER that adequate systems be established for monitoring the status of tropical forests and rates of deforestation, so that conservation requirements can be identified and actions taken; and

CALLS UPON all development assistance and international funding agencies to scrutinize carefully any projects which result in the clearing of tropical moist forests by including in their cost-benefit analyses all long-term and intangible values which will be lost, and to provide financial assistance for conservation and monitoring activities.

15th Session of the General Assembly of IUCN
Christchurch, New Zealand, 11-23 October 1981

RESOLUTIONS

15/1. WORLD CONSERVATION STRATEGY

RECOGNIZING that the World Conservation Strategy (WCS) was launched in March 1980 by IUCN, with the advice, cooperation and financial assistance of UNEP and WWF and in collaboration with FAO and Unesco, and that the theme of the 15th Session of the IUCN General Assembly is "The World Conservation Strategy in Action";

NOTING the wide range of initial actions taken by State, agency and non-governmental members of IUCN to implement the objectives of the WCS;

AWARE of the significant actions of IUCN in incorporating the principles of the WCS into its Programme, into the projects of the Commissions and the establishment of the Conservation for Development Centre;

CONCERNED nevertheless that the implementation of the World Conservation Strategy requires continued and greater effort;

The General Assembly of IUCN, at its 15th Session in Christchurch, New Zealand, 11-23 October 1981:

CALLS UPON all United Nations and other intergovernmental agencies to incorporate the WCS into their own programmes and to encourage and support the development of national conservation strategies, cross-sectoral policy development and similar activities to fulfil the objectives of the WCS;

URGES bilateral and multilateral aid agencies to continue to integrate ecological and other conservation values into development activities which affect renewable resources;

CALLS UPON national, provincial and local governments. governmental agencies, national and international non-governmental organizations to utilize the WCS in developing their programmes and to promote the implementation of the WCS principles by other institutions;

INSTRUCTS Council to continue with the development of the Union's Programme and projects with the help of the members, Commissions and the Conservation for Development Centre and through the Programme Planning Advisory Group, to coordinate and integrate efforts to implement the WCS; and

REQUESTS the IUCN Secretariat to monitor and evaluate actions taken to further the objectives of the WCS and report on such actions to the 16th General Assembly of IUCN.

Democracy Distinguishes Pacific Isles

by Stephen Levine

One of the things which some observers take for granted about "Third World" countries is that, by and large, they will be governed with scant regard for democratic values and procedures. This general view mingles disdain with sympathy. These countries, it is held, are (regrettably) too poor, their peoples too desperate, to persevere with democratic forms of government. Their Constitutions are not like the American document, for example (very much intact), after 200 years. Instead, these countries adopt, ignore and abandon their Constitutions almost willfully, like an unready parent with an unwanted child.

While this point of view has certain weaknesses in it, viewed from any perspective, it is especially interesting to reflect on its remarkable inappropriateness with respect to the self-governing and independent countries

