

**STARTING NORTHERN MARIANAS COLLEGE:
A NEGOTIATION PERSPECTIVE**

KIT PORTER

An Analytic Paper Presented to the Faculty
of the Graduate School of Education of Harvard University
in Partial Fulfillment of the Requirements
for the Degree of Doctor of Education

1993

c 1993

Kit Porter

All Rights Reserved

TABLE OF CONTENTS

(page numbers may not be accurate in electronic version)

ABSTRACT	iv
CHAPTER I	INTRODUCTION.....	1
CHAPTER II	HISTORICAL CONTEXT AND SETTING.....	29
CHAPTER III	HIGHER EDUCATION DURING THE AMERICAN ADMINISTRATION.....	71
CHAPTER IV	EARLY DEVELOPMENT: NEGOTIATIONS WITH THE UNIVERSITY OF GUAM.....	91
CHAPTER V	CONTINUED DEVELOPMENT: NEGOTIATIONS WITH THE CNMI LEGISLATURE.....	162
CHAPTER VI	LATER DEVELOPMENT: INTERACTIONS WITH THE U.S. DEPARTMENT OF EDUCATION.....	219
CHAPTER VII	ANALYSIS AND CONCLUSION.....	288
APPENDICES	302
	A-1 Terms	303
	A-2 Abbreviations	306
	A-3 People and Groups	308
	A-4 Chronological Events 1970-1983	317
	A-5 Population	321
	A-6 Additional Information on Islands of NM	323
	A-7 Higher Education 1958-1977	328
	A-8 Problems for Pacific Colleges	330
	A-9 U.S. Federal Grants to NMI, 1979	332
	B-1 Proclamation, 1976	333
	B-2 Executive Order 25, 1981	335
	B-3 Legislation, 1983	343
	C Selected Information on NMC, 1979-1983.....	353
	D Selected Press on NMC, 1976-1983.....	377
BIBLIOGRAPHY		
	Sources Cited	404
	Selected Other References.....	411
	Sources Reviewed.....	420
VITA	421
	CONTACT INFORMATION <kitvanm@post.harvard.edu>	

ABSTRACT

The Northern Mariana Islands located in Micronesia have been occupied by Spain, Germany, Japan and the United States. These islands became a Commonwealth of the United States in 1976. Higher education has been a concern of the inhabitants, particularly as relates to teacher training. With Commonwealth status, the Northern Mariana Islands Department of Education sought to create formal relationships with established colleges and universities to meet higher education needs. At the same time a local community college began to be established. This college went through stages of development, identifiable in 1976 by Resident Commissioner Canham issuing a proclamation establishing the college, in 1981 by Governor Camacho signing Executive Order 25 increasing the responsibilities of the college, and in 1983 by the Northern Mariana Islands Legislature passing legislation placing the college under an independent Board of Education.

This dissertation traces higher education in the Northern Mariana Islands during the four periods of colonization, and describes the environment of these islands in the 1970s and early 1980s. Three cases that were important in the development of Northern Marianas College are then presented. The first case involves the efforts to establish a branch campus of the University of Guam in the Northern Mariana Islands. The second discusses the negotiations that resulted in the Northern Mariana Islands college legislation. The third concentrates on the efforts to have Northern Marianas College eligible to receive Title III Developing Institution Funds from the United States Department of Education.

CHAPTER I

INTRODUCTION

Northern Marianas College, located on a far-flung Pacific island in the Marianas chain, was conceived around 1970. Thirteen years later, in 1983, it gained official legal status through Northern Mariana Islands legislation. During these years I served first as the coordinator of higher education, and then as the state director of higher education and the first president of the college.

This paper describes and analyzes the formation of Northern Marianas College, with special attention to negotiation and potential negotiation experiences during the college's development. On the basis of my experiences, I believe negotiation is a key skill needed by persons who start an organization and shepherd it through its stages of development. I hope that the description and analysis contained in this dissertation will prove useful to others involved with the start-up and development of a college, especially in a cross-cultural setting.

In relating the college's early growth, I report in detail key negotiation situations that arose. Original materials--including documents, correspondence, media accounts, interviews, and personal notes--provide the basic sources for developing the study. The time period focused on extends from initial efforts in the 1970s through the college's establishment by legislation and its candidacy for accreditation in 1983.

At the start of the Commonwealth in 1976, serious issues existed in the Northern Mariana Islands over land ownership and use, rights to the ocean, distribution of island resources, possibilities for economic independence, plans for taxation, changes in family structure, and definition of exactly what the Commonwealth agreement meant. This new entity was barraged on all sides to deal with complex issues for which there were no precedents. It was within this environment that the new college was established and developed. This paper, through a focus on three cases, traces how Northern Marianas College came into being and arrived at its form.

The paper contains seven chapters plus an appendix. The first is an introduction to the research design and process. The second is a description of the region under discussion and the historical context within which the development of the college took place. Chapter III provides an overview of the development of Northern Marianas College.

Chapter IV is the first case considered in detail. It concentrates on a time period preceding and during the development of the college when the Northern Marianas Islands were attempting to meet their higher education needs through a branch campus and a close relationship with a cooperating college. In this chapter I study the relationships between the University of Guam and myself. Chapter V concentrates on legislative concerns and examines the negotiations that led to establishment of the college by legislation. Chapter VI focuses on interactions between the United States Department of Education and Northern Marianas College regarding support from the U.S. Federal

program, Strengthening Developing Institutions, authorized in Title III of the U.S. Higher Education Act of 1965. The cases described in Chapters IV, V, and VI ultimately affected the design and development of the college. In addition, they represent a range of levels of interaction important to college development. Chapter VII is the conclusion.

The appendix is designed to assist the reader with the information and to provide additional detail. Appendix A includes terms, abbreviations, lists of people and organizations, a chronological list of events, population figures, information on each island of the Northern Marianas chain, and a description of early higher education efforts between 1958 and 1977. It also includes lists of problems of Pacific colleges and U.S. Federal grants. Appendix B contains establishment documents. Appendix C contains important letters, articles and college summaries.

The questions I undertook to answer were:

1. How did Northern Marianas College come into being and take the form that it did?
2. To what degree did the successes and failures at each stage of the college's development relate to my own personal successes and failures as a negotiator?
3. What were the nature and impact of cross-cultural factors regarding successes or failures in the college's development?
4. What principles about the development of an educational institution were uncovered in the Northern Marianas College experience that have transfer value to colleges in similar environments?

FRAMEWORKS

I was aided in my analysis of the cases primarily by two frameworks. For viewing negotiation situations, I used methods described by David Kuechle in *The Art of Negotiation* (1980). Glen Fisher's approach, as set forth in *International Negotiation: A Cross-Cultural Perspective* (1980) assisted me in seeking insights regarding cross-cultural issues in negotiation settings.

Negotiation is defined here as the art of securing agreement between two or more interdependent parties, each of whom may disagree on desired outcomes but who share a belief that it is better to seek agreement than to go alone and not participate in the process. Negotiation is the means for attainment of agreement by searching for mutually agreed upon solutions that can overcome prior disagreements.

David Kuechle has identified aspects of the negotiation situation and process that are "most likely to produce settlements satisfactory to the parties with minimal expenditure of time, money and risk of warfare."¹ These include that:

- key parties feel they will be better off together than apart;
- parties usually relate in the context of an existing or potential long term relationship;
- overlapping objectives exist, are identified and are used to arrive at a settlement; or
- objectives which have not surfaced are able to be identified and clarified and then used to create overlap;
- unattainable or incompatible objectives are eliminated or adjusted,

¹Kuechle, 20.

- differences can be managed by working with those which need resolving and putting aside those which will disappear if ignored.

The process I will use to consider these in the analysis of the cases presented in this paper is as follows: 1) identify key parties, 2) identify their objectives, 3) consider which objectives were essential and which were not, 4) consider which of these overlapped and which were in conflict, 5) identify changes in objectives that took place over time, and 6) examine the role of the negotiator in light of the process. I use Kuechle's framework to isolate negotiation issues in the cases and to identify what effect these had on the outcome of the cases. I will also consider what might have been done to reach alternative outcomes.

My other focus is cross-cultural factors that influenced the negotiation situations. For purposes here, the word *culture* refers to habits, behavior, values, and manners of a given people in a given period of time. Individuals within a culture group tend to share values, and they develop characteristic ways of acting, predictable within one group and differentiating its members from others who do not share a similar orientation.²

Glen Fisher provides a means to consider the "vague and fuzzy concept" of cultural factors that are imbedded in cross-cultural negotiations.³ He groups these into five sections of which I found

²Davis and Lawrence, 52-53.

³Glen Fisher, 7.

three most applicable to my cases.⁴ I will use these categories to consider the cultural influences in the cases presented.

FIRST CONSIDERATION: THE PLAYERS AND THE SITUATION

- Cultural dimensions can exist in the way negotiators view negotiation encounters, for example, open harmony or open conflict, problem solving exercises vs. harmonious show of a decision;
- Expectations may differ of negotiation's social setting;
- Importance put on form, hospitality and protocol may vary;
- Entertainment and social activities may have importance or not;
- Expectation of specifically scheduled sit down sessions may differ;
- National style in choosing negotiators may differ. Some factors considered may be: technical competence, position, social background, age, schooling, connections, symbolic authority, personal qualities, and social connections;
- Problem of conflicting expectations in role behavior may exist.

SECOND CONSIDERATION: STYLES OF DECISION MAKING

- Needs exist to anticipate the other side's decision-making process in order to influence it;
- Contrasting institutional systems may result in different frames of reference for decision making, for example, centralized governments and deciding which individuals have power;
- The nature of a given nation's institutional culture can produce a unique pattern of collective decision making.
- The local culture can affect an individual's decision-making style, for example, consensus vs. individual;
- When and how much information is provided may differ.

⁴"Coping with Cross-cultural Noise" and "Trusting Interpreters and Translators" were less applicable

THIRD CONSIDERATION: "NATIONAL CHARACTER" AFFECTS NEGOTIATION

- Attitudes differ concerning: time, efficiency, individual values, the group, honor of obligations, silence, legendary values, human response, personal relationships, fate, public and private worlds, thought and reason, and the value of history.
- National self-images and those of other parties affect negotiation;
- Negotiators carry specific values and implicit assumptions concerning: ethical behavior, role of contracts and agreements, written vs. verbal agreements, attitudes toward compromise and competition, loyalty, and commitments;
- Cultural differences may exist in styles of logic and reasoning and therefore in styles of persuasion.

Relevant from his "Fourth Consideration: Coping with Cross-cultural 'noise'", are conflicts related to expectations and gender. In his "Fifth Consideration: Trusting Interpreters and Translators" he comments on the role of English in bringing social status and second language use interference.

Fisher also highlights problems of cross-cultural negotiation which I will entertain in evaluating the cases I present. These are:

- A wider range of styles of decision-making including perceptions of objectives and thought processes;
- Greater potential for misunderstanding;
- More lost time in talking past each other;
- Need for more complex explanations of positions;
- Need for special persuasive skills;
- Need to find the logic and intent of the other side;
- Need to be persuasive of one's own position without incorrect perceptions or distortion;
- Interplay of perceptions, information processing and reactions.

Fisher recognizes that certain fields, such as education, have their own internationally accepted culture that can lessen the clash of cultural backgrounds. He also notes that cultures with similar backgrounds can have small but real differences that are less easily recognized than cultures that are very different.

METHODOLOGY

I came to this dissertation with my own memory and perspective of what had happened. In all three cases the story I ended up relating was more complex than I realized at the time. A major objective of my methodology was to learn a variety of perspectives and to widen my knowledge of the context in which the cases took place.

One method was to read all the material I could obtain on the region. Much of the printed material has been published in small quantities or not published at all and is difficult to access. When the Trust Territory closed its offices and library in the early 1980s, I purchased boxes of books and reports about the area. I did the same when Pacificana Books closed in 1988. This gave me access to hard to locate books, reports, evaluations and proposals.

I reviewed all the relevant official reports to and from the United Nations. I also reviewed all the issues of the two Northern Mariana Islands weekly newspapers, *Marianas Variety* and the *Commonwealth Examiner*, as well as all the issues of the Guam paper, *Pacific Daily News*, between 1975 and 1983. Magazines concerning the region such as *The New Pacific*, *Micronesia Reporter*, *Glimpses of Guam and Micronesia*, and *Pacific Studies* provided additional perspectives

and information. The *Sources Reviewed* section in the bibliography contains a more detailed listing.

For clarification of events and interactions related to Northern Marianas College, I reviewed copies of college correspondence, a variety of reports, newsletters, letters, and tapes of interviews and meetings. I used my personal journal notes to clarify dates and interactions. I sorted materials by topic and date and began reconstructing the interactions that led to the establishment of the college. I then interviewed some of the players and observers of the cases asking them for responses to specific questions and for their opinions of the negotiation and cross-cultural issues.

With the help of my adviser, David Kuechle, I narrowed the focus of my research to some key cases that were especially important in development of the college, and selected materials relating to those cases. This structure provided for me a systematic way of sorting the massive amount of raw data that exists on Northern Marianas College.

SOURCES OF INFORMATION

Information concerning Micronesia tends to be biased and contradictory. Early accounts are colored by the nationality of the recorder. Each conquering group criticized the other nations involved in Micronesia. Governor Fritz, in office during the German administration, wrote to Germany on 18 April 1900, that he had:

received first-hand information on the corrupt manner of the Spanish Administration....The reign of terror by Colonel Blanco's [Spanish] troops frightened the islanders. [Blanco's] soldiers had full freedom and lived with the Chamorro families as masters over their tables

and bed....Saipan was devastated and depopulated.⁵

In writing of the Japanese on 15 April 1900, Fritz said:

No one in the world is more unreliable than a Japanese, so that a tardiness of one or two months cannot be considered unpunctual. It is different with [illegible] Germans, and if my yearly report does not arrive in time, it does not mean that I am indifferent, even if the tardy Japanese is [sic] guilty.⁶

American researchers in contrast to the German Fritz, wrote, "The Japanese, planning to make Saipan a permanent extension of their empire, encouraged the indoctrination of the natives with Japanese ideas."⁷

A Japanese writer took a different perspective when he wrote:

When we consider the poverty of the natural resources of these islands, this increase in Japanese population becomes all the more remarkable; it proves the necessity of immigration from Japan as well as the colonizing ability of the Japanese people.⁸

This tendency to look at conditions in Micronesia as someone else's fault changed with the American writers, who tend instead to report the flaws in the American administration of Micronesia. Almost all the administrators involved with the islands sought increased support from their governments and would do the best they could with what their governments provided. The American administration coincided with technological advances in communication and travel that made the

⁵Fritz, "Yearly Report from Saipan to Imperial Governor of German New Guinea."

⁶*Ibid.*

⁷Joseph and Murray, 46.

⁸Yanahara, 31.

region more accessible to reporters. Some of the American reports were based on discussions in the bar of the major hotel on the island; others were based on careful research; few came from the perspective of the people themselves.

In examining each colonial period, I have had to use sources that I know are biased because they were all that was available. For the Spanish period I rely, in part, on materials translated from the journals of Spanish priests, speculations by researchers, and ships' logs, all of which enabled me to describe the leadership and negotiation styles of the Spanish priests and military commanders and of the first known inhabitants of the Northern Mariana Islands, the Chamorros.

I rely on monthly and annual reports from the German commander, as well as descriptions by islanders about the German administration period, to describe how islanders resolved disputes and what the commander's role was in these matters when the Germans were in charge. Many Japanese source records were destroyed or lost during World War II, but a few books have been published. Books, articles, and personal accounts assisted me in describing the Japanese and American periods. These descriptions laid the groundwork for later analysis.

In telling the story of Northern Marianas College, I have sought the aid of source documents to obtain the flavor and attitudes. I have included data on populations and activities, but in checking documents, I needed to change figures frequently as I located sources that seemed more accurate than ones used earlier. Many sources combined Northern Mariana Islands information with that of Guam and/or the rest of

Micronesia. My goal has been to focus on the Northern Mariana Islands, and I use materials that separate out information about this region. Some of the data about Micronesia may be inaccurate, but it was the best available to me, and I include it to indicate trends.

I have personal knowledge of some of the data gathered since 1967 and am aware of inaccuracies. Some stemmed from the difficulty of conforming to the categories designed by U.S. bureaucrats, for example, ethnicity reports that did not provide categories for people with parents of two different ethnic groups--not an unusual circumstance in Micronesia. Frequently people were classified based on the purpose of the reports; if funds were sought to support Carolinians, people with one Carolinian parent were counted as Carolinian. For another purpose counting might be done differently. Figures could change by a few hundred as a result of this manipulation. Frequently, limited time required that the person completing forms guess as to exact numbers.

I have also found that many reports claiming to be about Micronesia actually use a sampling of one or two districts or a limited group of the population--so limited as not to be accurate. The Northern Mariana Islands, because they are the most westernized of all the Micronesian districts, are often not as popular a place to study as the more traditional island groups; but because they have a more concentrated population and are more easily reached, they are sometimes the focus of studies that do not have the resources or time to visit all of Micronesia.

Most people reporting on the Northern Mariana Islands have commented on the data problem. One noted in his formal report, "As everyone in the NMI knows, such data [historical in quantitative form] generally do not exist. Those which do exist are acknowledged to be fragmentary and faulty."⁹ He further commented that units of measure for the same type of data would change from year to year and could not be standardized. In Micronesia, data do not have the same level of significance in negotiation situations as they do in the U.S. Americans tend to give a problem more attention if it is quantified.

Issues did surface regarding sources of information, the first involving the use of printed materials. Most interactions in Micronesia are carried out on a face-to-face basis, not on paper. An American predilection for written versus oral contracts is unparalleled in Micronesia. Micronesian agreements come from the relationship and interaction between people. The story of negotiations told just from official documents cannot be accurate, because so much happened without documentation. I have learned more from my informal journals, for instance, than from official letters. Of course, correspondence is important, and putting information in writing is a part of the negotiation process, but it is not the whole story. With time I became more aware of the underlying facets of character culturally inherent to Micronesia. I came to know by slight eye gestures and body positions when the *yes* I was hearing was actually a *no*.¹⁰

⁹Dator, 66.

¹⁰The eyebrows tell you all. Lifted with the chin: Hello. Head low, gently lifted brows: I sympathize. Head still, shrugged brows: I

Another problem in gathering information involved deciding to what extent interviews would be useful. Most people would not provide truthful information in an interview situation. The tendency of interviewees was to be polite and to say what they thought the interviewer wanted to hear.

One student of the college and a teacher in the Northern Mariana Islands, John Rosario, wrote a reaction paper to a 1981 study done by Jim Dator of the University of Hawaii on the alternative futures of the Northern Mariana Islands. In commenting about interviews conducted for the study, Rosario said:

I have always wondered about the validity of face-to-face interviews, especially for a Micronesian....The [study] relied too heavily on face-to-face interviews. I therefore doubt the conclusions [Dator] drew from these interviews. My reasons are as follows: 1) Pressure to be up to date, 2) A stranger asking a lot of questions, 3) Interviewee's responses are made to impress the interviewer, 4) No preparation or readiness, and 5) Pressure to respond at the moment....On an island where people know each other, a stranger is always easily recognized....A proverb very true among many islanders is: One should not show the starboard side (the side without the outrigger) of his canoe...A Pacific Islander will not reveal his true opinions or personal views to a stranger, especially on a face-to-face contact. A decoy of views and opinions will most likely be the results of such contact with a stranger leading away from the true opinions and views for the purpose of avoiding a possible swamping.

This study benefited the NMI, but many did not appear to do so. Rarely did researchers send back copies of reports or studies for use in the

agree. One eyebrow up, eyes slew up: I question that. Brows level, eyes slew down: Go to hell. No brow motion, eyes slew aside: I don't understand. (Rios, 20).

NMI. This came to be called the "wheels-up syndrome"; we would not hear from the researcher once the wheels had gone up on the plane.

One Micronesian leader, Dwight Heine, wrote about Micronesians being "very wary" of anthropologists doing research in Micronesia for the purpose of their doctoral degrees. He went on to say:

Some Micronesians suspect that the reason the anthropologists are among those who are against 'over-education' is because they do not want to see the area exhausted of 'primitive' peoples to be studied. And cynics add, 'missionaries, too, don't want to see the area run out of heathens to be converted.'¹¹

Now, in 1993, the college is still developing, the legislature is still meeting, the United States is still providing funds, Guam and the Northern Mariana Islands still relate. Those who agreed to be interviewed and quoted by me were people who did not plan to interact within the Northern Mariana Islands again and with whom I had a trust relationship. Some agreed to be interviewed but not to be identified; others participated only under the condition that they approve any quotations I attributed to them. In his acknowledgments in *The American Touch in Micronesia*, David Nevin set a standard for me when he said, "Since retaliation is easy in a closed place like Micronesia, I shall not list names beyond the few who gave me unusual assistance and whom I judge fully secure."¹² I limit the use of names as did he.

I had a number of discussions with people about the college in an informal setting before I left the island, and I conducted formal and

¹¹Heine, 17.

¹²Nevin, 9.

informal interviews during the process of my research. I believe the information I received was accurate. I also believe that if I were to formally interview politicians and other players now I would not receive information better than what I have. For these reasons I use interview information--carefully.

IMPORTANCE OF STUDY

While starting the organization of Northern Marianas College, I was largely a "fire fighter" and spent most of my time responding to crises and dealing with negotiation problems that required immediate attention. Because I was untrained and inexperienced in the role of college founder, I tended to respond intuitively to problems as they arose, especially when my negotiation and mediation skills, influenced by cross-cultural understanding, were called upon.

There was not much time to understand, analyze, and learn from the interactions taking place. I was inclined to take successes and failures personally without taking into account other key players. In retrospect, I wish I learned about the negotiation process while I was working in the Northern Mariana Islands. In pursuing this dissertation, I now have the opportunity to establish a learning base for myself and others that may be helpful to those engaged in the start-up of a college in the future.

Most countries in their development have a history of experiencing significant changes in culture as a result of domination or colonization. The experiences of the Northern Mariana Islands are not unique in this respect. They were colonized at various times in

history by Spain, Germany, Japan, and the United States, each injecting its own cultural elements into the Northern Mariana Islands society.

Now, in 1993, satellite phone links and jet planes allow heretofore inaccessible parts of the world like the Northern Mariana Islands to have easy access to the global community, with an increasing frequency of cross-cultural interactions. Thus, it has become important for administrators working within or between diverse cultural groups to understand as much as possible about the unique aspects of an environment that involves people and groups of different traditions. Internationalism has become especially important for educational endeavors. Learning is enriched by comparing and contrasting educational policies and educational instruction throughout the world.

My description and analysis of Northern Marianas College provide documentation of an important period of history for the people of the Northern Mariana Islands and provide current information for people interested in the region. Knowledge of the Northern Mariana Islands is limited. Many people have unrealistic images based on movies that depict the South Seas as a place where minimally dressed girls dance on beautiful beaches.¹³ Some people think of the area as it looked in the 1940s: bombed-out buildings, treacherous coral, diseased and malnourished "natives." The modern Northern Marianas Islands are quite

¹³E. Rampell's article "South Seas Cinema," contains a good overview of movies set in the Pacific, many now shown on television, that continue the perceptions: "The Hurricane," "Mutiny on the Bounty," "Typhoon," "Donovan's Reef," "His Majesty O'Keefe." "South Sea cinema is not really about the South Seas," he notes, "but rather about Westerners who yearn to escape from their complex civilization and its discontents." 31.

different from either of these images. The islands have experienced a rapid rate of development since World War II. In 1993, the view from a modern cruise ship is one of high-rise luxury hotels strung along the beaches of peaceful lagoons.

Negotiations were influenced by these perceptions. A trip to the islands from Washington, D.C. was sometimes considered frivolous and officials needing to make such a trip had difficulties obtaining financial clearance. Occasionally official visitors arrived more interested in the recreational life than the work that needed to be done. Precious time set aside for negotiations often needed to be used for a person's adjustment to jet lag and climate changes, or needed to be spent orienting the traveler to the islands.

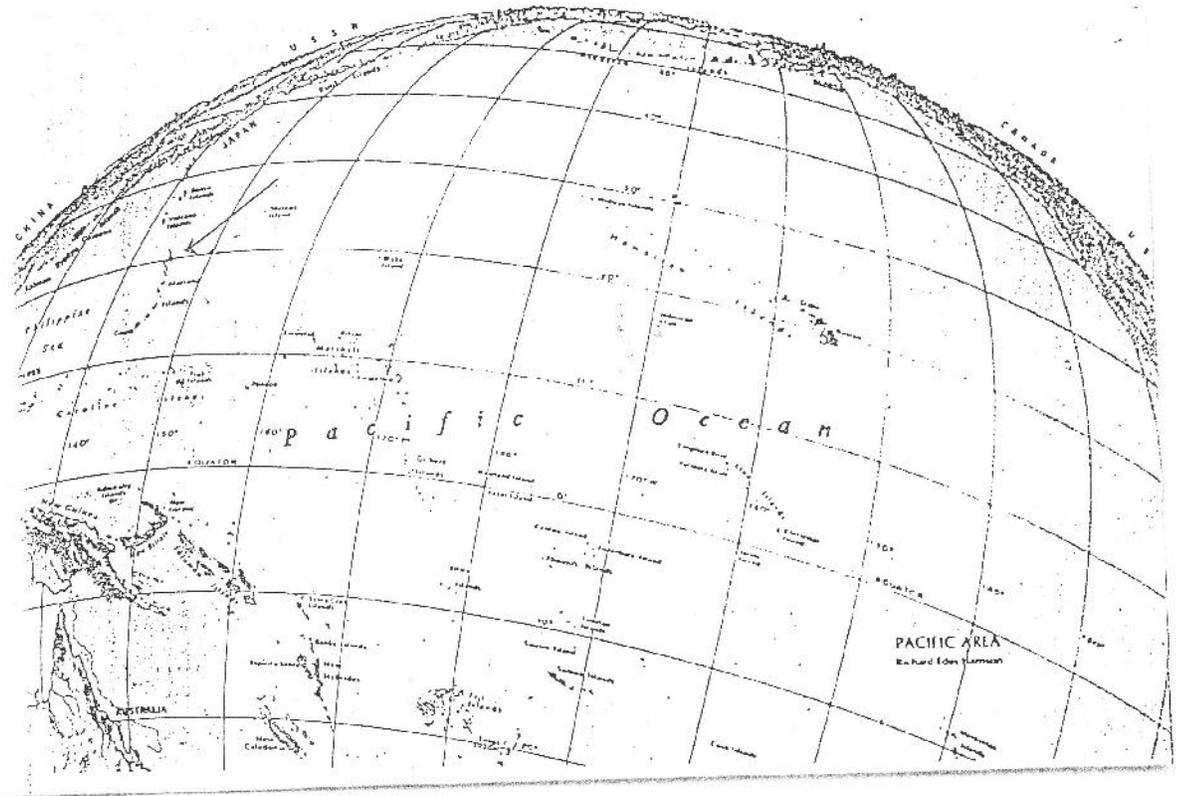
Little has been written about development in the Northern Mariana Islands, particularly from the viewpoint of an insider. My involvement with the region spanned twenty-one years. I spent two years in the Peace Corps on the island of Rota during the 1960s and eight years on the capital island of Saipan during the late 1970s and early 1980s. These experiences accorded me, at times, the role of an insider among the islanders, but I had the vantage point of an outsider. The islanders themselves did not possess a tradition of written documentation; consequently, they had not written their own history. NMC was formed during a period of great change in the islands. The college was proclaimed by the resident commissioner and established by the first governor, and it grew as the Commonwealth grew. This was historically an important time for the islands that deserves to be documented.

TOOLS FOR THE READER

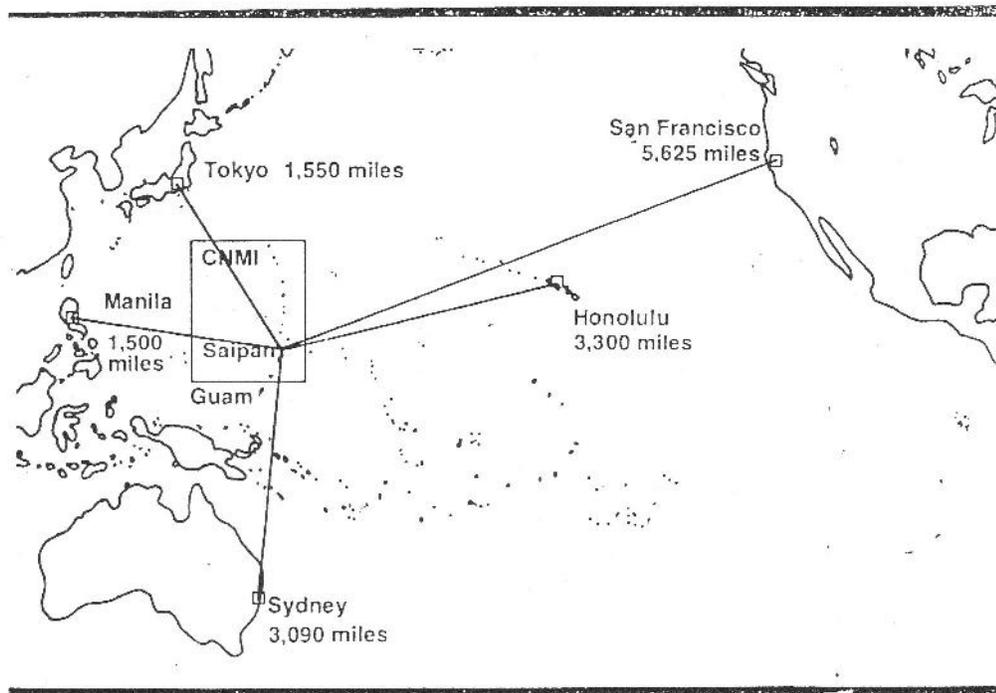
Micronesia is a complex region that has gone through changes in the 1970s and 1980s. Some of these changes, as well as cultural practices, are reflected in names and titles. This section clarifies names and titles that are used later in this paper.

LOCATION AND POLITICAL GROUPING

The following maps are presented to help the reader visualize where the Northern Mariana Islands are located:

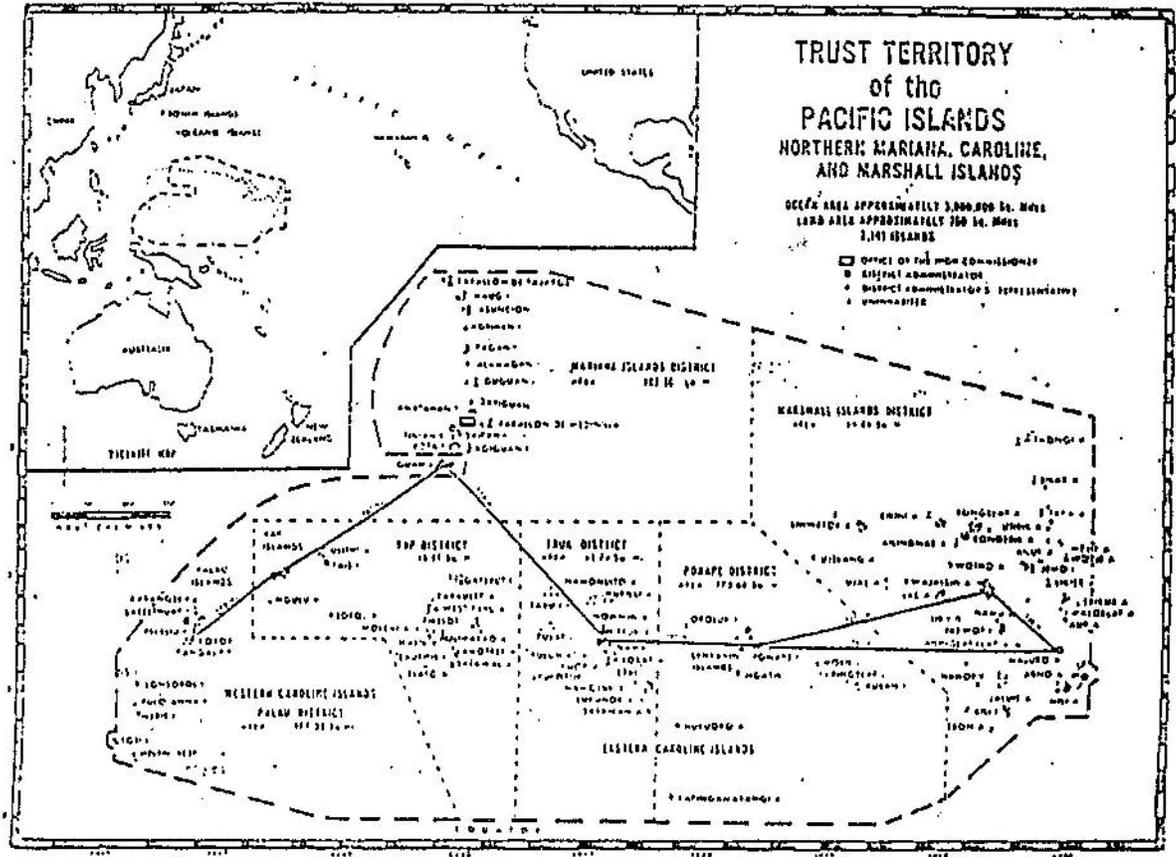


¹⁴The top map is from Stewart, 26. The second map was used in a variety of Northern Mariana Department of Education reports.



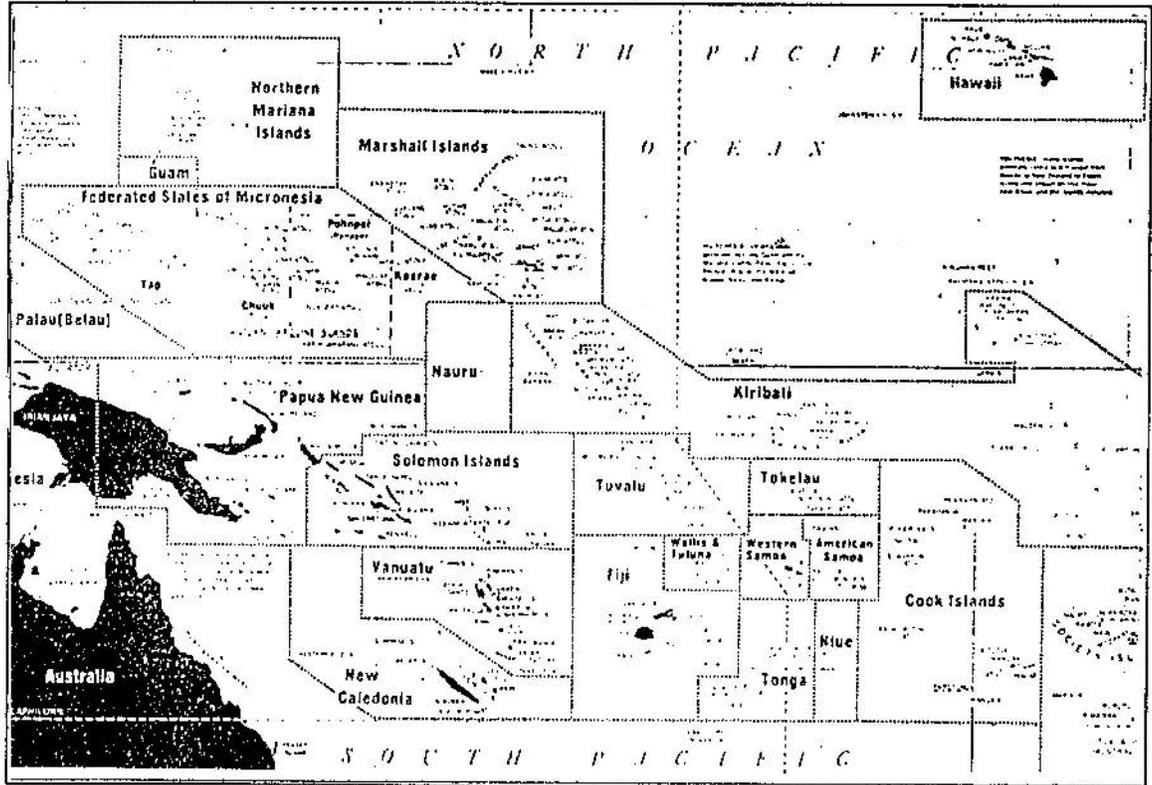
Geographically, the Northern Mariana Islands are part of Micronesia. To geographers and anthropologists, Micronesia includes all of the Marianas, Carolines, Marshalls, Gilberts, and Nauru. Politically, however, many Americans use the term Micronesia to refer to the U.S. Trust Territory of the Pacific islands (TTPI), also simply called Trust Territory (TT), which includes the Caroline Islands, the Marshall Islands, and the Northern Mariana Islands but excludes Guam, the Gilberts, and Nauru. This will be discussed further in Chapter II.

This next TTPI government map shows the districts of the TTPI:



In 1976 the political map started to change. The Northern Mariana Islands separated from the other districts and became a Commonwealth of the United States. Yap, Truk, Ponape, and Kosrae joined together to become the Federated States of Micronesia. The Marshall Islands became the Republic of the Marshall Islands, and the Palau Islands became the Republic of Palau.¹⁵ The Republic of Nauru and Kiribati are not part of the U.S. Territory. The following map shows this new division:¹⁶

¹⁵During the time period of this paper the spelling of *Palau* changed to *Belau*. The spelling of *Kosrae* changed from the earlier spelling of *Kusaie*. The spelling of *Ponape* was replaced by the



David Ramarui, former director of education for the Trust Territory, described Micronesia in his 1977 testimony to the U.S. Congress as follows:

Try to imagine what it would be like if we were to flood the entire continental United States with water and leave only a couple of thousand mountain peaks and hilltops above the level of the water. We would have wiped out all the railroads, all the highways, all the major airports, all the telephone lines, and all of the radio and TV networks.... Now let us in our

spelling *Pohnpei*. I have used just one spelling for each and have picked the one most in use between 1970 and 1983.

¹⁶Pacific Magazine Corporation, 1986.

imagination pick out about 100 of the largest hilltops and settle them with people, clustering 7,000 in the Los Angeles area speaking French, 2,500 in the Reno area speaking German, 12,000 in the Fargo area speaking Spanish, 9,000 in the Kansas City area speaking Japanese, 10,000 in the Indianapolis area speaking Greek and 10,000 in the Washington, D.C. area speaking Russian.

On the hilltops in between scatter another 65,000 people speaking Dutch, Chinese or Turkish. Now, by way of giving these people a common language, try teaching them all English as a second language. By way of helping these people travel from place to place, on six of the hilltops scratch out short dirt runways and put in a two airplane airline. Then toss in about a dozen tramp steamers to go between the smaller islands. And for a communication system, install between those six major population centers a one channel radio telephone system, and put in each a low powered public radio station. Finally, move this whole area to the far western Pacific, just above the equator, with its capital about as far away from Washington, D.C. as Bombay, India is.

The distinctions between Micronesian Islands and their political changes are often confusing to the person not familiar with the region. This confusion played a part in the establishment of the college. For persons living in the islands, the distinctions between island groups are usually clear. The languages, customs, and appearances of the people from the different groups of Micronesia are different. Island name changes represent changes in political status and the term used indicates the political status at the time. In the 1960s the U.S. Post Office recognized this change. It had been using *Mariana Islands*, which abbreviated to *MI*. This abbreviation changed to *CM* when the Northern

Marianas became *The Commonwealth of the Northern Mariana Islands*.¹⁷

U.S. officials have over the years used terms such as, *Extra-State Jurisdiction, Outlying Areas, Off-Shore Territories, U.S. Flag Islands, U.S. Affiliated Islands, Insular Areas, and U.S. Pacific Islands* to identify its Micronesian Islands as well as American Samoa, Puerto Rico and the Virgin Islands. Appendix A-1 further explains these and other terms.

CULTURE GROUPS AND POLITICAL GROUPS

Adding to the confusion are the words that refer to people living in the Northern Mariana Islands. *Chamorro* is the name of the original inhabitants of the Mariana Islands--Guam and the Northern Mariana Islands. People of this heritage still refer to themselves as *Chamorro*. Roughly one fourth of the population in the Northern Mariana Islands at the time of this study were of Carolinian heritage and referred to themselves as *Carolinian, or Saipanese Carolinian*, to distinguish them from the Carolinians who lived in the Carolinian Islands. Sometimes the inhabitants of the Mariana Islands use the name of their island to identify themselves, for example, *Guamanians, Saipanese* and *Rotanese*. Chapter II will further explain these distinctions. Commonwealth status eventually brought American citizenship to the people, and many wanted to be identified as Americans. If one refers to Chamorros and Carolinians, the American expatriate workers along with workers from the Philippines, Korea,

¹⁷A few years ago *CM* was changed by the U.S. Post Office to *MP*, probably meaning Marianas Pacific, a designation many people from the Northern Mariana Islands resent because it reminds them of the abbreviation used for the military police following World War II.

China, and other countries are excluded. And what of the children resulting from the many marriages between different groups, or of the foreigners who decide to settle? I found no easy answer to the problem of finding the correct word to refer to the population and use phrases in this paper that, although sometimes cumbersome, are as accurate as possible.

The names of the political parties changed during the course of this story. In 1977, when the Northern Mariana Islands had become a Commonwealth, the Popular party changed its name to the Democratic party. In 1981 the Territorial party changed its name to the Republican party. Individuals sometimes change parties. For example, in April 1983 Edward Pangelinan switched from the Democratic Party to the Republican Party having been in his post as Washington DC representative since 1978 as a Democrat. In this paper I will use the party name and reference of the individual in use during the time period under discussion.

FAMILY NAMES

Many people in the Marianas have the same name. Confusion is avoided locally by using middle names or initials when referring to a person, or by using a nickname. This "same name" situation causes the most confusion when leaders share the same name and interact with people outside the Mariana Islands.

The first elected governors of both Guam and the Commonwealth of the Northern Mariana Islands were named Dr. Carlos Camacho. Dr. Carlos G. Camacho was appointed governor of Guam in 1969 and elected governor

in 1970. He served for six years. Dr. Carlos S. Camacho was governor of the Commonwealth of the Northern Mariana Islands from 1978 until 1981. The second elected CNMI governor was named Pedro P. Tenorio. His lieutenant governor was named Pedro A. Tenorio. Locally they were identified as Pete P. and Pete A.

