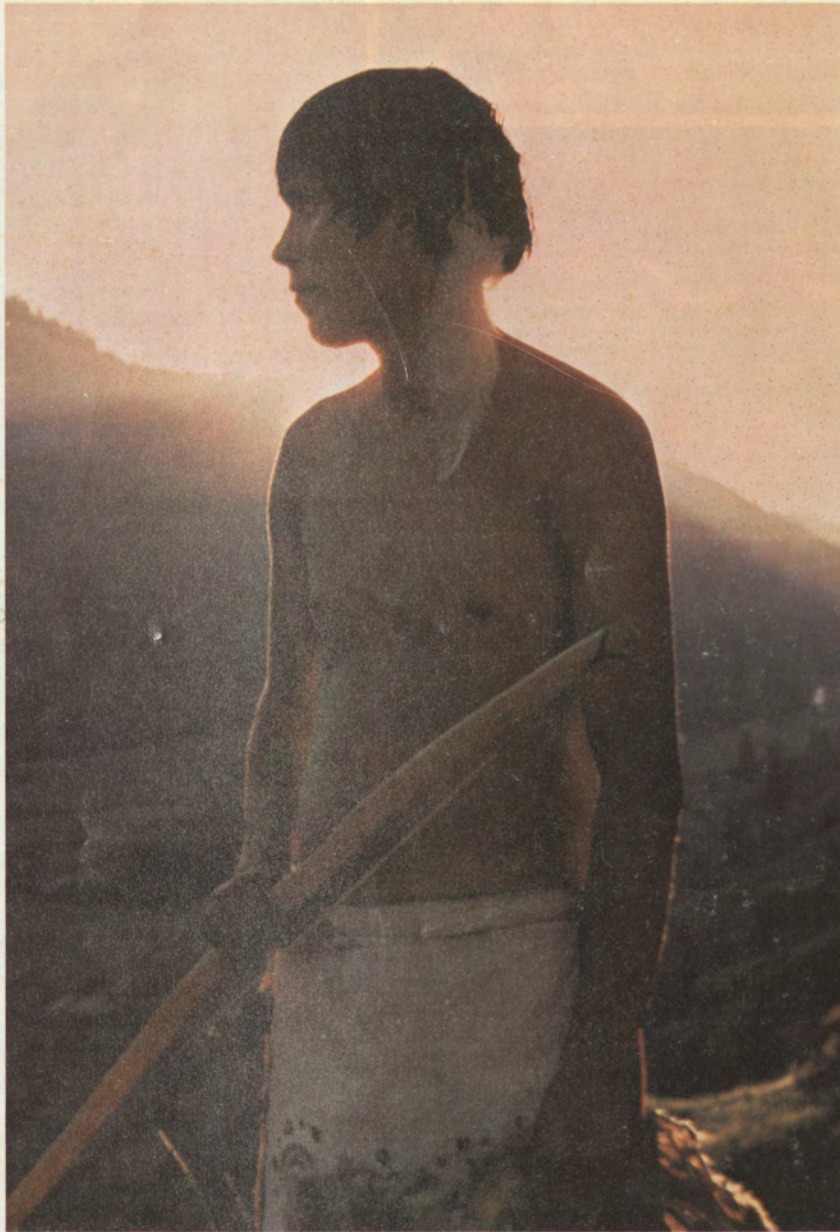


Special Reprint

# People in Transition



Reprinted from

Our Environment and Our Natural Resources . . .

*Indivisibly One*

United States Department of the Interior

Conservation Yearbook Series, Number 8







## Foreword

**F**rom the very first, the American spirit has been one of self-reliance and confident action. Always we have been a people to say with Henley "I am the master of my fate . . . the captain of my soul" – a people sure that man commands his own destiny. What has dawned dramatically upon us in recent years, though, is a new recognition that to a significant extent man commands as well the very destiny of this planet where he lives, and the destiny of all life upon it. We have even begun to see that these destinies are not separate at all – that in fact they are **indivisibly one.**