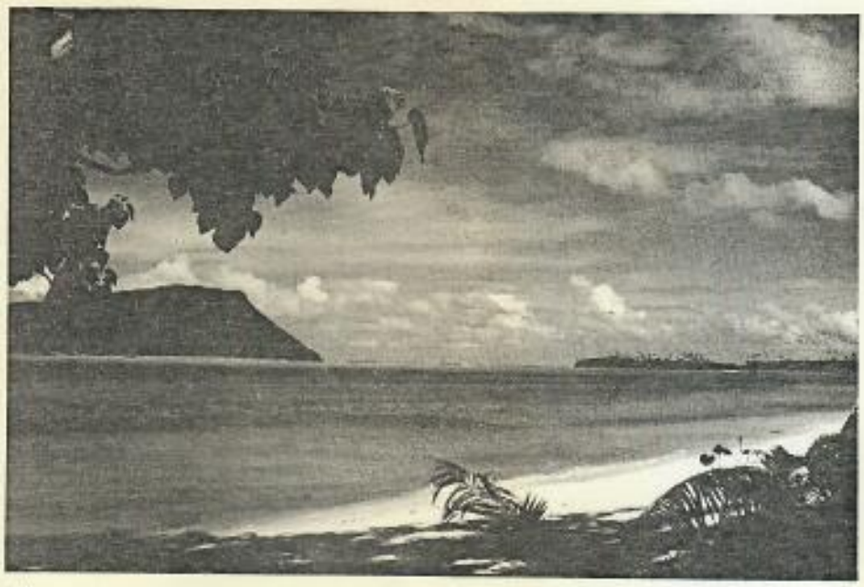
POLITICS AND GOVERNMENT IN THE PACIFIC ISLANDS

Polity	(1978) Population	Land Area*	Sea Area#	Political Status	Legislature	Frequency of Elections	Head of Government	Head of State
American Samoa	31,500	197	390	U.S. Territory	*Fono* (Senate & House)	Senate 4 yrs House 2 yrs	Governor	U.S. President
Cook Islands	18,500	240	1830	Free Association with New Zealand	Parliament	5 years	Prime Minister	Queen Elizabeth II
Fiji	607,000	18272	1290	Independent	Parliament (House & Senate)	5 years	Prime Minister	Queen Elizabeth II
French Polynesia	141,000	3265	5030	French Overseas Territory	Territorial Assembly	5 years	High Commissioner	President of France
Guam	90,000	541	155	U.S. Territory	Senate	2 years	Governor	U.S. President
Kiribati	56,000	684	3550	Independent	*Maneaba ni Maungatabu*	4 years	The *Beretitenti* of Kiribati	
Nauru	7,000	21	320	Independent	Parliament	4 years	The President of Nauru	
New Caledonia	138,000	19103	1740	French Overseas Territory	Territorial Assembly	5 years	High Commissioner	President of France
Niue	3,700	259	390	Free Association	The Niue Assembly	3 years	Premier	Queen Elizabeth II
Papua New Guinea	2,990,000	462243	3120	Independent	The National Parliament	5 years	Prime Minister	Queen Elizabeth II
Solomon Islands	214,000	28530	1340	Independent	The National Parliament	4 years	Prime Minister	Queen Elizabeth II
Tokelau	1,600	10	290	New Zealand Dependency	The *Fono*	3 years	N.Z. Secretary of Foreign Affairs	Queen Elizabeth II
Tonga	93,000	699	700	Independent	The Legislative Assembly	3 years	The King of Tonga	
Tuvalu	7,400	26	900	Independent	Parliament	4 years	Prime Minister	Queen Elizabeth II
Vanuatu	101,500	11880	680	Independent	Parliament	4 years	Prime Minister	President
Western Samoa	153,000	2935	120	Independent	*Fono*	3 years	Prime Minister	Malietoa Tanumafili II

* square kilometers; # , square kilometers

Note: The U.S.-governed U.N. Trust Territory of the Pacific Islands is likely to be ended in the near future. Four political entities are expected to emerge: The Commonwealth of the Northern Mariana Islands (CNMI), the Republic of the Marshall Islands, the Republic of Palau, The Federated States of Micronesia (FSM). CNMI's political status will be that of a Commonwealth in Political Union with the United States. The Marshalls and FSM are expected to be self-governing in free association with the United States; the outcome in Palau is less certain. The FSM Congress has some members elected every four years, some every two. The CNMI has a Commonwealth Legislature with a Senate (elections every 4 years) and a House (elections every 2 years). The Marshalls' legislature is *The Nitijela,* elected every 4 years, while Palau's legislature is the *Olbiil Era Kelulau* (comprising a House of Delegates and a Senate, with elections every four years). The Head of Government in CNMI is the Governor, the Head of State the Governor (and ultimately the President of the United States). The Head of Government in the other three entities is also the Head of State there: in each case, the office-holder is known as the President.

CONSERVATION ON SMALL ISLANDS
the human dimension



The proportion of rare and endangered species on small islands can be up to a hundred times higher than in most continental areas. Photo: J. Thorsell

IUCN Bulletin July/Sept 85

Arthur Lyon Dahl

THE earth is a small island of life in the emptiness of space, and man is coming to learn that he must live within the limits of our planet. On a much smaller scale, the populations of small islands in the sea must live within the limits of their island.