The college staff was careful to use full names, and still there were problems. The registrar spent over a year trying to correct the records of one of our students, a woman named Carmen Songsong Taimano who had taken University of Guam courses and had not been credited for all of them. Research revealed that there were two Carmen Songsong Taimanos, and their records had become mixed. In another case, the computer system for a U.S. university with which the college contracted did not have space for full names and rejected such names as Billy Billy--one of our students.

In writing this paper I have used names and titles as necessary to avoid confusion. In addition, Appendix A-3 includes a listing of key people in alphabetical order. In some cases I have used titles rather than names if I think it makes the situation clearer.

COLLEGE NAMES

The name of the college under discussion has also changed over time. Northern Marianas College (NMC) obtained that name in 1983 through legislative action. It was called Northern Marianas Community College (NMCC) between 1976 and 1983. I have opted to use the term Northern Marianas College consistently throughout this paper to avoid giving the impression that there were two distinct colleges. The title

of the chief executive officer (CEO) changed with each authorizing document, and because the title made a difference in the negotiation situations, I use the title that was in use for the period being discussed. In 1983 the CEO's title was president. In 1981 it was dean or acting dean. In 1976 it was acting director, and prior to that, coordinator of higher education. Between 1976 and 1983 the CEO position also included being the Northern Mariana Islands state director of higher education.

Other colleges in the region that had a role in the development of the college changed names during the period under discussion reflecting changes in the governance of the institutions. The College of Micronesia (COM) was established in 1977 as a coordinating agency for: the Micronesian Occupational College (MOC), established in 1969 and located in Palau; the Community College of Micronesia (CCM), established in 1970 and located in Ponape (started as Micronesian Teacher Education Center in 1963); and the CCM School of Nursing (CCMNS), in spite of being located on Saipan, not administratively connected to the NMI. When the Northern Mariana Islands were part of the Trust Territory, they were part of the CCM system and had an extension office called Saipan Teacher Education Center (SAITEC). Chapter II discusses these distinctions further. Confusion over these distinctions caused me to be unclear at the time I was involved with the college regarding events and relationships. Officials in Washington D.C. were also confused.¹⁸

¹⁸For example, in September 1980 during testimony in the U.S. Senate concerning Land Grant funding for the College of Micronesia,

NMI GOVERNMENT

United States Commonwealth status was approved by the Northern Mariana Islands voters in 1975, and since then there have been especially dramatic changes. The population of less than twenty thousand during the decades of the seventies and eighties was led by a governor, lieutenant governor, two-house legislature with twenty-three members, an elected Northern Mariana Islands delegate to the United States Congress (without voting power), and mayors for the three principal islands: Rota, Saipan, and Tinian.

The following page contains of chronological list of important events in the Northern Mariana Islands between 1500 and 1976:

U.S. Senator Byrd asked where COM was, whether it served the new Commonwealth or all the Micronesian islands and later expressed his concern that funding might go to "a new college in an area which has no real connection with the United States--other than the Marianas." Senator Inouye responded that the college was on Saipan and that the CNMI would be served by it. COM did not serve the CNMI and later Land Grant funding was denied to NMC, in part, because of this misunderstanding.

CHRONOLOGICAL EVENTS: 1500-1976

DATE	GUAM	ROTA	SAIPAN	TINIAN	N. ISL
1500BC			-----first settlers-----		
845			-----first latte stone houses-----		
1521	Magellan first sights islands				
1668	first missionaries	--Priests visit from Guam			
1695				--Tinian pop. taken to Guam	
1698		-- Saipan pop. taken to Guam			
1700 & 1779	epidemic kills				
1816		--Carolinians settle on Saipan			
1870s		--Guamanian Chamorros settle in NMI			
1889		--Tinian Carolinians move to Tanapag, Saipan			
1898	U.S. acquires Guam as a result of Spanish American War				
1899		--Germany purchases N. Marianas from Spain			
1899		--Saipan becomes as administrative center			
1902		--Earthquakes on Saipan			
1905		--Germans begin public schools on Saipan			
1906		--Typhoon destroys villages on Saipan			
1907		--Saipan District under Yap administration			
1914		--WWI: Japanese occupy Marianas, Carolines & Marshalls			
1914		--Saipan hit by Typhoon			
1920		--League of Nations mandate NMI to Japan			
1922		--Marianas administered by Japan's South Seas Bureau			
1930s		--sugar cane farms begun; Koreans & Okinawans imported			
1935	---- Japan withdraws from League of Nations ----				
1940		--Military installation construction begun by Japanese			
1941	---- Japan attacks Pearl Harbor -----				
1944		--U.S. took possession of NMI			
1945	---- Japan surrendered after WWII -----				
1947		--UN established U.S. Trust, NM part			
1947		--Navy took resp. for Admin of NM			
1951		--Sec of Interior took resp for islands			
1952	Terr. College of Guam estab.				
1953		--Saipan and Tinian became Navy resp.			
1953	School of Nursing established in Micronesia				
1954	TT Headquarters moves from Honolulu to Guam				
1956	First conference of Micronesian leaders				
1960	First American elementary teachers				
1962	Rota joined to Saipan forming Marianas District				
1962	TT Headquarters moves from Guam to Saipan				
1963	School of Nursing moved to Saipan				
1965	First meeting Congress of Micronesia				
1967	First U.S. Peace Corps Volunteers (460) in Micronesia				
1967	Typhoon Gilda destroys Rota (1967)				
1968	Typhoon Jean destroys Saipan (1968)				
1968	Terr. College of Guam changes name to UOG				
1969	-- NM votes integration with Guam. Guam votes against.				
1976	NMI became a U.S. Commonwealth				

CHAPTER II

HISTORICAL CONTEXT AND SETTING

The educational expectations and negotiation styles of the people of the Northern Mariana Islands were based on their interactions with other nations. This chapter investigates the higher education and negotiation experiences of the islanders with the four nations that acquired responsibility for the islands. This history influenced the establishment of Northern Marianas College.

LOCATION

The Mariana Islands are the tip of a volcanic ridge within the more than sixty-eight million square miles of the Pacific Ocean that stretches from New Guinea to Japan along the edge of the Mariana Trench, the deepest part of any ocean in the world. The Northern Mariana Islands chain extends for 183.5 square miles from the southern island of Rota to the northern island of Farallon de Pajaros¹⁹ The islands lie within the westerly trade winds of the North Pacific and thus became part of the principal sailing route from Asia to North America,²⁰ causing the early Spanish travelers and later the Germans to be interested in them as part of the sailing trade route from Spain,

¹⁹Also named Uracas.

²⁰Dodge, 7.

around South America, across the Pacific Ocean, stopping at various islands before reaching the Mariana Islands, and then on to the Philippines. The distance from Germany is equally as great. Japan wanted to expand its limited property to include the Mariana Islands. The United States, concerned about protecting its Hawaiian border, has wanted to maintain a military presence on these islands. The islanders became accustomed early to distant countries wanting control of their land, to the missionaries of these countries wanting to change their customs, and to the representative leaders of these countries wanting to adjust island activities to their own needs.

Geologically, the Northern Mariana Islands are either formed from limestone or volcanic rock. Most rise from the sea as terraces fringed with coral reefs. Natural resources are minimal in the Northern Mariana Islands, providing just enough to support the local population. Copra (dried coconut) and handicrafts were the main export items prior to World War II, when scrap metal was added to the list. The islands' proximity to Japan, 1,550 miles away, suggests that fruits and vegetables might be viable export products for the people living in this tropical climate, but inadequate storage facilities, undependable transportation, and frequent typhoons have made farming on a large scale unreliable. Also, for most of recorded history, it was extremely difficult to ship agricultural products because means of refrigeration were poor. Most families have their own farms that may include a few pigs and chickens, along with breadfruit, papaya, mango, banana,

orange, lemon, and coconut trees, and possibly a planting of string beans, yams, or cabbages.

Geographically the Northern Mariana Islands occupy the northwestern corner of *Micronesia*, a somewhat arbitrary term distinguishing the group of islands in the northwestern part of the Pacific Ocean from those in the southwestern part (Melanesia) and the eastern half (Polynesia), which included the Hawaiian Islands. There is little commerce or communication between the Northern Mariana Islands and islands in Melanesia and Polynesia, with the exception of Hawaii. Great distances between islands, historical and cultural differences, poor communication systems, and minimal but expensive transportation are some of the reasons for the Northern Mariana Islands' relative isolation.

Transportation has, in part, defined the relationship between islands. For the period covered by this research, 1975 to 1983, Air Micronesia (Continental) was the main airline serving the Northern Mariana Islands. There was a twelve-hour flight twice a week starting in Hawaii, with the plane making stops in the Marshall Islands (Majuro), Kwajalein (a U.S. military base), Pohnpei, Truk, and Guam before reaching Saipan, the district center and then capital of the Northern Mariana Islands. On a different route there were flights twice a week from Guam to and from Yap and Palau (Koror). Daily flights made the half-hour flight from Guam to Saipan, with some stopping on Rota. From Guam there was a daily seven-hour flight between Hawaii and Guam on Pan American. Transportation between

various islands of the Northern Mariana Islands, however, was usually by ship or boat. In order to attend a Trust Territory-wide meeting, some participants would encounter delays for as long as three weeks, due to lay-over time between boats or planes. Planes were frequently over-booked, and storms often delayed travel. In the 1980s more travel options opened up. The least expensive way to travel to the United States from Saipan was via Northwest Airlines, with a twelve-hour layover in Japan before getting a connecting flight to Hawaii from which the traveler could continue on to the U.S. mainland.

PACIFIC OVERVIEW

The islands that form Japan and the Kingdom of Tonga are the only ones in the Pacific to have escaped domination by a Western power. During the sixteenth and seventeenth centuries, the Spanish, Germans, British, Dutch, French, Portuguese, and Russians laid claim to many of the islands in the Pacific Ocean. But explorers did not always have support for their claims from home. Great Britain, France, and the United States were all responsible for a variety of Pacific Islands but were hesitant to assume the economic and moral responsibility, as well as the defense obligation for properties so far from home; in the twentieth century, the United States assumed full responsibility for the Micronesian islands. Within this framework, the Northern Mariana Islands had "a long and not altogether happy experience as minor pawns in the international rivalries of great powers."²¹

²¹Crowl, 21.

The second half of the twentieth century has been a time of change and independence for Pacific Islands in general. Between 1962 and 1980, eight South Pacific territories became constitutionally independent, joining Tonga, which had never been under colonial rule. Two others formed a connection of free association with New Zealand.²² One report stated that the people of the Pacific are "more politically fragmented than any other people on earth."²³ Six million people are divided into twenty-two political units with an average population of seventy thousand.²⁴ The Northern Mariana Islands with its population of

²²Larmour, 1.

²³Crocombe and Ali, eds., III.

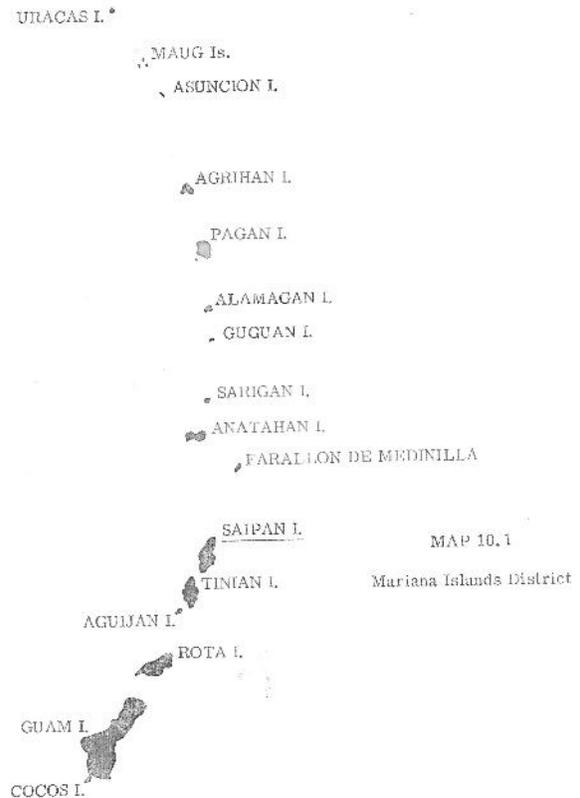
²⁴They include: Tonga, a kingdom; Western Samoa, an independent state; the Dominion of Fiji; the Solomon Islands; Vanuatu; Papua New Guinea; the Republic of Nauru; the Republic of Kiribati; the French Overseas Territories of New Caledonia, French Polynesia and Wallis and Futuna; the incorporated U.S. Territory of Guam; the unincorporated U.S. Territory of American Samoa; the New Zealand Associated States of the Cook Islands and Niue; Tokelau, a territory of New Zealand; the Republic of Belau, the Federated States of Micronesia, the Marshall Islands and the Commonwealth of the Northern Mariana Islands (all parts of the former U.S. Trust Territory of the Pacific Islands); Hawaii, former U.S. territory and now a U.S. state; Irian Jaya (now part of Indonesia and Easter Island governed by Chile).

fifteen thousand is smaller than the average, but it has faced in the last few decades the choices that most island groups have contemplated when they have debated independence versus dependence, and a range of options in between. The fact that the people of the Northern Mariana Islands decided to initiate their own college and thus have negotiations connected to its development is both a statement of desire to be connected within the systems of the United States and desire to be independent of the college and university systems it had been assigned to use while part of the Trust Territory.

THE NORTHERN MARIANA ISLANDS

In writing about the Northern Mariana Islands, I usually refer to them as a group and distinguish the individual islands only when it is

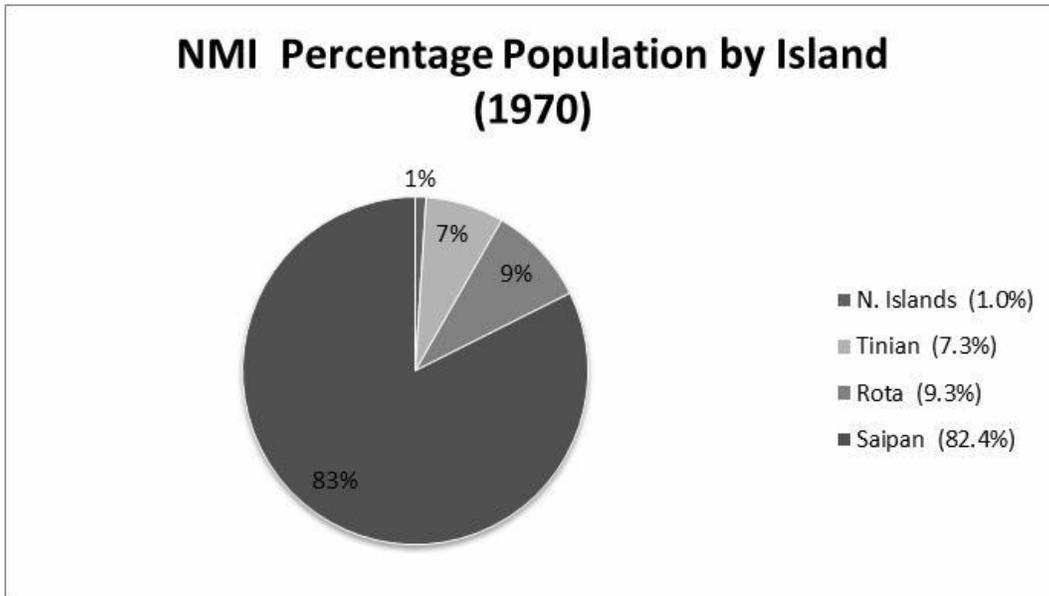
necessary for understanding the details relevant to this dissertation. This may give the false impression that the islands function in harmony and have the same history. The Northern Mariana Islands function as a political unit, but not in harmony. The distinctiveness of the islands influences



everything that happens on them. The inhabitants of the less-populated Rota and Tinian dread the possibility of being dominated by the more heavily populated Saipan. The current 1993 bicameral legislature exists to balance the power of the different islands.

In designing Northern Marianas College, I necessarily had to consider the way in which services would be available to each island. Each individual island required unique services. A political power struggle existed between the islands, and there was jealousy over the distribution of resources. To relate the concerns of each separate island would confuse the story, but the reader should understand that each island was physically different, had different natural strengths, different histories, and different ethnic groupings in the population--sufficiently so as to influence activities. The following graph shows the percentage of the population on each island in 1970:²⁵

²⁵ The percentage remained almost the same for 1980.



The southern islands in the Mariana Islands chain are usually referred to by name: Guam, Rota, Aguijan, Tinian, and Saipan. The islands north of Saipan are referred to en mass as the Northern Islands. Most of the Northern Islands are volcanic in origin, with steep cliffs, little flat land, and no reef-protected bay areas. During the American administration, a government field-trip vessel made the difficult trip to the Northern Islands three or four times a year, but few people in the NMI have ever been to the Northern Islands. Plane travel to the northern island of Pagan, however, has occasionally been possible. The few inhabitants of the Northern Islands usually come to Saipan for high school and higher education; their educational needs have traditionally been planned for and financed by the Northern Mariana Islands Department of Education.

ROTA

Rota, eighty-five miles from Saipan and thirty-five miles from Guam, is the only island in the Northern Mariana Islands to have maintained a steadily indigenous population since the landing of the Spanish--a fact of which the people are very proud. They consider their Chamorro language to be purer than that spoken on other Mariana Islands. Because of its high cliffs and flat sabana²⁶ land, Rota also has some of the best farmland and water in Micronesia. Almost every family on Rota has a farm that provides fruits and vegetables for their use. The main employer between 1976 and 1983 was the government.

Along with the rest of the Northern Mariana Islands and Micronesia, Rota became a United Nations Trusteeship, the Trust Territory of the Pacific Islands (TTPI) administered by the United States in 1947. In 1952 it remained with the Trusteeship under the Department of Interior and had the status of an independent district, while the rest of the Northern Mariana Islands were put under U.S. Navy administration. In 1962 the Navy relinquished its administration and Rota subsequently joined the rest of the Northern Mariana Islands, with main administration offices located on Saipan. On different occasions the people of Rota have considered joining Guam rather than Saipan and have used this

²⁶A flat, fertile area of land raised by cliffs above the base land area.

threat as a negotiation ploy.²⁷ It is cheaper and easier to travel to Guam from Rota.

Rota had no high school until the 1980s. Many parents, knowing they would be sending their children away to school anyway, chose to have them stay with family on Guam and attend high school there rather than sending them to the Trust Territory Government High School on Saipan. The school teachers had a strong desire to learn and obtain degrees. Initially, Rota's teachers were financed to come to Saipan during the summer to take college courses, but it was difficult for them to leave their families behind. I had difficulty hiring professors who would live on Rota for the time period necessary for a college course. Eventually, when daily flights were initiated, it was possible to fly an instructor from Saipan or Guam to Rota to teach once or twice a week and thus offer limited college education on Rota.

²⁷For example, on 11 April 1980, the front page of the *Pacific Daily News* had a headline reading, "ROTA Ready To Sue, Secede". The article explains that Rota's congressional delegates are on Guam to seek a possible union with Guam because Rota's people "have been systematically discriminated against by the Northern Marianas government." Governor Camacho had just vetoed some capital improvement projects for Rota. "Does Guam Want To Re-unite Marianas?" and "ROTA Vote May Decide Secession Issue" shared the headlines on page 4 of the 22 April 1980, *Pacific Daily News*. These issues would come up whenever there was a problem, but for the time covered by this research, no action was taken beyond the 1969 votes discussed elsewhere.

TINIAN

Tinian has not had Rota's continuous population. For much of its history Tinian has been populated by foreign labor. The Spanish emptied the island in 1694 and then imported 250 islanders from the Carolinian Islands in 1869 as laborers and then moved them to Saipan when the agricultural plan failed. The Germans used Tinian for cattle grazing. The Japanese brought in foreign workers for sugar cane and other types of farming. Tinian was well fortified during WWII. Highways, runways and an excellent harbor still remain. Almost uninhabited after World War II, Tinian received 430 Chamorros between 1946 and 1948 whose forebears had settled in the Micronesian district of Yap during the Spanish and German times. In the 1960s and 1970s Tinian's population of about eight hundred people lived in one village and made a living as ranchers or vegetable farmers. A large cattle ranch occupied most of the island in the 1970s and 1980s. In the 1980s large garment factories were built on the island, and foreign labor was imported to work in them. Tinian has one elementary school, and thereafter its students go to Saipan for high school.

The Covenant agreement between the United States and the Northern Mariana Islands provides that the United States has the option to use Tinian for a military base for up to one hundred years. In 1974 the U.S. Navy and U.S. Marines started using the island for training and began planning for a possible post-Vietnam defense base.

SAIPAN

Saipan, the largest island and the capital island, is where Northern Marianas College is located, along with the central government of the Northern Mariana Islands. Its population during the 1970s and early 1980s numbered roughly twelve thousand. Most of Saipan's villages border a stretch of beach on the lagoon; east to west, they are San Roque, Tanapag, Garapan, Oleai, Susupe, Chalan Kanoa, and San Antonio. Another village, San Vicente, is located in the Southeast. Most villages consist of a church, a school, a few small stores, and tin-roofed houses. American-built communities consist of clusters of cement houses located on Capital Hill and Navy Hill. The east end of the island, named Marpi, and the north side are largely unpopulated. High cliffs rise directly from the ocean, and roads that were once paved are, in the 1970s and 1980s, overgrown with brush. Recent changes involve the building of resorts in the Marpi area, which was closed for many years due to live munitions.

The Spanish moved Saipan's ancient Chamorro population to Guam in 1698, and in 1815 they permitted about two hundred Carolinians, whose home island had been destroyed by a typhoon, to settle on Saipan. In 1816 Chamorro population now mixed with Spanish, Mexicans and Philip-pines started returning from Guam to Saipan. The Guamanian and Sai-panese Chamorros now saw themselves to be more advanced and better than other Pacific Islanders. They had become Catholic and received some vocational training--the seeds were being planted for the eventual political separation in the 1970s.

By 1865 around 1,000 Carolinians had settled on Guam, Saipan and Pagan, with the ones from Guam moving to Saipan in 1901. This Carolinian population would remain distinct from the Chamorro population with their culture and values remaining close to those of Micronesian Islands from which they came. They had not experienced the forced change from the Spanish that the Chamorros had. The Saipanese Carolinians maintained a matrilineal culture, clan ties to the Yapese islands, their own traditional leaders, and their own language. They did not tend to intermarry with the Chamorros. Thus the Northern Mariana Islands would have two distinct cultural populations through the twentieth century.

The separation between the Chamorros of Guam and those of Saipan became more than one of just distance when the United States purchased Guam in 1898 and the rest of the Mariana Islands were purchased by the Germans. This meant that the United States kept Guam when Japan obtained the Northern Mariana Islands in 1920. Saipan was the site of fierce fighting during World War II. Following World War II the U.S. once again took control of the Mariana Islands, but now their rule did not include rejoining Guam and the Northern Mariana Islands. One reason was that the Guamanians harbored "bitter feelings against the Saipanese because many Saipanese were used by the Japanese to guard Guamanians during the Japanese occupation."²⁸ Another was the American plans for the island of Saipan.

²⁸McHenry, 175.

From 1949 to 1952, during the civil war in China, Saipan was a CIA training location for National Chinese agents, and the island was closed to most travelers. Saipan was isolated. It continued to be administered by the Navy until the 1961 United Nations Visiting Mission to Micronesia "was sharply critical of American administration in almost every area...The Visiting Mission said that Saipan, under Navy administration, was benefiting from 'financial discrimination' at the expense of the remainder of Micronesia" and that the practice encouraged separatism.²⁹ The people of Saipan had employment and educational opportunities not available to other Micronesians. The Saipanese were beginning to see themselves more as Americans and less as Micronesian. Many, under the encouragement of the Navy, were expressing an interest in reintegration with Guam. Many were attracted to the benefits of American citizenship and the higher wages paid on Guam. This hope came to an end, however, when Guam rejected reintegration in a 1969 vote.

The Navy involvement had an additional influence. In order to support the base, cement administrative buildings and housing had been built along with an infrastructure of roads and electricity. As a result of this development, in 1962 Saipan became the headquarters for the Trust Territory Government, relocating there from Guam, where it had been moved from Hawaii in 1953. Saipan thus became the capital of Micronesia and became the home for many Micronesians who came from

²⁹*Ibid.*, 13.

their districts to work. The following chart shows the political changes in the Northern Mariana Islands:

Political Status of the Mariana Islands

1521-1992

	GUAM	SAIPAN	TINIAN	ROTA
1521	Mariana Islands claimed for Spain, no administration			
1668	Spanish Jesuit mission established, military administration			
1698	Spanish civilian administration			
1898	U.S. Territory	German civilian administration		
1914		Japanese military occupation		
1917		Japanese military administration		
1922		Japanese civilian administration		
1938		Japanese military administration		
1944	Japanese military occupation			
1945	U.S. Territory	U.S. military occupation		
1947		TTPI (UN) Trust Territory/ Dept. of Interior		
1952		U.S. Navy administration	TTPI District	
1962		Trust Territory/High Commissioner		
1977		U.S. Commonwealth		
1992				

COMMUNICATION

Because the United States required the Northern Mariana Islands to function as a political unit, and because to do so each island needed to interact with other locations, communication and transportation became critical. Over and over, the lack of a dependable means of communication played a key role in negotiation situations. While the appropriate technology existed, it was not available to the people in the Northern Mariana Islands.

In the 1970s there were no phone systems on the islands of Rota and Tinian, and the one on Saipan was limited mostly to government offices and government officials. The customary waiting period for a phone was two to three years. Communications were most often carried out by personal conversations or by daily hand-delivered messages. There were radio connections between Saipan, Rota, and Tinian, and one could make an appointment through the central administrative office to speak with someone on a different island. Having done so, one had to hope that the connection would be adequate and that the person with whom one wished to communicate would get the message to come to the radio office. Many times the most dependable way to communicate was to go to the airport and ask someone you knew on the departing plane to deliver a message.

Calls to the United States were sent through a government line and were placed on a priority basis. These calls often took hours or days to be completed, and then the connections were often so poor that one or the other party could not hear. A few ham radio operators on

the island could and would place calls, but there were U.S. government restrictions on conducting business in this manner. NASA's first applied technology satellite, PEACESAT, connected Saipan with other islands in the Pacific in the 1970s, but again the connection was often of poor quality, and the time use and purpose were restricted.

One of the most difficult places to reach from Saipan by telephone was Guam, less than one hundred miles away.³⁰ A visiting professor who was scheduled to go to Guam after teaching on Saipan once accused me of trying to sabotage his agenda by not letting him talk to Guam. In fact, my secretary had been unable to get a phone connection for days, and the professor would not believe me until he attempted to make the call himself.

In 1983 Intelsat (International Telecommunications Satellite) was installed on Saipan, and conditions for communications improved. Now clear and dependable calls could be made to the United States even before reliable phone service existed on the island. But matters still could not be easily conducted between Washington D.C. because of the thirteen hours and one day time difference between the two locations.

³⁰Guam was a communication center beginning in 1903, when it was a linking island for the Pacific cable connecting the United States and the Philippines. In 1903 the connection expanded from Guam to Yap and Shanghai, and from Guam to Bonin Island, which connected with Japan (Driver, 3-4). This connecting role continued with the advent of telephones and satellites, making Guam a key location for RCA, NASA, and the U.S. military.

TRANSPORTATION

With regard to transportation, the U.S. Civil Aeronautics Board decided which airlines could service the islands, and there were not enough flights to meet existing needs. People were frequently "bumped" for more important passengers or asked to give up a seat for a medical evacuation. Often, Northern Marianas College was forced to reschedule courses because planes were cancelled and professors could not travel when expected. Key persons would frequently miss meetings because they could not get on a plane.

In 1977 direct flights between Saipan and Tokyo were allowed, starting with eleven 111-seat Boeing 727s each week. Prior to that the only flights in and out of Saipan had been to Guam via Air Micronesia, where one could then connect to other flights. In 1978 Continental and Northwest Orient were allowed to join Pan Am in serving Guam. The deregulation of airlines in the United States resulted in numerous airlines beginning service and many discontinuing after a brief period. The cost of travel greatly decreased during deregulation's earlier years, and travel became more available, but still difficult.

STORMS

The Northern Mariana Islands are called typhoon alley because of their location in the path of storms that form in or near Truk, hit the Mariana Islands, and then move on to the Philippines or Japan. A few times each year the Mariana Islands can expect to be in "typhoon condi-

tion two" meaning that a storm is on the way.³¹ Once typhoon condition two is declared, work stops and airplanes are flown to locations out of the path of the storm. College classes are suspended and schools are prepared to serve as shelters. People do their assigned jobs to secure buildings and materials inside buildings. No books or papers are left exposed on desks, in case roofs should blow off or the storm boards on the windows do not hold. "Typhoon condition one"--the next stage--signals that the storm is about to hit. Electricity to the island is turned off, and people are expected to stay in their shelters or follow a set crisis agenda. Even when a storm passes without hitting shore, it takes a few days to get everything back in order. Flooding can be as great with a tropical storm as with a typhoon.

I tried to plan extra days for fall classes when storms were most likely to hit. Frequently I had difficulty explaining to Washington D.C. officials that work was not completed because of a storm. Twice I had to get letters from the U.S. Post Office confirming that it had been closed and that I was therefore unable to have a funding proposal postmarked by the required date. Outsiders often had a hard time realizing how storms in the tropics can bring work to a halt. For

³¹In the 28 years prior to 1980 there were 71 typhoons tracked within 180 nautical miles of Guam according to Rear Admiral K.J. Carroll as cited in the 15 May 1980 *Pacific Daily News*. "Typhoons with devastating winds have struck Guam on an average of once per decade during the past 100 years." Similar rates are true for the other Mariana islands.

example, the Northern Marianas College program for shrimp trapping and bottom fishing was severely influenced by such weather. The program's director, Able Olopai, reported that between June 1982 and November 1982, "seven typhoons and tropical storms have disrupted the program considerably." Training had to stop "for fear that we could endanger the lives of the trainees," and one contracted boat was sunk.³² When storms are referred to in this paper, readers are asked to recall the extensive preparation and cleanup required for each storm.

HISTORY WITH AN EMPHASIS ON NEGOTIATION AND EDUCATION

The history of these islands is one of domination by people from alien cultures who presumed superiority and authority. Prior to this domination, the early Chamorros were recorded by sailors to be a tall, dark race loyal to their own islands--warriors skilled in the handling of sling-stones and outrigger canoes. In these original times, education was an integral part of family activities with fathers teaching sons and mothers teaching daughters.

THE SPANISH (1521-1899)

Ferdinand Magellan, a Portuguese citizen circumnavigating the world for Spain, is generally believed on March 6, 1521, to have been the first European to see the Mariana Islands. Spain, however, did not claim the islands until 1565 and had little use for them except as a stopping point on the route between Mexico and the Philippines. The islands remained relatively independent until 1668

³²Olopai, 5.

when the first Jesuit mission was established on Guam, headed by Padre Diego Luis de Sanvitores. Conflict characterized the interactions between the missionaries and the Chamorros, who resisted conversion to Catholicism.

Through the 1800s, the Spanish concentrated their efforts in the Mariana Islands, maintaining practically no control in any other part of Micronesia.³³ Letters from the early missionaries³⁴ describe the Chamorro people as peaceful, having few wars among themselves but wanting to take revenge when a wrong had been done:

They do not show their anger in words or loud complaining. Externally one cannot notice anything, but inside they keep all their bitterness. Masters of their passion, nothing can be noticed for two, three years, until there is a favorable opportunity for revenge.³⁵

When conflict between islands arose, the Chamorros "were quick to anger and easily calmed ... celebrate[ing] the victory with satirical songs in which they praise themselves and make fun of the losers."³⁶

Modern islanders have told me that not showing anger is part of their way of maintaining a harmonious lifestyle and is still characteristic of those who know they will live and work with the same individu-

³³Crawford, 31.

³⁴Sanvitores 1669-1680, and Le Gobien 1701.

³⁵LeGobien (1701), as quoted in Georg Fritz, *The Chamorro*, 53.

³⁶Garcia, 38.

als their whole lives. Since harmony is of paramount importance, fighting is often expressed through satire or revenge.

In the past, the islanders paid a high price for resisting various aspects of Catholicism. They had believed, for example, that baptism would kill their children. For their resistance they faced death or relocation. Negotiation was not an option, as Spanish soldiers backed up the missionaries and thus "under the constant supervision of the priests, the [Chamorro] people gave up their old customs."³⁷ All of the Chamorros--except a few who hid on Rota--were by 1698 relocated on Guam, along with Filipinos and Mexicans who were brought there to work.

In the early 1800s groups of islanders from the Caroline Islands were allowed by the Spanish to settle on Saipan when typhoons destroyed their islands. These people, called Carolinians, have maintained a culture distinct from the Chamorros and have clung to traditional practices up through modern times. In contrast, the Chamorro people who resettled on Saipan after a century and a half on Guam no longer maintained their traditional island skills and ways.

Negotiations concerning the islands were in general handled by the Spanish; however islanders were often represented in trade negotiations with visiting ships by a respected elder. Starting in the 1820s, whaling ships came to the islands and traded iron goods for food. Island leaders gained significant skills in business

³⁷Fritz, *The Chamorro*, 31.

negotiation. Sometimes, however, the trade agents representing the islanders were whalers who had deserted their ships (as was true for a while on Anatahan, Guguan, and Pagan). As in the 1980s, Rota was noted for its produce, Tinian for its beef.

Ship captains liked to stop at Guam and Saipan because of the availability of ample fresh water and the low desertion rates among crew members. According to one researcher who has studied ships' logs for Micronesian voyages, "There were no half-nude women swimming out to the ships in this part of the Pacific to entice the sea-crazy sailors. The island population was predominantly Catholic and such behavior had long vanished with the arrival of the Spanish missionaries."³⁸ As a result of such popularity, Saipan became a whaling base, with Yankee ships staying there a few weeks between seasons in the mid 1800s. In the late 1800s, whaling began to decline because of the discovery of petroleum and the reassignment of whaling ships to assist with the U.S. Civil War, but because of the continued demand for baleen³⁹ the "inevitable decline" was slow.⁴⁰

EDUCATION

³⁸Ronck, 22.

³⁹Baleen is the part of the whale used for straining food. It is strong yet flexible and had many commercial applications.

⁴⁰Martin, 6.

The Spanish obligated men from the Northern Mariana Islands, ages 15 to 50, to work under local supervisors for fifteen days a year for community and state purposes. Also under the Spanish, the first formal education was initiated in the Northern Mariana Islands by the Jesuit Order in 1669 and subsequently continued by the Augustinian Order. "Mission schools were established as early as 1674, and by the end of the Spanish period every village had its school which taught reading, writing, and arithmetic, Spanish music, and handicraft, as well as Catholic doctrine."⁴¹ The Catholic education introduced by the Spanish continued to be a part of the Northern Mariana Islands educational system through the German, Japanese, and American administrations, with a grade one through twelve Catholic school system still a major part of education in 1992.

⁴¹Joseph and Murray, 24.

SPANISH INFLUENCE

Thus, the Spanish rule changed the nature of the population of the Northern Mariana Islands and separated them from other Micronesians. The missionaries sought to subdue and control the island population and caused them to take on Spanish and Catholic ways, succeeding in the Northern Mariana Islands in ways they did not succeed in the rest of Micronesia. As a result, the population of the Northern Mariana Islands now looks and acts in a more Western way than the populations of other parts of Micronesia.

However, the people are also no longer as capable of sustaining themselves through the resources of the island as their early ancestors were. The Spanish caused the population to be more dependent on others and also allowed the Carolinians to settle on Saipan when it was uninhabited. The existence of the two populations affects life and politics within the Northern Mariana Islands today, and it played an important part in my own efforts to establish the college.

The Spanish also served to culturally connect the Philippines and the Northern Mariana Islands. Magellan "discovered" both island groups on the same voyage, and both subsequently functioned under Spanish rule. The Spanish imported Filipinos to help administer the Mariana Islands. Guam became a dumping ground for people not wanted in the Philippines, and a refuge for rebels. The Catholic system of administration further reinforced this connection. The Mariana Islands were part of the Philippine diocese of Cebu. Both the Mariana Islands and the Philippine Islands were later occupied by the Japanese during

World War II, then by the Americans. Today the people of the Northern Mariana Islands have a deep-seated dislike of Filipinos, something that was plainly in evidence when I was working there. I believe their attitude is based on retaliation for historical domination, a desire to have someone to dominate and fear of Filipinos gaining economic control through working at entry level jobs.

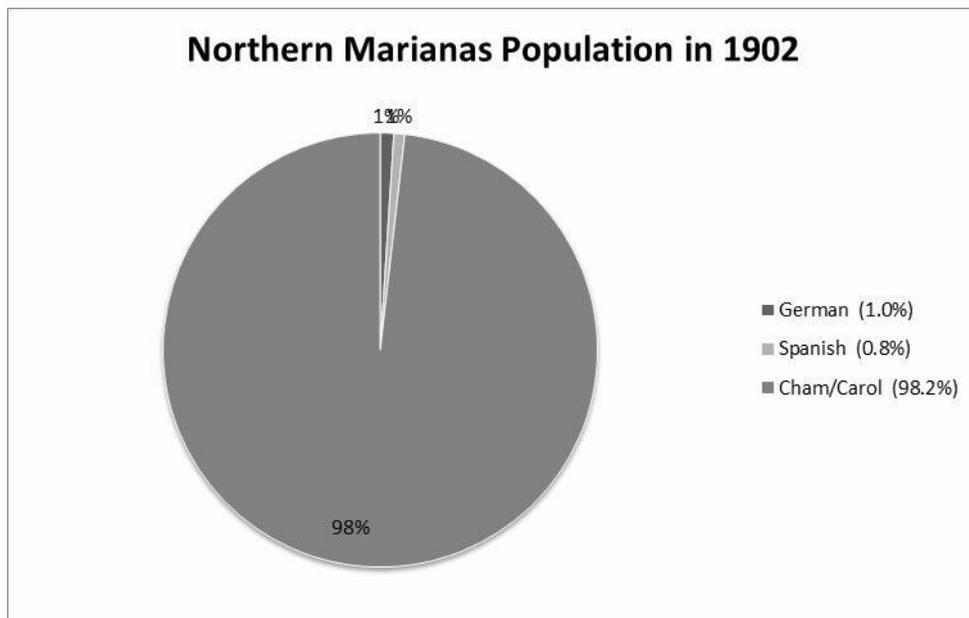
THE GERMANS (1899-1914)

In December 1898, after the Spanish had lost the Philippines in the Spanish-American War and no longer needed Guam as a stopping place, Guam was ceded to the United States. Germany purchased the Northern Mariana Islands and the Caroline Islands in 1899 from Spain for \$4 million and administered the islands as part of German New Guinea. The United States could have purchased all of the Mariana Islands at this point, but the McKinley administration thought Guam was sufficient as a U.S. coaling station and outpost to the Philippines.⁴²

The German government sent few representatives to the Northern Mariana Islands. Between 1905 and 1910 there were two Spaniards and six to seven Germans on Saipan, and one Spaniard on Rota. The governing rested solely in the hands of the designated German administrator, Governor Fritz, who had absolute authority. In order to avoid dissension and provocation, the Germans decided to preserve the Roman Catholic religion in the Northern Mariana Islands, although in other parts of Micronesia the Germans had a strong influence in the conversion of many islanders to Protestantism.

⁴²Morison, 150.

During the German administration, work habits and land distribution changed. Each family was required to maintain a family farm and each man aged fifteen to fifty to work on government projects. Governor Fritz surveyed the land himself, providing people with titles and taking over land not in use. This land was then made available for homesteading--not only to the people in the Northern Mariana Islands, but also to the people on Guam, even though Guam was a U.S. possession. Many Guamanians took advantage of the free transportation and farmland thus provided by the Germans. Population distribution was as follows:



By redistributing the land, the Germans took away a traditional source of family respect and leadership within the Northern Mariana Islands. Membership in the German police force became the highest position an islander could attain during the German administration. It was

also through membership in the police force that a village man learned German and attained this leadership role in the community.

EDUCATION

The Spanish had allowed the Catholic Church to be responsible for the education of the islanders, but Governor Fritz wished to establish a German education system, even though getting German support for a school proved difficult. Since Spanish support for education had ceased, Fritz requested the German Colonial Division, responsible for the overall administration of the islands, to send two Catholic teachers, emphasizing that educators were needed to teach German while for other subjects "native teachers are adequate."

An announcement in 1900 concerning schools stated that "schooling is obligatory for all children between the ages of six and twelve and older children to age 15 who are not able to read or write." A fine or work requirement would be imposed on parents for each hour a child missed school, and the announcement also decreed that "instruction will be in Chamorro, but due to the lack of Chamorro textbooks, Spanish books will have to be used for the teaching of reading and writing." Fritz was not happy with the implementation of his education reforms:

Schools on Garapan, Tanapag, and Rota have unfortunately not been satisfactory with native teachers who are not up to their task. The dispatch of German teachers is an urgent need. The administration can of course keep the schools seemingly together and therefore accustom the children to punctuality and perseverance--the only success of this accommodation. It is however almost impossible to influence content of instruction with the otherwise abundant work of the German officials. The purpose of education to order

and punctuality serves above all the police force of 43 natives.⁴³

Governor Fritz established a vocational school for older children, paid for from the services of workshops and research gardens. One German teacher arrived on Saipan in 1905, and a school building was built. In addition to the Northern Mariana Islands students, two students were brought from each of the five Micronesian districts to attend the seven grade schools on Saipan. Reading and writing in German, arithmetic, biblical history, geography, music, health, handicrafts, and physical exercise were taught. By 1912 the school contained 385 pupils. Continuing education consisted of two men going to Germany and a few Saipanese attending school in the German colony in Tsingtao, China, to learn carpentry, shoemaking, and blacksmithing.

Governor Fritz had planned that the schools would be a means of bypassing Catholic policies against the intermarriage of the Chamorro and Carolinian populations:

Mixing would be very desirable for the mentally active but physically inferior Chamorros. The Chamorros believe themselves to be too superior to the naked, uncultivated Carolinians, to enter into marriage with them. Should it be impossible to overcome their mutual dislike it might be more advisable to initiate the separation of the two races [to different islands].