President Richard Nixon  
The White House  
February 8, 1972



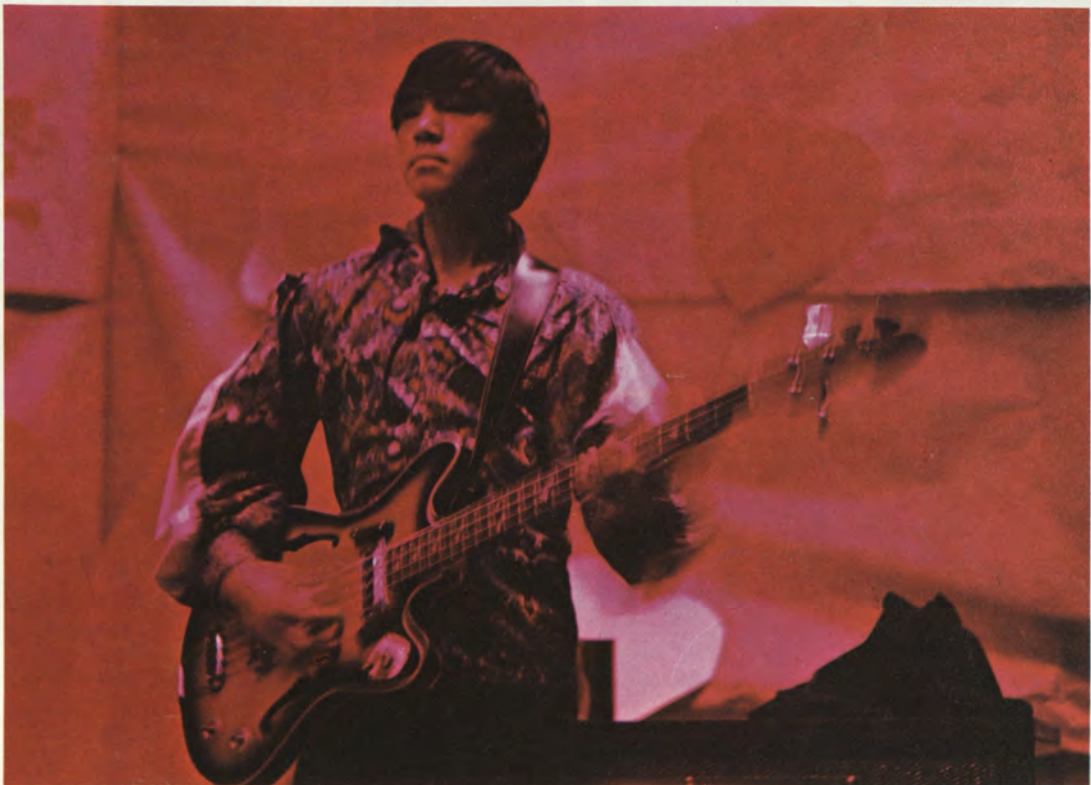


Photo by Emory Kristof © 1971 National Geographic Society, Above—top left Ramon R. Hernandez, Guam



# People in Transition

Less by historic design than by the circumstances of American history, the Department of the Interior became the administering agency of certain lands that are apart from the public domain; and, consequently, it also became directly concerned with the people of those areas.

In 1849, the year the Interior Department came into existence, the overriding need was for a Cabinet-level operation that would oversee the civil development of the "interior" lands—that is, the territories of the interior continent to which the United States laid claim. Those territories eventually became parceled up into States, we acquired other territories, and these lands, too, were placed in Interior's house for civil administration. They included Alaska and several islands in the Atlantic and the Pacific oceans.

*New housing on the Flathead Indian Reservation, new votes in Micronesia, rock music in Eskimoland, pre-school photography for Indians, fun in the sun on Guam, and a taste of the old tradition in the Three Kings Parade (Epiphany) in the Virgin Islands.*

Moreover, within the boundaries of what now constitutes the first 48 States, treaties and other agreements with various Indian tribal groups led to the demarcation of lands as tribal holdings, apart from State, Federal or private claims. The Interior Department, with its civil management and development orientation, was viewed as the logical shelter for those Indian lands and tribes—a decision that recognized and sought to ameliorate the effects of military dominance in our previous relations with Indians.

Well on the way into its second century, the Interior Department today continues to be the sheltering agency under which most Indian-owned lands and also the remaining island territorial areas are administered. On the continent, including Alaska, numerous Indian tribes and groups still have ties to the Department. In the Caribbean Sea, several islands of the Virgins group—chiefly, St. Thomas, St. Croix and St. John—are linked to the United States under Interior's administration. And in the Pacific, the United States, through Interior, maintains responsibilities for Guam in the western Pacific and a group of seven islands in the South Pacific known as American Samoa.

Moreover, the United States since the end of World War II has served as trustee, under an agreement with the United Nations, of former Japanese mandated islands of the Marianas, Carolines and Marshalls groups—part of the Micronesian archipelago. The Trust Territory of the Pacific Islands, as these are called, was under the U.S. Navy in the period immediately following the war, but control was transferred to Interior in 1951 to emphasize the civil nature of the trusteeship.

To hold populated lands in trust requires the establishment of relationships with and responsibilities for the people of those lands. Thus, the Department of the Interior, although generally regarded as the custodian of America's natural resources, is deeply immersed in social and economic programs in behalf of all the territorial and "trust lands" people.

Marked differences exist between Interior's relationships with American Indians and island people, as the following reports relating to current policies and trends reveal.

Citizenship status creates the most obvious distinctions. American Indians



are citizens of the United States and the States in which they reside, with all the franchise rights of full citizenship; in addition, their citizenship status within their tribal unit is also recognized on the level of domestic inter-governmental relations. Virgin Islanders and Guamanians also hold U.S. citizenship—but they have no vote in the United States Congress. American Samoans are United States nationals. Citizens of the Trust Territory are neither citizens nor nationals of the United States.

The political, social and economic changes taking place within the trusteeship relationship today are presented here as the basis for demonstrating the changing Interior Department role with respect to peoples and places in transition.

## Those Who Came First To America

Far from being a vanishing race, American Indians are increasing in numbers at a greater rate than the United States population as a whole, according to the 1970 national census, which reported nearly 850,000 Indian citizens. The count ten years earlier had been 550,000—although it probably represented a less complete survey of the Indian racial breakdown. However, the reservation population remains in the 480,000 category—people generally apart from the outer community. Migrations to urban America have often been unsuccessful, because a happy blending of Indian and non-Indian culture is difficult, if not impossible, for those oriented strongly to their land and their culture.