An island system in not only the land and coastal waters, but also the natural communities of plants and animals that found their way there and evolved to suit its particular conditions.

Ever since Darwin immortalised the Galapagos, islands have often been celebrated for their unique flora and fauna. Such species richness often goes with small population sites and high endemism on all but the smallest islands. Typical island species and ecosystems have adapted to their isolation, so are fragile and easily upset by disturbances or the introduction of alien species. Many of the world's recent extinctions have happened on islands, and the proportion of rare and endangered species relative to their land area or human population may be a hundred times higher on islands than in most continental areas.

Man, too, has had to adapt to the small island environment, where at the same time he both faces and has his back to the sea. There is no escape on an island and no new frontier. The island cultures of the South Pacific, for example, are based on consensus, cooperation and sharing within extended families, with a complex social structure in which roles are clearly defined to diminish conflicts. When populations were small and resources abundant, there was no need to worry about the next day's food. Anyone could take what they needed, and the rest would still be there for tomorrow. Food storage was often not possible, so there was no incentive to hoard.

However, where resources were limited, or vulnerable to natural disasters such as cyclones, conservation measures were necessary for survival and could be quite elaborate. Human use was spread over a wide range of existing resources, resources were exploited in moderation, and some resources were reserved for times of unfavourable conditions or shortages.

An islander's attachment to his terrain is very strong, since land is so limited. In some Melanesian societies, the land is regarded as the origin of all; the individual is not seen as separate from his family, his ancestors and the land from which they sprang. The ties to the land and coastal waters are as much spiritual as material. 'Ownership' (if such a western word is appropriate) is generally collective, and individuals may have complex rights to the exclusive or partial use of different areas or resources. A local animal or fish may be the family totem, protected because of its sacred associations. People live close to their island and its resources and understand them intimately.

Traditional conservation was closely linked to customary beliefs and magic. A mountain, forest or islet might be sacred or taboo, with entry reserved to certain individuals or circumstances. Such protected areas functioned as strict nature reserves. Other taboos might be placed temporarily during a particular season, or upon the death of the owner, or to set aside resources for a ceremonial occasion. Such temporary protection allowed resources to build up.

Magic touch

Religion or magic may have been used to justify every conservation-related act, continuing as a rite long after the original sense was lost. In the Solomon Islands, for example, fishing for certain shells used to make shell money was controlled by the pagan priests, who placed taboos for three to five years on different parts of the lagoon — thus allowing the shells to grow to maturity. However, when the villagers converted to new religions, one priest kept up the taboo for more than 30 years, waiting to be given enough sacrificial pigs for the ceremony necessary to lift it.

The priests or elders were the experts or 'scientists' of their day, advising on the use and protection of resources on the basis of knowledge accumulated over generations. The processes of observation and deduction were much the same as in modern science; only the frame of reference for interpreting the results was different.

These cultural characteristics of island societies are strongest among indigenous island people, but even some later immigrant populations have taken on some of the traits of the island way of life. Customary conservation measures were closely associated with and often enforced through the traditional religion. However, they have tended to be lost under the impact of missionaries, colonial administrators and European ways. Even the extensive traditional knowledge of island natural history is rapidly disappearing as children go to school rather than learning from their elders.

Transition

Today, island societies are in a state of transition as their isolation breaks down and outside influences, new values and western laws or administrative systems are introduced. They share many of the problems of the Third World; rapid population growth and increasing pressure on resources, both for subsistence and economic development. The islands' small size and isolation makes these problems worse by presenting difficult choices between a simple lifestyle with self-sufficiency or dependence with greater material benefits.

Outsiders may now come and take the resources formerly left for tomorrow, and self-interest and greed are starting to replace cooperation and sharing. New technologies make the accumulation of wealth possible, and increase the likelihood of destructive development through easy land clearance and more efficient hunting and fishing techniques. The traditional conservation ethic of taking just what is needed for today and leaving the rest for tomorrow has largely been lost.