But the missionaries and the priests preach the "lost paradise," and have no understanding of their naked innocence. They want clothed "virtue" and, with few exceptions, decline also the married unification between the practicing

⁴³Fritz. "Yearly Report From Saipan to Imperial Governor of German New Guinea," vol IX, item 126B doc 3, 28-38.

[Catholic] Chamorros and the naked sinners. The Carolinians, on their side, are much too proud to grant them kind words. The schools should therefore assimilate the external differences and if at first a beginning with mixed marriages is made the discrimination will be eliminated...⁴⁴

GERMAN INFLUENCE

The Germans made efforts toward economic development in the Northern Mariana Islands: trade was expanded, and the role of the islands in facilitating world communication was established. The Germans had less long-term influence in the Northern Mariana Islands, however, than in other districts of Micronesia, where they concentrated their efforts on industry. They did not import a German population for the Northern Mariana Islands but attempted to make the islanders accept German work ethics and practices so they would produce goods profiting the German government. The political separation of Guam and the Northern Mariana Islands, which began during this period, lay the groundwork for an estranged relationship between these island groups. It was responsible, in part, for the failure of the islands to reach a negotiated agreement to establish a joint college in the 1970s.

Toward the end of the German administration, the Japanese had become the Northern Mariana Islands' largest foreign population, having bought plantations in some of the best locations on the islands during Spanish times. The relatively close proximity of Japan had made trade a natural activity, and Yokohama, a port city in Japan, had become the major trade route for goods shipped from the islands. The Germans had

⁴⁴*Ibid.*, 15 April 1900, 17-58 translated pages 9 & 10.

considered importing Japanese labor to the islands but had decided it was a disadvantage, saying, "The Mariana Islands are already completely dependent upon Japan as far as trade is concerned, so that increased immigration would not be in the interest of the Germanization of the islands."⁴⁵

THE JAPANESE

Japanese troops received no resistance from the Germans or natives when they began occupation of Saipan on 14 October 1914.⁴⁶ Subsequently, the Micronesian Islands, with the exception of Guam, were given to Japan following World War I as a Class C mandate in 1917 under the League of Nations. Japanese civilian authority took over from the military in 1922 with the following aims:

- (1) To develop the islands' resources for Japan's benefit,
- (2) To make way for settlement of Japanese Colonists (mostly from Okinawa) to relieve population pressure at home,
- (3) To inculcate Japanese values in the indigenous population, and, eventually,
- (4) To build offensive military bases in preparation for World War II.⁴⁷

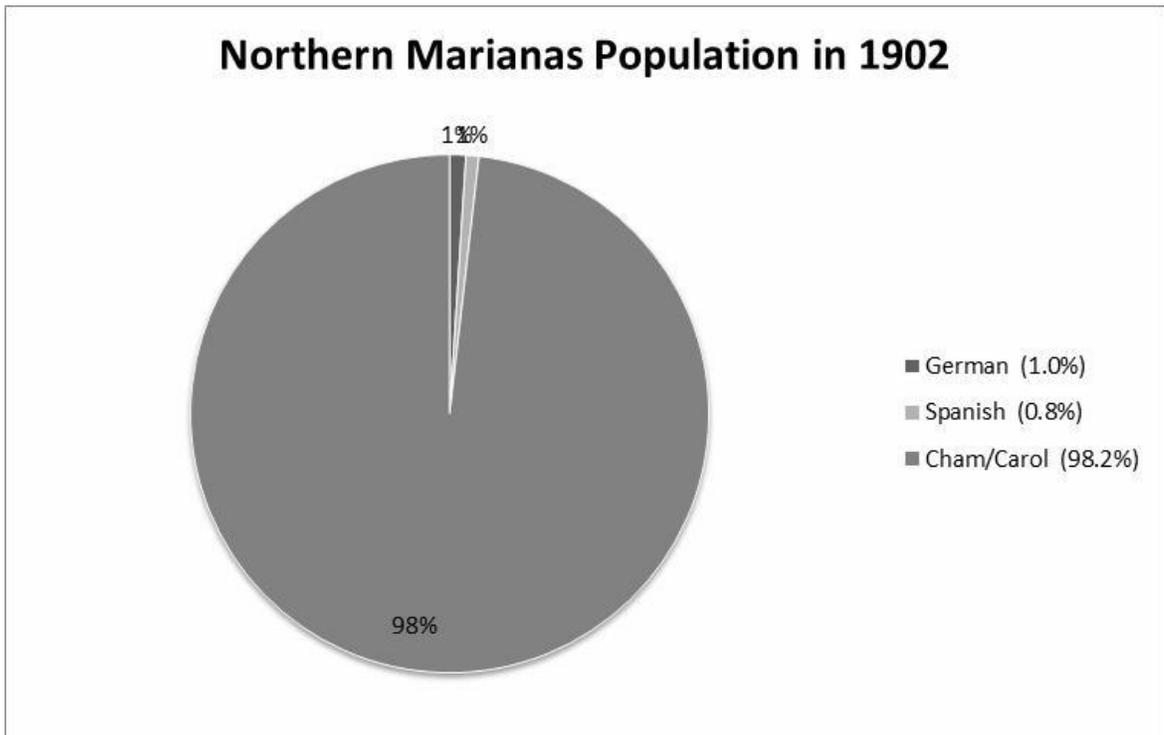
⁴⁵MARC, 73.

⁴⁶Commonwealth Council for Arts and Culture, 20-21.

For the first time in their history, the Northern Mariana Islands were administered by a relatively nearby power with a genuine need for the land. The Japanese changed the landscape by heavily subsidizing the sugar production and fishing industries. Some products were exported to Japan, and those that were consumed on the island were used by the population of Japanese and Koreans living there. That population grew from 1,756 in 1920 to 57,688 in 1937.⁴⁸

⁴⁷Mason, "Sociocultural and Other Characteristics Relevant to Provision of Services to the Elderly in the Commonwealth of the Northern Mariana Islands," 5.

⁴⁸Census in Yanahara, 29. The census figures combine the Japanese with the Korean population, which had been brought in by the Japanese as laborers.



The Japanese implemented an elaborate court system that allowed village chiefs to have power in those places where there was no Japanese official, usually on the outer islands of Micronesia. In larger centers such as Saipan, power remained in the hands of the Japanese. Under Japanese rule certain civilian offenses were defined, including "negligence in reporting to the authorities births, deaths and changes of residence" and "concealing oneself without legitimate reason in an uninhabited house or a vessel." So too was "wandering about from place to place without a fixed reason or vocation." Village chiefs could deal with these offenses and usually did so by requiring

the offender to perform a stated labor, such as cleaning roads for a period not exceeding thirty days.⁴⁹

EDUCATION

At its height, the Japanese education system consisted of twenty-six elementary schools throughout Micronesia which:

consisted of just enough rote memorization to enable [the student] to understand the orders of his rulers and obey them. Only the brightest Micronesian students were given more than three years of schooling in overcrowded classrooms for an additional one or two years.⁵⁰

Japanese children and indigenous children attended different schools. Non-Japanese schooling went up to the third grade for all students, with promising pupils allowed to attend until the fifth grade. Japanese language and basic math were the major subjects taught within an environment of strict discipline, providing only as much education as was minimally necessary to produce good workers. In order to go on to a higher education, a native student had to have a Japanese sponsor, adopt that Japanese name, and go to Japan. In 1933 an industrial school was established on Saipan for middle-school Japanese boys. But by 1937 the typical education for non-Japanese children on Saipan and Rota consisted of eight classes, eight Japanese teachers, and two native teachers for 236 children in a regular course for three

⁴⁹Japan, 30.

⁵⁰Trust Territory Department of Education, 3.

years, and eighty-one in a supplementary course for two additional years.

In addition, Saipan had three Catholic mission schools that in 1937 enrolled 1,102 students taught by twelve foreigners--neither Japanese nor native. Other areas of Micronesia had Protestant, Buddhist, and Catholic schools. The Catholic schools on Saipan were described by the Japanese administration as having "no fixed terms, curricula, etc."⁵¹

Higher education at this time consisted of an industrial school for seventy-five Micronesians that aimed "at imparting knowledge and ability necessary for commerce or agriculture and also giving such training as would fit the pupils to become successful colonists." In addition there was an apprentice-woodworkers training school in Palau, for which two or three boys under age 16 with excellent records were selected to attend from each district.⁵²

JAPANESE INFLUENCE

The Japanese administration had been different from the administrations of the Spanish and Germans in several important ways. Previous administrations did not possess sufficient support for extensive development, but the Japanese had built road and water systems, factories, towns, and agricultural complexes. There were also large numbers of Japanese who moved to the Northern Mariana Islands to make

⁵¹Japan, 63.

⁵²Japan, 55-60.

the islands their home, causing the islanders no longer to be the majority population. Prior to World War II numerous military sites were installed; later these became a center for fierce battles. Apart from military gain, the islands also assisted Japan's need for goods:

[M]uch of Japan's sugar was grown here. The Suntary Distillery Company made whiskey here. The Japanese built roads and railroads, grew fruits and vegetables; and by the time the war [World War II] broke out, the islands were thoroughly `Japanized'. The houses, language, culture, and most of the people were Japanese....⁵³

In spite of their numbers and power, the Japanese had little cultural impact on the Chamorros and Carolinians. A 1988 study of Chamorros on Saipan and Rota concluded that the "cultural impact of intense Japanese tutelage, both in school and in the work force, was evanescent, and that there is now almost nothing to show for these three decades of Japan's supreme effort to transform a culture."⁵⁴

AMERICAN MILITARY ADMINISTRATION

American administration of the islands began on July 9, 1944, with the capture of Saipan. By then, roughly 4,000 Americans, 50,000 Japanese, and 300 to 400 Chamorros and Carolinians had been killed. Much of the countryside was destroyed. The United States Navy was assigned responsibility for administration of the islands and initially kept the islanders in temporary shelters, separate from the Japanese

⁵³Hoyt, 111-112.

⁵⁴Peck, Anderson, and Ballendorf, "To Be Chamorro," 12.

war prisoners. Later the islanders were allowed to move to the enclosed town area on Saipan named Chalan Kanoa. Food and supplies were provided without charge throughout the Navy's administration.

In 1944 the U.S. military established schools "in an attempt to keep some 7,000 school and pre-school age children occupied and to teach English to people employed by military government."⁵⁵ There were three separate schools: one for the Japanese, one for the Koreans, and one for the Chamorros and Carolinians. Attendance at the schools was voluntary and increased each month. In October 1944 there were two hundred Chamorro and Carolinian children in school and four island teachers.

The Koreans imported by the Japanese as laborers prior to and during the war became a focus for debate within the military community as to whether the Koreans should be allowed to settle in the NMI or be removed. Roughly 11,000 Koreans lived in the NMI when the Americans took over, and they had been oppressed by the Japanese--thus the need for separate schools. A stone memorial on Tinian to the Koreans who died reflects the relationship between the Japanese and Koreans:⁵⁶

⁵⁵Richard, 491.

⁵⁶Eventually the U.S. Navy removed all the Koreans, in spite of the fact that many considered the Northern Mariana Islands to be their home. This was a significant decision for the islands; had the Koreans stayed, they would have been the majority population in the Northern Mariana Islands.

Here lie five thousand nameless souls, beloved sons and daughters of white-clad folks. These are of once a homeless race suffered by chains of the ruthless imperial Japanese army, by whom they were deprived of their rights and were taken to the islands here and there like innocent sheep, and then were fallen to this ground leaving behind them an eternal grudge.

By September 1945 enrollment of Chamorro and Carolinian children in the schools established by the military had grown to 632 students and sixteen teachers; the curriculum included language, singing, handicraft, gardening, swimming, games and calisthenics and scripture reading. Evening English classes were held for Chamorro and Korean camp leaders and policemen, Chamorro telephone operators, and Japanese nurses and policemen. In 1945 education was increased to eight grades meeting six days a week, nine months a year. The curriculum was greatly expanded as an increasing number of American teachers were relocated to the islands. The fact that the U.S. military had maintained schools for island children during war years, was a strong signal to the islanders that the U.S. considered education to be important.

In 1946 fifteen thousand Japanese civilians were repatriated by the Americans from the Northern Mariana Islands to Japan, and the islanders were given the freedom to leave the enclosed compound. Much of the island was still dangerous owing to the presence of live munitions. Uncertainty existed as to who could farm which land, because legitimate land claims existed relative to the Spanish, German, and Japanese administrations, and the American military had claimed certain territories. Following the Japanese occupation, America had no interest in

moving its own population to the islands, but they did not want any foreign power to have access to them.

On 6 August 1945, the *Enola Gay* departed Tinian to drop an atomic bomb on the Japanese city of Hiroshima. A second B-29 took off three days later and bombed the Japanese city of Nagasaki. On 15 August 1945, Japan surrendered, and World War II ended.

AMERICAN TRUSTEESHIP

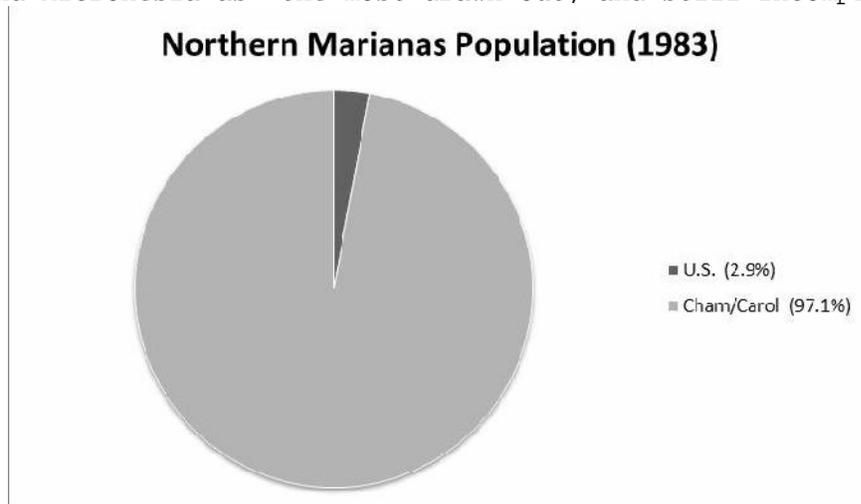
On 18 July 1947, the United States of America and the Security Council of the United Nations entered into a trusteeship agreement for the Micronesian islands (excluding Guam), which had been formerly Japanese-mandated islands. The U.S. Navy administered them until 1950, at which time President Truman delegated their administration to the U.S. Department of Interior. The Navy reassumed administration of the Northern Mariana Islands, except Rota, in 1952 to operate a training school for National Chinese agents during the civil war in China. In July of 1962, Rota was united with the rest of the Northern Mariana Islands and became one of the districts in the Trust Territory administered then by a high commissioner appointed by the U.S. president. The Trust Territory headquarters was moved from Guam to Saipan.

The trusteeship under the United Nations provided that the people of Micronesia would have a chance to choose their political destiny and that the United States would:

Promote the [Micronesian] economic advancement and self-sufficiency... Promote the social advancement of the inhabitants... Promote the advancement of the inhabitants, and to this end shall take steps toward the establishment of a general system of elementary education; facili-

tate the vocational and cultural advancement of the population; and shall encourage qualified students to pursue higher education, including training on the professional level.⁵⁷

As different trusteeships in the Pacific became independent, mostly as the result of negotiation, pressure became greater to have the United States bring the trusteeship in Micronesia to an end. Across the Pacific, islands became independent--New Zealand in the early 1960s, Fiji in the mid 1960s, Papua New Guinea in the early 1970s. As of 1983 Larmour described negotiations between the United States and Micronesia as "the most drawn out, and still incomplete."⁵⁸



The Northern Mariana Islands sought to negotiate its political status with the United States independently from the rest of Micronesia. In 1961 Saipan and Rota, petitioned the United States to be joined with Guam. In 1962 the U.S. Department of Interior joined Rota with Saipan,

⁵⁷Article 6 of the Trusteeship Agreement.

⁵⁸Larmour, 2-3.

Tinian, and the Northern Islands to make the Mariana Islands District, which would later be rejoined with the rest of Micronesia under the department's administration. The Northern Mariana Islands continued to present resolutions to be joined with Guam. But in 1969, when the people of the Northern Mariana Islands voted to form a political union with Guam, Guam voted against it. Reasons varied, but most stemmed from "the Japanese occupation of Guam during the war when Saipanese were used as interpreters."⁵⁹ I was reminded about this rejection by Guam almost every time I suggested a joint political activity with that island.

In 1970 the Nixon administration offered commonwealth status to the Micronesian Islands, and the offer was rejected by the islands as a group. In 1972 the Northern Mariana Islands, wanting a close relationship with the United States, asked for separate negotiations, and the United States consented. In June 1975 the people of the Northern Mariana Islands passed by a 90 percent margin a vote for commonwealth status with the United States. Through continued negotiation, a Commonwealth Covenant agreement was established that went only partially into effect, pending the determination of the status of the rest of the Micronesian Islands and the termination of the postwar U.N. Trusteeship. U.S. interest in the area was almost solely military, and the agreement with the Northern Mariana Islands included rights to two thirds of Tinian as a military base, to Tanapag Harbor on Saipan, and to all of the Northern Island of Farallon de Medinilla.

⁵⁹Malone, 25.

On 24 March 1976, President Ford signed the Mariana Islands Commonwealth Covenant after it had received U.S. congressional approval. The covenant would not take complete effect until the trusteeship of Micronesia was unequivocally terminated, but certain provisions were immediately applicable when Ford signed the document. These included the legislative authority of the U.S. Congress; provisions for a local constitution with equal representation for Rota, Tinian, and Saipan; appointment of a presidential commission to survey all U.S. laws and make recommendations about which should apply; sections voiding U.S. immigration and naturalization laws, shipping laws, and Federal minimum wage laws; and other matters relating to property and social security.⁶⁰ Other provisions would take effect when the Northern Mariana Islands approved a constitution.

Of immediate concern to the people in the Northern Mariana Islands was the provision for the establishment of a local government led by an elected governor. President Ford named Erwin Canham, editor emeritus of *The Christian Science Monitor*, to serve as resident commissioner until a governor could be elected. Canham took office 17 April 1976, four days before the Covenant agreement was presented to the Northern Mariana Islands by Ambassador Hayden Williams. While the governmental structure of Northern Mariana Islands was being established, plans were being discussed to move and dismantle the Trust Territory government. The other districts resented that the

⁶⁰"Covenant Provisions Applicable During Transition," *Marianas Variety News and Views*, 2 April 1976, p. 2.

headquarters of the Trust Territory was located on the island of Saipan, which had decided to separate from them politically. In 1976 those headquarters employed about 985 people--233 expatriates and 748 Micronesians. Initially there were plans to cut 250 employees by 1981, with another, larger cut to take effect when the headquarters moved from Saipan and, as was expected, certain Saipan residents declined to relocate.⁶¹ There were 400 Trust Territory employees seeking jobs on Saipan in anticipation of losing their jobs when the government moved.

One influential and controversial action during the summer of 1976 was Canham's decision twice to veto a bill to establish CNMI representation because it was a threat to minority rights and did not provide the Carolinian community with adequate representation.⁶² The bill that was finally approved did provide for a Carolinian presence in the legislature as well as representation from the different islands.

The new Commonwealth had needs in every area and no precedent for the working operation of an executive branch with a bicameral legislature. For the first time the local population became responsible, with some restrictions, for its own relationships with the outside world. Business deals were no longer to be worked out through the chief administrator of the conquering power, and isolation was not mandated as it had been during the Japanese and early American administrations, when

⁶¹"Plans to Cut Back T.T. Employees, 250 by 1981," *Marianas Variety News and Views*, 11 May 1976, p. 1.

⁶²"Putting a Long Lesson to Practice," 77.

only authorized people were allowed to visit or have businesses in the Northern Mariana Islands.

The look and financial resources of the islands were also changing. Ten years earlier, in 1966, there were few hotel rooms, and these were used mostly by government travelers. By 1976 a modern airport had been built and new hotels were starting to line the shore. By 1987 tourism was booming and continuing to increase. There were 2,000 hotel rooms, up from 600 in 1983, eleven factories to produce garments for U.S. markets, and an alien population of more than 10,000 Koreans and Filipinos for construction and new industry.⁶³ In 1984 the islands received \$27 million in United States Federal funds and \$8 million in Federal construction grants. Local revenues rose from \$4.8 million in 1978 to about \$30 million in 1985.⁶⁴

In order to maintain or secure jobs, islanders needed new skills and certification. Higher education needed to be more available within the Northern Mariana Islands. Trained workers were needed in both the private and governmental sectors. Wages were low, however, and it was almost impossible for an individual to attend a college or university in the United States without extensive aid. The chart below shows the

⁶³McPhetres, 178. By 1990 there were 21,188 alien workers in the NMI compared to 4,777 locals. The total 1990 population was 43,345, 160 percent more than in 1980, according to *Pacific Magazine* 17, no.6 (November/December 1992) page 44.

⁶⁴Malone, 26.

wage distribution in 1978 with the largest number of employees earning between \$3,000 and \$4,000 a year.



The Northern Mariana Islands had a young population. In 1973 the total population was 14,333 persons of which 12,581, 88 percent, were Micronesian; of these Micronesians, 48.3 percent were under age 15. The birth rate was 38.1 per thousand population.⁶⁵

⁶⁵1973 census as reported in Nathan, "Assessment of Current and Prospective Socio-Economic Conditions in the CNMI," 49.

CHAPTER III**HIGHER EDUCATION DURING THE AMERICAN ADMINISTRATION**

It is the American administration that established the need and framework for a college in the Northern Mariana Islands. Previous administrations had different goals. For the Spanish, education was the responsibility of missionaries and focused on religious and trade instruction. The Germans concentrated their education efforts on vocational training, German language, and values of thrift and industry using mission schools as the means of instruction. The Japanese concentrated their educational efforts on Japanese language instruction and moral education. The Americans, however, had changing administrative missions and changing policies that are difficult to summarize.⁶⁶ This chapter will describe the American educational framework that formed the background for the early ideas for a college in the Northern Mariana Islands.

One of the first educational concerns of the American administration was to train teachers. This concern continued throughout the American administration and was the initial reason for the start of the three main institutions of higher education in Micronesia (including Guam) which would become the University of Guam, the College of Micronesia, and

⁶⁶This summary is based on the work of a long-time educator in Micronesia, Francis X. Hezel as presented in "In Search of a Home: Colonial Education in Micronesia."

Northern Marianas College. In the 1940s and 1950s a small number of individuals were sent to Guam for short-term training as teachers, and some training was done by the military. Elementary schools were supported by local communities through the late 1940s and 1950s. Intermediate schools were run by the military and later the civil administration. In the 1960s the Kennedy administration initiated the Accelerated Elementary School Program in which the Trust Territory government eventually assumed all responsibility for the school system. A school construction program was initiated, and contract teachers were brought from the mainland along with Peace Corps teachers. In 1967 there were over 700 Peace Corps volunteers in Micronesia, the highest density of volunteers per local inhabitant anywhere in the world.⁶⁷

By 1967 there were 186 public elementary schools (grades one through eight) in Micronesia. Enrollment in these amounted to 20,546 children. Thirty-eight nonpublic elementary schools had an enrollment of 5,523. Micronesian teachers numbered 780. There were 179 non-Micronesian teachers with an additional 225 Peace Corps volunteers. Peace Corps volunteers taught in the classrooms of grades one through twelve, in many cases freeing island teachers to attend college full-time in the mainland United States. The Peace Corps volunteers also taught courses to teachers and did on-site teacher training. The education of Micronesian teachers ranged from the completion of fifth grade to graduation from

⁶⁷Platt and Sorenson, 11.

college. By 1970 there were 204 elementary schools with an enrollment of 25,386. Micronesian elementary teachers numbered 1,112.⁶⁸

Pacific Islands Central School⁶⁹ was the only public institution of higher education--a high school located in Guam, then Truk, and then Ponape until 1962 when it was closed. Its main purpose was teacher training. By 1967, the islands could boast eight public high schools and eleven nonpublic high schools. Public high school enrollment was 2,446 with 403 graduates, and nonpublic high school enrollment was 784 with 92 graduates. By 1970 the number had increased to eleven public and ten nonpublic high schools. Public enrollment was 4,662 with 687 seniors. Nonpublic enrollment was 1,564 with 261 seniors.⁷⁰

This educational growth was no accident. In a formal statement on 20 July 1962 President John F. Kennedy stated, "The accelerated program that is contemplated [for Micronesia] will place great emphasis on education, for, in our opinion, education is the key to all further progress--political, economic and social." His plan was to bring about, "striking improvement of education at all levels in the Trust Territory, upgrading education to a level comparable to the level which has been taken for granted in the United States for decades."⁷¹ The people in the Northern

⁶⁸Lorenzen, 1.

⁶⁹In Guam its name was Pacific Island Teacher Training School.

⁷⁰Lorenzen, 1.

⁷¹Kennedy, 564-565.

Mariana Islands respected and believed Kennedy as well as his message that the United States would provide the education needed to prepare them to be part of the American family. One of the few statues on the island depicting a person is of President Kennedy located directly in front of the largest Catholic church.

The director of education for Micronesia, David Ramarui, commented that education during the American administration of the 1940s and 1950s was Micronesian oriented. In the 1960s it became more American in terms of policies and staffing. Ramarui, reporting on the education system in 1975, said:

Whereas Japanese teachers may have been too severe, perhaps more recent educators have been too permissive. The former were determined to inflict and indoctrinate, the latter have been determined to make us want education.⁷²

Micronesians accepted the American model of education as the path to well-paying jobs. The TT Program Administrator for the Health Services Planning/Evaluation Division, for example, wrote, "Western standards have led Micronesians to believe that education will lead to a 'white collar' job which is superior to their subsistence agricultural economy."⁷³ This education, he says, causes some youth to then become displaced because they are not respected for their education in a culture that traditionally respects age. David Nevin reported that, "The

⁷²Ramarui, 315.

⁷³Chutarro, 29.

people see education as the avenue to the new success... blind to the plain fact that their own society contains so little that is capable of supporting the new ways."⁷⁴

In 1982, when Broadbent interviewed 83 Northern Mariana Islands junior high students, 74.7 percent of them intended to go on to postsecondary education. Almost 30 percent wanted to attend in Guam, 35 percent in Hawaii, 3.6 percent at CCM, 3.5 percent at MOC (the Micronesian Occupational College), and 18 percent at other institutions, while 12 percent did not plan to continue.⁷⁵

Traditionally, Micronesians respected for a particular ability would decide whom to train in that skill. When I employed Mau Piailug, a Micronesian master navigator from Yap, to teach traditional Carolinian skills to Saipanese teachers in the Carolinian Bilingual Program, our agreement included that he would not teach navigation. Navigation was his private skill that he would pass on privately and not teach publicly. Dirk Ballendorf noted that among subtle cultural features that "do not fit the efficiency of the western models...[are] the idea that knowledge is private, not public property, and the acquiring of education is a privilege which has become a right."⁷⁶

⁷⁴Nevin, 148.

⁷⁵Broadbent, "Profiles of Relevant Attitudes...", 1972, 217.

⁷⁶Ballendorf, 1979, 24.

Some Micronesians have viewed this emphasis on education as part of an American plot to make them dependent on the United States. David Nevin in his research focusing on education in Micronesia found that:

this conclusion [of an American conspiracy] is all based on effects, working backwards from what has happened. There is neither evidence of a conspiracy nor reason to believe one exists... The Micronesian disaster seems to have been worked by simple incompetence.⁷⁷

The accelerated programs in elementary and secondary education led to a need for higher education, and the training of teachers and medical personnel was given the highest priority. Targeted training sessions were provided on the islands. Trust Territory Education also ran a program to send promising high school graduates to mainland colleges and universities. Of those sent away, about 40 percent failed to complete their degree programs.⁷⁸ It was expected that all people sent away for training would return to their home and work, and in most cases this happened. Frequently, however, a teacher who returned with a degree would be eligible for numerous jobs and would be able to get higher-paying employment in an area other than education. A review of reports from the American administration of the Trust Territory of the Pacific Islands (TTPI) to the United Nations and the secretary of the Interior shows a steady increase in the numbers of Micronesians

⁷⁷Nevin. 26.

⁷⁸Workman and others, 3.

attending institutions of higher education. Appendix A-7 provides a summary of this growth between 1958 and 1977.

THE COMMUNITY COLLEGE OF MICRONESIA⁷⁹

The official source of higher education within Micronesia in the 1960s was the Community College of Micronesia (CCM). One scenario might have been that it would remain the college for the Northern Mariana Islands even after the NMI became a Commonwealth. CCM was never adequately supported, however, and the NMI was ceasing to use it even prior to the Commonwealth separation. It is important because it is part of the heritage of NMC and continued to be politically related to NMC.⁸⁰

⁷⁹I focus only on the Community College of Micronesia. The Northern Mariana Islands also had a few students take part in the Micronesian Occupational College in Palau and the Nursing School on Saipan. These schools were administered by CCM and eventually became part of a College of Micronesia system. Few Northern Mariana Islands students attended at the CCM Nursing School even though it was located on Saipan. NMI students did not want to take preparatory courses in Ponape.

⁸⁰July/August 1992 *Pacific Magazine* reported on page 60 that the three constituents of COM located in Pohnpei, Palau, and the Marshall Islands were expected to separate ending the 14 year existence of COM. This follows the separation of these regions as political entities and indicates that the NMI separation was usual.

CCM began in 1963 as the Micronesian Teacher Education Center (MTEC), with the goal of training teachers to teach in Micronesia. It was located in Ponape and was established and administered through contracts with the University of Hawaii over a seven year period. The original one-year contract in 1963 was for "up-grading of indigenous elementary school teachers," with 25 teachers from Micronesia taking part. The 1964 contract was a five year contract "to raise the educational level of the local population of the Trust Territory; and eventually to develop competent local leadership to plan and administer the educational program..."⁸¹ By fall 1969, through a cooperative agreement, a plan had been implemented enrolling 48 Micronesian students in a pre-service program from which students would continue their education at Kapiolani Community College in the University of Hawaii Community College system. On 1 June 1970, this plan was terminated in response to administrative directive No. 70-2, which changed the name from the Micronesian Teacher Education Center to the Community College of Micronesia, operating as a community college serving the Trust Territory. According to the CCM "Report of Institutional Self-Study":

This act of changing the name was, however, the result of many years of planning toward an institute of higher learning within the Trust Territory. Although in the early years it had proved more feasible to send students away for postsecondary education, by 1967 stronger consideration was being directed toward a Territory wide institute for higher education. In 1967 the Stanford Research Institute report

⁸¹Lorenzen, 2.

directed attention toward the need to plan for such a school in Micronesia.⁸²

Evidently the change in the name from junior college to community college was a random act. According to Samuel Betances:

Neither the Secretary of Education nor the High Commissioner thought that by the simple act of calling a two year academic, post secondary institution a 'community college' instead of a 'junior college' that they would be creating monumental administrative headaches for the leaders of that institution.... It became an impossible task for CCM to live up to its name as a 'community college'. Efforts to prove to accreditation agencies the contrary has spread meager resources across the region.⁸³

In the late 1960s no accreditation plan was in place for CCM.⁸⁴ Problems arose in the relationship between the University of Hawaii staff and the Department of Education staff at Trust Territory Headquarters. The Department of Education "maintained a low profile," provided "minimal leadership," had "nearly 100 percent staff turnover, and many individuals were determined to 'flex their muscles' in an

⁸²Community College of Micronesia, "Report of Institutional Self-Study, 1975," VI-4.

⁸³Betances, "Higher Education in the Pacific Islands of Guam, Micronesia, American and Western Samoa" based in part on interviews with Len Kaufer and Fred Young, 24-25.

⁸⁴Lorenzen, 22.

effort to establish self-realization." ⁸⁵ Commissioner Yarberry at Trust Territory Headquarters issued a memorandum giving the district director of education authority for the "administration of all government educational programs in his district," specifically including MTEC.⁸⁶ "The effect of this memo nullified many of the most effective tools the University had for developing and upgrading the MTEC program."⁸⁷ The University of Hawaii had been able to operate without some of the constraints of government regulations and without a concern for local politics in selecting participants and personnel.

Only four students from the Northern Mariana Islands were enrolled in CCM as students by the spring of 1970, and seven enrolled in spring 1971. The resident campus was located in Quonset huts in Ponape, a lower standard of living than that which the Northern Mariana Islands teachers (CCM students) were used to. The intention had been to have five Micronesian administrators and/or instructors by 1970-71 to work with the expatriate educators. Of the proposed Micronesians,

⁸⁵*Ibid*, 5.

⁸⁶Commissioner Yarberry memorandum to TT district directors, 19 August 1969.

⁸⁷Lorenzen, 34.

however, three changed their plans, and because of a lack of housing, it was difficult to recruit Micronesians from outside Ponape.⁸⁸

There were serious problems with CCM. These were highlighted in 1977 by the following series of recommendations from CCM graduates:

1. The college should seek accreditation status as soon as possible.
2. Improve sanitation problems in the cafeteria and the dormitories.
3. Cooks should go through periodic Health Examinations and also wear white uniforms.
4. Offer more courses in Psychology, Sociology and other humanities.
5. Course requirements should be stable. Curriculum Committee should see to it that requirements for A.S. Degree candidates do not change all the time.
6. Curriculum Committee should be more organized and flexible.
7. Recruit houseparents who could understand and speak English well.
8. Purchase a school bus for students' use.
9. Provide more student activities, clubs, dances, etc.
10. Security of the dormitory occupants and their property should be one of the priorities.⁸⁹

During the Spring of 1973, CCM received its renewal of Candidate for Accreditation Status from the Western Association Accrediting Commission for Community and Junior Colleges. Initial associate degrees were awarded by CCM in elementary, secondary, vocational, and special education, as well as in business and nursing. As of 1973 approximately 150 Trust Territory students had enrolled in CCM. Many teachers from the NMI knew that they eventually wanted to achieve bachelor's degrees, and they believed that the credits they earned

⁸⁸*Ibid.*, 14.

⁸⁹"CCM Graduates Follow-Up Study, 1977."

should be transferable to another college. However, if CCM could not become accredited, credits received from that college would not be easy to transfer. CCM was striving for accreditation but faced many obstacles. In 1973 the Accreditation Association identified the institution's major needs as:

1. A clear concise statement of mission, including philosophy and objectives;
2. An educational master plan;
3. Coordination with other TT higher education institutions;
4. An annual audit;
5. Improved leadership and administrative organization;
6. A plan for quality control and evaluation;
7. Introduction of a core of general education requirements;
8. Replacement of dormitories.⁹⁰

CCM attempted to meet as many of these eight requirements as possible including having an on-site program and extension programs in each district. The limited budgets of the TT government and Congress of Micronesia were not sufficient to fully support CCM. One complication concerned supporting an extension coordinator in each district. The NMI had a variety of people coordinating CCM matters, in addition to their other duties. The Marianas director of education (DOE), in justifying the need for a CCM-funded extension coordinator within the NMI, wrote:

Without such a person, the success of an in-service degree program is jeopardized for the following reasons:

⁹⁰Leonard Tuthill and Reed Buffington memorandum to Accrediting Commission for Community Junior Colleges, 18 April 1973.

- A. This district is severely short of personnel and funds. To assign a person to handle the full-time job of coordinating an on-going extension program would mean curtailing some presently on-going activities in curriculum development and pilot projects. [The] lack of substantial participation from this district in CCM programs is not due to lack of interest on our part; rather it is due to insufficient staffing.

- B. It is recognized that this district has a wealth of dormant resources at its disposal in the event a large-scale degree program were to be initiated.... However, it would involve the full time commitment of one key person to organize these resources into a viable extension program effort.⁹¹

In 1972 Roger Ludwick of the Northern Mariana Islands Department of Education requested CCM for 81 complete course outlines for courses he identified as those the Northern Mariana Islands might want to offer: "We would like to take the course outlines for the subjects offered at CCM and write them up in packet form so our teachers can work on them at their own speed."⁹² While this idea fit into a plan for a contract system for teacher education in which teachers would not take courses but would meet course objectives, it met no response from CCM.

Participation by the Northern Mariana Islands with CCM began to dwindle. In the CCM Summer Extension Program for 1974, the Marianas had four course sections compared with nine in Yap, 22 in Palau, 25 in

⁹¹Jesus M. Concepcion, Marianas District Director of Education, to Director, Community College of Micronesia, 25 September 1974.

⁹²Roger Ludwick to Fred Young, Coordinator of Extension Services CCM, 21 November 1972.

Marshalls, 46 in Truk, and 97 in Ponape.⁹³ These four courses were initiated by the Northern Mariana Islands and taught by qualified people living in that area.

One influential matter concerning higher education in 1977 was the Harlan Report. It recommended that the Northern Mariana Islands, regardless of its future status, be part of the College of Micronesia. The U.S. Congress had earmarked \$8 million for construction and other support of the College of Micronesia. Douglas Harlan, former aid to U.S. President Ford, had been hired by the Department of Interior to conduct the study to establish if CCM would receive the aid. Perhaps if CCM had received the funding, improved facilities and programs, and become accredited, the Northern Mariana Islands would have joined with them. But, President Carter decided to follow the recommendations contained in the Harlan report and delay providing aid to CCM until the entire system of education was improved in Micronesia.⁹⁴ The United States had set up the system taking control of education away from the islanders.

In my opinion, Harlan's view that: "In Micronesia, the demand for college education is relatively high, but the demand for college graduates is very low" anticipated a traditional four year college.⁹⁵

⁹³Richard A. Moore, Dean of Instruction CCM, memorandum to Director, CCM, 26 June 1974.

⁹⁴President Jimmy Carter letter to Chairman Henry M. Jackson, Senate Committee on Energy and Natural Resources, 20 July 1977.

He did not seem to consider the possibility of a unique community college designed to meet future changing needs. He cited uncertainty about the political future of Micronesia with "so many basic issues unresolved" as a reason not to assist a developing Micronesian College.⁹⁶ This would seem to strengthen the idea that since the NMI had become a Commonwealth a college would be supported.

No one from the Northern Mariana Islands was enrolled at CCM in 1977, and the Northern Mariana Islands were making no financial contribution. When a new fee schedule was proposed allowing CCM to take advantage of Basic Education Opportunity Grants (BEOG) through the United States system, Don Smith, who was responsible for coordinating NMI courses, replied that the cost would be "prohibitive for our people" and that it was "highly unlikely, because of the cultural and geographical proximity of the University of Guam, that the Marianas will ever offer a large-scale CCM extension program."

The Northern Mariana Islands never made an official statement that it was no longer part of CCM. The split seems to have been assumed by both governments when the Northern Mariana Islands became a Commonwealth. In 1981 I asked Len Kaufer, who was acting chancellor in 1978, to clarify what had happened:

At the time of the formation of the College of Micronesia under its own Board of Regents, the Northern Mariana Islands were well into the

⁹⁵Harlan, 4.

⁹⁶*Ibid.*, 2.

process of changing from a former district of the Trust Territory into its new status as a Commonwealth of the United States of America. Such being the case, there was no representation on the Board of Regents from the Northern Mariana Islands, i.e. Section 3 (1) of the Trust Territory Public Law 7-62 which established the College of Micronesia did not apply to the Northern Mariana Islands...⁹⁷

In 1979 I had a meeting at my house to talk with teachers⁹⁸ who had attended CCM and could compare it to other institutions from which the Northern Mariana Islands had received higher education assistance. I inquired as to whether the Northern Mariana Islands should join with them again. In general they felt they had received a good education, applicable to their teaching situations. They said that the poor facilities in Ponape, the food, poor advertising, and the low status of the degree were the main reasons people in the Northern Mariana Islands would not attend.

HIGHER EDUCATION IN THE NORTHERN MARIANA ISLANDS

The Northern Mariana Islands, as part of the Trust Territory, were therefore part of the higher education system established by the Trust Territory Government as discussed earlier. NMI students received financial aid to attend college. Clair Howard, coordinator of teacher education for the Northern Mariana Islands, directed the CCM extension

⁹⁷Len Kaufer memorandum to Kit Porter, 30 October 1981.

⁹⁸In attendance were Jovita Masiwemai (CCM 1969-1971), Juan Tenorio (CCM 1971-1973), William Macaranas (CCM 1972-1974), and Jose Limes (CCM 1971-1973).

campus on Saipan. Although Howard initially worked with CCM, at some point he stopped working with them and began offering courses through the University of Guam instead. Don Smith, math specialist who added teacher training to his duties when Howard left reported that Howard had explained:

We just decided we were going our separate ways, and politically we decided not to go along with the programs. There was a certain snobbishness involved. The Marianas thought they were further along than everybody and a lot of the courses offered by CCM were beneath what was actually needed by the Marianas.⁹⁹

Smith was already familiar with CCM when he took over Howard's responsibilities, because he had moved to Saipan from the district of Truk, and there he had helped to set up the CCM Truk extension office. In the Northern Mariana Islands, he used CCM to offer courses he could not get approved through the University of Guam (UOG). Smith would send CCM the credentials of the teachers and related course material, and CCM would certify the requested courses. According to Smith: "We never received any funding from them and we were not interested in taking part in any of their programs."¹⁰⁰ Because of agreements between CCM and the University of Guam, the courses could then be transferred into UOG.

With the signing of the covenant agreement between the U.S. and the Northern Mariana Islands in 1976 teacher training took on added

⁹⁹Donald Smith. Interviewed by Kit Porter, 3 March 1991.

¹⁰⁰*Ibid.*

importance as people aimed to meet U.S. standards and, eventually, to secure accreditation for the schools. According to a Northern Mariana Islands Department of Education proposal in September 1976 "about 165, 89% of the teaching force, in the Marianas ... [lacked] adequate skills and post-secondary background to efficiently serve students."¹⁰¹

Trust Territory Code Title 41, section nine placed the responsibility for teacher training with the Trust Territory Department of Education. The Northern Mariana Islands had not received Federal funds sent to the Trust Territory government for that purpose since 1972.¹⁰² These had gone to CCM. All Northern Mariana Islands teachers were kept on payroll over the summer and were paid to attend summer courses on Saipan as arranged for by the Northern Mariana Islands Department of Education. Since there was no direct support for teacher training, planning was difficult, and each year last minute funds had to be located--usually from Federal programs such as Title I, Title VII, Special Education, Vocational Education and CETA. Up until 1976 Federal programs were applied for through the Trust Territory. Some required that training be provided and others gave direct funding to outside colleges and universities to deliver training.