The reservation-based Indians live chiefly in the Western states, with one-fourth the entire Indian American people being centered in the Southwest. The Department of the Interior is the trustee agency for most Indian lands, and Interior's Indian

development programs are operated through the Bureau of Indian Affairs. Urban Indians do not come under BIA's purview for services; but trust-status lands owned by individual Indians, even though such individuals no longer live in reservation areas, may continue to be administered by Interior.

Traditional sociological and cultural factors have kept Indian groups largely aloof from each other over the years. Not until the social action movements of the 1960's caught up with youthful Indian Americans did Indians begin to speak of themselves as "Indians"—not simply as Sioux, Zuni, Apache, Choctaw and each of the other one hundred and more tribal designations. The white man, from colonial days to the near present, has been largely unaware of the distinctions in motivations and aspirations between one group and another—although it is apparent from their different physical characteristics and life styles that American Indians have many differing roots.

The lack of inter-tribal homogeneity was perhaps the cause of Indian capitulation to the colonizers and settlers from Europe. Even the relatively well organized Iroquois confederacy was only a limited form of unity. Most tribes were, in their own minds, at least, separate national groups.

During the early days of English colonization, and on into the first two decades of the American Republic, the white man's government dealt with Indian tribes on substantially a sovereign-to-sovereign basis dealing with each tribe individually. Trade arrangements and mutual defense alliances were common between one European nation and one tribal group.

It is quite possible that this tribal nationalism was also the eventual cause of a militaristic American stance against Indians during this country's

westward expansion period. To early American settlers Indians seemed not so much a people as a series of sovereign foes or competitors. It was not until the American public became aware that the American cavalry were attacking Indian women and children as well as warriors and braves that a dramatic turnabout came in our national views about Indians.

Unfortunately, we moved from the extreme of conqueror to the other extreme of paternalism. To persuade Indians to settle down and farm the land was the goal, and formal schooling and a modicum of Federal assistance were the methods offered as enticement. The goals and the methods were alien to Indian experience, and served to prolong

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*. . . In the process of Indians discovering each other, the American public has also been treated to some revelations . . .*

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Indian misery and government confusion up to the near present. A culture gap solidified and broadened as white America moved into a twentieth century society while Indians clung defensively to their reservation lands and culture.

It never occurred to the bureaucrats to consult Indians on what they sought from America or what they sought to give to it. And it never occurred to Indians to volunteer any information—until the new generation of youth, emerging out of the 1960's, schooled and articulate but resentful of the chains of uncomfortable alien custom that bound them, found that one way to be heeded was to speak with one voice, in chorus.



In the process of Indians discovering each other, the American public has also been treated to some revelations. It is now out in the open: Indians are not monosyllabic; Indians don't like handouts; Indians have a lower life expectancy than most other Americans because the infant death rate brings the average down; often they receive welfare aid; until 1960, the average educational level among Indians was sixth grade; until 1935 the Federal government never built an inch of road on a reservation; until the 1960's there were very few Indian attorneys, only a handful of Indian doctors, and Indian engineers were virtually unheard of.

This is the story that the Indian youth movement brought into the open. It caused a tremor in the Federal bureaucracy and led to the creation of the National Council for Indian Opportunity, a consortium of Federal agencies spearheaded by the Vice President of the United States, to zero in with Federal aid to Indian communities and individuals. The Federal spending for Indians quadrupled within less than five years—to a present spending level of about a billion dollars annually.

Since that time, and through joint efforts of BIA and the Economic Development Administration, considerable tourism development has begun in reservation areas, in places where the scenery and recreational resources are abundant; industrial activity has been engendered in Indian communities that are in proximity to centers of large population and are serviced by good transportation, communication and other features necessary to business development; a five-year plan worked out between the BIA and the Department of Housing and Urban Development calls for the building of about 8,000 new housing units annually in reservation communities; numerous small, Indian-owned businesses have been financially



*New housing to supplant the old, new hopes to support old dreams on the Zuni Reservation in New Mexico—and elsewhere, too, on Indian lands.*





*As he proposed in his message to the Congress on Indians, President Nixon signed into law legislation returning 48,000 acres of land and Blue Lake in North Central New Mexico to the Taos Pueblo Indians. Shown are President Nixon and Vice President Agnew with Paul Bernall (left) and Quan de Quesus Romero following signing of the bill.*

seeded; Federal scholarship aid for higher education has quadrupled to a present level of around \$15 million from the BIA alone; elementary and secondary schools are benefitting under various Federal aid to education laws; Indian communities are taking a direct interest in the operation of their own local schools; and considerable mineral exploration leasing has resulted in new income to several tribes.

Coupled with all-out Federal aid, there has been a turnabout in the approach to Federal spending for Indians, putting more of the management into the hands of Indians in the Bureau of Indian Affairs, and relying more on the expressed wishes of tribal authorities at the local levels. Paternalism and puritanism began to fade from the Federal Government's Indian policy, and Indian self-propulsion began to emerge.

President Nixon submitted to Congress on July 8, 1970, an historic message, setting forth his policy of "self-determination without termination." He delineated its goal: to strengthen the Indian's sense of autonomy without threatening his sense of community, to assure the Indian that he can

assume control of his own life without being separated involuntarily from the tribal group, and to make it clear that Indians can become independent of Federal control without being cut off from Federal concern and Federal support.