In addition, the strong attachment to and collective ownership of the land makes modern conservation measures such as the creation of parks and reserves more dif-

ficult. Where land is so limited, no one wants to lose any possible resource, and land use controls or zoning are strongly resisted. Even taking land for essential public purposes like roads can be almost impossible. Exposure to the outside world has created desire for development and a high material standard of living. But this desire cannot be met with limited island resources. The result is heavy pressure the island system cannot resist.

Natural areas are rapidly diminishing, and on some islands they are already gone. There is confrontation between human needs and desires on the one hand, and conservation interests on the other. The confrontation seems more acute because the islands are so small and their natural values so unique and irreplacable.

The conservation of fragile island ecosystems requires scientific understanding and trained managers. Yet, tiny microstates of a few thousand or a few tens of thousands of people cannot afford such specialisation. Many island countries have no scientists and perhaps only one or two officers responsible for all aspects of conservation and environmental protection, among other duties. It is hard for such a voice to be heard in the press of competing interests.

These human dimensions require different approaches to conservation on small islands. The protection of natural areas or species will only be possible with the understanding and support of the population. Enforcement is almost impossible when everyone is a friend or part of the family, but peer pressure can be even more effective if the majority and particularly the traditional leaders support protective measures.

Conservation on small islands has to start with education which teaches people to appreciate the island heritage and to understand its limits. Since conservation was part of many traditional island societies, educational programmes can build on that foundation, showing that conservation is not new, but an extension of traditional practices. Islanders will always be in a better position to manage their own resources than any number of outsiders. Conservation education can give them the understanding to do the job well.

More and more islands are approaching the limits of their carrying capacity for human populations. Without permanent outside subsidies to bolster their economies, inhabitants face the choice of exhausting every island resource, or halting the destructive over-exploitation of their island while it is still possible to conserve essential ecosystems and genetic resources for the future. They have before them the tragic example of Easter Island, where the total destruction of the forest and the deterioration of the soils apparently led to social disintegration and the collapse of the population during prehistory.

The challenge is great, but approaches sometimes work on small islands that would seem impractical anywhere else. If island societies can apply the principles of the *World Conservation Strategy* and learn to live within their resource limits, they will set an example for all humanity on our small planet. □

Arthur Lyon Dahl has lived and worked in the South Pacific region for many years. An expert on Pacific island ecosystems and cultures, he steered the creation and adoption of the South Pacific Action Plan under the UNEP Regional Seas Programme.

Dugong hunting in the Great Barrier Reef Marine Park

Richard Kenchington

THE Great Barrier Reef is the largest system of coral reefs in the world. It runs for about 2000 km from its landward start off the coast of Queensland in northeastern Australia, and supports a spectacular diversity of life forms, including 1500 species of fish and 400 species of hard and soft corals. Among the rarest and most intriguing creatures of the region is the dugong, *Dugong dugon*., the world's only strictly herbivorous marine mammal, listed in the IUCN Mammal Red Data Book as a species in danger of extinction.

Many dugongs are found in the Great Barrier Reef Marine Park, the largest marine protected area in the world, embracing almost the whole of the Great Barrier Reef Region. It is there that many of the problems involving conservation of the species and rational use by man have come to a head.

The Great Barrier Reef Marine Park Authority manages the park, the largest of its kind in the world. Its goal is to provide for protection, wise use, appreciation and enjoyment of the Reef in perpetuity. It tackles this task by minimising regulation of human activity, by maximising the involvement of the community in management of the Marine Park and by nurturing community understanding and acceptance of necessary restraints.

Reasonable use

Day-to-day management of the Region is undertaken by the Queensland National Parks and Wildlife Service with plans and guidelines prepared by the Authority. The Authority's main management tool is the preparation and implementation of zoning plans intended to separate potentially conflicting uses, while still allowing all reasonable activities. The overall care of the Reef is always the prime consideration.

In November 1983 the Zoning Plan for the Cairns and Cormorant Pass Sections of the Great Barrier Reef Marine Park came into effect. Among other things, it provides that traditional hunting of dugong may only be continued in the Marine Park subject

Continued, over

Dugong dugon — the world's only strictly herbivorous marine mammal.

Photo: WWF/Anderson