¹⁰¹Mariana Islands Department of Education and Northern Marianas Community College, 6.

¹⁰²Mariana Islands Department of Education testimony hearings on Bills 6-1975 and 96-1975, February 1976.

The NMI legislature expressed its concerns about higher education early. On 12 November 1975, the Fourth Mariana Islands District Legislature passed Resolution 98-1975 asking the NMI District Administrator to "speed up" training for teachers. On 14 November 1975, in anticipation of Commonwealth status, the same legislature passed Resolution Number 86-1975 asking the NMI District Administrator to investigate the feasibility of establishing a community college in the NMI suggesting that a community college be a branch or extension of the University of Guam. No funding accompanied these resolutions.

Francisco Ada, the district administrator, sent detailed responses to both resolutions to the district legislature. Ada's responses included a plan for speeding up the teacher training program leading toward establishing a local college in conjunction with the University of Guam. He reported that, "in the past twelve months, twenty University of Guam accredited courses [had] been offered on Saipan, serving 308 enrollees, for a total of 976 credit hours."¹⁰³ It also noted that not all teachers could meet University of Guam entrance requirements. Ada requested a one year budget of \$54,283.80 for contracting courses and administration and \$394,064.80 for a five year period. The \$10,000 appropriated by the legislature just barely covered a summer program and did not support an ongoing relationship. Don Smith searched for support for teacher training. He learned from reading the U.S. Federal Register that an existing college was needed in order to be eligible for most higher education funding programs:

¹⁰³Francesco Ada to NMI District Legislature, 13 February 1976.

It was decided that if we could de facto establish a college that we would be eligible for some of these grants and funds.

So I went to Erwin Canham with these ideas, and he saw nothing wrong with it. He said, well we can go ahead and proclaim it de facto and then go to the legislature and get them to eventually legislate it into law, which is what you [referring to Kit Porter] eventually did. So I drafted that proclamation and then he signed it. There was a press release and that was about as far as it went.¹⁰⁴

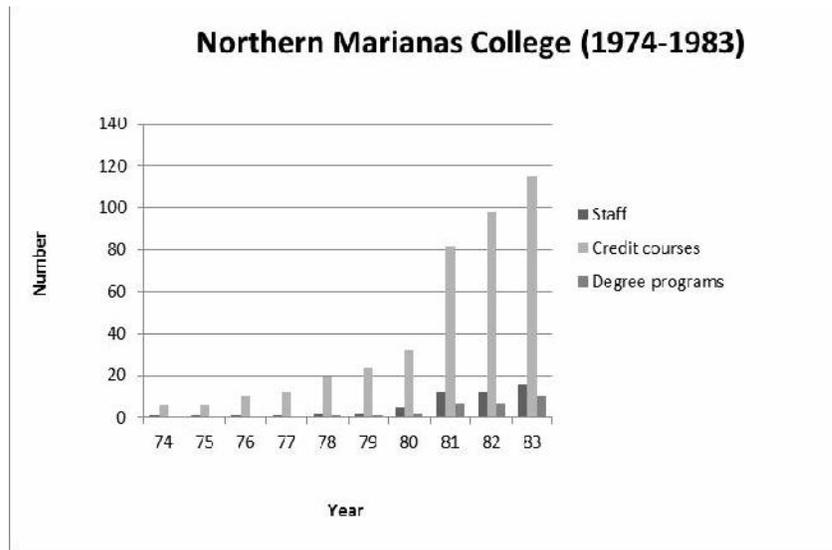
On 23 August 1976 Erwin Canham signed a "Proclamation Establishing the Northern Mariana Islands Community College" (Appendix C-1). The acting director of the college was authorized to "negotiate in good faith, and execute binding formal agreements with other institutions of higher learning....." The Marianas director of education was publicized as acting director of the college until staff positions were funded.¹⁰⁵

NORTHERN MARIANAS COLLEGE

Northern Marianas College now officially existed, and it is at this point that I will change focus to three potential negotiation situations--one at each stage of the college's development. The college would experience continual growth between 1974 and 1983 as illustrated on graph below showing the increases in number of courses offered, number of degree programs available and number of college staff members:

¹⁰⁴Donald Smith. Interviewed by Kit Porter, 3 March 1991.

¹⁰⁵"N. Marianas Community College Proclaimed," *Marianas Variety News and Views*, 25 August 1976, p. 2.



The stationery in use between 1974 and 1983, shown on the next page, also illustrates NMC's growth and the stages of development. The 1974 - 1975 letterhead (a) shows close ties with the University of Guam, "University of Guam: Saipan Off-campus Program Center." Another letterhead (b) was used for more general higher education purposes. Figure (c) reflects the signing of the proclamation establishing a college in 1976. In 1979 alterations were made to indicate an independent postal box and phone number (d). The 1981 executive order caused a more official looking letterhead (e). The 1983 legislation resulted in a name change and an emblem to represent the college (f).

UNIVERSITY OF GUAM
SAIPAN OFF-CAMPUS PROGRAM CENTER
Marianas District Department of Education Tel: 9812/9311

1974-19



Higher Education Office
Marianas Department Of Education
Saipan, CM 96950

1975

GOVERNMENT OF THE NORTHERN MARIANA ISLANDS
Office of the Director
NORTHERN MARIANAS COMMUNITY COLLEGE.*
Saipan, Mariana Islands 96950

1976

NORTHERN MARIANAS COMMUNITY COLLEGE
BOX NMCC
SAIPAN, CM 96950
PHONE - 7312

1979

NORTHERN MARIANAS COMMUNITY COLLEGE
BOX NMCC SAIPAN, CM 96950
TELEPHONE 7312

OFFICE OF THE DEAN

1981



NORTHERN MARIANAS COLLEGE

BOX NMCC, SAIPAN, CM 96950
Phone: 7312

1983

CHAPTER IV
EARLY DEVELOPMENT
THE UNIVERSITY OF GUAM

This chapter explores the early development of Northern Marianas College (NMC) and the attempts of the Northern Marianas Department of Education to form a relationship with an established college or university. It focuses on the negotiations between representatives of the Northern Marianas Islands (NMI) and the University of Guam toward establishing a branch campus of the University of Guam within the Northern Mariana Islands. Negotiations took place with other universities and colleges such as the University of Hawaii, Guam Community College and San Jose State University and these could have been a topic of this paper. To many people, particularly government officials in Washington D.C., it made sense to have the University of Guam provide for the higher education needs in the Northern Mariana Islands. My initial efforts also reflected that attitude. I believed, in 1976, that if a relationship with the University of Guam could prove adequate, development of a college in the Northern Mariana Islands would not be necessary.

BACKGROUND INFORMATION: THE UNIVERSITY OF GUAM

The University of Guam (UOG) was started, as most U.S. Pacific colleges were, with the goal of training teachers. It opened in June

1952 to provide two-year teacher training to 192 students, mostly elementary school teachers. Named the Territorial College of Guam, it was administrated by the Department of Education of the Government of Guam. According to Camano, issues concerning the college's inception in Guam centered on expense. Would it be worth the cost and work? Would the Quonset hut location be a source of shame to the Guamanians who wanted to have an American appearing university?

Ohio State faculty assisted with the start up of the college and agreements were established for the transfer of credits between the institutions. Major marks of progress were made in 1959 when UOG received accreditation as a junior college and in 1960 when the college relocated to a 126 acre site. The first four-year degrees in education were awarded to four people in 1962 with 26 students receiving Associate of Arts (A.A.) degrees. In 1963 the governance authority shifted to a board of regents and the college received its first accreditation as a four-year college from the Western Association of Schools and Colleges. The Guam legislature changed the institution's name from the Territorial College of Guam to the University of Guam in 1968. In 1971, the university had approximately 2,000 students and 178 faculty members.¹⁰⁶ The United States Congress designated UOG a Land Grant institution in 1972. The government of Guam provided roughly 80 percent of the support for UOG. From its inception, this Guam institution served as a training center for Micronesians. It was not funded for this purpose, however, and this role was not one of the

¹⁰⁶Carano, 30-33.

official goals of the university. Special programs for Micronesians were contracted on a fee-for-use basis.

In 1974, in an effort to make UOG more regional, President Yamashita issued a proposal to establish a "Language and Area Studies Center of Micronesia and the Adjoining Islands." Resulting from this proposal, the Micronesia Area Research Center (MARC) was formed as part of the University of Guam and functioned as a center on Micronesian issues. By 1977 spring term UOG enrolled 1,141 Guam residents, 425 Trust Territory students, and 630 students from 26 foreign countries. Sixty percent needed remedial assistance.¹⁰⁷

Although the president of the University of Guam was Guamanian during the period of this study, in the 1960s and 1970s UOG had a predominantly American faculty. Instructors taught in English--an obstacle for Micronesian students, which did little to relieve the racial tensions on campus between the Chamorro students from Guam and the students from the then Trust Territory. In most cases, Northern Mariana Islands' students spoke English as a second language while the Guamanians were native English speakers. Later opportunities for negotiated agreements between the Northern Mariana Islands and Guam would frequently be complicated by past resentments of people who had obtained leadership positions and had attended UOG. Reportedly, the predominantly Guamanian students of the University of Guam had:

¹⁰⁷Floyd Takeuchi, "'Quality Education' UOG Party," *Pacific Daily News*, 21 July 1977, p. 14A.

a group to poke fun at and ridicule: the T.T. students.... The Chamorros have a status which the visiting students from Micronesia want: American citizenship... The T.T. students add to the drama of group conflict with the other groups. Psychologically, they give the Chamorros a false sense of pride, since after all, the people of Guam can claim, 'those Trust Territory people are not as good as us.'¹⁰⁸

A 1980 report noted that Guam has a, "heritage from Guamanian attitudes of longstanding that have discriminated against their neighbor islands."¹⁰⁹

Guam in the 1970s and 1980s was the home of the largest U.S. military base in the Pacific and had become more developed in terms of such measures as numbers and types of buildings, businesses and community services than any of the other islands of Micronesia. Accordingly, Guam's resemblance to U.S. culture was extensive. For example, Guam had cable TV, a six-lane highway in addition to many paved roads, and the largest McDonalds in the world. In addition, Guam citizens boasted of numerous restaurants, night spots, and hotels to meet the needs of the major tourist industry. Crime and traffic accidents were frequent.

GUAM, THE NORTHERN MARIANA ISLANDS, AND THE UNITED STATES

Chapter II provided some of the historical context for the relationship between Guam and the Northern Mariana Islands. Beyond the historical and cultural relationships, two additional issues were

¹⁰⁸Betances, 7.

¹⁰⁹Mason, "Western Pacific Studies at the University of Guam," 35.

central to the relationship between Guam and the Northern Mariana Islands: 1) The view of Guam as the center of the Pacific, and 2) the discussion of the unification of Guam and the Northern Mariana Islands under a single U.S. government system.

The first U.S. move toward making Guam the center of the U.S. Pacific was during World War II. U.S. Naval Admiral Chester Nimitz designated Guam as the center of Pacific military operations. After WWII, the U.S. used Guam as the administrative headquarters for the Trust Territory until 1962, when the CIA moved from Saipan, and Saipan became the T.T. Headquarters. Even though Guam and the Northern Mariana Islands were both administered by the U.S., the Trust Territory administration continued to segregate the Northern Mariana Islands from Guam by restricting travel and trade. Guam was isolated from the rest of Micronesia, and this isolation bred misunderstandings and ignorance among many Guamanians concerning Micronesians.

In 1969 Guamanians voted against political reunification with the Northern Mariana Islands while the people of the Northern Mariana Islands accepted such a proposal. Not until after the Northern Mariana Islands achieved the benefits of Commonwealth status did various people in Guam and the United States seek to establish reunification in the 1980s. By this time, the Northern Mariana Islands saw no benefit in reunification, feeling that they actually had a better arrangement with the U.S. than did Guam.

At times, Guam and the Northern Mariana Islands appeared to be acting like children, jealous over who had the most attention or best

arrangement with the parent, the United States. Many of the policies of the United States inadvertently furthered the "favorite child syndrome"¹¹⁰ as the islands competed with each other for Federal funds and the individual programs were compared and discussed jointly by Washington D.C. officials. These same officials who saw an advantage to joining the islands and allocated Federal money requiring them to participate in joint activities, established regulations and funding policies that resulted in the islands being forced to compete and thus resenting each other more and avoiding cooperation.

An example of this is the May 1980 Territorial Omnibus legislation, which had been introduced by Representatives Burton and Won Pat to join Guam and the Northern Mariana Islands. This legislation passed the U.S. House and was sent to the U.S. Senate. The Northern Mariana Islands officials had not been consulted or notified about this legislation and were furious. Acting House Speaker Attao cabled Burton that if the legislation passed credence would be lent to the United Nations charges that, "the peoples of Micronesia-- particularly of the Northern Mariana Islands--are being annexed by the United States against their desires and wishes and in violation of its

¹¹⁰In traditional Chamorro culture in both Guam and the Northern Mariana Islands, parents would sometimes pick a child to have the favored role in the family. This practice was called *kirida*. Chamorros on both islands also had a keen sense of competition called *champada*. (Porter, 7&15)

sacred trust."¹¹¹ Another example is the Territorial Teacher Training Program funded by the United States that had regulations requiring the territories to submit competing proposals for the funding rather than submit cooperative plans.

There were constant references in the press comparing which islands got which amounts of money from the United States. For example, one headline read, "Guam Sacrificed for Other Islands,"¹¹² and went on to quote Assistant Interior Secretary Pedro Sanjuan as saying that capital improvements project of Guam, American Samoa and the Virgin Islands had been eliminated in order to fund a new hospital in the Northern Mariana Islands and new capitols in the Trust Territory. This mood of competition worked against cooperative college and university efforts.

THE NORTHERN MARIANA ISLANDS ENVIRONMENT

The mood in the NMI in the 1970s was one of excitement at joining the "American family," as displayed by frequent press attention. A 39 member Northern Mariana Islands Constitutional Convention started meeting in November 1976. The major issues discussed at these meetings revolved around Carolinian representation, the roles of Rota and Tinian, the size of the legislature, salaries of the legislators, the make-up of the executive branch on Rota and Tinian, land alienation,

¹¹¹*Pacific Daily News*, 25 May 1980, p. 3.

¹¹²*Pacific Daily News*, 26 February 1982.

the right to bear arms, and criminal prosecutions.¹¹³ Often, the Rota and Tinian delegates would walk out, but eventually compromises were reached, and the governmental structure of the Commonwealth was established. The Fifth Northern Mariana Islands Island Legislature, and the last before Commonwealth status would take effect, convened on 10 January 1977. On the same day, the Seventh and possibly the last Congress of Micronesia convened on Saipan's Capitol Hill, without representation from the Northern Mariana Islands.

In 1976 the spacious \$10.5 million dollar Saipan International Airport replaced the old sheet metal terminal at Isley Field. The airport served as a symbol of what leading Saipan officials expected Saipan to become. Leaders hoped that with the new airport the Civil Aeronautics Board would decide which U.S. airline would be awarded the route between Japan and Saipan and that Japan Air Lines would be allowed to implement landing rights authorized in 1970. Frustration often ran high as disagreements between the United States and Japan kept Saipan from having the transportation system it wanted. Many islanders were reminded of when they were caught between Japan and the United States in WWII. Good transportation was perceived as critical to the future of Northern Mariana Islands' prosperity. Regular flights finally commenced in October of 1977, opening up the Northern Mariana Islands to tourists and increased trade. Guam and the Northern Mariana

¹¹³Cisco Uludong, "Constitution Presented To People," *Marianas Variety News and Views*, 1976, 1-2.

Islands began competing for Japanese tourists and the Northern Mariana Islands were winning--their older population spoke Japanese, knew Japanese culture and harbored somewhat less animosity for the Japanese than did the Guamanians.

EFFORTS TO ESTABLISH A BRANCH CAMPUS PRIOR TO 1976

As early as 1974 the Northern Mariana Islands Department of Education was negotiating for teacher training courses separate from those offered through the Trust Territory. During the summer of 1974, the University of Guam contracted seven such courses to be offered on Saipan, as arranged by the NMI Department of Education. A confidential questionnaire issued after the 1974 summer University of Guam Extension Program on Saipan indicated overall satisfaction with the program by students taking courses in the Northern Mariana Islands. All of the students indicated that they would participate again, while almost 90 percent said they had "grasped the main concepts,"¹¹⁴ and would recommend the instructor to teach again.¹¹⁵ These students supported what the Northern Mariana Islands Department of Education was negotiating to achieve--a branch campus.

¹¹⁴This was one of the questions on the form. The responses are the students self evaluation.

¹¹⁵One hundred percent said the four week program was not long enough to absorb the content of the course to their satisfaction. Nine people withdrew, for the following reasons: one couldn't afford it, three felt they couldn't pass, and five needed to prepare for school.

There was some concern about using UOG, however, as courses offered in the Northern Mariana Islands were limited by UOG admission and placement policies. In 1974 the only courses which most of the teachers were eligible to take were remedial English and math. The admission policies of UOG required four placement tests¹¹⁶ that placed students in different levels of remedial English and math; this identified them as "Restricted Students" and allowed them to select from few courses until "their deficiencies in communication skills are corrected."¹¹⁷ The result was that the majority of teachers in the Northern Mariana Islands could not progress toward a degree, because the University of Guam policies allowed them only to take English (four levels) and non-credit courses until they tested at a satisfactory English level. The teachers needed to improve in English, but they also needed to understand the other subjects they were teaching, and some educators became bored and frustrated that they were only allowed to take English.

Following the successful summer courses, the Northern Mariana Islands Director of Education, Jesus Concepcion, decided to begin serious negotiations to establish "an extension program on Saipan culminating in an Associate of Liberal Arts Degree."¹¹⁸ Because course

¹¹⁶Michigan Aural, California Reading Test, Standard English Recognition Test, and Composition Speech Test.

¹¹⁷"UOG Restricted Student Enrollment Policy," 1975.

planning had been done with the Off-Campus Programs Director, Christine Fredericks, he wrote her with a list of questions asking for course plans and a tentative budget. This letter set off a series of letters to establish who had the authority to negotiate such an agreement. The UOG Academic Vice President responded that before discussions of "a more formal nature resulting in specific agreements," could take place the appropriate authorities in the Trust Territory Government would have to write "the president of the University of Guam via the governor of Guam requesting that we provide any educational assistance desired."¹¹⁹ Concepcion did not want the Trust Territory involved and asked the NMI District Administrator, Frank Ada, to write. Ada responded with a letter to Guam Governor Bordallo "requesting your official permission for the Marianas District Department of Education to negotiate specific agreements for further services with appropriate officials of the University of Guam."¹²⁰ Rudolph G. Sablan, Acting Governor of Guam, responded by noting the limited resources of the University of Guam and the need for the Northern Mariana Islands to use the "self-sustaining University Off-Campus Program Center" and granting

¹¹⁸Jesus Concepcion, NMI Director of Education, to Christine Fredericks, Office of Off-Campus Programs, UOG, 12 December 1974.

¹¹⁹Lynn W. Lindeman, Academic Vice President, to Jesus Concepcion, 10 January 1975.

¹²⁰Francisco C. Ada, Marianas District Administrator, to Guam Governor Bordallo, 24 January 1975.

"official permission for the Marianas District Department of Education to negotiate specific agreements for further services with appropriate officials of the University of Guam."¹²¹ Once it was established that the NMI Department of Education could make commitments directly with the University of Guam, serious negotiations began. The actual work was between Clair Howard and Christine Fredericks, both Americans, who shared the belief that an agreement would be of benefit to both sides. Frederick's response to the Northern Mariana Islands Department of Education is indicative of the issues being explored:

- Q. Can local qualified teachers be used as instructors?
- A. YES. They would go completely through our process for certification. No new positions would be created unless legislative action recognized the Saipan Extension as a branch for separate funding. All local instructors must be paid by us if they are teaching UOG courses for credit.
- Q. Can University professors work for us while on sabbatical?
- A. Divided opinion. As off-campus limited term, part-time hire, my response is that we could hire their replacement while they are used in Saipan. It is possible that Gov Guam [Government of Guam] payment cannot go to professors on sabbatical. It seems the mechanics should be able to be worked out. But for now, "NO" is a more honest answer.
- Q. Can University contribute some position to personnel salaries?
- A. NO.
- Q. Does the University have access to Federal funds that could be used to pay professors' salaries?
-

¹²¹Rudolph G. Sablan, Acting Governor of Guam, to Francisco C.

A. NO. It seems Saipan might submit a proposal for Federal funds, however.

Q. Can the University assist with travel funds?

A. NO.

Q. Can work-study and other kinds of supplemental funding be used by the individuals in this program?

A. NO. Our work-study funds are locked in locally with Federal stipulations.

Q. Can participants in our program use the course waiver procedure and/or the credit-by-examination procedure?

A. YES.¹²²

Fredericks estimated that the cost for a 12-month program in the Northern Mariana Islands with three instructors, 25 classes and 100 students per semester would be \$66,155, with the Northern Mariana Islands providing at additional cost transportation between Guam and Saipan, housing of instructors, classroom space, desks, files and duplicating for instructors.

Although Fredericks answered the questions quite clearly, she attached letters giving different opinions. One dean responded, that the University Academic Affairs Committee would need to judge what was a worthwhile sabbatical project for professors; that all university students could qualify for work study; and that the university could administer the program within its existing structure. He added, "Don't saddle the teachers with another layer of management. Leave them free to teach and innovate as the circumstances warrant."¹²³

¹²²Christine Fredericks to Clair Howard, Coordinator of Teacher Education, 9 January 1975.

¹²³Don Worsencroft, Dean of UOG College of Arts and Sciences.

An additional letter from the Director of the Community Career College suggested a pre-college center for English, speech and math using local teachers (who would not need to be certified by the University of Guam) and preparing students for the Associate of Arts Degree.¹²⁴

The fact that Fredericks openly shared the conflicting views at UOG was interpreted by Don Smith as a demonstration of the degree of trust between the two negotiators. However, this was the first indication, not heeded at the time, that the university of Guam would be unable to establish one system for working with the Northern Mariana Islands that would be respected by all elements of the university.

Discussions continued at this level and roughly a year later Ada authorized Isaac M. Calvo, NMI Director of Education, as the official negotiating agent for the Marianas District in dealing with the University of Guam. Calvo signed the agreement for twelve 1976 summer courses, approved by Marianas District Administrator. It was then signed by the president of the University of Guam with an attached memo saying, "Approval by the Governor is not required in this specific instance. Caveat--the only proper legal party to execute such an agreement is the President of the University of Guam, not the Off-Campus Program Director."¹²⁵ UOG legal council further clarified:

¹²⁴Pat Garrett, UOG Community Career College.

¹²⁵Charles Stake, Legal Council, to UOG President, 25 December 1975.

from the viewpoint of the University's interests it is legally unnecessary in this particular case to obtain the approval of the Attorney General and the Governor. While there is, of course, nothing unlawful about including approval of the above parties, it sets a precedent which may impair the already limited autonomy of the University. Where the President himself has the legal authority to execute agreements, he is advised, for the sake of efficiency and autonomy, to exercise this authority without the inclusion of additional signatories.¹²⁶

In February Governor Bordallo wrote Francisco Ada, saying that Dr. Lynn W. Lindeman would be responsible for preliminary negotiations, with Dr. Yamashita, President of UOG, "authorized to serve as the official agent for the Government of Guam, relative to higher education, in contracting with the Mariana Islands District."¹²⁷ The level of negotiation was now established as being between UOG and the NMI Department of Education.

According to David Kuechle, there are stages through which successful negotiations must pass--rhetoric by both sides, identification of issues, exploration of positions, identification of objectives, shaping of parameters and establishing the essence of a settlement. These stages were in process, but only between the American representatives. Left out of the process were the local politicians, businesses with manpower needs, students, instructors,

¹²⁶20 December 1975.

¹²⁷Governor Ricardo J. Bordallo to Francisco Ada, 3 February 1976.

board members, accreditation association and other providers of higher education. Don Smith thought at the time was that if all these different parties were involved, no agreement would be reached.

Concurrent with the plans with the University of Guam, the Northern Mariana Islands Director of Education was considering other options. Director of Education, Isaac Calvo, sent letters to numerous colleges asking if they could provide higher education services to the Northern Mariana Islands.¹²⁸ Fifteen responded, asking for further information, providing general advice or proposing a course of action.¹²⁹ From a negotiation standpoint, there were mixed results from these actions. On one hand, these inquiries eventually provided the Northern Mariana Islands with options other than the University of Guam, and thus enabled negotiation from the strength of having other options. As long as UOG thought NMI had no other options, they would not adjust policies and procedures. On the other hand, some UOG personnel deeply resented other universities being invited to assist

¹²⁸Isaac Calvo, 6 February 1975.

¹²⁹The greatest correspondence was with: College of Idaho, Eastern Oregon State, Hawaii Pacific College, Honolulu Community College, Maui Community College, Oregon College of Education, University of Hawaii, Western Michigan University, San Jose State University, Chaminade College of Honolulu, and Cannon's International Business College of Honolulu.

and did what they could to discredit those institutions and CNMI representatives.

Records show that prior to Calvo's letters, Jesus Concepcion, Edward Pangelinan, Speaker Camacho and others had approached numerous institutions with ideas for providing higher education in the Northern Mariana Islands. Throughout the negotiations different members of the legislature and administration were contacting different institutions for information or assistance. In the face of so many people seeking information and assistance, some of these institutions became quite confused about with whom they should be working. Some, by the time I contacted them, ignored my inquiries altogether. During the research for this paper, I found responses and letters offering assistance that was unknown to me at the time.

By this point the essential elements of the negotiation situation, as defined by David Kuechle, were already in existence wherein: there were two or more interdependent parties; a shared belief existed in the benefits of working together over working alone, and the parties related to each other in the context of a continuing relationship. Concerns of each are shown in the following chart:

Early Development (before Proclamation)

Northern Mariana Islands

- NMI College was not a goal
- Aim: transferable courses
- Commonwealth status new
- Authority unclear
- Funding uncertain
- Difficult teaching conditions
- Desire branch campus of

University of Guam

- Newly established and growing
- Not designed to serve Micronesia
- History of on-campus training for Northern Mariana students
- Some staff and faculty desire to work in Northern Marianas

accredited college

- Responding to requests from NMI

Don Smith

Off-campus Programs

- Wants to offer courses helpful
- Seeking funds with UOG
- Investigating alternatives

- Director organized and
- Wants to provide courses
- Policies difficult but manageable

Overlapping objectives also existed. Both parties wanted to educate NMI students. The Northern Mariana Islands were complying with UOG policies and not asking for more than could be provided. The University of Guam had faculty who wanted to teach in the Northern Mariana Islands; contracts were being negotiated on a summer by summer basis. Negotiation problems were on a problem by problem basis and often reflected logistical or communication difficulties. Final agreement, however, was not being reached on a branch campus.

NORTHERN MARIANAS COLLEGE

IN 1967 AFTER HAVING BEEN ESTABLISHED BY PROCLAMATION

Little changed with the signing of the proclamation establishing Northern Marianas College (copy in Appendix B-1). No identifiable organization existed. The NMI Department of Education had created a name--not an organization. The college is summarized as follows:

Positions: - none established for college.

Staff: - Math Specialist, Don Smith temporarily assigned to coordinate teacher training.
 3/79 Kit Porter and Marcella Camacho
 - helpers assigned from other positions, usually a few teachers during summer.
 - help of secretary from another position when available.

Location:

- for administration, one desk and file cabinet in open office space of NMI DOE.
- for instruction, usually in classrooms. of the high school or junior high school. During the summer the majority of the school space was assigned for college courses.

Organization:

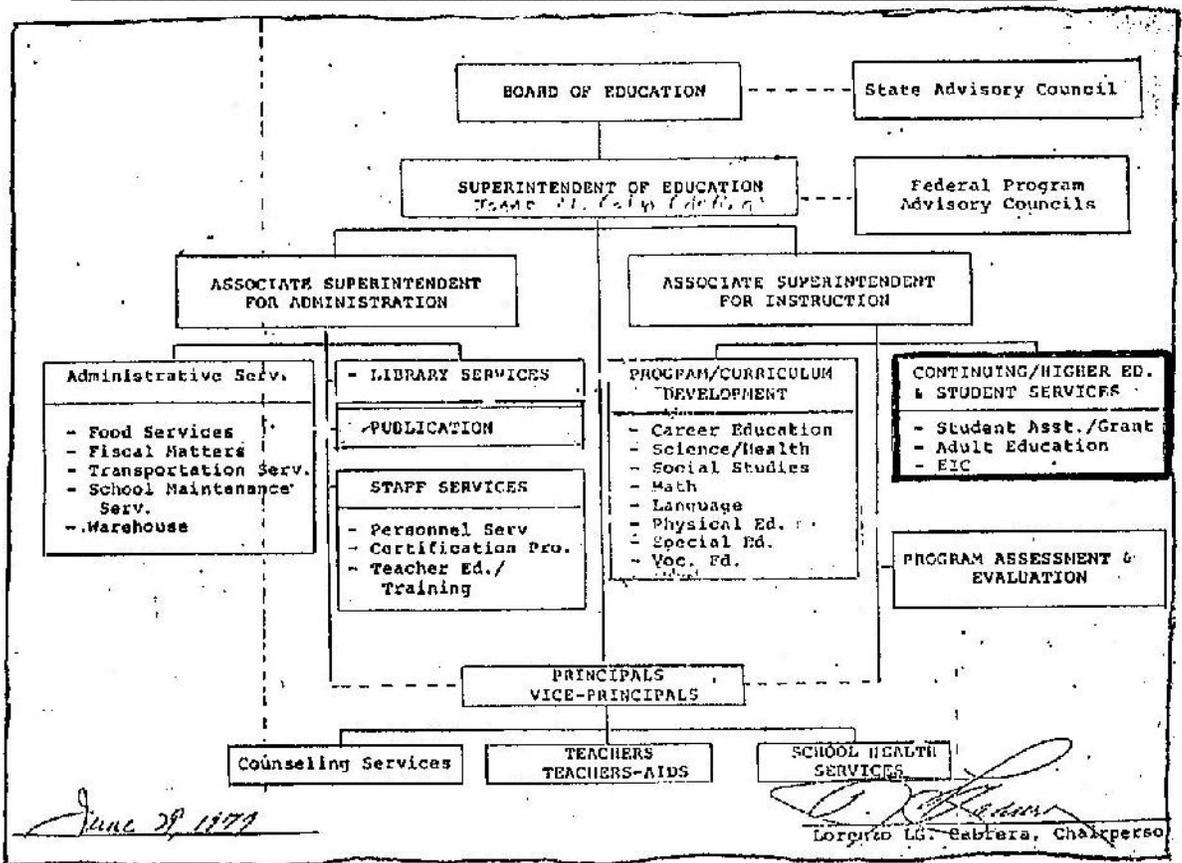
- Coordinator reported to the Curriculum Supervisor in the Department of Education who reported to the Superintendent of Education.

Funding:

- no budget from legislature or NMI DOE.
- students pay \$10 per credit, \$2 for registration.
- Federal programs support courses.

Programs:

- courses contracted on a needs basis for teachers or others when funding existed.
- coordination of courses arranged through Federal programs.



The previous organization chart of the Northern Marianas Department of Education shows the placement of this division to be called Continuing/Higher Ed.

Don Smith was named acting director, but this was not publicized. He used the title only in correspondence with the U.S. Department of Education when petitioning for funds. In actuality, he still sat at a desk among 20 or so others in the open expanse of the Northern Mariana Islands Department of Education. Helpers, usually a few teachers during the summer, were assigned from other positions during peak times when teachers enrolled in courses Smith had contracted from outside institutions. These courses met in the high school or junior high school buildings. A secretary would be available only when she had time from other duties. Smith reported to the NMI Curriculum Supervisor, Roger Ludwick, who reported to the Superintendent of Education. Smith continued in his official job as math specialist because no position could be established for him to coordinate high education--there was simply no budget. The students paid \$10 per credit and \$2 registration, amounts which did not cover the credit costs to the contracted institutions, let alone the salaries and expenses of visiting professors. The costs of air transportation, automobile rental, hotel accommodations, books, supplies and overhead were usually more than salary costs.

With the establishment of the college as well as the establishment of the Commonwealth, the negotiation objectives for the Northern Mariana Islands to begin its own system of higher education

distinct from the Trust Territory became much stronger. In this setting, Don Smith continued negotiations with UOG for a branch campus.

Just prior to leaving the island, Clair Howard had taken Don Smith to meet UOG officials. Smith happened to know already Gene Rogers, the Director of Admissions and Registrar at UOG. Because of their friendship, Smith was thus able to work out informally what was to later become a major problem for me, who did not have the same friendships as Smith--the placement of NMI students on a degree track.

According to Smith:

Gene Rogers [UOG Director of Admissions and Registrar] and I were real good friends on Truk. I know this isn't written down, but he told me he would accept any transcript evaluation that I did for UOG. So people would come into the office with a class here and there over the years, and I would evaluate it and place them on a degree track and Gene would sign it. He trusted my ability to evaluate the transcripts.¹³⁰

Smith also worked with the University of Guam's Off-Campus Programs Head Christine Fredericks. Smith described her as:

She was real easy to work with. She let us do our thing and did not mind if we talked with department heads or instructors on our own. If I were planning a trip I would tell her who I wanted to see and she would let them know I was coming. I would meet with the individuals with-out her. The program went very smoothly when she was running it.¹³¹

¹³⁰Don Smith. Kit Porter interviewed 3 March 1991.

¹³¹Smith, 1991.

Rogers, Fredricks and Smith were all Americans functioning from similar negotiation styles and trust in each other.

Smith's impression was that funding was the only element holding up a branch campus agreement between the University of Guam and the Northern Mariana Islands Department of Education. Numerous negotiation sessions had taken place to detail a working agreement. However no specific budget existed to support a branch campus in the Northern Mariana Islands and only 25.8 percent of the costs were paid by tuition.¹³² UOG approved six degree programs aimed at educators pursuing a degree on Saipan: Associate of Arts and Bachelor of Arts Degree programs in Elementary Education, Secondary Education, and Special Education. The plan included a review of courses taken and a placement of students within a degree program.

Toward the end of 1976, Northern Mariana Islands Director of Education, Jesus Concepcion,¹³³ made a trip to select a college with which the Northern Mariana Islands would form an educational relationship. Don Smith did not accompany Jesus Concepcion on the trip and does not recall being aware of the trip or its purpose. As far as Smith knew, Smith was representing CNMI in establishing a UOG branch campus. Concepcion visited the University of Guam, the Oregon College of Education in Monmouth, Oregon, the College of Idaho, and San Jose State Univer-

¹³²Smith, "Financial Report: Summer, 1976."

¹³³Isaac Calvo and Jesus Concepcion alternated over various periods of time as Director of Education for the NMI.

sity. Earlier correspondence with the president of the University of Hawaii had established that the University of Hawaii would not adjust admission testing or residency requirements, so the Northern Mariana Islands DOE had given up hope of a cooperative arrangement with UOH. Likewise, the University of Guam was not prepared to meet with the NMI Director of Education. Jesus Concepcion's trip report detailed plans made with each of the other colleges; however, this report was not distributed to those arranging for courses in the NMI.

Don Smith focused his attention on solving NMI's funding problem. Smith and another American, Stan Malkin, Dean of the UOG College of Education, after lengthy negotiations, put together a four year plan for a branch campus of the University of Guam in the Northern Mariana Islands and began efforts in seeking money from the United States Government to pay for the program.

A Northern Mariana Islands DOE proposal to train teachers was submitted to the Fund For Improving Post Secondary Education (FIPSE) on 4 January 1977 requesting \$375,000 over a three year period. The submittal made the following points:

Of the 186 teachers in the Marianas five have less than a high school education, 160 have a high school education, nine have AA/AS degrees, 11 have a BA/BS degree and 1 has an MA/MS degree. Thus 89 percent of our teachers have less than an AA/AS degree. This fact alone would not be too worrisome if our children were receiving a good education. But they are not. Time after time, standardized test scores have shown our children to be well below stateside

norms for all subject areas in all grade levels.¹³⁴

This plan sought to resolve this problem by requesting University of Guam to offer a year round program within the Northern Mariana Islands, composed of 40 courses with 20 teachers a year obtaining their A.A. degree. The proposal to FIPSI was not funded.¹³⁵

In January 1977 the University of Guam was seeking replacement for their president, Tony Yamashita, who had resigned. The "Higher Education Act of 1976" (Guam Public Law 13-104) had established the University of Guam as a nonprofit corporation under a seven member board of regents, increased in later legislation to a nine member board, and clearly placed the responsibility for selecting a president with the board. This was the first attempt to move the selection of the UOG president out of direct political control. The president of the University of Guam Board of Regents, commenting on the idea of UOG being a center of higher learning in the Pacific, said, "We should not sacrifice our resources to provide service to others at the expense of neglecting the people of Guam and their needs."¹³⁶ Negotiations for cooperative agreements between UOG and NMI DOE were moving ahead without board recognition or approval.

¹³⁴NMI Department of Education, "Proposal to Train Teachers."

¹³⁵Virginia Smith, Director of FIPSE, to Jesus Concepcion, 15 February 1977.

¹³⁶Mark Pangelinan. "Efficiency Yes: Empire No." *Pacific Daily News*, Sunday Scope, 1977.

Rosa Carter, a Guamanian, was named the president of University of Guam and the position of UOG Off-Campus Program Director was filled with Franklin Cruz, another Guamanian. Don Smith did not like working with Franklin Cruz:

He did not like working with hoales;¹³⁷ he wanted to deal with Guamanians or Saipanese or Islanders. There were all kinds of little squabbles going on [at the University of Guam], and I thought they might have been racial. Franklin Cruz only wanted to deal with Rosa Carter [Chamorro, UOG President] and not the hoale department heads. He wanted complete control and wanted to know exactly what was going on at any point. I had to coordinate through him, and he had to be there when I went to see anyone.¹³⁸

In June 1977 the University of Guam Board of Regents raised the non-resident tuition of the University of Guam. Prior to this raise from \$10 to \$25 per credit hour for non-resident students, the 124 Northern Mariana Islands students attending the University of Guam paid in-state tuition as mandated by Guam legislation. The Northern Mariana Islands Legislature's Committee on Social Affairs was upset with UOG for the tuition hike and immediately planned a trip to the mainland to select a different institution for NMI students to attend. Members of the NMI legislature went to Guam to meet with legislative members there and UOG officials. The NMI legislature passed a resolution requesting UOG to grant in-state tuition to NMI students.

¹³⁷Hawaiian word for foreigner.

¹³⁸Smith, 1991.

Oscar Rasa, a CNMI legislator, complained that the change had been made "without the input" of the NMI or the affected students:

UOG is the only institution of higher learning for the Western Pacific and one of its assets is the diversity the student body brings to the school. If they don't take pride in this fact and they don't give a damn about their welfare, we cannot in good conscience continue to encourage our students to go there.¹³⁹

He went on to say that UOG had used the presence of Micronesian students to justify many of the Federal grants they received and that he had sent a report on what was happening to the U.S. HEW Department.

The Congress of Micronesia and the Northern Mariana Islands legislature joined in their complaints over the tuition issue, as well as the other details such as the closing of the UOG cafeteria on weekends while disallowing students to cook in their dorms. The university was accused in letters to the editor¹⁴⁰ of not recognizing the cultural, ethnic and desired political ties of the Northern Mariana Islands and Guam. One editorial suggested UOG change its name to "University of North Pacific" saying that UOG needed to "develop rapport with the islanders in the Marianas" who could "help support UOG by taxes or through the Federal government." The editorial suggested that the trip by CNMI legislators to find another college had "opened our eyes" and "instead of fighting" we should work together.¹⁴¹

¹³⁹Oscar Rasa quoted in *Pacific Daily News*, 8 September 1977, 7.

¹⁴⁰*Pacific Daily News*, 6 September 1977.

The delegation of the Northern Mariana Islands legislature had visited 20 colleges and universities in Hawaii and the U.S. mainland and had found most institutions eager to have Micronesian students and to make tuition adjustments. One senator of the NMI, Senator Joaquin P. Villanueva, headed this delegation, saying that the Northern Mariana Islands should not look to UOG for assistance because it had "too many pressing problems."¹⁴²

On 29 November 1977, UOG students staged a demonstration concerning problems at UOG--90 percent of dormitory residents were Micronesians and the dormitories were deteriorating; dining facilities had problems; hot water was limited; the library was crowded and unsafe; no real sports facilities existed; and maintenance was poor.

I was on home leave during this controversy. I was not aware of it or the trip by the legislature. I did not know of the college administrators¹⁴³ who agreed to help establish a college in the Northern Mariana Islands until I did the research for this paper. Clearly, there were too many parties who were not communicating with each other, yet were negotiating to establish external assistance for a community

¹⁴¹"Why Not a University of North Pacific," editorial, *Pacific Daily News*, 21 October 1977, 39.

¹⁴²"UOG Students Point Out Problems, editorial, *Pacific Daily News*, 2 December 1977, 39.

¹⁴³Oregon Institute of Technology and Weber State College were two mentioned in the 2 December 1977, *Pacific Daily News*, 39.

college. The negotiations with the University of Guam that appeared to have started so smoothly did so because the parties involved were all Americans, had formed friendships, had the same goals, and did not have historic resentments.

On 27 October 1977 the Guam legislature passed legislation establishing a second college on Guam--Guam Community College (GCC). GCC was designed to be the island job training center and to offer job-skill training to individuals 16 years of age and over, granting high school and Associate of Arts degrees. The legislation placed the community college under a seven-member board of trustees and transferred the Vocational-Technical High School and University of Guam Community Career College to the Guam Community College. The existence of this college would eventually complicate the relationship between the Northern Mariana Islands and University of Guam although this was not apparent at the time.