A progressive package of legislation accompanied the President's 1970 message. Some of these proposals have stimulated a new approach to the Bureau of Indian Affairs relationship with Indian tribes.

For example, the President proposed the establishment of an Indian Trust Counsel Authority, an independent agency to represent individual Indians or tribes or groups in matters involving their natural resource rights, in all courts and administrative agencies, Federal and State. Subsequently, Secretary of Interior Rogers C. B. Morton instituted an office of Indian Water Rights. The President also proposed an Indian financing measure, which would create a substantial revolving loan fund and would guarantee and insure loans to individual Indians and tribes up to a total of \$200 million. This concept has generated the Indian Small Business Development Fund, greater industrial development loan

activity under the Economic Development Administration, and a new push for road building.

Some contracting out to the tribes of services usually performed by BIA has also begun.

By early 1972 a five-point program had been formulated to accomplish a redirection of the Bureau's efforts into patterns that would depart significantly from the "melting pot" directions it had espoused during most the present Century.

The central theme of this program is reservation-by-reservation development. The Indian reservation is much like a county government with the Tribal Council equivalent to an elected board of supervisors. An education, health, police and fire protection, zoning, economic development, community development and zoning—these and similar county-government responsibilities are now also receiving the attention of tribal governing bodies. Like any other local unit Indian reservations vary in populations and extent of development, and consequently have differing priorities. These differences are what the BIA's new direction recognizes.

In the past, the Bureau of Indian Affairs has built its financial estimates and budgets on the basis of the total amounts required nationwide for Indian education in Federal schools, for economic development of reservations, for social and community service projects, and for resources development. Reservation priorities, which should be governed by consideration of resources potential and population needs in concert, have tended to become obscured in the overall rather than local approach.

Under the new thrust of reservation-by-reservation development the



requirements for a particular reservation will be addressed, priorities set to satisfy the needs of that reservation, and the funding process carried through on a reservation basis. The program is being initiated by a series of detailed negotiations between a tribe and various BIA and other Federal representatives at reservation and area levels. The process of negotiations will be repeated in Washington and concluded with the signing of an agreement by the Commissioner of Indian Affairs and tribal officials in which the commitments and responsibilities of all parties are spelled out in detail. In this way the planning and funding required for a given reservation will be better aligned with the particular needs of that reservation.

The program was initiated by the selection of 28 reservations for this type of planning and funding, and will gradually be expanded to all reservations requesting it.

Also important to the Bureau's program is the protection of natural resources, particularly water. For the Indians to have a satisfactory life on their reservation, they must have the natural resources from which to build. As most Indian reservations are located in the West where water is short, the question of Indian water rights is becoming more and more critical. The Bureau of Indian Affairs has established an Indian Water Rights Office reporting to the Commissioner—who, for this function, reports directly to the Secretary—to spearhead the attack on any and all forces which seek to deprive Indians of their water. This office will:

- Identify Indian water problems;
- Establish action and priorities plans to deal with water rights issues;
- Maintain a monitoring system over Interior agencies and activities with respect to Indian water issues;
- Act as control center for all activities relating to Indian water rights;



*The National Tribal Chairmen's Association, which was formed in April 1971 at Pierre, S.D., discussed tribal matters with Secretary Morton, Bureau of Indian Affairs Commissioner Bruce, and other members of Interior's staff.*

—Supervise development of technical data to support activities.

The third of the five points in the BIA's 1972 program is redirection of employment assistance. The BIA's Employment Assistance Program is an outgrowth of the termination policy of the 1950's—supported at that time by the Administration and a forceful element of the Congress—which would end the land trust responsibility of the Federal Government. As a corollary to that policy, the Employment Assistance Program was designed to take Indians off the reservation where employment opportunities appeared meager or nonexistent, place them in training in urban settings and assist them to find jobs when trained. Although there are Indians who are today well adjusted in urban life and working at good jobs, for many the end result was unfortunate. The Indian in too many cases was merely transferred from the reservation ghetto to an urban ghetto. In many cases he returned to the reservation trained for a job which did not exist there.

The redirection of the Employment Assistance Program in 1972 emphasizes job training on or near

the reservation so that, where the Indian desires, employment assistance training can benefit the Indian on his home ground, and his training can be put to use in a job which is needed for the economic development of his reservation. A feature of this approach has been creation of Indian Action Teams to be comprised of trainees on each reservation who will be trained as a skills pool for reservation development work, particularly in roads and utilities construction.

The fourth element of the 1972 BIA program is road construction. More often than not—in about 84 percent of the cases—roads on Indian reservations are meager trails hampering not only potential commerce and industry, but thwarting educational opportunity, health services, and new housing construction. Of 22,000 miles of BIA-built reservation roads, only 2,200 miles are paved.

Working in conjunction with tribal road commissions, the Bureau of Indian Affairs has determined which road improvements will produce the greatest benefit for Indians.

The final element in the BIA's 1972 plan is Indian control of schools.



In 1775, the Continental Congress took a first step toward providing for education of Indians by appropriating \$500 for support of Indians at Dartmouth College. In 1819 the first Federal appropriation of \$10,000 for Indian education was made. In 1860 the first Federal boarding school was established on the Yakima reservation in Washington.

The Federal Government bears the lion's share of financial responsibility for educating Indian children. Of the 206,000 Indian children in schools—public, private, mission, and Federal—one-fourth are in federally operated institutions. In addition, the Federal Government has a substantial responsibility for most Indian children enrolled in public schools. Under the Johnson-O'Malley Act of 1934, the Secretary of the Interior was authorized to contract with States and other agencies to provide an effective education for Indian children. Last year, more than 80,000 Indian children benefited by this act. The Federal Government is also committed to helping schools serving Indians under various provisions of the Elementary and Secondary Education Act, and has included Indian children in the impacted-aid formulas under Public Laws 874 and 815.

Increasingly Indian tribes are expressing an interest in running their own school program. The BIA has estimated that by 1973 there will be 15 schools operated by Indian tribal groups under contract. Moreover three Indian community college programs are operating with financial aid from BIA. The Bureau is also projecting that 75 or 80 special federally assisted school programs (e.g., summer programs, higher education programs, etc.) will be operated under local tribal administration.

In the course of implementing this five-point program, the Bureau of



*Tourist centers, commercial farming, new roads, schools for a new generation—all part of Indian reservation acceleration programs.*

Indian Affairs will be gradually converted from a management organization to a service organization.

The objective is simple: To enable Indians to run their own affairs to their own satisfaction, and to provide them with maximum possible support as they strive to achieve this objective.

## Trust Territory of the Pacific Islands

Just north of the Equator, curving and curling across three million square miles of the Pacific Ocean, lie three island groups—the Marianas, the Carolines and the Marshalls—that form what is called the Trust Territory of the Pacific Islands. Mandated to Japan by the League of Nations following World War I, the area came under U.S. trusteeship through an agreement under the Security Council of the United Nations after World War II.

The islands are part of the Micronesian chain, and consist of 3,000 dots of land, most of them tiny atolls, rising from the sapphire seas.

Although the oceanic areas of the Trust Territory cover an expanse greater than that of the continental United States, the entire land mass is less than the dimensions of the State of Rhode Island.

Micronesia has no true parallels anywhere else in the world. Although the indigenous population of about 100,000 people are Micronesians, with ethnic kinships to numerous other island peoples of the Pacific, the islands are so scattered and remote from one another that numerous languages developed, thwarting social homogeneity. The geography of the area adds to its uniqueness, for many of the islands are rocky formations that were thrust up from the sea eons ago when the Earth's forces were



struggling to push the land masses apart, making way for the formation of oceans. The more habitable portions of Micronesia are generally the volcanic islands.

The political status of the Trust Territory is also somewhat distinctive. Although the U.S. has administering authority, it has no sovereignty over the area.

For administrative purposes, the Trust Territory is divided into six districts—the Mariana Islands, Palau, Yap, Truk, Ponape, and the Marshall Islands—with government headquarters on Saipan (which is in the Marianas group, slightly north of the separate United States Territory of Guam).

Executive authority is vested in a High Commissioner appointed by the President of the United States. The present High Commissioner is the Honorable Edward E. Johnston of Honolulu. Each of the six administrative districts is headed by an appointed District Administrator who is responsible for program operations of his district. Increasingly, authority and responsibility for program operations are being decentralized as a positive approach towards granting the people of Micronesia the opportunity to participate meaningfully in shaping their own lives and destiny. Five of the six district administrators today are Micronesians. The High Commissioner and the District Administrators are supported by a staff of some 625 non-native employees, the majority being U.S. citizens, and a Micronesian staff of approximately 6,000 employees.

The Trust Territory is entering upon what might be termed a third phase in its relationship with the United States. The first phase, from 1947 into the early 1950's, was essentially one of military guardianship under the U.S. Navy. The second phase,



*Traditions and transitions are evident throughout the Micronesian Archipelago.*

covering Interior Department administration up to about 1969, represented slow but steady moves toward self-government and the rehabilitation of features destroyed when many of the islands became the battleground of the Far East segment of World War II.

The present phase of activity involves discussions with the Trust Territory people which ultimately should lead to a new political status for Micronesia.

Not until the early 1960's did the first breakthrough come for the Trust Territory, when the U.S. Congress tripled the previous minimal administrative budget—from about \$6 million annually to nearly \$18 million. Thereafter, further great jumps in appropriations for rehabilitation came steadily. By 1970, the U.S. was appropriating \$50 million a year for the Trust Territory, and during 1971 and 1972 the budget called for \$60 million in outlays each year.

In 1969, the newly appointed Secretary of the Interior and the newly appointed High Commissioner of the Trust Territory, following President Nixon's direction, met with Micronesian leaders to determine a program of action for the area. The results in the past two years are visible and substantial—new roads, improved harbors, new air fields, new power systems, new communications systems, new schools, new hospitals.

The capital improvement program of the central government is receiving valuable support from seven Civic Action Teams composed of C. B.'s (construction battalions), one from the U.S. Air Force, one from the Army and five from the Navy. The Civic Action program operates jointly with the Trust Territory Administration, which provides funds for support of the teams. The military supply trained manpower and equipment, and the Micronesians



provide volunteer labor. The Civic Action teams work on a village level to help Micronesians build local water supply systems, small causeways and bridges, and local roads and to repair dispensaries and school buildings. The military supplies the territory with excess materiel ranging from ships, hospital equipment, to spare parts for vehicles; and the Navy also operates a medical emergency airlift and sea lift service from and to the remote islands of the territory.