Other issues surfaced as a closer campus relationship was being implemented in spite of funding problems. These included decisions regarding who would teach, the certification of local instructors, and the design of courses in order to meet the needs of the Northern Mariana Islands teachers. Numerous individuals in positions of authority in the Northern Mariana Islands had attended the University of Guam and held likes or dislikes for certain professors. Thus, there were disagreements about who had the final say on selection of professors--the Northern Mariana Islands, the Off-Campus Director or the UOG departments. An example of such bureaucratic ambiguity is seen

in a letter from the UOG Chairman of Communications Department, Tom Bruneau, to Don Smith. Bruneau recommended a speech teacher for the coming summer who he said could do an "equal or even better job" than the teacher the year before and says of the previous teacher that he, "... taught an excellent set of courses for you--from what I have heard. However, he did not inform the department of his selection of curriculum, etc. These are department decisions to be made by the entire staff here."¹⁴⁴

Northern Mariana Islands teachers and educational administrators were concerned that there was still no formal agreement between the University of Guam and NMI Department of Education. No agreement yet existed for the University of Guam to accept courses taken through other colleges and universities, and degree options were uncertain.¹⁴⁵

Around this time the seeds planted by Jesus Concepcion during his 1976 trip to select a cooperating college or university bore fruit. San Jose State University had taken him up on his ideas and submitted a proposal to Title VII to provide training in the Northern Mariana Islands. No one in the NMI had seen the proposal. This immediately caused a problem with the University of Guam. NMI Representative Ogumoro, who went to Guam to support the development of higher

¹⁴⁴Tom Bruneau, Chairman of UOG Communications Department, to Don Smith, 23 January 1978.

¹⁴⁵Joe B. Aldan, Principal of Tanapag School, to Assistant Director of Education, 30 March 1978.

education within the Northern Mariana Islands, wrote Don Smith of her meeting with UOG President, Rosa Carter, the Chief Fiscal Officer and Franklin Cruz of Off-Campus Programs. The purpose of the visit had been to discuss:

resident tuition, the establishment of a community college, and the status of Off-Campus Programs. Unfortunately, some of these questions were never discussed because Mr. Cruz had a hostile attitude toward our education administrators. He stated that University of Guam would not support the Northern Mariana Islands Off-Campus Programs any longer because of the fact that you (Don Smith) and Mr. Concepcion had signed a contract with San Jose State to provide for Off-Campus Programs.¹⁴⁶

Smith replied in a 31 January 1978 letter that he was at a loss to explain what had happened because he thought relationships had been cordial and that work was continuing on a contract with UOG. Negotiations were harmed as trust deteriorated between the parties.

As NMI Title VII project director, I wrote John Morlan at the San Jose State after Jesus Concepcion resigned, and I began to realize what was happening. I was not in favor of adding another university to the ones we already worked with, and I was pleased with the training that had been provided through the Title VII grants of the University of Hawaii and University of Guam:

Now that Mr. Concepcion has resigned as Director of Education it seems a good idea for us to communicate directly concerning the bilingual bicultural proposal that has been submitted [to Washington D.C.]. I have a great

¹⁴⁶Felicidad T. Ogumoro, NMI Chairwoman HEW Committee, to Don Smith, 30 January 1978.

many concerns about it and to be frank with you, if it were necessary to rate the order of bilingual training projects for the Northern Mariana Islands, I would first want the University of Hawaii funded, then the University of Guam, then San Jose State.¹⁴⁷

The letter further detailed the work done with the University of Hawaii as well as the University of Guam and the joint planning in process. I also advised John Morlan that the new governor of the Northern Mariana Islands would be appointing a board of education that would then designate a new superintendent. Up until this point there had not been an active board of education in the Northern Mariana Islands.

The San Jose State University proposal was funded by the Title VII office in Washington D.C., and a San Jose State University representative, Ralph Bohn, came to the Northern Mariana Islands. On 29 and 30 April 1978, Bohn visited Saipan to work out the details with Don Smith and myself. Smith had not known that San Jose State University had been selected by Jesus Concepcion to provide teacher training in the Northern Mariana Islands. There was now a new director of education, Isaac Calvo, and this new university we had never worked with, San Jose State University, had a grant from Title VII to provide courses to teachers.

As more students accumulated more credits, problems concerning credits and prerequisites increased. Don Smith reported that:

While waiting to see Franklin Cruz [Director of Off Campus Programs] I noticed that his secretary was busy withholding [course] credit from certain students enrolled in four different courses on Rota and Saipan since December 1977.

¹⁴⁷Kit Porter to John Morlan, 1 February 1978.

This action had to do with the new UOG English Policy for which I had previously negotiated waivers for the Northern Mariana Islands. I saw Dee Johnson [Chair of the English Department] and was assured by her that the credit for those courses should not be withheld. I saw Franklin Cruz who said that the Registrar had directed him to withhold the credit for those courses. I met with Gene Rogers, the Registrar. He had never been informed by the Academic Vice President of the waivers granted to the students from the Northern Mariana Islands. Thus he had ordered the credit withheld. It was his opinion that the waivers had been granted improperly and were thus illegal.... I attended a meeting to iron out the withholding of credit difficulty.... After almost two hours of sometimes heated debate, all the misunderstandings were aired and rectified, and I was assured that all of the students in those four courses would receive full credit.¹⁴⁸

Officials at UOG began to realize that their admission policy was hindering the UOG Off-Campus Program and their income, because people could not enroll in courses. In 1978 the University of Guam changed its admission policy. Students who had never matriculated, never registered or enrolled at the University of Guam could attempt to complete 30 semester credit hours of off-campus study before they were required to abide by all the regulations that were applicable to the English Placement Examination Policy.¹⁴⁹ This was a big step forward for the relationship with the Northern Mariana Islands, as it meant a

¹⁴⁸Don Smith to Kit Porter, NMI Bilingual Project Director, 11 April 1978.

¹⁴⁹"UOG Academic Policies and Regulations," signed by President Rosa Carter 19 May 1978.

variety of courses needed by teachers could be offered in the Northern Mariana Islands. The policy, however, challenged the English Policy, students would reach the 30 credit limit after receiving grades of "A" or "B" and then were not allowed to take more courses until they could pass the English exams. This change was not negotiated between UOG and NMI; UOG was responding to economics. The change, however, did facilitate continued interactions.

Negotiations came to a halt when on 10 and 11 August 1978 Tropical Storm Carmen caused "the worst flood in Saipan's history" with total damage of \$1,903,500.¹⁵⁰ President Carter declared the Northern Mariana Islands a disaster area. The temporary tin building which housed the Department of Education flooded, and most of the supplies and stored documents had to be discarded. When work returned to normal, Smith applied to the United States Department of Education and received a Comprehensive Planning Grant of \$30,000. The proposal for the Comprehensive Planning Grant explained:

There has never been a comprehensive assessment of the postsecondary needs of the people of the Northern Marianas.... It is an undeniable fact that, at present, postsecondary education is not available to everyone in the Northern Marianas who wants it and could benefit from it.¹⁵¹

This money was the first funding of Northern Marianas College that was not earmarked to pay directly for contracted courses.

¹⁵⁰"Carter Declares Marianas Disaster Area." *Mariana Variety News and Views*, 18 August 1978, p. 1.

¹⁵¹CNMI, "Postsecondary Planning Project," 5.

The Northern Mariana Islands and University of Guam continued to seek funds for teacher training. Don Smith and Stan Malkin, an American professor at the University of Guam, negotiated, agreed upon and prepared a Teacher Corps proposal expecting to receive funding. Malkin had made a trip to Washington D.C. and had "received assurances that we [NMI DOE] would have no trouble obtaining the waivers we needed to get around some of the Teacher Corps regulations that would be impossible to implement in the Marianas."¹⁵²

The proposal detailed teacher training needs in the Northern Mariana Islands and stated that "the concept of affiliating with the University of Guam is the most viable approach" to meeting the post-secondary needs of the Northern Mariana Islands. The promised waivers were not granted. According to a 5 December 1978 letter from Edward DLG. Pangelinan to Don Smith, "The [U.S.] Office of General Counsel had denied the request [for a waiver of the regulations] on the grounds that Title 45, Chapter 1, Section 100(a) 483 of the regulations allows for no exception." Don Smith wrote: "I have heard rumors that OE [U.S. Office of Education] in general and Teacher Corps in particular are upset with the past performance of the University of Guam and that the waiver would not have been denied if we had submitted the proposal jointly with another institution."¹⁵³

¹⁵²Don Smith trip report to CNMI Acting Director of Education, 7 September 1978.

¹⁵³Don Smith to Edward Pangelinan, 21 January 1979.

Rumors and misunderstandings spread among the people at the University of Guam working with the Northern Mariana Islands. Fran Lather, Chairperson of the UOG Department of Communication, and later director of the off-campus program, wrote on 25 October 1978, saying that she understood UOG had had no courses on Saipan the previous summer. Don Smith responded that she was in error and 17 sections of nine UOG courses had been offered. He said that he had planned on offering three communication courses that coming summer but a budget cut limited him to only four UOG courses of which three had to be English "if we are to comply with the UOG's English Policy."¹⁵⁴

The idea of the University of Guam being a center for Pacific study continued to gain support by people outside the university. The university had been reviewed for accreditation in 1978 and the 1978 Accreditation Team Report on the University of Guam advised:

Major Recommendation # 5. The University of Guam ought to direct more attention to its larger constituency: The Western Pacific, especially Micronesia. Students from the Trust Territory of the Pacific Islands constitute a large element of the student body, yet they receive minimal consideration and sometimes appear to be resented. The University needs to review its courses and curricula, its student services, and its student housing to ascertain if there are not legitimate ways of providing improved services to students from neighboring islands.

... If the University of Guam wishes to continue to serve Micronesian students (now estimated at 20 percent of total enrollment) it

¹⁵⁴Don Smith to Fran Lather, 6 November 1978.

should adapt its programs to their interests-- cultural, economic, linguistic. It should also be alert to the possibility of inter-governmental contracts by which the University provides educational services in the Federated States, in the Commonwealth, and in any spin-off districts. Certainly the Community College of Micronesia on Ponape and a potential Community College of the Northern Mariana Islands on Saipan need help and encouragement.¹⁵⁵

No immediate changes resulted. One newspaper remarked that, "Education is one field where we've already fallen behind in our relationship with the Northern Mariana Islands thanks to some narrow-minded people at the University of Guam."¹⁵⁶

Paul Calvo defeated Ricky Bordallo in the November race for governor of Guam. Republicans remained the dominant party in the Guam legislature. NMI students had been given resident tuition rates but they were still angry about the way Guam officials had handled the matter. By the end of November an eight-member NMI legislative delegation went to Guam to meet with NMI students at UOG. Oscar Rasa was quoted as saying, "For nine times I tried to meet with the UOG Board of Regents but was refused until I convinced the Guam Legislature to pass a law effectuating the tuition."¹⁵⁷

¹⁵⁵Western Association, "Accrediting Commission: NMI Candidacy Review," 2-4.

¹⁵⁶*Pacific Daily News*, 16 March 1978, p. 19.

¹⁵⁷*Pacific Daily News*, 4 November 1978, p. 13.

People in the NMI were also angry that in September Governor Bordallo had issued an executive order immediately implementing a new Chamorro orthography that had been developed by people on Guam. People in the Northern Mariana Islands spoke Chamorro and were resentful that no one had consulted the Chamorro language experts in the Northern Mariana Islands. A week later the Guam governor rescinded the order and eventually a group worked jointly between the islands on the orthography. At the time, however, the prevalent opinion was that Guam had ignored its neighbors to meet its own needs.

In early 1979 the UOG members of the Guam Federation of Teachers went on strike over UOG President Carter's denial of 29 out of 33 promotions recommended by six special committees. Most of the striking members were American, and the Guam community did not favor the strike, which turned out to be short lived.

The Guam Fifteenth Legislature introduced a bill in February to change the name of the University of Guam to the University of the Western Pacific. The bill included provisions for a Northern Mariana Islands representative on the UOG Board of Regents, and it provided that UOG could expand its campus to the Northern Mariana Islands. Testimony centered on the economic benefits and problems with such developments, and the Bill, opposed by the UOG Board of Regents, did not pass into law. In March, Won Pat proposed a Pacific Center and the establishment of a Pacific Region Postsecondary Education Council consisting of four representatives from Guam and four from the Trust

Territory, one from Northern Mariana Islands and one from American Samoa to work toward establishing a Pacific Center on Guam.

These plans might have been better received in the Northern Mariana Islands if they had been accompanied by demonstrated active attempts to improve policies so that UOG programs and courses could more easily function in the Northern Mariana Islands. Instead, difficulties were increasing, and UOG was seen as only trying to locate money--not offer programs that met actual needs.

UOG was attempting to solve its financial crisis. The University proposed a 40 percent increase in tuition over four years, later amended to 10 percent, citing the fact that it had been on a warning status from the Western Association of Schools and Colleges since 1968 due to a lack of adequate facilities.

In March Don Smith resigned, and I was assigned to his activities as teacher training coordinator. I never had sufficient time to read his back files. I brought to the job a good working relationship with the University of Guam through its Title VII bilingual programs but lacked understanding of the details of running extension courses. Smith saw the failure to secure Federal support and funding as the main reason that negotiations had not resulted in a branch campus. I decided to continue his efforts to negotiate to solve what I saw then to be minor technical problems that interfered with an agreement. I did not recognize the confusion over who had the power to negotiate, or the resentments that had been building on many levels.

The NMI Director of Education announced Smith's resignation and my appointment as his replacement with a memo distributed to department of education staff--not to UOG or the press:

While the papers to open his position are being processed,¹⁵⁸ Kit Porter has been designated as Acting Coordinator of Higher Education. She still, however, has responsibilities as Bilingual Project Coordinator. Every effort is being made to maintain the services of running the summer program, long-range planning, keeping student records and allotment records and related services.¹⁵⁹

Before leaving Smith explained to me his financial record keeping system. Under the Saipan Teacher Education Center (SAITEC), the NMI Department of Education had been allowed to keep a cash account. This account "had become a catchall for any cash accounts the superintendent wanted kept--the Bilingual Convention, Ladies Association of the Water Coolers, etc."¹⁶⁰ Students paid \$10 a credit for courses, and these payments went into accounts for each institution and program.

The teachers were required to take courses during the summer, and many of them did not have the money to pay, so Smith had set up an allotment system where money was taken out of their pay checks. There

¹⁵⁸The position was not opened due to lack of funds.

¹⁵⁹Isaac Calvo memorandum to teachers, principals and staff, 30 March 1979.

¹⁶⁰Don Smith. Kit Porter interviewed 1979.

was an account for each teacher with money still owed. Many of them were deeply in debt. Some teachers used the same account as a savings account and had balances exceeding \$100. Smith went to the NMI Department of Finance and the bank each two week pay period and recorded the allotments that had moved to his accounts. Smith had been uncomfortable charging teachers for courses they were required to take, but according to him, there was no alternative. He said: "We did find that you keep more students if they felt they were contributing, but it was also an economic necessity in order to keep the classes going."¹⁶¹

I knew that I personally could not manage such a system. Smith, at my urging, closed out the bank accounts. After Smith left, students paid for courses at the Northern Mariana Islands Finance Office and brought receipts to the college office. However, this arrangement became unmanageable because the NMI Department of Finance did not have enough personnel to process the paper work. The college office was then allowed by the NMI Department of Finance to collect funds and deposit them directly at the NMI Department of Finance.

On 2 April 1979, the governor of the Northern Mariana Islands designated the Commonwealth of the Northern Marianas Board of Education as the State Agency for Higher Education. This allowed the Northern Marianas to qualify to apply to be an Education Information Center (EIC) thus connecting Northern Marianas College with a network of colleges and universities across the United States and giving NMC access to educational information. This application was supported and

¹⁶¹*Ibid.*

helped by the U.S. Director of the Bureau of Higher and Continuing Education in Washington D.C., Charles Griffith. Griffith took a personal interest in NMI needs, communicated frequently, and helped with problems.

One skill lost when Smith left was an ability to review student transcripts and place them on a degree plan with the University of Guam--I had neither his relationship with Gene Rogers nor his knowledge of how to review transcripts. Teachers had credits from many universities and wanted to be on a degree plan from one institution, and Smith had informally handled these inquiries with the University of Guam. UOG was hesitant to review the status of all Northern Mariana Islands teachers when they were not formally enrolled on the University of Guam campus, yet the program on Saipan had never been recognized, and there was no provision to enroll them.

Intensive negotiation sessions took place in 1979 to establish a branch campus to solve this problem. By now the original negotiators and the respective governments had changed. I was still functioning at the level of working out the administrative details of an agreement. I was not aware that a larger contingency should be involved to reach a quality, workable agreement. Rosa Carter delegated Tony Kallingal to represent the University of Guam and to coordinate cooperative activities. We had had productive negotiation sessions, but the effect was negated when the agreements were not implemented. At the time I attributed this lack of implementation to inefficiency at UOG. I now think it was a Chamorro method of dealing with my push to obtain

agreements. I was told what I wanted to hear, but the agreements were carried out. Within this environment negotiations could not succeed.

Jean Olopai was in charge of records in the NMC office and had been trained by Gene Rogers to review records. She spent all of May interviewing students, updating records and placing students on an Individual Degree Plan (IDP) as designed with UOG. The Northern Mariana Islands then paid travel and per diem expenses for Gloria Peckens, the person designated by UOG, to come to Saipan and review the status of 81 Northern Mariana Islands DOE employees. However, Peckens never received approval from UOG to travel to Saipan and UOG did not pay her salary as agreed.¹⁶² Furthermore she did new IDPs without reviewing the ones done by Olopai. "Under the agreement with Dr. Kallingal, the University of Guam representative, these would be reviewed by the proper person at the University of Guam so that we could increase our ability to provide advice...."¹⁶³

On 5 and 6 July 1979 a joint meeting was planned to work out the problems that were getting in the way of a negotiated agreement. This negotiation was a formal arrangement that was to result in a comprehensive agreement which would satisfy both sides. Isaac Calvo, Northern Mariana Islands Acting Superintendent of Education, and I represented the Northern Mariana Islands. Dr. Rosa Carter, President of

¹⁶²UOG Chairperson of Career Planning to CNMI Superintendent of Schools, 27 August 1979.

¹⁶³Kit Porter to Dr. Joleen Bock, undated letter.

University of Guam; Russ Peckens, University of Guam Acting Director of Off-Campus Programs; and other deans and officials represented the University of Guam. At this point in time the negotiations were influenced by the following details:

Northern Mariana Islands College

- Wants college degree on island
- Wants planned program
- Wants functional delivery system
some
- Citizens resent Guam voting against joining the NMI
- Starting to obtain funds

University of Guam

- Wants control over courses
- Threaten by GCC
- Threaten by SJSU
- Directly funded to provide programs to CNMI
- Many people influencing direction
- Does not have faculty to meet requested needs

The sessions focused on program problems in such areas as finances, counseling, transportation, book orders, library support, teacher orientation, course procedures and graduation procedures. For example, the University of Guam had not been paid by the Northern Mariana Islands for courses provided, because a bill had not been sent, and the Northern Mariana Islands' system did not allow for payment unless there was a bill. Northern Mariana Islands students had not received grade reports for the last four UOG courses offered on Saipan; teachers who had taken these courses were therefore not able to receive pay raises or reimbursement for the cost of the courses and blamed UOG. Confusion existed around specific courses and placement tests. Finally, there needed "to be an ongoing contractual agreement developed. This would eliminate the problems involved with writing

contracts for each course."¹⁶⁴ From this meeting an agreement for a connecting relationship seemed attainable and plans were made for me to return August 9 and 10 to finalize agreements.

A major new problem had surfaced, however. Up until this meeting, the Northern Mariana Islands had been expecting and working toward a UOG Associate of Arts (A.A.) degree offered in the Northern Mariana Islands through the extension program. At this meeting we learned that the University of Guam could not offer an A.A. Degree to Northern Mariana Islands' teachers "because Guam Community College now had the authority to offer Associate of Arts Degrees on Guam."¹⁶⁵ It was a shock to me that I had been negotiating with the wrong institution and had not been aware of the change in the degree granting ability of UOG. I had focused on details and missed the larger context.

The President of Guam Community College, John Salas, and I had been arranging courses in secretarial studies, police training and other vocational training to be offered on Saipan. At one point Salas had been approached by Northern Mariana Islands legislative members to run a college on Saipan. He discussed the matter with me, and I appreciated his openness.

¹⁶⁴Kit Porter, "Guam Visitation Report", 9 July 1979.

¹⁶⁵Kit Porter, "The Status of Planning for Higher Education for Educators, University of Guam Section", 9 July 1979.

GCC in its 1979 self study report for initial accreditation regional relationships reported, "Regionally, GCC is currently considering the feasibility of establishing reciprocal relationships with the Northern Mariana Islands Community College, the College of Micronesia, the Hawaii Community College System and American Samoa. There is also some potential for the development of a Campus of the Pacific which could include the above mentioned institutions."¹⁶⁶

I approached John Salas about a possible A.A. degree for teachers, but his college did not have expertise in that area, and his relationship with UOG was not good. A coordinated program could not be arranged. This proved to be a pivotal point for Northern Mariana Islands College; it appeared that we could not arrange for an A.A. degree with UOG as planned. We would have to offer such a degree within the Northern Mariana Islands which would meet the board's requirement that all teachers have an A.A. degree by 1983.

Concurrently, UOG was going through administrative changes. Four college deans, "bitter over UOG President Rosa Carter's management policies," had either resigned or been reassigned.¹⁶⁷ The UOG Dean of the College of Education, Stan Malkin, had resigned and the acting Dean of the College of Arts and Sciences, George Boughton, had been reassigned. Both had been negotiating with the Northern Mariana Islands for a branch campus, and we had actually arrived at a written design for a branch campus agreement.

¹⁶⁶GCC, "1979 Self Study Report," 22.

¹⁶⁷*Pacific Daily News*, 10 July 1979, p. 3.

When I returned to Guam, on August 9 and 10 to finalize the agreements to connect CNMI with UOG, I expected two full days of meetings. Instead I found very limited time had been set aside for meetings with me and agreed upon activities had not been completed:

The preparation concerning libraries by Dr. Carriveau was well thought out and a sensitive plan to meeting the needs. The preparation by Mr. Rogers and Ms. Peckens concerning the status of our students and the work of our students showed careful planning, detailed work and given the time limitations was more than expected....

My major concern, however, is that no discussion was able to take place that would draft plans for a time line [for course delivery], possible professors, meeting times and courses to be offered. Dr. Peckens wished to wait till the instructors were on island. This type of planning must be done in order for any plan to be possible or finalized.¹⁶⁸

It was at this point when I realized that the negotiations for a branch campus would not work. I had put all my hope and efforts into these meetings that I thought had been properly arranged and conducted.

I now see that I was being told in an indirect manner that the Guamanians in charge did not want the branch campus relationship, nor could they set aside political histories and competition in spite of common cultural roots. One UOG dean commented on the situation:

The Chamorros on Guam and the Northern Mariana Islands don't really see themselves as the same unless they both happen to be up against a third strong party, like the U.S. government. But more often than not they'll shoot

¹⁶⁸Kit Porter, 12 August 1979.

themselves in the foot competing with each other to get the most. To be sure there are a few people in both cultures who will work together and try to cooperate, but I'll be willing to bet that this will never happen if they have a choice in the matter.¹⁶⁹

Another dean, who is Chamorro, explained to me during the research for this paper that I was too direct in my negotiations. I insisted on having everything detailed and forced people to conflict with me.

Dissatisfaction with assistance from the University of Guam and Guam DOE was growing within the Northern Mariana Islands. Northern Mariana Islands educators discussed "accumulating differences in CNMI and Guam program development for most subject areas" and "a shrinking basis on which there might be future cooperation and/or sharing with the Guam entities..."

Causes suggested for the increased divergence in program development were a refinement of education needs for the CNMI and a greater sophistication and independence on the part of teaching staff and specialists.

This past summer the University [of Guam] did not have faculty to provide speech and psychology instructor, very basic courses. They cancelled four courses just prior to the start and we had to find replacements. They cancelled the agreed upon trip of the registrar to help and sent him after registration was completed and they did not provide the reference libraries they had agreed to. These types of problems limit the desire of the department to be tied to the University of Guam as a total resource.¹⁷⁰

¹⁶⁹Anne Rohweder. Kit Porter interviewed April 1991.

¹⁷⁰Kit Porter, "Background Information," undated.

On 17 August 1979 the Guam and Northern Mariana Islands legislatures met together for the first time. Uniform approaches to many joint problems were discussed. Oscar Rasa criticized UOG for "lack of vision and creativity" on the grounds that "UOG is known for all the confusion between the president and faculty and between the president and the students. Leaders here must do something about this."¹⁷¹ There were editorials and articles in the newspapers about possible unification of the two island groups. Although not definitive, a survey printed in the *Pacific Daily News* in "Street Talk" expressed some public opinion when it asked "Do you think Guam and the Northern Mariana Islands should unite?" The general response was mixed, for example, one person said, "From a cultural standpoint I think it would be a good idea. But as a political reality there may be too many differences of opinion."¹⁷²

Then Governor Camacho received a proposal on University of Guam stationary from Antonio C. Yamashita, former president of the University of Guam, for the establishment of a "Human Resources Development Institute" in the Northern Mariana Islands. It involved "on the job training" and "contract learning." Yamashita said it could be a "prelude to the permanent establishment of a Marianas Commonwealth College" and that the NMI should not "mimic traditional training and

¹⁷¹*Pacific Daily News*, 18 August 1979, p. 7.

¹⁷²*Pacific Daily News*, 19 August 1979, p. 6.

education methods."¹⁷³ The plan was in direct competition with Northern Marianas College and the joint relationship with the University of Guam. Both programs planned on using the Covenant training funds. The current UOG president knew nothing about the proposal or that at least one faculty member, Jack Dumond, who had been assisting on the design of the NMI/UOG relationship, had used information from our interactions for parts of the proposal. The proposal had merit, but I felt I could no longer trust the individuals with whom I had been planning. No action was taken on the proposal.

The end of August the NM Board of Education selected Loran Koprowski, head of the school system in Peterson, Minnesota, to be the superintendent of education for the Commonwealth of the Northern Mariana Islands. He arrived a few weeks later. Many educators were disappointed that an islander had not been selected from the 21 applicants for the position. Two board members told me that they selected an outsider in order to avoid political conflict. In a 1991 interview Koprowski said about his selection:

There wasn't any doubt in my mind that I was being hung out on the line, and I was being used. If I did something and it worked that was to their benefit, and if I did something and it didn't work that was to their benefit. I think I was in a no win situation, and they were in a no lose situation. I think they hired me because they wanted to have somebody break the barriers and see what happened with it. They would then patch it up and set it the way they wanted it.

¹⁷³Antonio C. Yamashita to Governor Carlos S. Camacho 27 August 1979.

One of the board members said to me one time-- and I didn't take it in a negative way--she said, "Are you feeling (and I'm not sure of the word) prejudice or racism or discrimination or alienation?" I said, "Yes, I am." She said, "Good." She went on to say that when she went to college in the United States she was discriminated against, and she wanted me to give me a dose of that so that I would know what it feels like.¹⁷⁴

Upon his arrival, Koprowski immediately began referring all matters regarding higher education to me. One of my first roles in representing the college was at a meeting concerning special funds for teacher training. Koprowski sent me a memo asking me to "represent the Community College of the Northern Marianas."¹⁷⁵

The meeting was the first meeting of what would become the Pacific Region Postsecondary Education Council, initiated by the Washington D.C. offices of the outlying areas and funded by a grant from the U.S. Department of Health Education and Welfare through FIPSI. Representation included the college chairperson and college president from the University of Guam, Guam Community College, Community College of Micronesia, Northern Mariana Islands College and American Samoa Community College. Koprowski insisted that I attend in spite of those running the meeting wanting only him to attend. He wrote the following memo on 27 September 1979 which I kept with me and had available if I needed to establish my role at any meetings or discussions:

¹⁷⁴Loran Koprowski. Kit Porter interviewed, March 1991.

¹⁷⁵Loran Koprowski to Kit Porter, 24 September 1979.

To Whom It May Concern:

I hereby authorize Kit Porter as the technical representative on my behalf for the Higher Education Program.

Loran Koprowski

Again, my role was not publicized, and I did not have the final authority. At the time, I did not see this as a problem. At the meeting, no plans were made for Guam to be a center, as suggested in the FIPSE proposal. While this meeting was an important step in increasing regional cooperation and understanding, it did not increase the possibility of a branch campus. Northern Mariana College was now getting some recognition as a college even though it was not a functioning organization; it was more a higher education coordination office that was being pushed toward offering degrees because they could not be arranged through UOG.

By now the funding which had not been available to finance teacher training was going to become available. Section 1204(c) of the Higher Education Act authorized \$2,000,000 to "support the cost of providing postsecondary education on Guam for nonresident students from the Trust Territory of the Pacific Islands, the Northern Mariana Islands, and American Samoa." I, along with others, resented this provision, viewing it as an attempt by Guam to obtain special funds to draw Samoan, Trust Territory and Northern Mariana Islands students away from their local island institution. The provision only allowed the funds for postsecondary education on Guam and prohibited support of Guam courses within the Trust Territory and Northern Mariana Islands. The provision was ten years too late. The timing was off.

Meanwhile the *Pacific Daily News*, in an editorial entitled "UOG Changes-to Lure Micronesians," reported that the university had made a 180 degree change in its attitude concerning students from surrounding islands. "Now we want them and are actively seeking them. Before we didn't. It's that simple." Reasons were attributed to declining enrollments at UOG and changing attitudes of the people of Guam who said that the "head in the sand attitude" of Guamanians was expressed "most blatantly at UOG. It was a case of 'we're Americans, and you're not.' It was a case of 'we're civilized, and you're not.'" Guam representative Won Pat was seeking U.S. funds to give UOG \$2 million a year to offset the cost of "educating students from the Trust Territory, the Northern Mariana Islands and American Samoa."¹⁷⁶ The press in its manner of reporting increased the resentment in the Northern Mariana Islands.

Saipan and Tinian were declared disaster areas on 24 November 1979 by Governor Camacho after Typhoon Dinah hit. Damages were estimated at \$7 million. Schools were being used as shelters and there was no power or water. President Carter later declared Saipan a disaster area but not Tinian and Rota.

On 28 February 1980, the UOG Board of Regents adopted a formal mission statement making a commitment to "provide higher education programs for the people of Guam and the Western Pacific island communities" and noted that:

¹⁷⁶*Pacific Daily News*, 25 February 1980, p. 15.

The University of Guam recognizes the cultural diversity of its constituents and will seek to overcome any barriers to their participation in the University's programs and activities, including those arising from differences of language, culture, geography, and prior academic preparation.

In order to realize its role as a regional university, the University of Guam defines its service area as the Territory of Guam, the Commonwealth of the Northern Mariana Islands, the Federated States of Micronesia, Palau, and the Marshalls... The University recognizes its responsibility to the whole community of the Western Pacific. It can no longer maintain a stance of isolation and ignore the people of the other islands.¹⁷⁷

I perceived this document as too little, too late. The statement did not include placing individuals from the Northern Mariana Islands on the University of Guam Board of Regents or in positions influential to existing relationship problems. I had learned the importance of having representation at the policy level. I saw the statement as a response to competition rather than as a true desire to assist. Campus opinion at the University of Guam, as identified by Len Mason, was that a plan was needed which could both provide focus and a unified integration of programs responding to the mission statement "in order to achieve greater visibility of the University's regional ambition."¹⁷⁸

The UOG plan was within the framework of a general interest in uniting Guam and the Northern Marianas that had surfaced on Guam, but which most people in the Northern Mariana Islands now rejected as not

¹⁷⁷UOG Board of Regents, "Mission Statement," 28 February 1980.

¹⁷⁸ Mason, "Western Pacific Studies," 4.

being to their advantage. In "Street talk" six Guam residents favored reunification citing such matters as: "I feel the unique thing in the Marianas is the culture of the Chamorro brotherhood. Uncle Sam cannot afford two separate governments," and "if Guam and Northern Marianas are united we would have a stronger voice with the central government." One person was opposed to reunification saying, "It's too late already because Guam is too western and has lost its culture and Saipan is really simple and not as advanced."

The March 1980 newsletter from the UOG President, "Notes...from the President," discussed a "three-man planning team of the Pacific Region Postsecondary Education Council," including Art Coladarchi from Stanford University, Harvey Segal from the Community College of Micronesia and Tony Kallingal from the University of Guam, while failing to mention that I, representing Northern Marianas College, was an equal and active member of the four person team. I felt that this omission was a deliberate effort to not recognize Northern Marianas College, and I perceived it an insult. I further interpreted it as meaning the UOG administration did not wish to negotiate with me for a branch campus.

I was now arranging for courses on Rota and Tinian as well as Saipan and offering courses during the year, not just during the summer. In the spring of 1980, 94 persons were enrolled in 17 university level courses through agreements with the University of Guam, Guam Community College, San Jose State University and the University of Hawaii. Forty summer courses were also planned.

In March the second meeting of the Pacific Region Postsecondary Education Council took place in Ponape. The council discussed many issues relative to Pacific colleges and passed resolutions to support the release of appropriated funds to CCM and to seek Pacific representation on the U.S. accreditation commissions evaluating the Pacific colleges and universities. Eventually the Pacific Center idea for Guam was dropped altogether.

At this meeting I was able to talk at length with Rosa Carter concerning problems in developing a branch campus. She said she was unaware of the problems and would work toward solving them. I said I was willing to contract UOG for all courses with the funds we had direct control over and SJSU was willing to assist such a relationship. I explained that this type of agreement had been hampered because UOG failed to deliver courses and support services as contracted and still had policies that hindered our working relationship. Prior to this meeting, I was ready to cease all work with UOG, but I agreed with the emphasis at the meeting on regional cooperation and support for each other. I waited to break off negotiations.

Discontent among professors concerning salary and support was growing. In May the UOG Federation of Teachers attempted to oust Rosa Carter and other administrators. This move split the faculty as reflected in the *Pacific Daily News*, which was inundated with letters to the editor, either detailing the problems with Carter or supporting her.

Guam and the Northern Mariana Islands legislatures formed joint committees to consider joint issues. The Committee of Culture and Education passed committee resolutions related to higher education:

- 1) endorsing the Guam legislature to pass a bill placing two members of the NMI Board of Education of the UOG Board of Regents;
- 2) requesting a mandatory course on Mariana Islands history;
- 3) recognizing the importance of preserving Mariana Islands language and culture in academic disciplines;
- 4) requesting a research project on Carolinian orthography; and
- 5) resolving to establish a community college in the Northern Mariana Islands.

These resolutions did not become joint law, but they did reflect an expression of joint concerns.

Meanwhile all the old problems with course delivery, admission policies, English requirements, selection of instructors, status of students and testing procedures in the Northern Mariana Islands continued. In addition, UOG was having difficulty obligating professors to teach in the Northern Mariana Islands. In spite of the historic meeting between the legislatures of the two regions, progress on cooperative issues was limited. Governor Camacho said, "a lack of simple communication is causing friction between two neighbors. A marriage counselor would tell us to start talking to each other and discuss all issues before they flare into emotional rages and divorce."¹⁷⁹

Northern Mariana Islands teachers were upset that the University of Guam was requiring experienced teachers to engage in student

¹⁷⁹*Pacific Daily News*, 31 July 1980.

teaching in order to meet UOG degree requirements. Most had taught for many years and resented the idea of student teaching. They also knew that the University of Hawaii had waived student teaching requirements for experienced NMI teachers seeking a UOH degree. I had met with Rosa Carter and the UOG Dean of the College of Education and worked out a waiver plan for Northern Mariana Islands' teachers, but a waiver plan sent by Fran Lather did not reflect the agreements of our meeting. I had been trying to negotiate a waiver plan for four years and had met some success. The University of Hawaii, for example, allowed twelve credits at no cost for student teaching to our teachers with three years of successful teaching experience.

In a letter to Rosa Carter I said:

At the October 1979 meeting of the Pacific Region Post Secondary Education Council you requested that we give you additional time to solve this problem, since you were not aware of the unsuccessful results of the meeting held with your academic vice president and earlier deans. After the February meeting to plan teacher training I thought the problem was solved.

I receive daily questions [from teachers] about the status of the expected University of Guam plan. Criticism is high of the University of Guam because it has required one of our principals... to student teach this summer instead of having time to take administrative courses... In addition the students who student taught here this past year felt that they received little benefit from the experience because the supervisor observed little, saying they needed little assistance or supervision. They feel they paid \$60.00 for a course of very little benefit.¹⁸⁰

¹⁸⁰Kit Porter to Rosa Carter, 10 July 1980.

On 11 June 1980 the *Pacific Daily News* ran an editorial by a University of Guam professor, Dr. Bast, referring to San Jose State as a "store front college" and saying that credits from SJSU would not be honored at UOG. Also, Northern Mariana Islands Congressman Inos wrote me saying, "I have been officially advised that the Northern Mariana Islands History class prepared for college level will not be honored as a college course by either of these institutions (UOG and SJSU)...."¹⁸¹ I phoned Rosa Carter who said the letter did not reflect UOG policy, and UOG would accept all accredited courses.

For two years I had been trying to arrange with UOG for a course on the "History of the Northern Mariana Islands." UOG could only offer this course with a workshop number which most of our teachers could no longer apply toward a degree. I had agreed to "History of Micronesia" being offered if it were taught by Robert Underwood, a member of the university faculty and recognized Marianas historian. He was not approved by the UOG History Department to teach the course. We then requested San Jose State University to assist us and asked them if the course could be offered by Robert Underwood through our project with them. They reviewed his credentials and felt he was qualified, but [by then] Underwood was unable to have the time to offer the course. I then asked Samuel McPheters who had responded to our requests for interested instructors. He completed a course permission form and

¹⁸¹Letter dated 12 June 1980.

resume which were approved by San Jose State University, and he taught History II during the summer of 1980.

I reviewed the problems in a letter to Rosa Carter:

During the past few years, we have looked first to the University of Guam in order to meet our higher education needs and support a Pacific located University. We have, however, looked elsewhere when they have been unable to meet our needs. The University of Guam does not have the courses, faculty or procedural policies to meet our total needs.¹⁸²

I was no longer waiting for the negotiations with the University of Guam to result in a cooperative agreement. I was looking elsewhere for assistance. This action made at least one UOG faculty member angry. This professor contacted a CNMI legislative member to say SJSU was bribing me. Although I received an amount of Federal funds from SJSU for coordination, I had arranged with the NMI Director of Education to put all that money into a special NMC account and was able to demonstrate this.

The correspondence for 1980 compared with other years reflects the highest number and the greatest level and complexity of problems between the University of Guam and the Northern Mariana Islands. UOG could not provide an English instructor for Rota for summer 1980, which meant no summer program could be offered on Rota because this was such a strong prerequisite.¹⁸³ The low salary level at UOG was making it

¹⁸²Kit Porter to Rosa Carter, 10 July 1980.

¹⁸³Kit Porter to Fran Lather, 24 April 1980.

difficult for them to attract and keep professors. For example, the UOG Business School had only 10 of their 19 full-time instructor positions filled and had had to cancel 13 or 40 courses and turn away around 100 students.¹⁸⁴

Over and over again we would meet, yet little was done by UOG to improve their delivery of courses. A trip report by Fran Lather, Off-campus Program Director at UOG, charged that I [Kit Porter] "spent most of my time complaining about the University of Guam."¹⁸⁵ I responded to Lather saying among other things:

I am sorry that you felt the conversations resulted in minimal productivity. I felt the conversations were productive. I was disappointed that after reviewing the working agreements at our meeting and discussing the changes that only one of the instructors who arrived for the summer had a copy and that the rest were not prepared as we had expected. They also had not sent us the advance information requested in order for us to properly prepare rooms for them....¹⁸⁶

I have only positive memories of working with Fran Lather who was a very competent and hard working person, but we were not able to solve the infrastructure problems such as poor communications or the matters of substance, like failure to grant credit for certain needed courses.

¹⁸⁴*Pacific Daily News*, 11 September 1980, p. 3.

¹⁸⁵Fran Lather, trip report about meetings on Saipan.

¹⁸⁶Kit Porter to Fran Lather.

Poor facilities for communications continued to be a major problem.

For example, a letter from me to Fran Lather stated:

I have just arrived from the airport from my Hawaii meetings and have found letters from you dated September 24, 1980, postmarked October 16, 1980 and received by us October 20, 1980. One of these letters asked if I was available to meet October 9 and 10 which explains why your follow up letter I received on October 8 mentioning such a meeting was such a surprise.¹⁸⁷

A later letter from Lather to Porter opened with:

During the past two weeks, we have made at least 20-25 attempts to get through to your office via phone. The lack of adequate communication network certainly is a factor in less than adequate coordination between UOG and Saipan.

It concluded with:

I am deeply concerned about the UOG/Saipan project, Kit. We have an investment in your students in transcript evaluation and teaching time as well as a financial investment. We recognize many areas needing improvement in the administration of the project and other areas of UOG policies and restrictions.¹⁸⁸

On 19 August 1980 the Governor of Guam, Paul M. Calvo, sent to Governor Camacho of the Northern Mariana Islands a paper titled "Higher Education: A Regional View" stating an intent "to enhance the partnership role and involvement of all people in the islands at all levels" and discussing the accomplishments of the University of Guam.

¹⁸⁷Kit Porter to Fran Lather, 29 October 1980.

¹⁸⁸Fran Lather to Kit Porter, 24 September 1980.

I was friends with Governor Calvo's press secretary and former UOG faculty member, Ron Tangye, and knew this letter was in process. This friendship gave me access to information about Guam politics, but I have been unable to determine from my research whether this helped or hindered negotiations. In the case of this letter, I drafted a response for the NMI governor that agreed with the concept, but discussed the practical problems.

The year 1981 started with a strike of Guam government employees on 12 January 1981. They were seeking a 30 percent salary increase. Strikers picketed public buildings; public schools were first closed and then reopened on double sessions. The first day of the strike, 1,500 education workers and 700 Government of Guam workers did not report to work. At the University of Guam faculty members drew up a petition urging Governor Calvo to meet with the Guam Federation of Teachers to find a solution "which will return our university teachers to their classrooms." The petition said, "We fear that if this strike is not resolved soon, irreparable harm may come to our university and to our island."¹⁸⁹ Fifteen UOG employees were suspended for striking. Seniors were allowed to switch classes if their class professor was striking and their plan to graduate was jeopardized. The UOG Board of Regents approved a new committee system to govern the university in spite of the protests of faculty members.

¹⁸⁹*Pacific Daily News*, 24 January 1981, p. 3.