Since 1966 the Peace Corps has been very active in Micronesia supplying volunteer teachers, agricultural extension workers, nurses, lawyers, community development workers, engineers, and a variety of other helping hands. The volunteers also train the local personnel who work with them, to provide a base for continuing local services. More than 200 Peace Corps men and women are scattered throughout the villages of the Trust Territory.

Neither American officials nor Micronesian leadership, however, anticipate that the total need for such construction as roads, schools, power plants and other modern facilities can be met for several years. Nevertheless, the accelerated capital improvement program already reflects improved social conditions and a better general economy. In the near future, tourism should become the major source of income for the Trust Territory. Development of fishing and marine resources is still lagging, but the obvious potential in this area has been recognized and is being assessed.

Meanwhile, the school years are now starting with more than 30,000 enrollments, six major hospitals and three auxiliary hospitals are in service, a major vocational training program is under way, a new school of nursing has been opened on Saipan, and the jet age came to Ponape with the opening of an international airport in 1970.

The past few years in the Trust Territory are also marked by dramatic changes on the political scene. A major obligation under the trusteeship agreement is for the United States to assist the people of Micronesia in arriving at an ultimate political status. Step by step, the people have moved toward self-government. All districts have representative district legislatures, and in 1965 the Congress of Micronesia came into being as the first Territory-wide elected legislative body.

The Year 1969 saw the start of negotiations between the U.S. and the Congress of Micronesia on the question of the future political status of the Trust Territory. With representation from the Department of State, the Department of Defense and the Department of the Interior, a United States delegation met with a delegation of the Micronesian Congress in 1969. A second meeting followed in May 1970 during which the U.S. representatives proposed a commonwealth status for Micronesia. Although the next session of the Micronesian Congress declined to accept the commonwealth proposal, it made arrangements for further negotiations.

President Nixon, in March 1971, demonstrated his continuing interest in the political status deliberations by appointing a personal representative, with the rank of ambassador, to carry on further talks with Micronesian officials. A negotiating team headed by the Ambassador met with a Micronesian status delegation in Maui, Hawaii in October 1971. In addition to reaching preliminary agreement on a number of basic issues, the Maui deliberations resulted in more clearly defined positions on both sides, and a fuller mutual understanding.

A fourth round of status talks was held in Micronesia in the spring of 1972 to

focus in greater depth upon the economic, social and security factors involved in a changed status agreement.

## Guam

Guam, so the Guamanians will tell you, is "where America's day begins." It is the westernmost territory of the United States, official reports state. It is also in the approximate longitude of Japan, and therefore in the Far East. But whether Guam is east or west, it is unquestionably in the vicinity of where the sun first comes up each day over Mother Earth—and indisputably 6,000 miles southwest of San Francisco.

The most populous and largest of the Mariana Islands chain, Guam was ceded to the U.S. by Spain in 1898, following the Spanish-American War. It is 30 miles long and four to eight miles in width, making it one of the largest land masses within Micronesia where most of the islands are tiny cays, so small as to be unpopulated, so incidental to man that they remain uncharted on most maps.

Guam, however, has always had strategic importance. One of the focal points of Japanese air and sea battle missions during World War II, some traces of that intrusion still remain. In January 1972, a Japanese guerilla was found wandering in a remote region, unaware that his country had surrendered more than a quarter-century earlier.

Since World War II, Guam has served as an important U.S. military base. Until a few years ago, it had a somnolent civilian economy secondary to the military-related economy. Even now two-fifths of the island's population are still military personnel.

Two destructive typhoons which devastated Guam in 1962 and 1963



necessitated almost complete rehabilitation of the island. This rebuilding set in motion a chain of events which has changed Guam from a remote tropical island into a bustling commercial and communication center of the Western Pacific.

Since 1969, a series of major political, social and economic changes have dramatically changed the life of Guam. Private capital in the millions is contributing to the island's economic growth, although military spending continues to help the economy. Guam is a free port and, as such, provides incentive for the development of business, industry and commerce. Modern developments have made Guam the communication hub of the Western Pacific and several major airlines provide daily international air service to and from the island.

The opening of the island to tourism, and major steps toward internal self-government, have focused the attention of investors, American and foreign, on the island. Guam's economic development is proceeding at a rapid pace with tourism today as the number one industry. In 1971 over 75,000 visitors came to Guam, and a projected total of 275,000 visitors a year, with 90 percent being tourists, is expected by 1975. This phenomenal expansion in the tourist business has created a boom in the construction of hotels and related facilities to service the visitors.

In 1970, for the first time in their history, Guamanians went to the polls to elect their own governor and lieutenant-governor. Guam's first Governor is Carlos Camacho and its first lieutenant-governor is Kurt Moylan, both Republicans.

Guam has had its own elective unicameral legislature since 1950, when the U.S. Congress voted an Organic Act of Guam. A U.S. District Judge appointed by the President has jurisdiction over all cases arising



*Points of entrance and departure—by air or by sea—in Guam where America's day begins.*





under Guamanian laws, but there is also an Island Court, a Police Court, a Juvenile Court, and a Traffic Court. Guamanians are citizens of the United States, although they do not vote in national elections, nor have they had voting representation in the U.S. Congress. Provision for a non-voting delegate to Congress was enacted by Congress in 1972.