Communications between the Northern Mariana Islands and the University of Guam were further damaged. One letter sent during this time ended with a hand written post script, "I'll not be able to travel to Saipan next weekend because of our strike. The Governor has suspended all travel authorizations. Sorry. I've called/called/called-- cannot get through. Fran."¹⁹⁰

We desperately needed to meet for a variety of reasons, such as the procurement of text books. The UOG bookstore would not send books needed for UOG courses in the Northern Mariana Islands, and I could not find out why, as the text books had been paid for in the contract for the courses. I resorted to sending a personal check to the UOG Bookstore so the books would be available. Lather wrote, "I am returning your personal check to you with a credit memo to clear the record. I, too, regret that the bookstore prices change so rapidly that processing becomes difficult. From my understanding, the problem arises because of computerized price indices."¹⁹¹ I decided to order the books directly from publishers but could not get the lists from the UOG instructors in time, forcing us to use airmail or to not have the books available to students.¹⁹²

On 13 February 1981 picketing stopped on Guam and labor talks began again. The strike ended March 10 with no salary increase. About

¹⁹⁰Fran Lather to Kit Porter, 12 January 1981.

¹⁹¹Fran Lather to Kit Porter, 17 March 1981.

¹⁹²Kit Porter to Anthony Kallingal, Dean UOG, 10 April 1981.

600 workers, mostly teachers, had been fired. UOG fired 13 employees who had been suspended for striking. Those employees appealed their cases to the governor. In September the UOG Board of Regents changed the firing of eight of the employees to a one year retroactive suspension without pay.

On 4 March 1981, the President of UOG, Rosa Carter, sent a letter to the CNMI Superintendent of Education stating, "For the purposes of institutional eligibility for Federal grant applications to enhance UOG outreach programs in Micronesia, the University must submit evidence of legal authorization for such services. Attached is a draft authorizing services for your area...." The draft stated:

The University of Guam, as the only accredited institution of higher education in the Western Pacific offering degrees at the baccalaureate and the masters levels, has expressed `a sincere commitment to provide educational services to the citizens of the Commonwealth of the Northern Mariana Islands.' Therefore, the Commonwealth of the Northern Mariana Islands Department of Education, hereby officially authorizes the University of Guam to plan, develop and deliver, by mutual agreement and in consultation with the State Education Director, programs of education that will lead to a degree and that are beneficial to the territorial needs. This authorization does not preclude the provision of similar services by other higher education institutions.¹⁹³

Loran Koprowski, Superintendent of Education, responded:

Due to the development of our own Community College and our interest in seeking Federal funds to support this effort, I feel it is not advisable to sign the memo you submitted for my consideration and signature. It could result

¹⁹³Rosa Carter to Loren Koprowski, 4 March 1981.

in a situation where we both would be seeking use of the same funds. I am interested in having us work in cooperation and feel that such authorization should be done in connection with each proposal submitted...

I had drafted the response for Loran. Rosa Carter had not contacted me or discussed the proposed agreement with me. I felt that she was trying to work behind my back and, given our agreements and discussions, should have spoken with me first. I felt I could not trust her. In March, Executive Order 25 establishing Northern Marianas College took effect. My efforts shifted in earnest toward establishing a college either with or without the University of Guam. Future negotiations would involve efforts to establish a working relationship. A branch campus was no longer negotiable.

DISCUSSION

NEGOTIATION SITUATIONS

The first negotiation situation toward establishing a branch campus was between the governors of the NMI and Guam in 1975 to establish who would have the authority to negotiate. This determined that the NMI Department of Education and UOG could negotiate directly. As a result Smith, representing the NMI, and Fredericks, representing UOG, reached agreement on 1976 courses and on six degree programs. Both sides seemed to want such a campus. Only funding seemed to be delaying the formal agreement.

It appeared to both sides that the United States government wanted to be in a close educational relationship between the two islands and would support such an arrangement. However, proposals for funding to establish a relationship as designed in the 1977 FIPSI

Proposal and the 1978 Teacher Corps Proposal were not funded by the U.S. government. Following up on David Nevin's view of the U.S. government discussed in Chapter II, I do not believe that this was a plan. The system of support from the U.S. government was a piecemeal situation that did not allow for comprehensive joint operations; it fostered competitive situations.

The two proposals, arrived at jointly and after many sessions, would have supported a long term relationship and assisted both sides. The key components identified by David Kuechle (discussed in chapter I) for successful negotiations were in place.

The plans were not finalized, however, due to lack of funds. The focus was on delivery of courses more than philosophical agreements. The UOG Board was not involved. As a result, when personnel and the environment changed no written agreement had been established to frame future relationships.

The University of Guam itself was in an unstable situation. During the process of the negotiations it changed its governing system, was brought to a standstill by strikes, and lost some of its degree granting power with the appearance of Guam Community College. These changes were not considered during the negotiation process. Work continued based upon original assumptions until the changes were eventually recognized.

The Northern Mariana Islands were developing their own institution and were becoming less dependent on the University of Guam.

Because of the Commonwealth status an independent relationship was possible.

What might have been acceptable at the start of the process was no longer acceptable as the Northern Mariana's people recognized that they had other options. These changes also brought jealousies to the surface and island traits from early days, as discussed in Chapter II, surfaced.

The next formal negotiation sessions were between Porter and Kallingal in 1979. We met over a series of days and drafted an agreement which offered solutions to administrative problems and established a design for a long term relationship. Then the UOG President Carter and NMI Director of Education Calvo came together in July 1979 to formally adopt the agreement. Some details still needed to be worked out, however and it was determined that I would return for the final agreement August 9 and 10. At that time UOG officials had not scheduled sessions.

Using Kuechle's checklist, I believe that although overlapping objectives existed and differences were being managed, cultural factors, to be discussed, were coming into play. In addition UOG President Carter had had four deans resign in July and had been accused of mismanagement. She had larger concerns than the NMI agreement and had new objectives related to keeping her job and maintaining a functioning institution.

The final formal negotiation session was in March 1980 between representatives of UOG, CCM and NMC. The goal was no longer an agree-

ment between UOG and the NMI, but one between the regional colleges and universities. Ironically, an outside consultant, Art Coladarchi, did not understand the situation enough to assist. No agreement was reached. By this point it was not necessarily in the best interest of the parties to work together. Major U.S. funding support, such as Territorial Teacher Training and Land Grant, was available for separate colleges and universities not ones working cooperatively.

Had it not been for the Pacific Region Postsecondary Education Council and the fact the UOG had funding (bilingual, special education, nursing, land grant, gifted and talented) from the U.S. Department of Education to assist the NMI, I think I would have stopped all efforts with UOG earlier. Guam, SJSU and other universities had proven to have more influence in Washington D.C. than did the Northern Mariana Islands, and they were able to access funds for us which NMI had already been denied. Stopping relations would have meant losing some funds to train teachers.

By the time the negotiations for a branch campus ceased the relationship between the two institutions had changed. It is illustrated as follows:

Northern Mariana Islands College

- Not seeking a branch campus
- Establishing own policies and procedures
- Competing with UOG for Federal funds
- Supporting Pacific efforts on PPSEC
- Wants its AA to transfer to UOG's BA

University of Guam

- Beginning to plan to provide services to Micronesia.
- Changing goals and mission to include Northern Mariana Islands
- Supporting Pacific efforts on PPSEC

On a more personal level, I now see how my inexperience as a negotiator and my limited knowledge of universities influenced the process. I did not know the history or structure of the University of Guam or how it functioned and did not realize that this information was important to me as a negotiator. I viewed the University of Guam as stable and did not understand the ways in which it was changing. I tended to interact with those who could assist programs to function, but not with those who had policy power.

CROSS-CULTURAL

Using Glen Fisher's categories I will now consider cross-cultural factors.

THE PLAYERS AND THE SITUATION

The historic relationship between Guam and the NMI formed the framework for all negotiation situations. Jealousies and hatreds surfaced indirectly. It seems to me now that the situation could have best been made conducive to an agreement if the U.S. had required joint operations in order to obtain financial assistance. In effect, the reverse was true; U.S. funding required separate operations even though on a theoretical level many U.S. leaders wanted the islands to share resources.

The players and the situation were continually changing. The early 1976-1979 negotiations took place between Americans who were viewed by many islanders as individuals merely in temporary positions representing the islands. Agreements were reached, but they did not involve those in the top power positions. The agreements dealt with

the details of operations not the overriding issues concerning political leadership.

The American players expected negotiations to result in a detailed contract covering all aspects of implementing a program and negotiated those details. Their agreements never resulted in an established relationship. I now believe that may be in part because the situation required more relationship building and protocol at the top levels of government.

These Americans had similar objectives or goals. One American I had successful negotiations with concerning the training of nurses described our not being local and not having the interference of having a political game to play or a turf to protect as an advantage. "We knew what we wanted to do, and we didn't have any political axes to grind to keep us from doing that."

The upper level administration at UOG because it is mostly guided by Chamorros, the local interest and political competition are fierce. They are always looking for how the game is going and how to keep from giving anything away.¹⁹⁴

¹⁹⁴Anne Rohweder. Kit Porter interviewed, March 1991.

STYLES OF DECISION MAKING

Decisions in the Chamorro culture were made at the top after informal consensus generating. All levels of the government seemed to be involved in all activities. This was true for the NMI and Guam. Rohweder described the Government of Guam as always being involved in the business of the University of Guam:

The Guam legislative members double speak. For public consumption they will say it is the role of the University of Guam to provide educational services throughout Micronesia. We should become the hub of the Pacific and all that kind of stuff. On the other hand, when it comes to doing it, they won't loosen a nickel. They want to make sure that whatever island gets a service pays, and pays for it heavily.

The islands of Micronesia and the Northern Mariana Islands, now that they are getting money, are reaching out to institutions on the mainland. UOG could have been the ideal institution to provide services had they had a cooperative attitude to begin with, but now they are losing out simply because they didn't follow through. Of course, the islands end up going back to UOG because the mainland institutions are not all that reputable; they've been ripped off and then they resent having to come back to UOG.¹⁹⁵

A major decision involving the higher education at both locations needed to actively involve the legislatures. Enough influential NMI legislative members were opposed to a UOG/NMI relationship that one interpretation of the events could be that there was never a true possibility of a branch campus.

"NATIONAL CHARACTER" AS RELATED TO NEGOTIATION

¹⁹⁵*Ibid.*

This will be discussed in detail in chapter VII where American and Chamorro national characters are considered. Control was one major issue. Each side wanted control over negotiations and the working operations. UOG was the older sibling who had been able to direct the higher education delivery system of NMI. As NMI got "older" it no longer accepted the direction. Each side tried to use manipulation as an influencing factor.

Face to face communication and verbal communication were necessary to solve problems, avoid misunderstandings and negotiate. Both were expensive and unreliable to arrange.

I did not connect my knowledge of the Chamorro way of operating with the University of Guam. I held an imagined ideal of how a university should operate, and I expected the University of Guam to function that way. I did not see until after the fact that, in general, I functioned better with Americans, who had a similar negotiation style to mine, than I did with Chamorros. I found the president of UOG to be distant--always cordial but secretive. Her actions were not consistent with her verbal agreements unless a staff person was directly assigned by her to follow up. I expected her to act in my image of a college president and not as a Chamorro person. I believed her words more than her actions and sought paper agreements with people with whom I could easily communicate. The negotiations would have been better served if we had come to understand each other better.

LESSONS FROM THE UOG/NMI CASE

1. Clearly determine who will be respected as a negotiator. In Guam I was viewed as another American who would come and go. I was not respected as a negotiator for the Northern Mariana Islands. Because I was not aware of this, I did not take action to work through someone who would be respected or to have my role reinforced.
2. Publicize the negotiator. I was asked by the NMI Director of Education to take on the activities of Don Smith, but the official action was not taken to give me recognition internally or externally. I was not hired into a new position because such a position did not exist. There was no press release.
3. Understand the historical framework. I minimized the historical resentments between Guam and the Northern Mariana Islands. I used American efficiency and logic to design a system that I thought would meet the higher education needs of the Northern Mariana Islands. I once commented during one negotiation session when all those present were not local that possibly only non-locals could negotiate because those present did not have the history of the islanders. I was ignorant that those in power positions did have the history and would make the ultimate decisions.
4. Don't negotiate the course of least resistance. I tended to negotiate better with Americans at UOG. At the time I thought this was because Americans were more organized and focused. I now believe that I did not pay attention to alternative styles

of negotiation needed in a cross-cultural environment. In some cases I negotiated with the wrong people because it was easier.

5. Research the history and abilities of the organizations involved. I now believe that UOG did not have the strength to support an external branch campus. I had presumed that a university could do this and never investigated the abilities of UOG. Had I been aware of the youth and weaknesses of UOG and still wanted a branch campus, joint efforts would have been necessary to obtain external support for such an endeavor.
6. Pay attention to the activities of others in leadership roles. I ignored the activities of legislators and department heads. I could have used their support to negotiate an agreement or learned what they would support. Trust was damaged when NMI negotiators did not know about DOE and legislative activities.
7. Consider the news media as part of the negotiation process. My strategy at this early stage was to not read the newspapers because I became too upset. I proceeded in ignorance. I had only read what people had brought to my attention until I did the research for this paper, yet what was printed greatly influenced attitudes during the negotiation process.
8. Use joint problem solving to arrive at a viable means of communication.

9. Seek options to a negotiated solution to influence the process. The NMI contacting other colleges increased its negotiation leverage because NMI had options.
10. Repeat or review the negotiation stages--share rhetoric, determine issues, explore positions, identify objectives, shape parameters, establish the essence of a settlement, reach an agreement or non-agreement--if the negotiators change.
11. Obtain training in negotiations. The negotiations twice reached the stage of arriving at a written agreement, and yet no final agreement was signed. Enough parties had not been involved, there was no deadline, neither party recognized what needed to happen.
12. Solve communication problems. Accept that they are a major factor and figure something out.
13. Stop negotiations before resentments become too strong and hurt other potential relationships. The students in the NMI were voicing stronger and stronger opinions against UOG as the delivery of courses dwindled against the increasing expectations of the students. Had an agreement been reached at the last minute, it is possible that the students would not have accepted it.

CHAPTER V
CONTINUED DEVELOPMENT
NORTHERN MARIANA ISLANDS LEGISLATURE

While negotiations had been going on to formulate a branch campus with the University of Guam, work had also progressed to establish a college within the Northern Mariana Islands. This chapter will look at the negotiations between the NMI legislature and myself to have legislation passed authorizing a college. These efforts began in earnest after the signing of Executive Order 25 establishing Northern Marianas College in 1981. Before looking at the negotiations, I will trace the political framework related to this chapter and leading up to the signing of Executive Order 25.

POLITICAL BACKGROUND

People in the Northern Mariana Islands are very involved with political matters. In the 1977 election of the first governor, Democrat Carlos Camacho, 93 percent of all eligible voters registered to vote (6,209 people), and 90 percent of voters cast ballots in elections.¹⁹⁶ Camacho won by a narrow margin. The majority of the legislature elected at that time belonged to the opposing Territorial party.

The following organizational chart of the Commonwealth shows a system modeled on the U.S. government:

¹⁹⁶*Pacific Daily News*, 10 December 1977, p. 1.

From the very start of the new government the legislature and the governor were in opposition. One of the strongest symbols of this antagonism stemmed from Camacho's inauguration ceremony on 9 January 1978. The Territorial members of the new legislature claimed they had been excluded from the ceremony as political retaliation for conflicts during the election campaign, and thus they planned their own ceremony at the legislative building the same time as the governor's ceremony. A compromise was finally reached which had the legislative ceremony starting just after the ceremony but during the governor's luncheon.

The tone of conflict had been set.¹⁹⁷

I had been invited to the governor's luncheon by Lt. Governor Ada who was my neighbor and father of my daughter's good friend Lucy. As I left the luncheon to attend the legislative ceremony two representatives from Washington D.C. asked if they could accompany me. I ended up taking Ambassador Williams and Thomas Dunmire to that and other activities. I learned during the research for this paper that being seen in the company of these representatives gave NMI people the impression that I had important connections with Washington D.C. officials, and this increased my power in later negotiation situations.

According to the *Pacific Daily News*, representatives of the United Nations Trusteeship Council turned down an invitation to the inaugural ceremony and instead "urged the United States to attempt to

¹⁹⁷The inaugural committee said they were following Canham's directions which did not mention an inauguration for the members of the Legislature.

unify Micronesia" saying that the NMI separation from the other Trust Territory districts "was to be expected given the fact that the Northern Marianas is the wealthiest district in the Trust Territory."¹⁹⁸

Political differences between the governor and the legislature escalated into a feud when Governor Camacho vetoed the legislative budget of \$1.3 million in February of 1978 and then accused the legislature of "excessive overseas junkets and disguising additional salaries for its members in the form of allowances and office expenses."¹⁹⁹ Little else was accomplished as they later continued to battle over budget delays, as well as over the confirmation of gubernatorial appointees.²⁰⁰

The legislature itself was divided both politically and geographically, resulting in almost no legislation being passed the

¹⁹⁸Chat Blakeman, "U.N. Shuns Saipan Ceremonies," *Pacific Daily News*, 18 January 1978, p. 5.

¹⁹⁹Cisco Uludong, "Camacho Fuels Marianas Feud," *Marianas Variety News and Views*, 23 March 1978, p. 3.

²⁰⁰For example, as of 16 November 1978, 745 cases were backlogged in the Northern Marianas trial court, because the legislature had rejected the Governor's choice for chief judge in September. The Governor's choice, Mike White, was reconsidered by the legislature while some opposing members of the legislature were absent. He was sworn into office 30 November 1977. He later withdrew.

first year. Rota and Tinian controlled the Senate, and Saipan controlled the House. The House and Senate, however, almost simultaneously passed one bill in September 1978. This bill legalized gambling and further divided the political groups. Legalized gambling was opposed by the governor, the Roman Catholic Church, and an association named the Ladies United Against Casino Gambling (LUACG). The governor vetoed the casino gambling legislation on 26 October 1978, while the island was being threatened by super typhoon Rita. The two weekly newspapers carried the debates in great detail. For example, House Speaker Oscar Rasa, a Territorial and a supporter of casino gambling, was quoted in the *Pacific Daily News* on 26 October 1978 as saying when he refused to speak to LUACG, "You women are a bunch of dummies, and I do not need your respect or respect of any women." On 7 November 1978 with no public notice and within minutes of each other, the House and Senate both overrode the governor's veto.

Within this environment, a college that was part of the administrative branch of the government got little attention from the legislature. However, on 24 November 1978 the governor established the board of education for the Commonwealth. This board would eventually serve as the board for the college.

The governor finally submitted the 1979 and 1980 budgets to the legislature in early December. His delay had been caused, in part, by cultural inclinations against planning and inexperience on the part of most government employees who were responsible for preparing budget requests for the governor's consideration. Most were doing this for the

first time. Upon receipt of these budgets the legislature suspended all other business in order to consider the budgets. In mid-December a long-anticipated clash transpired as the legislature wanted more details than Camacho had provided.

It was within this atmosphere that I testified for the first time before the CNMI House of Representatives. I was petitioning for \$10,000 to print a Carolinian dictionary, but had expected others to testify and was not prepared for being badgered with questions concerning the governor's budget. The session ended with me in tears and no action taken on the money requested.

That evening a multitude of Carolinians came to my house to apologize for how I had been treated. The next day House Speaker Rasa invited me to lunch. Being seen sharing a meal was a sign to others that a non-verbal apology was given and accepted. Rasa assisted me in forming a strategy to influence the House members and explained that he had been trying to use me during the legislative hearings to obtain information from the governor. As a result I had gotten caught in the middle of a feud that did not really involve the dictionary or my efforts. I was learning the "game" aspect of politics. Eventually the needed money was placed in the governor's budget.

The year 1978 ended with the U.S. government making final payments to individuals of money due on war claims left over from World War II. Seven million dollars went to 10,000 NMI citizens after long and controversial negotiations on the issue of war claim payments.

The first anniversary of the Commonwealth was 9 January 1979, and one *Pacific Daily News* reporter wrote: "There is little to celebrate after a year of endless bickering between Democratic Governor Carlos Camacho and the Territorial party-dominated legislature."²⁰¹ The article also noted that the Commonwealth still had neither a functioning judiciary branch nor a fully organized executive branch, and quoted a radio message by Governor Camacho:

The first year of commonwealth government has been a hard year and a difficult one. I am hoping that when future generation[s] look back at us, they will deal kindly and understandingly with the mistakes we have all made.²⁰²

In June the conflict-riddled 1979 budget was vetoed by Lt. Governor Ada, acting for Governor Camacho who was off-island, for what Ada called "unprecedented and unreasonable legislative interference in the functions of the executive branch."²⁰³ At the beginning of July, anticipating a \$3 million dollar deficit, Camacho implemented a limited funding freeze. He blamed the legislature for making unrealistic appropriations and for raising the minimum wage from 81 cents an hour to \$1.35 an hour. At the end of July both the House and Senate overrode the governor's budget veto, thus putting the \$27 million 1979

²⁰¹*Pacific Daily News*, 9 January 1979, p. 1.

²⁰²*Pacific Daily News*, 9 January 1979, p. 6.

²⁰³Lillian Ginoza, "Ada vetoes N. Marianas Budget," *Pacific Daily News*, 5 June 1979, p. 3.

budget into law. The governor retaliated by laying off government employees. Camacho had not gotten the authority he wanted in the legislation to reprogram funds from one category to another, and said that the lay-offs were necessary because he could not reprogram funds. The budget was already ten months obsolete. Angry exchanges filled the newspapers. The legislature approved two bills at the start of August providing money for under-funded departments, but they refused to pay for positions that had not been included in the original budget. In mid-August Governor Camacho submitted a second FY 80 budget due to take effect 1 October 1979.

Gambling remained an important issue on the legislative agenda. Using the Northern Mariana Islands Constitution's referendum provision, Citizens United Against Casino Gambling²⁰⁴ collected 2,040 signatures, including the governor's, on a petition requesting a referendum in the general election to allow voters to decide for or against the Gambling Control Act of 1978. On 4 November 1979 the bill allowing casino gambling was repealed by the voters by a two-to-one margin. In the same election the Democrats unseated four Territorial incumbents and took control of the House of Representatives. The Territorials continued their six-to-three majority in the Senate. This did not mean, however, that the FY 1980 budget would be approved on time. By the end of the year it had been passed, vetoed and an override was being attempted.

Teachers were as involved in the political process as everyone else. Since teacher education had been the priority training objective

²⁰⁴Previously, LUACG, Ladies United Against Casino Gambling.

of the United States, they were the most educated group on the island and many legislative members were former teachers. While their political involvement would prove important later during undertakings to establish the college, at this point their efforts were problematic. Some would report higher education problems to the legislature before I had opportunities to resolve them. For example, around this time the members of one college course came into my office on their way to the legislature. One member of this course, Jovita Kisa, had persuaded them to talk with me first. They thought the U.S. professor for the course in which they were currently enrolled to be prejudiced against them and insensitive. Even at this late stage, I was able to meet with them and also with the professor and help each understand the cultural differences that were the source of the problem. It was typical of the island culture to avoid direct conflict and go to those in power for assistance. Students looked for kindness and caring in a professor and had interpreted a formal style of instructing as a lack of caring and a dislike for them.

On 11 January 1980 the public school teachers of Saipan forced the closure of seven of the nine public elementary and secondary schools by walking out in support of the 1980 Budget Bill. During the walkout, over 100 teachers went to the House of Representatives seeking an override of Governor Camacho's veto of the budget bill. Teachers had been reclassified the previous year, and if the budget passed they

expected to get wage increases retroactive to 1 July 1979.²⁰⁵ One week later they returned to work without the override.

LEGISLATIVE INVOLVEMENT IN COLLEGE PLANNING

The Covenant between the United States and Northern Mariana Islands establishing the Commonwealth had set aside funds for training people in the Commonwealth. These funds were initially the responsibility of the NMI Civil Service Commission and had been used to pay for contracted college courses not provided through Federal programs.

Toward the end of 1979, the Chairperson of the Health, Education and Welfare Committee of the First Commonwealth Legislature, Honorable Felicidad T. Ogumoro, asked me to come to her office. She shared her thoughts with me on a college for the Northern Mariana Islands and asked me to prepare legislation to establish a college. I felt unqualified and was already overworked trying to arrange teacher training. Although one of my titles was higher education coordinator, I was still not at all convinced that the new Commonwealth could support a college or that there were enough advocates to make it work. When I did not prepare draft legislation for a college in the Northern Mariana Islands as Representative Ogumoro had requested, she went ahead and prepared draft legislation modeled on the Community College of

²⁰⁵Lillian Ginoza, "Ada vetoes N. Marianas Budget," *Pacific Daily News*, 5 June 1979, p. 3.

Guam; House Bill No. 1-185, *Mariana Islands Community College Act of 1979*.²⁰⁶

The 1979 Community College Act was modeled on the legislation that had established Guam Community College in 1975. As such, it was not workable for the Northern Mariana Islands. Guam had a population of around 120,000 on one island and an institution of higher education had existed for 30 years. Guam Community College had been established to meet secondary and college vocational education needs in conjunction with the University of Guam. The Northern Mariana Islands needed one

²⁰⁶Earlier legislation concerning higher education included:

Resolution 86-1975 - *A Resolution Relative to Respectfully Memorializing and Requesting the District Administrator to Investigate the Feasibility of Formally Establishing a Community College of Saipan to be Known as the Mariana Island Community College, and to Provide, the Legislature a Cost Estimate to Construct and Staff this Facility.*

Resolution 98-1975 - *A Resolution Urging the District Administrator to Speed up the In-service Training Program for School Teachers who want to Further their Educational Training.*

Bill 5-17, 1977 - *To Establish a Scholarship Board for the Northern Mariana Islands...*

Bill 5-58, 1977 - *Relative to Requesting the Director of Education of the Department of Education to Extend the College Extension Program to Rota.*

Bill 5-91, 1977 - *Appropriating Twenty Five Thousand Dollars for the Northern Marianas Community College.*

institution to serve the higher education requirements of a population of 18,000 spread over five islands. Seeing the draft legislation made me realize that I had better assist with the legislation or something totally unworkable might be created. Her actions showed me how committed she was to the development of a college. She had more faith in my ability to assist than I did, and with her encouragement and assistance I proceeded to work on college legislation.

Although I did not realize it at the time, another issue of concern to the legislature in 1978 and 1979 would come to have a major effect on the development of the college: student financial aid. Prior to the establishment of the NMI as a Commonwealth there had been scholarship boards instituted on Rota, Tinian and Saipan through the Trust Territory Government to distribute financial aid to students leaving the islands for college. Funding had ceased when the Northern Mariana Islands became a Commonwealth. In March of 1979 Governor Camacho vetoed for a second time a bill for re-establishing those boards and appropriating \$630,360 in funds for students. The veto came about as a result of conflict over the amounts of money distributed to each student, the method of distribution, the fairness in distribution between islands, and the need to institute a promissory note to repay loans. Emergency appropriations had assisted prior students on a semester by semester basis. In May Congresswoman Ogumoro introduced a bill to "centralize the present scholarship program [and not have it administered by each island] and also allow the board of education to

determine the technical and professional needs of the Commonwealth...."²⁰⁷

During March of 1980, the NMI Department of Education submitted testimony concerning House Bill 1-185, saying of the draft legislation based on Guam Community College:

We believe the Bill to be premature. At this time the Education Department staff is conducting a Community College feasibility study ... [which would] identify the potential student enrollments per curriculum area and the job placement opportunities in the current labor market.²⁰⁸

The DOE recommended delaying action until the study was completed.

Meanwhile I was researching college legislation, obtaining information on the higher education needs of the Northern Mariana Islands, preparing proposals for college funding and planning summer courses. One of the people working with me compared the college to my growing child, tied to my identity just starting to have a form of its own as decisions were made about establishment, programs, policies, goals, form and staff. By the spring of 1980 I had been convinced by Representative Ogumoro that a college, rather than the existing coordination agency, could be established. As long as I held the top position, I was obligated to work toward establishing a college.

²⁰⁷"New Student Aid System Proposed," *Commonwealth Examiner*, 25 May 1979, p. 1.

²⁰⁸NM Department of Education testimony on HB 1-185, March 1980.

In April 1980, the governor officially assigned a task force to study the feasibility of a college within the Northern Mariana Islands. The task force, which met almost weekly, included the chairwoman of the HEW committee, the teacher training coordinator, a lawyer, a doctor, a bilingual educator and other powerful community members. Bill Kinder, a consultant from the Academy for Educational Development, assisted the task force and collected relevant data. An official report was submitted to the governor on 23 May 1980 recommending the establishment of a college designed to meet the unique needs of the NMI. The study found:

1. There is a clear and urgent need to establish some form of organization for providing postsecondary education within the Northern Mariana Islands;
2. The proposed bill (H.B. 2-87, cited as the "Marianas Community College Act of 1980," does not make adequate and necessary provisions for the kind of community college needed in the NMI;
3. A substantial amount of training and education for a large number of adults is currently being provided within the Commonwealth;
4. A large amount of money is being spent for adults and postsecondary education and training, serving about 1,000 persons at a cost of about \$2,500 per person; and

5. Existing resources for adult training and education are not organized or used as effectively or cost-efficiently as they could be.²⁰⁹

The task force's survey of employers found over 95% would definitely or probably attend a community college in the NMI and support employees to attend the college. Of 115 employees surveyed, 15% had a two year or higher degree; 87% said they would attend a college in the NMI with 84% believing that they could successfully complete a college program. Of the 143 high school seniors surveyed, 70% planned to attend college with 79% of those wanting to attend a mainland college. When asked, 56% of the seniors said they would attend an adequate college in the NMI.²¹⁰

The following two tables represent task force data:

²⁰⁹NMI Governor's Task Force, 2-3.

²¹⁰*Ibid.*, 26 - 30.

NUMBER OF STUDENTS ENROLLED/SERVED, TRAINING
AND EDUCATION PROGRAMS FOR ADULTS AND OUT-OF-
SCHOOL YOUTH OF THE COMMONWEALTH, 1979, 1980,
AND 1981 PROJECTED

STATE OF PROGRAM	1979	1980	1981 Projected
1. College Credit Course	520	1,400	2,000
2. Adult Basic Education	106	325	500
3. Adult Vocational Education	65	80	80
4. Vocational Rehabilitation Program	41	106	156
5. Youth Training & Work Program (CETA)	75	61	60
6. Public Service Employment (CETA)	193	123	120
7. Training & Employment (CETA)	153	150	160
8. Special Education Teacher Training	34	12	12
9. Government Employee Training	No Data	No Data	No Data
10. Food Service Personnel Training	58	73	70
11. International Business College	No Data	No Data	No Data
12. Library Personnel Training	2	6	8
13. Bilingual Bicultural Training	100	350	400
14. College Scholarship Salpan	388	301	350
15. College Scholarship Note	No Data	No Data	No Data
16. College Scholarship Tution	37	30	42
17. Arts & Crafts Courses	0	75	200
18. Practical Nurse Training	0	1	0
19. Criminal Justice Personnel Training	70	3	100
20. Preparation of Graduate Nurses	No Data	10	10
21. Fishery Training	0	55	0
22. Health Assistant Training	2	1	0
23. Revenue & Taxation Training	No Data	No Data	No Data
24. Community/Cultural Affairs Training	0	0	2
25. Public Works Training	No Data	No Data	No Data
26. Educational Information Center	0	150	400
Total	2,104	3,312	4,670

SOURCE: Survey conducted by Governor's Community College Task Force, June 1981.

*NOTE: These totals should be used with great caution! The data were reported by individual program managers; some data were not reported; the amount of training ranges from a few hours to full-time study; and finally, the total reflects reported counting of persons because many of the programs are serving the same people. The actual number of separate individuals served is probably less than 1,000 persons.

NUMBER OF STUDENTS ENROLLED (COURSE REGISTRATIONS)
1980 SUMMER COLLEGE CREDIT COURSES, BY TYPE OF EMPLOYMENT, JULY 8, 1980.

COURSES	Public Sch.	Private Sch.	Vocational	Principals &	Other Educ.	Legislature	Participants	Health	Government	Other Gov.	Other Priv.	Students	TOTAL
	Teachers	Teachers	Teachers	V/Principals	Employees	Employees	Participants	Services	Secretaries	Employees	Sect. Emp.	Students	
<u>Courses in Saipan</u>													
Princ. of Accounting	1									6	5		12
Business Law	2				1	2				6	4	2	17
Human Anatomy & Physiol.	5				1		1	17					25
Children's Dance in the Classroom	16								2				18
Teacher/Child Relations	7	1					5				1		14
Intro. to Gifted & Talented Education	13	1			1		2				1		18
Lang. Arts Methods Elem.	18				2						1		21
Social Studies Methods	10				1								11
Evaluation	24	2								1	1		28
Introduction to Administration	14			6	1						2		23
Adminis. Leadership	10	1		6						1	2		20
World Regional Geog.	22				2		3				1		28
Nutrition and Health	29			1	2		1		1	1		2	37
History of NMI	12						1					1	14
TESL Techniques	8							1			1		10
Math for Nurses								15					15
Elementary Math	19				2		5					1	27
Elementary Algebra	8				1		4		1	1	1	4	20
Music Appreciation	19				2		2	2				1	26
Music for Children	12	2								1			15
Structure & Dev. of Science	10							1		1		2	14
Records Management	1					1			8		3		13
Business Correspondence				1	2	2	2			3	3		13
Personnel Supervision							1				2		3
Political Design & Futuristics	2									1			3
Fundamentals of English	48	1		2	10	5	27	11	5	8	1	18	136
Problems in Indust. Ed.				49									49
Directed Reading/Research				49									49
<u>Courses in Naha</u>													
Intro. to Phys. Science	11			1	2				1	7	2		24
Elementary Math	11			1	2				1	7	1		23
Fundamentals of English	5				2					6	1		14
Children's Dance in the Classroom	18				3				1	4		1	27
TOTAL	355	8	90	10	38	10	54	47	20	54	33	32	767

*NOTE: The number of course registrations differs from the number (headcount) of students enrolled since many students are taking more than one course. The actual headcount enrollment is about 500 students.

A variety of educational programs were in existence in the NMI at the time of the task force study with students from many occupations.

Subsequent to that report, the *Postsecondary Education Act of 1980*, House Bill 2-62, was passed by the NMI House and sent to the NMI Senate. The bill sat unattended.

Another summer program had started in June 1980, and the Department of Education building no longer had space for the staff and traffic generated by the college. Prior to the summer of 1980 my office was moved to the empty high school's kitchen facility. My temporary staff consisted of people who for one reason or another were employees of the NMI Department of Education but were not in the schools. There were still no staff positions established for the college. We were offering courses from the University of Guam, University of Hawaii, San Jose State University and Portland State. The cost was \$5 a credit for government employees who could be supported with Covenant Funds and \$30 a credit for people not affiliated with the government.

POLITICAL PROBLEMS CONTINUE

By March the 1980 budget had yet to pass both houses. Political splits were now complicated by disagreements between Rota delegates and Saipan delegates over capital improvement projects. On 4 March 1980 the Saipan Teachers Association sent a strike ultimatum to the legislature which threatened to close the schools if the budget was not passed. Subsequently, all nine schools closed, and a new debate started on whether disciplinary action should be taken against the teachers. On

12 March 1980 the board of education instructed Koprowski to order teachers back to work and to prepare to take adverse action. On 25 March 1980 the teachers returned to work after assurances came from the legislature that the budget would pass. On 9 April 1980 the budget was transmitted to the governor, who line vetoed capital improvements for Rota among other line vetoes. As a result Rota Senator Manglona suggested that Rota might secede, and two Rota residents sued the governor for not distributing the Rota funds as required by the Covenant.²¹¹

The political fighting was hurting the Commonwealth in many ways. Law suits had become commonplace. Important issues such as oil storage and delivery, tax and IRS plans, nuclear dumping, fishing rights, immigration, foreign investment, citizenship, food stamps, audits, retirement funding, air fares and power needs were not getting the attention they required.

EXECUTIVE ORDER 25

In January, *Pacific Daily News* headlines read, "Administration 'Dragging Feet': NMI Senator Blasted," "Anti-dumping Fight Continues in NMI," "Proposed Law Would Control Massage Parlors, Prostitution," "Food Stamp Program Delayed till Summer," "Resolution Denounced by Administrators," "Government Could Close," "Saipan Senate Squabbles over AG." The new Commonwealth was besieged with problems on many levels. It was within this environment that Northern Marianas College would grow. In a strong political move Representative Felicidad

²¹¹The suit was eventually dismissed.

Ogumoro and the governor decided to push the passage of legislation by having the governor establish a college by executive order.

In March 1981, I was asked as the coordinator of higher education to visit Governor Camacho's office. The governor told me that he was signing an executive order establishing a college in the Northern Mariana Islands, and that I was to be named the acting dean until the board selected a dean.²¹² I recommended that someone be hired who had experience in starting a college. The governor told me that he would rather have someone who knew the politics and culture and had worked within the Northern Mariana Islands. I left his office with a new sense of mission--I had been officially assigned to establish a college.

On 12 March 1981, Governor Camacho signed Executive Order 25 establishing Northern Marianas College effective 18 May 1981 (copy in Appendix B-2). Although Governor Camacho thought legislation was a preferable way to establish the college, the political relationship between the House and Senate and governor was such that it was not possible to get legislation passed.

THE NEW ORGANIZATION

Executive Order 25 established staff positions for the college and required the movement of a number of training-related programs to

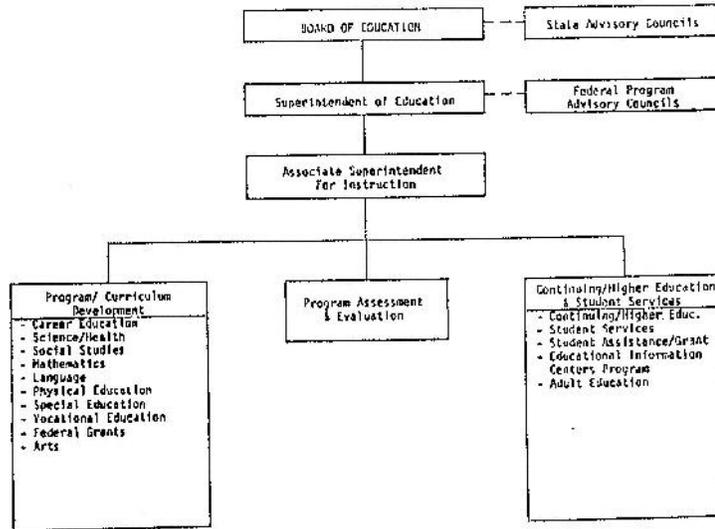
²¹²There was uncertainty on what to call the head of a college. The term *dean* was in the executive order and caused problems when negotiations took place outside the Commonwealth because it was often not viewed as the top position in the college.

the college. Two programs that had been under the NMI Department of Education were placed at Northern Marianas College--Adult Basic Education with a full time staff of two and Student Financial Aid, also with a staff of two people. The executive order moved one program to the college that had been placed earlier under the NMI Department of Personnel. The Covenant Training Funds Program, had a staff of six. Two staff members moved to the college with the program and four changed jobs assignments. I had six new people in my small office building. CETA was also placed under the college, but the director of that program and I decided that the CETA office would remain at its current location.. The College, after Executive Order 25, is summarized as follows:

**NORTHERN MARIANA ISLANDS COMMUNITY COLLEGE IN 1981
(After Executive Order 25)**

- Staff:* Kit Porter, Acting Dean
 Jean Olopai, Admissions and Records Director
 Joe Guerrero, Teacher Training Coordinator
 Luis Limes, ABE Coordinator
 Abel Olopai, Director Covenant Training Funds
 Fermin Kebekol, Counseling & Guidance Director
 Sue Mafnas, Student Services
 Luis L. Chong, Scholarship Coordinator
 Hilaria Santos, Coordinator I, ABE
 Remy Arriola, Administrative Assistant
 Trini Aldan, Administrative Assistant
- Location:* - for administration, building near high school.
 - for instruction, public school classrooms.
- Organization:* - Dean reports to the Board of Education through the Superintendent of Education.
- Funding:* - Federal Funds related to specific programs.
 - Covenant training Funds.
 - Students pay \$30 per credit.

- Programs:*
- AA Degrees in Liberal Arts and Education, Secretarial Studies (with GCC), Nursing (with UOG).
 - BA Elem. Ed. and in Admin. (with UOG).
 - MA in Ed. Admin. (with SJSU).
 - ABE, CETA, Educational Information Center, Territorial Teacher Training, Ocean and Fishing Training, Computer Science and Trades Apprenticeship.
 - Coordination through Federal programs.
 - In 1981-1982, 223 students used \$403,180 n NMI financial aid to attend external colleges.
 - Between June 1981 and August 1982, 1,698 registrants were in 105 NMC courses.
- Students:*
- On degree plan for AA=271, BA=20, MA=42; in undergraduate courses=196; in graduate courses=19; in Basic Skills Program=150.
- Mandates:*
- Provide college credit programs, continuing education, research programs, financial aid, career & academic counseling, library and audio/visual services, adult education, community services, private business training, two year transfer program & para/professional technical training.
 - Plan, organize & administer Postsecondary programs.
 - Assist students to attend postsecondary programs outside the Commonwealth.
 - Develop, consolidate and administer vocational programs.
 - Consolidate and administer student financial assistance.
 - Train Civil Service Personnel.
 - Prepare citizens for entry into the American Political Family.
-



The previous chart showed the placement of the college within the organization chart of the Department of Education as "Continuing/Higher Education & Student Services."

Americans tend to put more faith in written documents than verbal agreements. As an American I responded to there now being a document in writing--because I gave more credibility to what was in writing and others would also. I had responded to both Governor Camacho and Chairwoman Ogumoro telling me that a college was what they wanted and asking me to establish one, but I had been hesitant. I thought now that the document would give me additional power to negotiate on behalf of the college.

The college was at this time a small but complex organization. It was formed within an environment used to top-down management systems with all-powerful leaders--the Catholic church, the Japanese management during and prior to World War II, the U.S. military and the High Commissioner systems of the U.S. government. For the most part these

organizational models reflected authoritarian ways of governing; consequently the islanders expected that the college would be administered in an authoritarian manner. This expectation had an effect on the starting up of the college and hindered efforts to have community members voice what they would want the college to offer. Collegial forms of management at this stage were viewed as weak management. I would be told, "You should know what to do."