With the extensive degree of local self-government now enjoyed by the Government of Guam, its reliance upon the Department of the Interior is declining, and the Guamanian officials are increasingly entering into direct negotiations with other Federal agencies for special services, particularly housing, education and health. Education is emphasized. School attendance is compulsory, the University of Guam is accredited as a four-year degree-granting institution, and it also offers graduate studies in education.

Interior's role in Guam today has evolved into one of providing liaison and advisory services to the Governor and support to the Comptroller who is an appointee of the Secretary of the Interior. Guam, like Samoa, and the Virgin Islands, is an area in transition.

## American Samoa

American Samoa is situated in what author Eugene Burdick calls "the blue of Capricorn"—in the vicinity of the Tropic of Capricorn, where refracted light gives both water and sky the rare, undiluted blue that is the illusionary trademark of the South Pacific.

The lifeway of the people of Samoa—like that of their Polynesian and Maori cousins scattered throughout the Pacific islands—seemingly is the result of an environment so beautiful

and non-demanding that the people are free of concepts of time, competitiveness, and similar constraints upon most of mankind.

Fa's Samoa—the old way—endures there. Samoans still live for the most part in a communal family economy which, extending through generations, may include hundreds or even thousands of people. In American Samoa, which is made up of a group of seven islands, environmental controls upon development and programs to preserve cultural tradition are significant features of the United States administration under the present Governor.

Acquisition of American Samoa came about at the turn of the last Century. It was the culmination of early talks

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*... the people are free of concepts of time, competitiveness, and similar constraints upon most of mankind . . .*

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and tentative agreements between the United States and the High Chief of Pago Pago, followed by a convention with Great Britain and Germany in 1899 which parceled out each country's protectorate claims, and, finally, negotiations and deeds of cession with the chiefs of Tutuila and Anu'u, and Manu'a.

Over the years, the Navy built and maintained public works and medical facilities, but the agreements provided that Samoan chiefs would continue to govern so long as they did not violate U.S. laws. The Navy government continued until 1951, when administration of American Samoa

was transferred to the Department of the Interior by Executive Order, with a view to promoting civil development of resources and increasing social services to the people.

The American Samoan island group has been described as potentially an ideal system of ecological management. Most of the islands remain nearly as they have for centuries. The population has grown from an estimated 6,000 to 28,000 today.

Economically, the territory is steadily progressing and an increasing number of smaller industries are interested in establishing branch operations there. The transition from a subsistence economy to a dollar economy has been gaining momentum during the past two years.

Education in the islands has continued to improve, and 1971 witnessed the development of a Community College and the accomplishment of pre-school education for some 3,000 children between the ages of three and one-half and six. The laws of the territory require compulsory education. Although English is the official language, practically all documentation is prepared in both English and the Samoan language.

Most of the Pago Pago harbor area now has modern sewage disposal service. Water reservoirs and additional water sources are under development as are good roads to the north side of the principal island of Tutuila. The major construction projects of the present Administration are concentrated on potable water, adequate sewage disposal and good roads.

Increased air traffic to American Samoa is boosting the influx of tourist dollars, and this has increased the demand for accommodations.



Planning is now under way for the building of additional hotel space. Plans for improvement of the airport facilities have been completed and actual construction is imminent. The runway itself is adequate for the heaviest of aircraft.

The approaching of self-government is becoming increasingly evident, and has been supported by the Department of the Interior, consistent with the wishes of the local people. For the past two years the Legislature has participated fully in the preparation of the annual budgets. The revised constitution of the territory provides that locally derived revenues must be appropriated by the Legislature so as to be available to the Government of American Samoa for expenditure.

Congressional grants constitute a sizeable portion of the operating budget of the American Samoan government, and the Government of American Samoa is the largest employer in the territory. However, the establishment of Economic Development and Planning Office in 1970, financed in part by the U.S. Office of Economic Opportunity, augurs the start of systematic development of tourism, concerted effort to attract industry, and the development of marine resources.

The Governor and Lieutenant Governor are appointed by the Secretary of the Interior. However, the islands have an elective legislature and have recently installed an "observer" in Washington to strengthen links with the United States Congress.

## Virgin Islands

About a thousand nautical miles southeast of Miami lie the islands of the U.S. Virgins group—chief among which are St. Thomas, with its booming free port of Charlotte Amalie; St. Croix, haven for the world-weary



*Samoan sunsets have long attracted visitors from many parts of the world. American Samoa's people live in a relaxed, unfettered atmosphere.*







but luxury-loving; and St. John, largely taken up by the Virgin Islands National Park, maintained with care for preserving natural beauty but also with a view to the needs of the camp-oriented and budget-conscious average American family.

Columbus discovered the island chain, which is part of the Antilles forming the dividing line between the Caribbean Sea and the Atlantic Ocean. For a few decades the native Caribe Indians fended off attempted European colonization, but by the early 17th century, Spain, England, France, the Netherlands and Denmark had established strongholds in the West Indies. The islands under the U.S. flag were purchased from Denmark in 1917—by that time a comfortable, placid island out-post, although once blighted by slavery and periodically terrorized by pirates.