I took the mandates in the executive order very seriously and set about to implement them. I now understand, as a result of this research, that very few other people took the executive order as the serious establishment of a college. They saw the executive order as a political maneuver by the governor to get control of scholarship money away from Rota and Tinian. Most people, even the staff assigned to the college, believed that a new governor would quickly eliminate the college. At the time, I did not even think of this as a possibility. I had reasons, however, to want the college established by legislation in spite of the political climate's antagonism for any legislation being passed. Initially, I wanted to move the organization out from under the administration of the NMI Department of Education. Later, I wanted to be able to obtain U.S. funding support which I was to learn was tied to the college being established by legislation.

College Staff

The college now had a staff transferred from the department of education and from personnel. None had been selected or hired to work for a developing college. A few were individuals who had been on loan

to the college and were now committed to its development. Others were willing to do their work whatever the location. A few refused to transfer or obtained other jobs as quickly as they could. None had ever worked for a college before.

Initially there were problems. For example, at one point I received a phone call from a congressman saying he had received complaints that I was holding morning staff meetings and thus harassing my staff by requiring them to be in the office at the start of working hours each day. I responded with a memorandum to my staff explaining that the meetings had been initiated "in response to requests and suggestions from the staff" because I had had to frequently cancel meetings planned during the day to be at hearings and committee meetings. I wanted my staff to be involved in the planning and in my memorandum stated:

I have made an effort over the last month to increase your involvement in creating the organizational chart, budget and policies and feel that this has resulted in a better product than if I did the planning without meeting with you. There has been no intent to have requesting your participation be harassment.²¹³

My management style, participatory rather than top-down, did not mesh with the expectations of some staff members who expected me to dictate what would be done.

NMI Department of Education

²¹³Kit Porter memorandum to community college staff concerning Congressman Tagabuel complaint, 29 September 1981.

The governor did not have authority under Northern Mariana Islands law to establish a totally new organization. In Executive Order 25 the dean of the college was appointed by the governor upon recommendation of the Northern Mariana Islands Board of Education and would report to the board through Superintendent Koprowski.

Initially Koprowski placed the higher education activities under the associate superintendent, but this relationship was not successful. The chairman of the board asked me to prepare a letter on the problems. I responded that in the current situation I could not "meet the goals and produce the products I would like to." Job roles were unclear, and "blame placing" was resulting in a "mood of dissatisfaction...I used to feel I had support and could make specific plans... [I was] now hesitant to make commitments."²¹⁴ College designated funds were being spent on other education areas without my knowledge, and I was being forced to fix problems instead of planning.

Associate Superintendent Agnes McPheters and I clashed over the needs of the college versus the needs of elementary secondary education. At one point when yet another 1981 budget, one that included funds for the college, was sent back to the department of education for a ten percent cut, McPheters had made the cut by eliminating the funds for the college. I was not aware of this cut until the revised budget reached the legislature, and a relative of one of the college staff told us. Once I was made aware of this change, I met with legislative members and had the money reinstated.

²¹⁴Kit Porter to Lorenzo Guerrero, undated report.

Site

Different members of the CNMI administration had been suggesting possible sites for the college. I had been "given" the building built by the Navy on Navy Hill as Bachelor Officer Quarters (BOQ) and later used to house Trust Territory personnel. It would now house summer instructors. Considerable money would be saved on the hotel and per diem costs for roughly 30 contracted instructors. On 15 May 1981 Mt. Pagan erupted, and the 54 inhabitants of Pagan were relocated to Saipan and housed in the BOQ indefinitely. I contracted out a study to advise leaders in the Commonwealth on possible sites for the college.²¹⁵

NEGOTIATIONS TO HAVE NMC ESTABLISHED BY LEGISLATION

Depending on one's point of view, Executive Order 25 was either a means for the governor to get control of student financial aid money going to Rota and Tinian, or a means of forcing the Senate to pass legislation establishing a college. Viewed from this latter perspective the executive order was a strong negotiation maneuver to raise the political cost of opposing legislation. In either case, I was caught in a struggle between the governor and the Northern Mariana Islands Senate at a time when I had responsibility for a basically new organization with new staff and goals. House Bill 2-62 had already passed the House and was waiting at the Senate for approval. It did not include the elimination of scholarship boards on each island;

²¹⁵Ted Oxborro and Associates.

Executive Order 25 did include this. As best as I could, I tried to remain uninvolved in the confrontation.

The governor and Chairwoman Ogumoro expected that the Senate would pass House Bill 2-62 in order to declare Executive Order 25 void. Up until this point Rota, Tinian and Saipan each had scholarship boards responsible for allocating Commonwealth funds to students from the respective islands to attend college. These boards functioned independently, and questions had been raised as to whether or not the students receiving funds were in good standing. The governor was also questioning the scholarship system.

The department of education officially supported Executive Order 25. As expected, Representative Ogumoro responded positively to the Executive Order, saying that the House would incorporate the order into legislation, and that it would be pleased to see that the 1981 budget included funding for the college.²¹⁶ Until then the funding request for the college had been included in the department of education budget. The House continued its efforts, and a new bill, House Bill 2-87, *The Northern Mariana Islands Community College Act of 1981*, passed on 12 May 1981. It had been revised through a number of drafts and hearings, each requiring extensive negotiation sessions on the content and wording.

²¹⁶Felicidad Ogumoro letter to Governor Carlos Camacho, 3 December 1980.

Not surprisingly, the Senate responded to Executive Order 25 by questioning the legal authority of the governor to influence other laws.²¹⁷ The Senate held that the governor could not eliminate by executive order the public law that established the independent scholarship boards. Members of the Senate also expressed concern about using funds for the college which had been designated in the Covenant with the United States for educating employees: "The Covenant does not permit the funds to be used to train persons who are not employees of the Commonwealth Government."²¹⁸ The Senate stated that if the college were established by legislation it would be more appropriate and in accordance with the Article XV of the Constitution. Finally the Senate reported that it was inconsistent for the college to "be an autonomous entity under direct control and supervision of the board of education."

The two weekly papers in the Northern Mariana Islands gave front page coverage to the debate (copies in Appendix C-2). One stated, "Concerns Raised on College Order" and opened with "Barring weekend work by the Senate, the Northern Mariana Islands Community College will be established by executive order."²¹⁹ The article went on to detail

²¹⁷Senate Committee Counsel to Senator Benjamin T. Manglona, 28 January 1981.

²¹⁸Richard Lassman, Assistant Attorney General to Senator Benjamin T. Manglona, 1 August 1980.

²¹⁹"Concerns Raised On College Order," *Marianas Variety News and Views*, 15 May 1981, p. 1.

the positions of legislators, government officials and educators in the establishment of a college. The debate was no longer about whether there would be a college but about when it should be established, what services it should include and what form its governance should take. The Senate did not pass legislation; however, and the college was established by Executive Order on 18 May 1981.

After reviewing the documents for this research, I am not surprised that the legislation did not pass. Very little legislation during that first administration passed both the House and Senate and was signed by the governor. The governor was quite perceptive in establishing a deadline and offering the Senate control of the scholarship funds as a ploy to force the passage of legislation. This had the possibility of forcing passage in a hostile environment.

I temporarily ceased to work toward legislation and concentrated on solidifying the college. I realized that the stronger the college was and the more constituents it had, the more likely its chances of success. I made a detailed list of everything that the executive order required the college to do and planned with my staff how to accomplish the goals. The executive order became my blueprint for operations and, at last, I had a clear delineation of functions. I sent out memoranda through the governor to all department heads to establish the training needs of each department. Involving all the governmental agencies would also strengthen the eventual negotiation power of the college.

The scholarship fund continued to be an issue. The board of education selected three members to concentrate on college matters, and

they became the selection board for scholarship funds. I decided not to be on the selection committee because I did not wish to get embroiled in issues concerning individual students. I had started to notice that favors were being done for me by families who wished their children to receive financial aid. For example, I was invited to lunch by the head of a department who insisted on a lavish meal and then asked me to make sure his child received a scholarship. On another occasion an individual offered to help me obtain land²²⁰ and then brought up his child needing a scholarship.

I hoped that eventually a system could exist where students would begin their basic education within the Northern Mariana Islands and then would be able to transfer to a four year institution for concentrated work. I saw my job as getting that initial system in place, not running a scholarship program. By refusing the role of being the person to distribute funds, I deliberately rejected building up favors that would have helped me in future negotiations. I viewed my work as a job, and not as a way to build connections.

On 18 September 1981 an employee of the Senate walked into my office building, past the registrar, by the five or six desks in the open area to my office. He then handed me a subpoena which threatening me with imprisonment if I did not supply certain documents related to the financial aid program (subpoena in Appendix C-3).

²²⁰Land ownership in the Northern Marianas was restricted to islanders. Some Americans and other outsiders made arrangements for long term leases or sharing agreements in order to have land.

The employee seemed to think I would give him the documents on the spot. It would have taken a month for us to pull the information together, if we could have at all--we had just received the individual files from Tinian, and we never did get them from Rota. It happened that the office had no electrical power that day, further complicating the matter. Once I realized that the real issue was that the governor had moved the scholarship money from Rota and Tinian to the college, I went right over to the governor's office, where he joked about now having to build a woman's facility at the jail to incarcerate me. He then brought in the attorney general. Even before the attorney general could get a letter to the Senate informing them that they did not have the power to subpoena people or control over who would be put in jail, I received a memorandum rescinding the subpoena.

My own relations with the Senate up until this point had been cordial. I had testified before them in 1979 concerning the language of traffic signs and found it a positive experience. My previous difficulties had been with individual members of the House, but the general support of House members was strong, and I was usually able to ignore persons with whom I conflicted. Two House members tried to use their positions for sexual harassment. I made it a personal policy to never meet with legislative members alone. The nine-member Senate that had the six controlling votes between the islands of Rota and Tinian, had usually been supportive of what I was doing. I had taught with two of the Rota Senators between 1967 and 1969, and had provided special programs since 1975 to both islands.

After the subpoena demanding information on the financial aid program was withdrawn, I was again subpoenaed along with the chairman of the board to appear before the Senate on 21 September 1981 to provide information on the financial aid program. Board Chairman Cabrera thought it would be best if I did not speak, so he decided to answer all questions. This strategy frustrated the Senators during the hearing. Afterwards, when some of the Senators and I talked privately, they joked and apologized for what was happening. I realized that I was taking the political "game" too seriously and that I needed to remember earlier lessons to play the same game.²²¹ From that day on, I saw myself as a participant in a contest with certain advantages and vulnerabilities because I was an American, a woman, and head of the college. I started to consider where I had leverage and how to use it--something I did not consciously do when I was negotiating with the University of Guam.

The financial aid staff, Sue Mafnas and Louis Chong, made an extra effort to contact Tinian and Rota students and advise them of new procedures. The board financial aid committee established eligibility requirements consisting of proof of college attendance and an

²²¹When I was getting ready to leave the Marianas in 1983, I was again presented with a subpoena to appear before the Senate. I mumbled something about, "couldn't they let me leave the island in peace." Upon my arrival at the Senate chambers, I was greeted by a formal ceremony and a written commendation for my services to the Northern Mariana Islands.

acceptable grade point average. On several occasions we got complaints from parents that their children had not received checks, only to find out upon investigation that the children in question were no longer enrolled in college. A uniform aid rate was established, with priority given to study in fields of importance to the Commonwealth. Neither the *Postsecondary Education Act of 1980* nor the *Northern Mariana Islands Community College Act of 1981* were acted upon by the Senate.

In 1981, the race for governor was in full swing. Governor Camacho was not nominated by his party for a try at a second term. Ballots from Rota were not counted because they arrived late, and afterwards Camacho lost a court challenge over the ballot issue. He and his supporters then formed a third party, diverting votes and thus helped a Republican, Pedro P. Tenorio to win as governor. The Republicans also won the majority of seats in both the House and Senate. Governor Tenorio took office in January 1982, and the executive and legislative branches were united under the same party for the first time ever.

Governor Tenorio was a more easygoing man than Governor Camacho. He got rid of Camacho's fancy car and body guard. My own relationship with Tenorio was strengthened by the fact that he and I both had daughters in the same class in school. Pedro A. Tenorio, a cousin to the governor, became lieutenant governor. He had been chairman of the Saipan Scholarship Board at the time of the executive order and had testified against the college being established.

Many people expected that Governor Tenorio would repeal Executive Order 25, but he did not. Rather, he added his support to the develop-

ment of the college, and he asked me to start attending cabinet meetings every Friday. It seemed as if the college could continue to exist and grow under the executive order. Although the political environment had improved for passage of legislation, there now seemed to be a hesitancy to commit the Commonwealth to supporting a college. House Bill No. 2-87 had remained with the Senate from 15 May 1981, where it was forgotten with the termination of the 2nd legislature. The third legislature, which took office in January 1982, continued efforts to establish a college by legislation by introducing House Bill No. 45, essentially the same as No. 2-87. Felicidad Ogumoro, meanwhile, was not reelected to the House, but she continued to work behind the scenes, and I frequently went to her house for advice.

The election caused the college staff to become a strong political force. They were now a cohesive group fully in support of legislation to establish the college. The staff was also connected to the new government and could work behind the scenes in ways that I could not. Louis Limes, director of Adult Basic Education, was a respected Carolinian who had children away in college and was himself seeking a degree from our program. I grew to depend on his advice concerning the college and legislature. He had a calm manner about him and was able to assist during stressful times. I have little doubt that I would have resigned if I had not been reinforced with his support and knowledge.

Sue Mafnas supervised student financial aid and testing. She was wife of the controversial Northern Mariana Islands Director of

Personnel and sister of the second governor of the Northern Mariana Islands. She was excellent at getting things done within the system, and she helped me figure out who should hand carry a document or how an official should be approached. Largely because of her, the organization was able to function effectively within the island's way of getting things done in spite of my being American.

Abel Olopai, another respected Carolinian, was one of the two people who had been moved from the department of personnel to the Northern Marianas College office under my leadership. Olopai concentrated on vocational and fishing programs and had worked in the vocational education office at Trust Territory Headquarters. He had state level experience and brought that expertise to the job. I was never sure if he was happy to have made the move, but he joined the new team and managed his programs well. I do not think he would have told me if he were unhappy, but he became an advocate and assisted during the legislative hearings nonetheless.

Jean Olopai, the registrar and director of admissions, was one of the first people assigned to the college. She was dedicated and excellent at making sure regulations were met. Her husband worked at the legislature. Her attention to detail and ability to produce information was critical to legislative hearings where staff members would bring supporting information as needed.

Joe Guerrero was in charge of teacher training. His wife was secretary to the new lieutenant governor. Guerrero seemed to know when problems were brewing and would warn me when they were impending. All

staff persons did their part. Administrative assistants worked late and advised me. It was now necessary that as many elements of the community as possible come together to support the college and to convince the legislature that a college should be officially established.

The University of Guam presented itself as a force in this effort. A new UOG implemented in December 1981 meant the Northern Mariana Islands could have no say in who would teach courses or when they would be taught. Rosa Carter had approved a 7 December 1981 memorandum which said, "The Western Association of Schools and Colleges recently adopted a new policy on contracts which mandates that the university must be solely responsible for academic and fiscal elements of all instructional programs/courses for which it provides credits..." My response was that we would then not be able to work with the University of Guam at all. We could not pay for courses that did not meet our needs.

Also in December, 1981, UOG officially stated that it intended to accept Associated of Arts degrees from Northern Marianas College (Dec 2, 1981 letter from Rosa Carter to Kit Porter) and on December 3, 1981 In December 1981, Rosa Carter, president of UOG, officially stated that UOG intended to accept Associated of Arts degrees from Northern Marianas College.²²² On 9 March 1982 Carter came to Saipan and met with Governor Tenorio, the chairman of the board of education, and

²²²Rosa Carter to Kit Porter, 2 December 1981.

legislative members.²²³ She did not let me know that she was coming or ask to meet with me. The *Mariana Islands Variety* account of her implied duplicity on the part of Carter, and its reporting caused Northern Mariana Islands leaders to question that I was working with UOG at all:

In discussing the Northern Mariana Islands Community College, Dr. Carter said its prospects looked dim. She said that the population and funding base of the Northern Mariana Islands is probably too small to deliver the wide array of programs expected of a community college.²²⁴

Her comments influenced some legislative members to increase work on the legislation to establish Northern Marianas College.

In March of 1982 House Bill No. 22 was introduced, establishing detailed regulations for the policies and procedures concerning financial aid for NMI students. The bill was modeled after policies that had been introduced by the board of education in order to implement

²²³The board of education that had been established under Governor Camacho, and was now the board for the college, had submitted their resignations at the request of the lt. governor. There had never been a change in governors before in the NMI. Most board members thought they were expected to resign, but others were concerned that it would add to instability and possibly hurt future accreditation aims of the college. Two members decided not to resign, although there was no longer a quorum. They continued with the college efforts.

²²⁴*Mariana Islands Variety*, 12 March 1982.

Executive Order 25. Many people thought that such policies should not be made into law. The board needed to have flexibility to change policies without going back to the legislature to change a law. There also needed to be flexibility in dealing with individual student needs. The bill was not passed.

Issues concerning a college in the CNMI became the focus of the negotiations. They needed to be discussed, debated and aired before compromises could be made. One such issue was concerned with the college's purpose. In testimony on House Bill 2-87 in March 1982, the director of CETA had identified six purposes for the college: basic courses that could transfer to a four year college; occupational education; general education; remedial education; guidance and counseling; and community service. Some members of the legislature wanted to include vocational education, but there were few students in the high school's vocational programs, and surveys showed that the low wages made vocational fields such as carpentry and auto mechanics unattractive.²²⁵

Another issue involved the college's location. Some legislative members felt the college should have a campus before it could exist. The site study I had contracted had suggested a number of possible

²²⁵Employees were being brought in from foreign countries, resulting in salaries for vocational type jobs being very low. For example, classified advertisements in the newspaper at the start of 1982 sought a live-in-maid for \$150 a month, a mechanic for \$1.35 an hour, a plumber/carpenter for \$216 a month, a plumber for \$1.75 hour.

sites, including some Trust Territory buildings that were being vacated. To many, without a site and a building there could be no college. If a site could be located, they would consider supporting a college. I had avoided this issue, but I realized that a site would support negotiation efforts. Appendix C-7 further details issues.

I was involved in almost daily meetings and/or discussions on issues--explaining the implications and policies, researching legislation of other colleges which might serve as models, exploring the ramifications of such matters as whether or not the college should be part of Northern Marianas governmental systems for finance and personnel or separate, and whether or not the college should have its own board or be governed by the board established for elementary and secondary education. This was an important part of the negotiation process, and, as with the University of Guam, it could have gone on for years without reaching a finalized agreement. One important lesson I had learned from the negotiations with the University of Guam was the need to have as many people as possible feel ownership of the college and share the goal of a college in the NMI. In order to accomplish this objective I held press conferences and involved as many people in the process of the development of the college as possible.

At the beginning of April 1982 the PPSEC submitted a proposal to the CPB/Annenberg Foundation. The abstract summarized the purpose as follows:

- 1) inter-institutional and inter-governmental cooperation, 2) to use satellite transmission and band-width compression technologies, 3) for delivering quality higher education programs, 4) to

minority students of many cultures in remote locations, 5) while improving instructors' skills, 6) and developing technical expertise in local personnel, 7) and demonstrating a less costly method than face-to-face delivery, 8) that can be replicated by other regional consortia."

Jim Lange at the University of Guam had been a leader in designing the plan for using a satellite to improve higher education in Micronesia. I and a few others had assisted. The proposal was not funded thus ending efforts at that time for an active integrated satellite connection.

Public hearings were held on 5 April 1982, in which those testifying all spoke in support of a college. The "bill to make Northern Marianas Community College a public corporation sailed through a public hearing Monday [5 April 1982] with only minor criticism, though some concern was voiced over a potential drain on primary and secondary educational resources."²²⁶ Standing Committee Report 3-41 on 13 May 1982 recommended passage. Testimony was taken into account and on 21 May 1982 the second and final reading took place, and on that day Standing Committee Report 3-45 unanimously recommended passage of House Bill No. 45 to establish Northern Marianas College.

The Pacific Postsecondary Education Council also became a supporter. At the May 1982 meeting they passed the following resolutions:

Member colleges will advise other council members either through meetings or correspondence of proposals and activities which could affect the region.

²²⁶"Community College Backed for Public Corporation Status," *Mariana Islands Variety*, 9 April 1982.

Member colleges agree to coordinate all college activities out of their own region in another member's region with the member college of that region.

Member colleges agree to work together on plans for transferability of credit, joint use of courses, planning resources, exchange programs (students and faculty) and other programs as decided by the council.²²⁷

This agreement, in effect, eliminated UOG, GCC and CCM as competitors of NMC and strengthened NMC's role in the Commonwealth. Frequently, John Salas from GCC would refer to me individuals who had contacted him for training in the Northern Mariana Islands. We would then work together to provide courses. One example of UOG bypassing NMC was when Northern Mariana Islands legislative representative Misael Ogo, with whom I had taught on Rota, came to me in April with a letter from Rosa Carter, concerning the University of Guam agriculture program in the Northern Mariana Islands.²²⁸ He wanted to know why the letter was addressed to him and not to me. He wrote to Carter, advising her to contact me at Northern Marianas College.²²⁹ I had encouraged the resolutions passed at the PPSEC meeting, in hopes that such agreements would alleviate the problem of UOG competing and not coordinating with NMC.

²²⁷Pacific Region Postsecondary Education Council, "Resolutions," May 1982.

²²⁸Rosa Carter to Misael Ogo, 19 April 1982.

²²⁹Misael Ogo to Rosa Carter, 28 April 1982.

The college had continued to grow during this period in spite of the delayed passage of legislation. By May 1982 NMC had 12 full-time staff members and about 50 part time faculty members hired on a course-by-course basis. Programs were growing in diverse areas such as fishing and police and nursing training. The Japanese had given two fishing boats with crews to the college to be used for teaching modern fishing techniques. Discussions had taken place with representatives from the Netherlands and Korea concerning financial aid to NMC. The issue at stake was whether or not the U.S. State Department would let the Northern Mariana Islands receive donations from foreign countries.

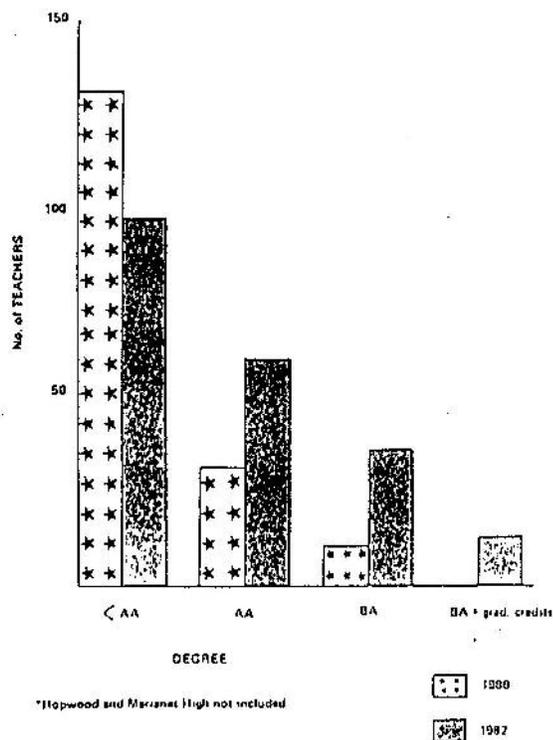
After registration for summer 1982 courses, the college registrar, Jean Olopai, notified me that we would have students ready to graduate by the end of the summer program. After years of negotiating for programs and funds which would fit the needs of the NMC, the first graduation was held, with 17 people receiving A.A. degrees from NMC and eight people receiving B.A. degrees from UOG, with most of their course work done at NMC. In addition, about seven people received degrees from the University of Hawaii after residing there with support funds from government of the Northern Mariana Islands and the Title VII Bilingual Education Program. They had received some of their courses within the NMC, through arrangements made by Northern Marianas College. I decided to have the ceremony August 14, 1982 so the teachers from Rota and Tinian could take part before they returned to their home islands.

The graduation ceremony proved to be important to the negotiations with the legislature. I asked television and newspaper representatives from Guam and Saipan to cover the event.²³⁰ I also asked representative from the House, Senate, administration, community and neighboring colleges to take part. These actions forced legislative members to publicly recognize the college. A Catholic priest gave the invocation, followed by my opening remarks. A business leader introduced guests and speakers, and then a local music group presented the National Anthem of the Northern Mariana Islands. The graduation address was given by the lieutenant governor, whom many still thought was opposed to the college, but his remarks were favorable. The superintendent of education presented the first NMC degree--a posthumous degree to William Reyes, a Chamorro leader of education. President Carter of the University of Guam gave a commencement address recognizing the four students receiving a Bachelor of Arts degree from the University of Guam. The floor leader of the Senate and a member of the Senate handed out the degrees. A student spoke who had received a UOG degree, followed by a class song written and performed by the graduates. President Salas of GCC gave the Associate of Arts address. The floor leader of the House of Representatives and the Chairperson of the Health Education and Welfare

²³⁰Saipan had cable television but no local programming. The cable system was willing to run material of good quality given to them, but did not produce a news program. NMI received news from Guam and the states off tapes which were flown to Saipan and then aired.

Committee presented the degrees. A student spoke who received an A.A. Degree. We had a closing song and a benediction by a Protestant minister. The members of the Board were on the stage. Each speaker was brief and the ceremony took about an hour.

Degree Attainment Comparison 1980 - 82 CNMI Public School Teachers



NMCC GRADUATION - August 14, 1982



Speakers included Lt. Governor Pedro A. Tenorio, Special Assistant for Planning and Budget David M. Sablan, University of Guam President Dr. Rosa Carter, and Acting Dean of NMCC Kit Porter.





Representative Misael H. Ogo and Senator Julian S. Calvo awarding degrees



Carl Reyes accepting an honorary diploma on behalf of his father, Wilhiam Reyes, from Superintendent Laran Koprowski



Student speakers Felix Calva and Jovita Masiweini

After the ceremony two members of the legislature approached me and said that they had been opposed to the college but now that we had had a graduation they could no longer oppose it. The public display of support for the college had been successful. These two members of the legislature went on to say that they had presumed that I could not establish a college, because I was a woman. They, therefore, had not bothered to present strong opposition.

The ceremony symbolized the existence of the college in a way that the activity of offering courses or the executive order had not. People spoke proudly of having their own institution. By then arrangements were underway for degree programs in nursing, business, police studies and vocational education, through similar agreements that would involve certification of NMC instructors for catalogue courses with coordinating colleges. The graduates and would-be-graduates became a major force in favor of the college being legislated.

Press reports continued to be helpful. "Village voice" in the Commonwealth Focus section of the *Pacific Daily News* asked the question, "The Northern Marianas Community College may soon offer more degree programs. Are you interested in going to school here in Saipan?" The four pictured respondents all said yes:

Ron Petica - Hell, yes. I like Saipan. I'm going back to school and now I can stay here and still take courses; good deal.

Garry Charles - Yes, I can work and go to school at the same time. Also I can stay close to my family.

Rebecca Pangelinan - Yes, so I don't have to fly to the mainland. I can save money and I don't have to leave my parents and friends.

Liana Sablan - Yes, because it is easier to live here. I can save money by not paying expensive air fares to travel around to schools.²³²

On 1 October 1982, the newly appointed board had its first meeting. On November 11 and 12, three members of the House and one Senator met with the board to discuss the passage of House Bills 42, 45 and 57. Up to this point representatives of the House, Senate and board had not met in one meeting. All meetings had been separate and I, or others, had carried information back and forth. Together we were able to consider final details of the legislation. House Bill 57 dealt with the establishment of elementary and secondary education. The end decision was that the bills would be redrafted and supported. The negotiations at this meeting centered on issues and the content of the bills. In these negotiations the political fighting which had usually gone on before did not surface. The most controversial issue at this meeting was whether or not the college should be designed to meet the needs of the indigenous population only. U.S. Federal funding did not allow discrimination based on ethnic groups. However, the islanders resented outsiders using their college spaces. In the end, no satisfactory definition of "locals" could be agreed upon, and the issue was dropped. Following this formal meeting, I met almost daily with members of the

²³²Charles Odin, "Village voices," *Pacific Daily News - Commonwealth Focus*, 20 August 1982, p. 3.

board and/or legislature to negotiate the actual content of the legislation.

The legislature had also been supporting the efforts of the college to interact with other regions and the U.S. government and had passed joint resolutions commending the U.S. Secretary of Education (House Joint Resolution No. 26, S.D. 1, 15 October 1982) and the Pacific Postsecondary Education Council (House Joint Resolution No. 27, S.D. 1, 15 October 1982). The passage of these bills showed to internal and external observers that there was legislative support for the college, but the actual college legislation had not passed. A crisis and deadline were needed. They came in the form of an ultimatum from Washington D.C.

I came back from my meetings in Washington D.C. in November 1982 with the information that unless the college was accredited, it would not be eligible for most Federal funding. The college could not be accredited unless it was first established by legislation, and the next meeting of the accreditation association was scheduled for January 1983. I had submitted our application for accreditation in October, and Robert Swenson, Executive Director, agreed to expedite the site visit and have the team come to Saipan in December. When they came, I arranged a luncheon and a few meetings between the members of the accreditation site visit team and members of the legislature. The legislative members had many questions, and this team was very supportive of the efforts in the Commonwealth. This direct interaction helped sway a few legislative members who had been uncertain about

supporting legislation of Northern Marianas College. Negotiations also continued during these meetings relative to the actual content of the legislation.

The legislature was now waiting for the board of education to recommend or change the proposed legislation. The chairperson of the legislative Health Education and Welfare Committee wrote:

I want to remind the Board that the Committee is awaiting your review and written comments on House Bill No. 45, Northern Mariana Islands Community College. The Committee is eager to review your comments or know your position on the measure at the earliest possible date.²³³

The board of education at this point decided to combine bills 45 and 57 into one education act and to incorporate changes that had been negotiated. These became H.B. 247 which had its first and final reading in the House on 14 January 1983. Before the hearing, two of the members took me aside to explain that there would be quite a debate, but it was for show. I was not to get upset; the bill would pass. By now I fully understood the game playing aspect of the legislature.

The Northern Mariana Islands newspapers carried front page articles--"Bill to Set up College Must Pass Before January 17, or else."²³⁴

²³³Miseal Ogo, Chairperson of the NMI House HEW Committee, to Juan Babauta, Chairman of the NMI Board of Education, 19 November 1982.

²³⁴*Commonwealth Examiner*, 13 January 1983, p. 1.

"Community College: To be or not to be?"²³⁵ The Guam paper headlined, "College pushing education bill."²³⁶ Everyone knew that if the legislature took no action, the college would falter. I decided to resign if the legislation did not pass and drafted a letter of resignation.

On 18 January 1983, I hand carried the bill from the House to the Senate. It had its first and final reading in the Senate that day and was passed. I then went back to the House where a final vote was needed on some changes. It was around three in the afternoon, and all the members were leaving to go to a funeral. They said not to worry, they would be back for the final vote. A few hours later they all returned, reconvened and passed the final version of the bill. The Governor stayed in his office late that day in order to sign the bill which became Public Law 3-43. I then phoned Bill Swenson at the accreditation association. The association was due to meet the day the bill was passed. Because of the time difference and date line, the bill could be sent and arrive on the "same" day. I paid over \$100 to have Continental Airlines take it special delivery, and the package was lost. Swenson spoke on our behalf at the meeting and the accreditation association voted to allow candidacy for accreditation to Northern Marianas College.

²³⁵*Marianas Variety*, 14 January 1983, p. 1.

²³⁶*Pacific Daily News*, 14 January 1983, p. 5.

This degree of respect between the board and House was unprecedented. Ogo wrote of how "delighted" the House HEW Committee was with the "work provided by the Board of Education throughout the recent process of enacting P.L. 3-43" and commended the board on their work.²³⁷

NMC had begun to take on a life of its own. The organization itself had gained an identity and had become increasingly involved with other organizations and the community. Participants within NMC were drawn together by and strove for achievement of agreed upon goals.

The college finally had funded positions and full time staff committed to the development of the college. I had moved the college administrative offices from the borrowed building on the high school campus to a portion of the College of Micronesia Nursing School (COMNS) facilities which NMC used in exchange for letting COMNS students participate in NMC courses and use computer facilities. When the new hospital was completed, NMC would be given the old hospital buildings next door to the nursing school.

The college had grown in terms of numbers of staff, students and programs and was continuing to grow. Following is a summary description of the college in January 1993:

²³⁷Miseal Ogo, NMI House HEW Committee Chairman to Juan N. Babauta, NMI Board of Education Chairman, 10 February 1983.

NORTHERN MARIANAS COLLEGE IN JANUARY, 1983
(After legislation)

Staff: Kit Porter, President²³⁸
 Jose C. Leon Guerrero, Teacher Training Coordinator
 Luis Limes, Associate Dean for Continuing Education
 Hilaria K. Santos, ABE Coordinator
 Abel Olopai, Associate Dean for Vocational Education
 Jean Olopai, Director of Admission and Records
 Susana T. Mafnas, Assoc. Dean for Student Services
 Luis Chong, Financial Aid Coordinator
 Remedio Arriola, Administrative Assistant
 Margarita B. Camacho, Secretary
 Bernadita M. Alepuyo, Secretary
 Trinidad Aldan, Fiscal Clerk
 Vacant positions: Evaluator, Planner, Administrative
 Officer, Maintenance, Land Grant Officer,
 Business Program Coordinator, Community Education
 Coordinator, Tourism Program Coordinator,
 Mariculture & Marine Science Coordinator,
 Agriculture Program Coordinator, Registrar,
 Business Management Officer, Accountant,
 Statistics Specialist, Occupational Assessment
 Coordinator, Commonwealth Financial Aid Director,
 Computer Operator.²³⁹
 2 full-time instructors

²³⁸On 28 February 1983 the Northern Marianas College Board officially named me as president of Northern Marianas College. Unofficially, I had been told to use the title years earlier, but this official action was possible now that the legislation for the college allowed for such a title. Executive Order 25 had designated the title "Acting Dean."

²³⁹The Commonwealth Civil Service Commission established positions and salaries in the CNMI. Up until this point they had refused to establish positions for the college, and there were no college positions as available options. These vacant positions are significant because the college could hire into these positions.

17 part-time instructors
 Instructors contracted from accredited
 institutions.²⁴⁰

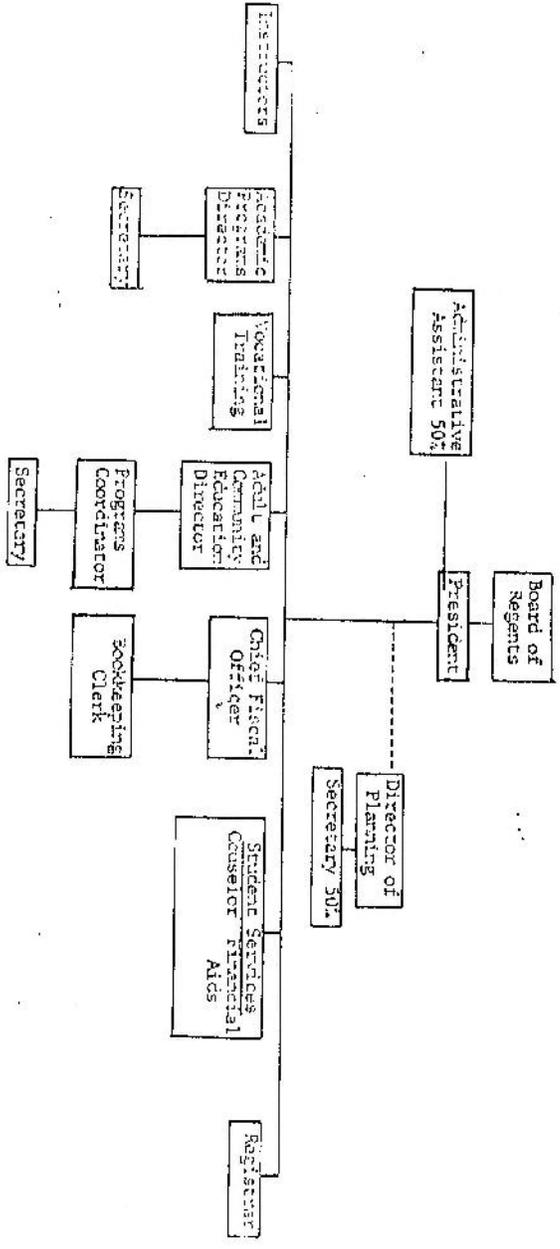
- Students:*
- Teachers and government employees; less than 1% non-employed high school graduates
 - Nationality: Pacific Islanders 77%, Americans 14%, Filipino 7%, Other 2%
- Location:*
- Part of COM Nursing School and building near Mariana Islands High School.
 - Learning Resource Center at Nursing School
 - Library about 4,000 volumes, media center and computer laboratory with 15 micro computers
- Organization:*
- President reports to a board of regents appointed by the governor
- Funding:*
- Federal funding, Commonwealth funds and tuition
- Programs:*
- AA degrees in Liberal Arts, Office Administration, Business, Tourism, Business Computing, Elementary Education
 - Certificate Programs in Adult Basic Education, Adult High School GED, Vocational Training (Bottom Fishing, Shrimp Trapping)
 - BA coordinated with UOG in Elementary Education
 - MA coordinated with SJSU in Education Administration and Curriculum Development
 - AA Degrees in planning stages: Nursing, Auto Mechanics, Building Trades, Mechanics
-

The NMC organization chart in January 1983 looked as follows:

²⁴⁰By summer 1983 eight additional people had been hired:

Registrar, Peter Anthony Torres; Secretary Gloria Kani; Learning Resources Center Director, Joe Diaz; Computer Specialist, Brian Millholf; Language Program Coordinator, Patty Murday; Secretary, Caridad Pangelinan; Counselor, Lynn Newport; and Accountant, Ester Kumaichi. Sue Mafnas had become Office Administrator.

NORTHERN MARIANA COLLEGE
1983



DISCUSSION

Before I researched this paper, I thought the negotiations for establishing Northern Marianas College by legislation took place around the conference tables in the legislative and board rooms where over the years we came up with more than fifty drafts of legislation. I now realize the content of the legislation was influenced by funding sources, accreditation rules, models, previous legislation and lawyers. Those in power positions were not particularly interested in exactly what was on the piece of paper and expected to leave the exact content to experts. The most debated legislative content concerned student financial aid for sending students away to school, not issues over governance, authorization or goals of the Northern Marianas College.

Initially, I was not negotiating. I was an American consultant focused on what would be on the pieces of paper--responding to requests of others. This changed when I began to believe that the NMI should have a college. Either I had learned from the experiences with the University of Guam where the paper agreement did not result in an overall agreement, or I intuitively realized negotiations in the Northern Mariana Islands would involve the entire population. The example of gambling legislation showed that the population could and would negate what it did not want.

Time was an important factor in the negotiations. An organization such as a college must have community involvement and support--but the community expected, based on its history, to be told what a college must be. Because of the years of development, a local

staff was able to grow with the college, to help design it to fit needs, and to become supporters. Their relatives further linked us into the system.

It may be the nature of negotiation on an island in a developing area that negotiating must be done in a public manner. The two weekly newspapers in the CNMI contained an article about the college almost every week--even if an article was only about a course to start, it kept people who read the newspapers aware of the college. There were also frequent letters to the editor. During the debate over the scholarship issue both the governor and legislative members had long letters to the editor in the newspaper.

People came to associate the college with me. One person I interviewed for this paper said that my being a woman and mother was connected to my nurturing the college and that only such a person could have "raised" the college. One of my staff members, Louis Limes, spoke to me of the college as my "child" and that I needed to "parent" it until it was grown. My personal connections in the Northern Mariana Islands brought support for the college. My involvement with Rota, Tinian and the teachers added to my ability to influence.

Initially I rejected using this personal connection. I, as an American, wanted to keep my personal life and work lives separate. This changed over time, however, and I accepted the role. I was only able to do this when I saw the "game" at the legislature and the members shared with me the difference between what happened in public debates and what happened behind the scenes.

The fact of my being an American influenced the negotiations. I was connected with the authority in power. I had been seen escorting Washington D.C. officials at the governor's inauguration. I lived in the top house, N-1, on Navy Hill. I had a master's degree. These symbols of authority, in general, assisted me within the Northern Mariana Islands. The exact same symbols may have worked against me in negotiating with the University of Guam; I was associated with a nation, some Guamanians were starting to resent. All of these elements were part of the negotiation process, but a crisis was needed to push final action.

I knew the people in the Northern Mariana Islands were excellent at responding to a crisis; they already had an excellent system for responding to typhoons and natural disasters. By making the college situation a crisis tied to a specific date by which action had to be taken or no funding would be available, people enjoyed the drama and the solution. I also knew that the college had a critical mass of students and relatives of students who, when they were made aware of the situation, would influence the outcome.

The political arrangement in CNMI was such that the Senate could block the passage of legislation. At the start of the negotiations, a majority of the Senators had the objective of counteracting the governor; they did not have the objective of starting a college. When the political parties were the same, there was hesitancy to take the final step of passing legislation. I needed to demonstrate to legislative members that the college had support. I also needed to carefully ex-

plain issues, make changes as needed and have experts available to answer questions.

Glen Fisher's model points out to me that I, as the expatriate manager, adapted to the expectations of the NMI. The situation demanded that I learn to rely on my staff and other supports to work with issues behind the scenes. I needed to take advantage of forums where public support could be demonstrated, such as graduation, and be an active participant in the social gatherings of the island.

Initially I followed my own style and focused on the logic of developing a college. When I realized it was not an issue of logic I was more effective within the community. With the aid of advisors, I was able to anticipate the actions of the legislature and be prepared to interact in public forums once the issues had been hammered out behind the scenes.

Language had a slightly different role than Fisher describes. In the negotiations for establishment legislation, the formal sessions were conducted in English; the informal sessions were often in Chamorro. The fact that I could understand some Chamorro and speak some helped me in actual informal sessions as well as politically. Legislative members would often speak in Chamorro with their personal views, and I could understand issues that had not been stated publicly. It was not expected that an American understood what was being said, and sometimes speakers presumed I did not understand and spoke more openly than they might have, particularly since I understood more than I could speak.