An enlightened Danish parliament in 1848 abolished slavery in its islands—fifteen years earlier than our own Emancipation Proclamation. What the U.S. purchased was a scenic terrain, a governmental structure with a fairly sound, trade-oriented economy, a population consisting primarily of black descendants of slaves,

numerous well-to-do Danes, and a segment of Spanish-speaking people. (Virtually no traces of Caribes remained in the Virgin Islands after Spanish incursions in the 16th and 17th centuries.)

The course of Virgin Islands under the U.S. flag has been one of evolution—to more modernized uses of the land, higher levels of general education, greater emphasis upon tourism and a tourist economy, and increasing steps toward local self-determination.

First administered by the Navy, the Virgin Islands were moved to Interior administration in 1931, and the first civilian Governor was appointed by the President. For a number of years, the Virgin Islands governmental structure has been composed of three branches—an elected legislature, a judiciary system, and an executive branch. In November 1970 the Virgin Islanders held their first gubernatorial election, in which over 90 percent of the eligible voters took part. Melvin H. Evans, a Republican, was elected. In 1972, Congressional legislation gave the Virgin Islands a non-voting delegate seat in the House of Representatives.

No longer is the Interior Department the sole agency concerned with the development of the Virgin Islands, although it retains certain statutory responsibilities through the general supervision of the U.S. Comptroller and the administration of matching funds. Some of the annual Virgin Islands budget comes from revenues, and some comes in grants and loans from U.S. government agencies, for such activities as education, housing, transportation development and health services.

With an economy largely dependent upon tourism, the Virgin Islands Government recently opened tourist bureaus in Washington, D.C., Los Angeles, and Canada. At the same time, it is attempting to attract new industry to the islands. The chief industries at present are an oil refinery, an aluminum production plant, wristwatch assembly operations, and some ready-to-wear textile manufacturing.

Tax exemptions and subsidy benefits are used by the local government to encourage industrial development. Moreover, manufacturers of goods of foreign origin, to which 50 percent or more value has been added in the





Booming Charlotte Amalie (far left and right), Christiansted harbor on St. Croix and the simple life on St. John.



U.S. Virgin Islands, are allowed duty-free entry of their products into the United States.

Unfortunately, the exquisite scenery and sunny climate (the islands are hilly, sloping to sand beaches and excellent natural harbors) do not alone make up the ingredients for self-sufficiency. The Virgin Islands have no underground or surface fresh water sources. For centuries, drinking water had been captured in hillside troughs from the occasional, seasonal rainfall. Even today, rooftop catchments serve as water troughs. Food—vegetables, dairy products, fruits, meat and condiments—must all be imported. Consequently, the cost of living, despite the gentle climate, is high—higher than in urban America, for example.

Four water desalting plants are in operation to produce potable water from the sea. Three are located on St. Thomas, and one is on St. Croix. Construction of two additional desalinization plants will begin in 1972.

Health services and programs, aided by the U.S. Public Health Service, make the Virgin Islands Government

a leader in the Caribbean in preventive and curative medicine.

Illiteracy is virtually non-existent, with 20,000 children (nearly one-third the entire population) currently attending elementary or secondary schools. In addition, the College of the Virgin Islands, which graduated its first class in 1970, has an enrollment of more than 500 students.

Housing needs, estimated to be 1,000 additional units per year, are being met in part through agreements with the U.S. Department of Housing and Urban Development, which provides aid for low-cost rental housing. Sewage and waste disposal systems are also part of the total community development plan, and Federal aid has helped enable the islands government to keep the communities apace with needs arising from millions of tourists.

Highlights of Virgin Islands government activity during a recent typical year illustrate the extent to which the islands are synchronizing with modern-day social and economic trends. Several schools were marked for expansion, a multi-million-dollar bond issue was voted for a water and

power authority, narcotics control measures were sharply increased, highway lighting and road-building received priority attention, a consumer protection council was created, and improved systems were installed for collecting taxes and for upgrading careers in the civil service.

The economic development of the Virgin Islands has led to some problems as well as benefits. With the highest standard of living in the Caribbean, these islands have attracted thousands of people from other Caribbean places, many of whom have entered illegally in search of employment. Following a census in 1970, the Virgin Islands Government deported about 8,000 persons, but it is believed that many others still remain undetected. Another problem has to do with the influx of tourists in such growing numbers that new or improved jet landing facilities are under consideration.

These recent trends make it evident that the U.S. Virgin Islands, developing rapidly on the economic front, are becoming conscious of the need to plan systematically for the future.



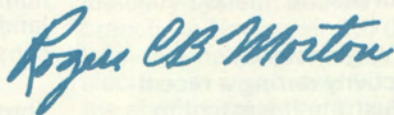
## Conclusion

**I**n stressing environmental objectives, President Nixon has expressed the belief that man . . . to a significant extent . . . commands the destiny of the planet where he lives and the destiny of all life upon it.

These destinies are not separate but rather are "indivisibly one."

The resources of this spaceship earth are finite. By planning and acting wisely, we can help assure not just our survival but the quality of our over-all environment which will make survival increasingly worthwhile.

We can look forward to a new era in the relationship between man and his environment, however, only if we develop and observe an environmental ethic that recognizes we are indivisibly one and embraces interdependence of all forms of life here on earth.



Rogers C. B. Morton  
Secretary of the Interior



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