In identifying the objectives of key parties using David Kuechle's model, it is clear that the objectives changed over time. Initially, enough legislative members had the objective of verbally fighting with the governor, with members from other parties, with members from the other legislative body, or with members from other islands that shared objectives could not be identified. It was not until a new governor was elected and the House and Senate were the same party that the objective of conflicting was put aside.

The meetings in November 1982 were the first time all sections of government met together in official and unofficial meetings to compromise on details concerning such matters as the purpose and location of the college. By this time, no action would have been harmful to the legislative members. The press had reported that no action would mean the college could not be granted candidacy for accreditation and could not receive some Federal support.

LESSONS

1. Development of a critical mass of supporters for a college was more important than the details of a written document in reaching an agreement on legislating a college.
2. A physical site for a college, rather than courses and degrees, was important to many people in documenting the existence of a college.
3. Graduation forced articulated and demonstrated support of a college and moved negotiations forward.
4. A crisis was necessary to push ahead a compromised agreement.

5. A deadline was also necessary.
6. External criticism from a competitor, UOG, moved CNMI representatives closer to an agreement, rather than further away.
7. Hiring and training of a local staff, rather than importing a trained foreign staff, greatly increased the island connections important to the negotiation process.
8. The hearings in the legislature concerning a legislated college were for show, and had little to do with the process of negotiations.

CHAPTER VI**LATER DEVELOPMENT****THE U.S. DEPARTMENT OF EDUCATION**

Chapter V described the interactions leading to Northern Marianas College (NMC) being established by legislation on 19 January 1983. This meant that the college had met the final condition set by the Western Association of Schools and Colleges Accrediting Commission for Community and Junior Colleges in order to be granted candidacy for accreditation. The association voted candidacy the next day, thus confirming that NMC had adequately responded to the 8 December 1982 findings of the accreditation site visiting team.²⁴¹

²⁴¹Western Association of Schools and Colleges, "Accrediting Commission for Community and Junior Colleges: Northern Marianas Community College Candidacy Review, 8 December 1982," 8-16. Team members were Robert Swenson and Thomas W. Fryer. Major recommendations included contracting an audit of the college's financial records; assessing needs and setting priorities; initiating systematic planning, evaluation and control; producing institutional public documents; integrating programs on Rota and Tinian; designing a new staffing system; opening faculty positions; establishing library needs; and redesigning the governance and administrative systems.

NMC was now officially recognized by its peer colleges and its own government and had attained an existence of its own. The organization itself had gained an identity and had become increasingly involved with other organizations and the community. Participants within NMC were drawn together by and strove for achievement of agreed upon goals.

The NMI Personnel Department had established administrative and faculty positions for the college, and NMI legislated or U.S. Federal funds supported those positions. This full time staff was committed to the development of the college. I, as president, reported directly to a Board of Regents appointed by the governor and operated the college separate from the NMI Department of Education.²⁴²

NMC had a distinct location. I had moved the college administrative offices from the borrowed building on the high school campus to a portion of the College of Micronesia Nursing School (COMNS) facilities which NMC used in exchange for letting COMNS students participate in NMC courses and use computer facilities. When the new hospital was completed, NMC would be given the old hospital buildings next door to the nursing school and would have its own campus.

The college had grown in terms of numbers of staff, students and programs and was continuing to grow. Now, in January 1993, the final

²⁴²Some U.S. funds designated to assist U.S. colleges had been incorporated by the U.S. government into a consolidated grant under the NMI Department of Education, and were, for the most part, no longer available to NMC.

condition had been met for NMC to become part of the Title III²⁴³ support system for U.S. developing colleges, and it would, within this program, receive the technical and financial support needed for expansion as part of the U.S. college environment. Reaching this point had been a multileveled process involving:

- Provisions in the *Covenant to Establish a Commonwealth of the Northern Mariana Islands in Political Union with the United States of America* (NMI/U.S. Covenant) authorizing U.S. Federal support.
- Relationship between the NMI and the U.S. Department of Education and information gathering concerning Title III.
- Implementation of provisions in the Higher Education Act of 1980 to allow the U.S. Secretary of Education to grant a U.S. regulation waiver.
- A directive that NMC becomes a candidate for accreditation in order to be eligible for Title III assistance.
- Joint development of the contents of the NMC Title III proposal.
- Negotiations for a Memorandum of Understanding (MOU) between the U.S. Department of Education and the NMI.

The last three activities had been proceeding concurrently, all completed in December 1992 or January 1983.

My previous efforts on behalf of the NMI had involved working with members of the legislative and executive branches of the Federal

²⁴³Strengthening Developing Institutions assistance under Title III of the U.S. Higher Education Act of 1965 (to be called Title III in this chapter and to be explained later).

government as well as other interested parties to establish or adjust Federal regulations concerning the Territorial Teacher Training Program and Title VII Bilingual Education programs. I expected similar positive results concerning Title III. Therefore, other CNMI officials and I were shocked when on 21 March 1983, U.S. Assistant Secretary of Education Edward M. Elmendorf wrote to me saying that the requested waiver to the Title III regulations had not been granted, and NMC would not be receiving Title III assistance.

This chapter will consider the interactions between NMI representatives and those of the U.S. Department of Education that led to this denial. At the time and during my initial research for this paper, I thought these interactions were negotiations. Now, I believe that there were opportunities to negotiate as well as some aspects of negotiation present, but not a full negotiation process. Part One provides background information and establishes the nature of the relationships. Part Two focuses on negotiations and opportunities to negotiate. Part Three discusses the situation.

PART ONE: BACKGROUND INFORMATION AND RELATIONSHIPS

PROVISIONS IN THE COVENANT TO ESTABLISH A COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS IN POLITICAL UNION WITH THE UNITED STATES OF AMERICA AUTHORIZING U.S. FEDERAL SUPPORT

The relationship between the Northern Mariana Islands and the United States was established through negotiations in the mid 1970s. These resulted in, among other agreements, Commonwealth status and financial assistance for the NMI and access to land for military purposes

for the U.S. Much has been written about these negotiations,²⁴⁴ which resulted in an agreement. Both parties had reasons to form a relationship and had overlapping objectives related to the U.S. military. The U.S. government wanted NMI land for military use; the people in the NMI wanted military protection because they felt susceptible to military actions from dominant nations.

At the time of these negotiations between the NMI and the U.S., the development of a college within the NMI was not a goal for either side. There was general agreement that higher education needed to be available to the people of the NMI; however, there was not assent as to what form it should take--creation of an independent higher education institution, relationships with existing institutions, financial assistance for NMI citizens to attend U.S. institutions, and/or support of less formal forms of adult training. In the final agreement the NMI became eligible to apply for all U.S. Federal funds open to existing Territories. The agreement stated in part:

ARTICLE VII: UNITED STATES FINANCIAL ASSISTANCE

Section 701. The Government of the United States will assist the Government of the Northern Mariana Islands in its efforts to achieve a progressively higher standard of living for its people as part of the American economic community and to develop the economic

²⁴⁴Informative books include: *Colonial Emancipation in the Pacific and the Caribbean, A Legal and Political Analysis* by Arnold H. Leibowitz, 1976; *Defining Status, A Comprehensive Analysis of United States Territorial Relations*, by Arnold H. Leibowitz, 1989; *Political Development in Micronesia* by Daniel T. Hughes and Sherwood G. Lingenfelter, 1974; *Micronesian Politics* by the Institute of Pacific Studies, USP, 1988; *Micronesia and U.S. Pacific Strategy: A Blueprint for the 1980s* by James H. Webb, Jr., 1974. In addition there are numerous articles and reports.

resources needed to meet the financial responsibilities of local self-government...

Section 703. (a) The United States will make available to the Northern Mariana Islands the full range of Federal programs and services available to the Territories of the United States.

In addition, special funding was set aside for training government employees informally called "the Covenant training funds." These funds were eventually administered by NMC. The NMI/U.S. Covenant established U.S. Federal grants as a means to support higher education in the NMI, however there were no provisions for financial or other assistance to the NMI for the specific establishment of a local higher education institution.

Although the agreement allowed the people of the NMI to be U.S. citizens, it did not allow them to vote in U.S. presidential elections or to have a voting member in the U.S. Congress. These factors were important in later interactions because the NMI did not have voting power with which to influence the U.S. Congress. Nonetheless, the NMI needed to influence elected members of the U.S. Congress. For this purpose an office was established in Washington D.C. in 1978 named *Commonwealth of the Northern Mariana Islands Office of the Representative to the United States*. The NMI citizens elected their first Representative to the United States, Edward DLG. Pangelinan, in October 1978.

The NMI/U.S. Covenant also established the Northern Mariana Islands Commission on Federal Laws to:

survey the laws of the United States and to make recommendations to the United States

Congress as to which laws of the United States not applicable to the Northern Mariana Islands should be made applicable and to what extent and in what manner, and which applicable laws should be made inapplicable and to what extent and in what manner.²⁴⁵

This office would later prepare two documents concerning U.S. laws related to the development of a college, *Staff Recommendation on the Higher Education Act* and *Staff Recommendation on Land Grant*. However the NMI/U.S. Covenant did not require any action on the recommendations.

Officials in the NMI Department of Education applied for as much Federal funding as possible to support their education system for which, "regularly appropriated funds [from the U.S. government had been] barely able to keep the basic educational system operating."²⁴⁶ During the 1970s, the NMI Department of Education through the Trust Territory government took advantage of U.S. laws enacted in 1965 making available billions of dollars to U.S. schools to meet the needs of disadvantaged students.²⁴⁷ Most the NMI students were disadvantaged, according to U.S. standards.²⁴⁸

²⁴⁵Section 504 of the *Covenant to Establish a Commonwealth of the Northern Mariana Islands in Political Union with the United States of America*, Public Law 94-241, 48 U.S.C. 1681 note.

²⁴⁶TTPI, "The Condition of Education," 10.

²⁴⁷30 September 1985 *New York Times*.

²⁴⁸Appendix A-9 contains a list of U.S. federal grants to the NMI.

Erwin Canham, Resident Commissioner of the Northern Mariana Islands in 1976, was cautious concerning the acquisition of Federal programs in the NMI. According to Canham:

One of the great dangers is to attempt too much and to avail themselves [people of NMI] of too many Federal programs in a society which ought to keep itself as lean as possible. There are many programs that are needed on the Mainland which, if needed here at all, should be adapted to the ways of the system here. They are building a government which will have to be sustained by a very small group of taxpayers.²⁴⁹

RELATIONSHIP BETWEEN THE U.S. DEPARTMENT OF EDUCATION AND THE NMI, AND INFORMATION GATHERING CONCERNING TITLE III

Before the Northern Mariana Islands became a Commonwealth, the Trust Territory government was responsible for the overall design of the NMI educational program as well as any negotiations with the U.S. Department of Education. After Commonwealth status was approved it was necessary for NMI Department of Education officials to establish their own relationship with the U.S. Department of Education and to determine priorities and sources of funding. They began by identifying what this new status would mean for education in the Commonwealth.

In accordance with the U.S. Constitution each state defines its own educational system. As a result, educational services and legislation regarding education vary from state to state. Educational officials in the NMI were uncertain if the Commonwealth was equal to a state in this respect or if the U.S. government would determine their

²⁴⁹*Pacific Daily News*, 21 November 1976, p. 3A.

educational system. Their relationship with the U.S. Department of Education would change now that the educational system of the new Commonwealth was to be separate from the Trust Territory.

Don Smith, NMI math specialist assigned responsibility for higher education in the NMI Department of Education, sought the advice of Arlene Horowitz, representative of the Chief State School Officers, to assist the Extra State Jurisdictions in educational matters.²⁵⁰ Smith wanted to know the role the U.S. government would play in designing and setting up an institution of higher education in the CNMI. Horowitz asked officials at the U.S. Office of Education Smith's question and sent a letter to Smith reporting:

Since education, according to the U.S. Constitution, is a reserved power of the state, establishment of educational institutions is the function of the state---the government of the Northern Mariana Islands---and not the Federal government....²⁵¹

The NMI Department of Education was responsible for its own negotiations with the U.S. Department of Education.

²⁵⁰Horowitz served as a liaison between the extra state jurisdictions and the chief state school officers. She assisted communication and relations with U.S. educational offices for the roughly one year her position was funded.

²⁵¹Arlene Horowitz, Office of Extra-State Jurisdictions, to Don Smith. Letter refers to her discussion with Dr. Marie Martin, U.S. Office of Education, 1 September 1976.

The NMI Director of Education, Jesus Conception, traveled to the U.S. in November 1976 to select a college with which the NMI might form a relationship and also to seek U.S. Federal support for NMI higher education. During his trip officials in the U.S. Department of Education recommended that the Title III program, among others, would assist the development of a college in the NMI.

Title III of the U.S. Higher Education Act of 1965 (P.L. 89-329) carries the following subtitle: Strengthening Developing Institution Program, and it has been continued by subsequent acts. The purpose of the program was to "encourage and assist developing institutions which [had] the desire and potential to make a substantial contribution to the Nation's higher education resources."²⁵² One year grants were available under Title III for a number of purposes, including the refinement of institutional missions and goals, and the development of long range plans to strengthen management and academic goals. Three year grants were available to support the development and implementation of activities intended to improve the institution. Such activities were frequently based on the needs identified in a one year grant. Five year grants supported implementation of long term programs to improve administrative functions. To be eligible a junior or community college or a B.A. granting institution had to be authorized by the state in which it was located and appropriately accredited for five consecutive years. Some institutions were eligible for a waiver

²⁵²U.S. Department of H.E.W., 12.

of the five year requirement. Indian and Spanish speaking institutions were designated as being eligible to apply for waivers.

According to section 169.17 of Title III authorization, an institution applying for Title III assistance had to be "struggling for survival and isolated from the main currents of academic life." Proof of meeting these criteria was decided by Title III officials through a formula for arriving at the number of full time equivalent (FTE) students determined to be low income which in turn was established by their receiving U.S. government financial assistance through the U.S. Pell grant system.²⁵³ This formula presumed that all low income students would apply for Pell grants. The applicant institution also had to possess a desire and potential to improve itself and to make a reasonable effort in that direction.

Jesus Conception's November 1976 travel report contained the following comment concerning eligibility for the Title III program:

We would need to have legislation introduced to waive the 5 year established college requirement for this money. So far Spanish, Chinese and Indian have had this waiver.²⁵⁴

Don Smith, as discussed in chapter three, believed that an established NMI college could obtain U.S. Federal support including Title III funding for which an NMI college could apply five years being

²⁵³Previously named Basic Education Opportunity Grant (BEOG).

²⁵⁴"Report of Mr. Jesus Concepcion and Mr. Jack Spock's Trip to Various Mainland Colleges and HEW Office in Washington, D.C., November 2-19th, 1976."

instituted. On the basis of these beliefs, he asked Erwin Canham, Resident Commissioner, to sign a Proclamation establishing Northern Marianas College. Canham did so on 23 August 1976.

Discussions were held in 1976 on the advisability of seeking a waiver of the five year requirement in order to be eligible immediately for Title III funds. Smith instead concentrated his efforts on possible joint activities with the University of Guam, discussed in chapter four. Smith was fully occupied with the technical matters related to delivery of courses. These included registration, financial management, student records, academic support, student counseling, and technical support to visiting professors. The NMI had no budget for staff to investigate and negotiate support for a college. D.C. officials were prepared at that time to assist the new Commonwealth, but Concepcion's and Smith's failure to pursue a relationship with the U.S. Department of Education resulted in a lost negotiation opportunity.

CHANGES IN THE RELATIONSHIP BETWEEN THE NMI AND THE U.S., 1977-1981

Concepcion resigned as NMI Director of Education in February 1978 and Smith left the NMI Department of Education in March 1979. I, as NMI Director of Bilingual Education, was assigned his tasks of coordinating teacher training and higher education for the Commonwealth. I was given his assignments the week after he left the island. I was not familiar with U.S. Federal assistance for colleges and universities and did not have time initially to learn about such

programs as Title III. I accepted that eligibility for Title III would begin in 1981 and accordingly did not apply for Title III support.

During this period changes developed in the relationship between the NMI and the U.S. At the start of the Commonwealth, assistance had been available from many U.S. programs. As of 1979 the U.S. Department of Health, Education and Welfare (HEW) had committed \$9,449,000 to support thirty-nine U.S. Federal programs in the NMI. In comparison, HEW was funding seven programs in the Trust Territory for the total amount of \$1,796,000.²⁵⁵ The NMI Department of Education had received \$30,000 from HEW for Higher Education Planning²⁵⁶ in 1978 and an additional \$30,000 in 1979, as well as \$30,000 for an Educational Information Center in 1979. Such funding was set aside for each state. Although additional funds had to be added to the U.S. program to accommodate the new Commonwealth, applying for the funding had been neither complicated nor competitive.

Between 1977 and 1979, officials at the U.S. Department of Education had been flexible and ready to assist the new Commonwealth. For example, Leonard Spearman of the U.S. Department of Education Office of

²⁵⁵Academy for Educational Development compilation of data from CSA Distribution of Federal Funds Report. Data on the Trust Territory (TT) may include NMI.

²⁵⁶1203(a) Comprehensive Planning Grant under Title XII of the Higher Education Act of 1965.

Higher and Continuing Education wrote to inform NMI Governor Camacho that additional time could be allowed for a postsecondary education proposal. In his letter Spearman said:

If, since the [NMI] State Commission is new and just getting organized, it has not yet decided on the specific comprehensive planning activities it will conduct with these funds during 1978-79, you can so indicate in the narrative portion of the application and we will allow additional time for the [NMI]Commission to decide.²⁵⁷

In a combined effort, representatives of Samoa, Puerto Rico, Guam, the Virgin Islands, the Northern Mariana Islands and Trust Territory of the Pacific Islands, had successfully negotiated special support for teacher training in the 1978 Elementary Secondary Education Act amendments (Section 1525) and the related appropriation bill. As a result the so called Five Year Territorial Teacher Training Program was initiated in the U.S. Congress and implemented into law in spite being "never proposed or accepted by either a Democratic or Republican administration."²⁵⁸ It recognized the unique needs of the Territories

²⁵⁷Leonard H.O. Spearman, Acting Associate Deputy Commissioner for Higher and Continuing Education, letter to Governor Carlos Camacho concerning the designation of the NMI Board of Education as the State Postsecondary Education Commission (1202 State Commission), 24 March 1978.

²⁵⁸Drew Lebbey, U.S. Department of Education, 17 March 1981.

and authorized \$2 million toward teacher training in FY 80 and \$1,800,000 in FY 81 with additional amounts in subsequent years.

In February 1979, midway through his term in office, U.S. President Jimmy Carter ordered a study of the Territories, which included the Northern Mariana Islands, in response to criticism that Federal aid was doing little to promote self-sufficiency. The study was designed in hopes of learning what the U.S. should plan to achieve in each territory in light of its legal responsibility and national security objectives, on the one hand, and the commitment to self-determination and aspirations of each of the Territories, on the other. The study recognized problems that stemmed from scarce resources, small populations, untrained labor forces and distances from supplies and markets. NMI had been the focus of innumerable earlier studies but in my opinion no progress resulted from them. When Governor Camacho read the report in November of 1979, he wrote President Carter saying:

The development of our economy can no longer await further studies. Constraints must be removed now; programs and projects must begin now; management support and technical assistance must be provided now; Federal attitudes and policies need to be changed now, and barriers to participation in many developmental programs available in the states must be removed now. We have been studied to death, figuratively. A few more years of study, without implementation, and our economic death may be literal as well... We cannot be expected to take responsibility for financing what the U.S. should have been building and maintaining over the past 36 years.²⁵⁹

²⁵⁹*Pacific Daily News*, 29 November 1979, p. 27.

In the same letter Governor Camacho requested assistance beyond regular Federal grant programs to aid the NMI in the development of a trained labor and managerial force. Title III was one of the programs with regulation that did not allow the NMI to participate.

The relationship between NMI officials and U.S. government officials began to deteriorate. Changes in Washington D.C. personnel as a result of President Carter's July removal of cabinet officers and White House aides had meant that NMI officials had to establish new relationships and make new decisions about whose advice to follow. One U.S. official commented, "There are six or seven major figures dealing with them all the time. Who are they to listen to?"²⁶⁰ The sources of power were not clear to NMI officials. Later, when NMI officials needed to influence decisions concerning Title III, they were still unclear.

U.S. government officials criticized the Commonwealth. The NMI Representative to the U.S., Edward DLG. Pangelinan reflected on that criticism in his 1980 Annual Report saying:

[U.S.] Government officials have approached the Commonwealth and its problems with tolerance, empathy and a genuine desire to be of assistance... However, as some of the problems have persisted over the years with little noticeable improvement, some of our friends are finding it more difficult to maintain a generous attitude toward the Commonwealth....

The negative impact of our internal political battles on the image and credibility of the

²⁶⁰Chris Carlson, U.S. Interior Department spokesman as quoted in *Pacific Daily News*, 19 December 1979.

Commonwealth cannot be overstated. The fallout is pervasive and is cause for officials at all levels of government to seriously question our professed desire and capability for self-government. Communication to Federal officials from one branch of our government impugning another branch reflects adversely on the Commonwealth as a whole... ²⁶¹

Later, when I would seek Title III and other U.S. Federal support, officials in Washington D.C. would have received conflicting information on the development of a college in the NMI--from there being no college to there being a college. They did not know who to believe.

During 1980 I came to realize the advantages of NMI having its own college. A branch campus of the University of Guam (UOG) no longer seemed viable. NMI legislative support for a college was expanding; the NMC Task Force seemed likely to determine that the designation of a college was feasible; and there was support in Washington DC from Representative Edward DLG. Pangelinan and his staff. They believed, as I did, that the NMI should have a college within the NMI that would be included in and eligible for all possible funding support for a college. A hindrance to our efforts was that UOG and Community College of Micronesia (CCM) leaders had included the Northern Mariana Islands as part of their service area in some of their Federal proposals, such as special education and land grant. These overlaps would eventually make it difficult for the NMI to obtain support for Title III funding.

²⁶¹Edward DLG. Pangelinan, "1980 Annual Report." 32.

The 1980 Higher Education Act was passed by the U.S. Congress with a provision that allowed the U.S. Secretary of Education to grant program modifications to the NMI.²⁶² This could include modifications to eligibility for Title III support as indicated by the following language in Section 1204(a) of the U.S. Higher Education Act of 1980:

The Secretary is authorized to provide such modifications of any programs under this Act as the Secretary deems necessary in order to adapt such programs to the needs of Guam, the Virgin Islands, American Samoa, the Trust Territory of the Pacific Islands, and the Northern Mariana Islands... Such program modifications shall be established in cooperation with the governments of such Territories and shall be governed by a memorandum of understanding between such governments and the Department of Education.

The Washington D.C. offices of the regions named in the section, along with Representative Phillip Burton of California and other members of the U.S. Congress interested in assisting the outlying areas, had worked to have Section 1204(a) included in the 1980 Higher Education Act(Public Law 96-374).²⁶³ My impression was that Section 1204(a) had

²⁶²Additional information in *Congressional Record-House*, 29 October 1979, Mr. Won Pat testimony and 7 November 1979, Phillip Burton testimony supported by John Buchanan and William Ford.

²⁶³Additional action to make federal grants more responsive included Title V of the Omnibus Territories Act (P.L. 95-134) in 1977 authorizing federal agencies to consolidate federal grants for the territories, and Title VI of P.L. 96-205 in 1980 amending the Omnibus Territories Act to waive most financial matching requirements for the smaller territories. (APACS Briefing, March 1982).

been included to remove those aspects of U.S. Department of Education regulations that made programs inaccessible or inappropriate to outlying areas. Specific language was necessary to allow Title III eligibility exceptions to American Indians, and this would have been an appropriate opportunity to negotiate for an exception for NMC. The opportunity to negotiate was not recognized.

NOVEMBER 1981 MEETING CONCERNING TITLE III

1981 marked the fifth year since Northern Marianas College had been established. It was also the year of my first meeting with Title III officials. Applying for Title III funds had continued to be a goal, and I, as the person responsible for developing NMC, thought Northern Marianas College could then meet the five year and other eligibility requirements, and could, I believed, receive waivers for the Pell Grant requirement.²⁶⁴ As I investigated, I learned from Title III officials that NMC did not simply need to be in existence five years; it needed to be accredited for that period of time.²⁶⁵

²⁶⁴Pell grants are awarded directly to students; however, it was necessary for an institution to be accepted by the U.S. Department of Education as eligible to administer Pell grants before students attending that institution can be awarded Pell funds.

²⁶⁵In November 1991 U.S. Education Secretary Lamar Alexander "proposed an end to the policy of requiring colleges wishing to participate in federal student-aid programs to be accredited by regional agencies...[and thus] avoid forcing colleges to participate in

In connection with a trip I had scheduled to the mainland U.S. in November 1981, Linda Whitney of the Northern Mariana Liaison Office arranged a meeting for me in Washington, DC with Dr. Richard Fairley, the Director of the Strengthening Developing Institutions Program under Title III.²⁶⁶ The purpose was to discuss the possibility of NMC receiving Title III support. Fairley had spent time in the Northern Mariana Islands and had a good understanding of the unique needs of the islands. He concurred with what earlier D.C. officials had said, that Title III funds would be an excellent source of assistance for the new college in the Northern Mariana Islands. He explained that the reason for requiring that an institution be evaluated as a Pell granting institution in order to qualify for Title III support was to establish that the population being served was low income. Only needy students were eligible for Pell grants. Fairley stated that it was clear that Northern Mariana Islands students were low income and, if an exception

accrediting groups that have policies that colleges oppose."(Jaschik, A1).

²⁶⁶Other offices contacted during this trip were: American Association of Junior and Community Colleges (Jim White), American Council on Education (Jack Peltason and others), NMI Commission on Federal Laws (Dan MacMeekin), Territorial Teacher Training Program (Drew Lebby), Pacific Post Secondary Council (Bill Kinder), Urban System (Mark Worthington), Satellite Consortium (Jane Hurd), Metric Program (Dr. Davis).

to allow some other form of measurement could be agreed upon, we might be eligible. He himself was not authorized to grant such an exception. Whitney and I determined that we would seek the exception. I outlined to Fairley four reasons for my resistance to becoming a Pell granting institution. These were:

1. Almost no NMC students would be eligible for such aid. Part time students were not eligible for Pell grant assistance, and NMC had been designed to educate working government employees.
2. NMC did not have the expertise to manage funds properly. I explained that the University of Guam had been accused by the U.S. government of mismanaging a large portion of its financial aid funds and had been asked to return \$1.1 million to the U.S. government for money given incorrectly to students between 1973 and 1979.²⁶⁷ Then I told Fairley that NMC was less staffed than UOG, and I did not want to take on a complex program and open the Northern Mariana Islands to future legal problems with the U.S. government.
3. The application form for Pell grants to be completed by students was four pages long and would be quite complicated for second lan-

²⁶⁷UOG officials agreed that there had been errors and were quoted in the *Pacific Daily News* 6 January 1982 as saying, "federal regulations for financial assistance programs are very complex", and "I really feel the whole damn burden should be placed on the federal government." Between 1979 and 1982 there were at least nine articles in the *Pacific Daily News* on UOG's difficulties concerning the financial aid program.

guage English speakers. Parts of the form required financial information from U.S. tax forms, and applicants were advised to complete U.S. tax forms before attempting the Pell grant application. The citizens of the Northern Mariana Islands did not pay U.S. taxes and thus would not have the necessary tax information. CNMI residents were not used to keeping any financial records. NMC did not have a fiscal officer and did not have the expertise to provide assistance.

4. NMC would be responsible for students' paying back loans that would be awarded under the U.S. system in combination with grants. NMC was receiving letters every week from U.S. colleges and universities trying to obtain loan payments from NMI students who had graduated from their institutions. They were contacting Northern Marianas College because it administered the Commonwealth Financial Aid Program. I knew that most of these graduates did not have the money to pay back loans and would not earn enough at Northern Mariana Islands salary rates to do so. I did not wish to put Northern Marianas College in the position of having many delinquent loans to account for in the future.

In view of these concerns, Fairley arranged for Whitney and me to meet with U.S. Department of Education Pell Grant representative, Bill Ryan in order to learn more about Pell grants. Ryan explained that Pell grants gave direct aid to eligible low income students to pay college expenses. He suggested that Northern Marianas College charge high tuition and then assists students with their applications for Pell Grants so they could pay tuition. I recalled that the College of

Micronesia had increased its tuition when it became a Pell granting institution, because its students could obtain the money to pay the tuition from the Pell funds. This high tuition was one of the reasons the Northern Mariana Islands had stopped working with the College of Micronesia.

I asked Ryan if his office could provide someone to train and work with my staff on administering the funds and completing forms properly. He responded that his office could not provide such a service. After Ryan considered my concerns, he agreed that the Pell program might be a problem for Northern Marianas College, and that it might be better to get an exception to the requirement to be a Pell granting institution in order to be eligible to apply for Title III funds. He suggested that in applying for Title III support we use as one of the reasons the need to become ready to administer Pell grants.

Ryan gave us forms to request the U.S. Secretary of Education for an exception to being a Pell granting institution for eligibility. He said that an exception would not be a problem. I then decided to pursue the waiver route; to not try to become a Pell granting institution, but through receiving a waiver.

I later learned that the data generated from the gathering of Pell grant information was important to the U.S. Department of Education and that failure to do so would be a reason for eventual denial of Title III support. If I had known that when conferring with Ryan, I might have been able to negotiate a compromise along the lines suggested by Ryan. NMC could have collected the information concerning

students on Pell grant forms and used this to determine eligibility without actually completing the application process.

PART TWO: NEGOTIATION OPPORTUNITIES

IMPLEMENTATION OF PROVISIONS IN THE HIGHER EDUCATION ACT OF 1980 TO ALLOW THE U.S. SECRETARY OF EDUCATION TO GRANT A U.S. REGULATION WAIVER

Following these meetings, I wrote to then U.S. Secretary of Education Bell using the form Ryan had given me to request a waiver to the Pell grant requirement in order for NMC to be eligible for Title III funds. This was my first attempt to implement Section 1204(a) of the Higher Education Act of 1980 which allowed the U.S. Secretary of Education to provide modifications of any program under the Act. Secretary Bell responded that no waiver would be granted until the study mandated by the U.S. Congress in Section 1204(b) of the Higher Education Act of 1980 was completed [to be referred to as the 1204(b) study]. Public Law 96-374 allotted the Secretary 18 months from the passage of the Higher Education Act of 1980 to conduct such a study. It would form the basis of a report to Congress due in March 1982. Urban Systems in Cambridge, Massachusetts was contracted to conduct the 1204(b) study.²⁶⁸

²⁶⁸Stephen Thom, Director of the Asian Pacific American Concerns Staff served as Chairperson of the U.S. Department of Education Committee for Insular Area Postsecondary Education Study to oversee the study.

Meanwhile, a different president moved into the White House. When President Reagan took office in 1981, it was the first time for the young Commonwealth to experience a U.S. presidential change. Relationships needed to be forged with new officials. Positions were cut in the U.S. Department of Education lessening overall support in connection with Federal programs. Five hundred full-time equivalent positions were eliminated by the end of 1981 as required by the Department of Education Organization Act.²⁶⁹

NMI officials had hoped that new appointees assigned to represent territorial needs would be strong and supportive and that the Territories would be consulted concerning selection. The new Assistant Secretary for Territorial Affairs, Pedro Sanjuan, was received negatively with the *Pacific Daily News* saying, "Once again it looks like our official liaison with Washington will be chosen without having been seen nor heard by the people of the Pacific."²⁷⁰ The NMI would continue to look toward the U.S. Congress for the representation it did not have within the administrative system. In the future, advice and support would be sought from U.S. Congressional representatives.

I was aware that funds for U.S. educational programs were being cut under the Reagan administration, but Title III funding continued. U.S. Department of Education staff changed, but I was an educator and

²⁶⁹U.S. Department of Education, *Revised Fiscal Year 1982 Budget*, 10 March 1982, 6.

²⁷⁰*Pacific Daily News*, 25 August 1981.

administrator, not a seasoned U.S. politician or bureaucrat, and I was not fully mindful of these changes. The weekly newspapers in the NMI did not carry Washington D.C. personnel changes as did U.S. newspapers.

I continued to seek financial support for the development of a college in the Northern Mariana Islands. According to Whitney, some U.S. Congressional members and administrators continued to believe that NMC was receiving land grant funds and did not need Title III support. The Congressional debate on providing land grant status to the College of Micronesia had left many with the faulty impression that the funds were going to a college in the Northern Mariana Islands.

In March 1982 the 1204(b) study of the U.S. Territories required of Secretary Bell was completed. It detailed the unique needs of the Territories--Guam, Northern Mariana Islands, Trust Territory of the Pacific Islands, American Samoa, and the Virgin Islands. It identified the following concerns: isolation and diversity; inconvenient and expensive travel; limited, expensive and unreliable communication; geographic remoteness causing high per capita costs; influx of non-English-speaking aliens; economic problems; extensive manpower needs at all levels; and low formal education. The high school diploma completion was 18.5% in the NMI versus 52.3% in the U.S. The report also discussed the implications of cultural difference between the islanders and the U.S. people; present orientation limiting planning; the preponderance of less individualistic attitudes in the Territories than in the U.S.; and less questioning of authority. The 1204(b) study further reported that territorial students in U.S. colleges and

universities needed "significant remedial work"; that non-aggressiveness and non-competitiveness prevented students from participating in class; that respect for elders kept students from asking questions; and that students had difficulty managing money.

The 1204(b) study compiled information on the territorial colleges and universities into one presentation of overall needs. It also presented information on each college and university and its needs. Up to this point, each entity and higher education institution, if it had data at all, did not have it in a form that related to other territorial institutions. The 1204(b) study found that compared to U.S. institutions, territorial institutions were younger than stateside institutions, often were alone in serving their locations, had less autonomy than stateside institutions, had broad mandates, had minimal administrative and planning experience, relied on Federal assistance, lacked adequate facilities, had less educated faculty than stateside institutions, had open admission policies, placed importance on remedial programs, provided adult and community education, put priority on teacher training, had limited student services and special programs, finally, few entering students actually graduated with degrees.

The 1204(b) study stated:

The Territories are unique. Their current needs are greater [than those of U.S. institutions]. Their resources are more limited. The assumptions underlying Federal education policy do not fit the circumstances of the Territories. Programs designed for the states cannot adequately address the postsecondary education needs of the Territories. To be responsive, Federal policy must be tailored to territorial needs.

Congress regarding any changes necessary to redirect Federal policy to meet the unique needs of the Territories. The findings of this study suggest there is ample opportunity for the Department and Congress to improve Federal postsecondary education policy for the Territories.²⁷¹

These findings of the U.S. government's own study were so supportive of the special needs of the U.S. territorial institutions, that I believed Secretary Bell's authorization for NMC to apply for Title III support would be forthcoming. I viewed the 1204(b) study as the documentation needed to support our case and presumed that it would be read, understood and used for decisions. When I was seeking Title III support, I considered that the 1204(b) study documented NMC's needs, and I did not need to repeat that documentation or provide additional documentation. In fact, it did not carry the weight I expected, perhaps because it was forced upon the U.S. Office of Education.

In April 1982 I was invited to a meeting in Washington D.C. by Thomas Melady, Assistant Secretary of Education, Office of Postsecondary Education. Two items were on the agenda that had special relevance for NMC: 1) territorial needs and 2) the 1204(b) study.

Melady's invitation was sent 7 April and received by me 15 April for a meeting 20 April. The invitation arrived too late for me to get plane reservations; furthermore I did not have the funds for the trip. As a result, Bill Kinder represented the Pacific Postsecondary Education Council along with John Salas, President of Guam Community

²⁷¹Urban Systems Research and Engineering, Inc. "Postsecondary Education in the U.S. Territories, Preliminary Findings," ix-x.

College.²⁷² Kinder wrote me of his skepticism that the U.S. Department of Education would take action on the 1204(b) study and stated: "I see the Congress as our most important audience for the report and for seeking major actions on the issues it lays out."²⁷³ Regarding the Department of Education he said DOE officials: "still had little real understanding of the very different circumstances of the Territories." He concluded that some came with conclusions about what could and could not be done and left understanding that the issues were complex.

Thomas Melady was not at the meeting. John Salas wrote him 14 May 1982 saying that he had responded to Melady's personal letter giving one week's notice of the meeting because "it is clearly evident that Secretary Bell and yourself are key figures in implementation of the study's findings" and Salas considered first-hand dialogue important enough to justify the \$2,500 expense and personal and

²⁷²In attendance were: "Dr. Edward Elmendorf, Deputy Assistant Secretary for Student Financial Assistance; Leo Paszkiewicz and Salvatore B. Corrallo, Office of Planning and Evaluation; Richard Hendricks, Fund for Improvement in Secondary Education; Steve Thom; Mark Worthington, Tana Peso and two others from Urban Systems; Dr. Richards, President, College of the Virgin Islands; John Salas; Bill Kinder; Joan Lawlor, Subcommittee of Interior and Insular Affairs; representatives from all Washington Territorial Office." (Linda Whitney to Agnes McPheters, 23 April 1982).

²⁷³Bill Kinder letter to Kit Porter, 30 April 1982.

professional inconvenience in making the trip. He went on to say: "We have once again repeated history through your absence; insensitivity by Federal officials to the Territories is a major implication of the study." Salas cited the economic development in the Territories and their strategic situation and that decisions involved departments of State, Interior, and Defense.

I sent a letter to Thomas Melady 19 April relating my concerns that "action is taken as a result of the study...that each region be given copies of the collected data which would assist us...that a means of continuing the effort be found" and that I would have liked to have been able to attend the meeting. I said further:

... the United States often uses meetings as a way of distributing information. The college in the Northern Mariana Islands has the highest cost to attend a meeting, the lowest budget as a college to afford it and the greatest need to receive the understanding and training involved.²⁷⁴

Among other recommendations, I suggested setting aside special developmental funds for Northern Marianas College.

The Pacific Postsecondary Education Council (PPSEC) on 22 June 1982 sent a seven page letter to Secretary Bell outlining concerns of the group stimulated by the findings of the 1204(b) study.²⁷⁵ This was the first time all the U.S. Pacific college representatives had signed

²⁷⁴Kit Porter letter to Thomas Melady, 19 April 1982.

²⁷⁵Copies of this letter along with others mentioned in this section are in the appendix.

one letter, and just obtaining the signatures across the vast expanse of ocean had taken weeks and required airport meetings at locations where a plane landed only twice a week. The signers hoped that this symbol of solidarity would increase their negotiating power in achieving this common goal of having the U.S. Department of Education waive or modify program requirements in recognition of the unique needs of the Territories.

The PPSEC sent a delegation consisting of John Salas, Billy Kuartei, Sam Price and Bill Kinder to Washington, D.C, 12-16 July 1982 to deliver a position paper of the council and discuss concerns with officials in Washington D.C. Kinder reported that Secretary Bell had agreed to meet with the group.²⁷⁶ The group also met with officials in the U.S. Congress and in the Departments of Education and Interior.

On 14 July 1982 Secretary Bell fulfilled Public Law 96-374, Section 1204(b) of the Higher Education Act by sending a letter to U.S. Speaker of the House, The Honorable Thomas P. O'Neill, with a copy of *Postsecondary Education in the U.S. Territories*. In the letter Bell said:

On a case-by-case basis, I intend to waive or modify program requirements when a territorial institution can justify a need to waive such a requirement due to its unique circumstances. One waiver which has been recommended regards the eligibility criteria for the Title III program...

Those of us working in Pacific colleges received a copy of Secretary Bell's letter to Speaker O'Neill and believed that our situations were

²⁷⁶Bill Kinder letter to council members, 24 June 1982.

finally understood, and our colleges were to receive assistance. Therefore negotiations were not needed in our opinions. Billy Kuartei, the chairperson of the Pacific Postsecondary Council cabled each council member saying:

Secretary Bell has now issued several major actions in the Department of Education and submitted these to Congress. Assistant Secretary Melady has sent cables to each of you and to the heads of our respective governments, briefly advising you of the actions taken. Please let everyone know that the efforts of the Pacific Council over the past three years have resulted in a most substantial success for the Territories.²⁷⁷

I believed that by joining with the other territorial colleges and having representative negotiate on our behalf, regulatory road blocks that might keep NMC from Title III support had been removed. This had been done through a group effort of outlying area colleges, their governmental representatives and supportive members of the U.S. Congress. The agreed-upon wording was general but seemed sufficient to meet all needs. I thought there was no need for me to negotiate separately from the group. In fact, I believed that NMC was too weak as a college to negotiate separately. However, as I look back I am aware that NMI's military importance and its new Commonwealth status gave it value to the U.S. that could have been used in negotiation situations. Northern Marianas College had more basic needs than the other colleges that were competitors at the same time their presidents were colleagues.

²⁷⁷Rev. Billy Kuartei, PPSEC chairperson, cable to Kit Porter, 16 July 1982.

I also believed then that a letter from the level of Secretary of Education to Speaker of the House indicated a firm policy commitment. It did not occur to me then that the letter could be meeting political needs instead of representing true intent. A U.S. Department of Education official who did not wish to be identified told me, during the research for this dissertation, that Bell's 14 July letter had been drafted for Secretary Bell's signature, and that Bell did not realize that his letter implied that he would consider granting waivers for eligibility for Title III programs.

I believed at the time that the next step was to negotiate the Memorandum of Understanding (MOU) required between the U.S. Department of Education and the Northern Mariana Islands in Public Law 96-374. I expected the MOU to include provisions to make NMC eligible to apply for Title III assistance.

The *Washington Post* reported on 23 September 1982 that Thomas Melady, assistant secretary for postsecondary education, had left the week before to return to the presidency of Sacred Heart University in Connecticut. He had been in his U.S. Education Department position just over a year. The *Post* went on to say that: "appointed positions in the Education Department were among the slowest to fill in the Reagan administration" and the among first to become vacant again.

DIRECTIVE THAT NMC BECOME A CANDIDATE FOR ACCREDITATION IN ORDER TO BE ELIGIBLE FOR TITLE III ASSISTANCE

NMC had completed its largest summer program to date and had held its first graduation in August with twenty-two students graduating. There had been seven typhoons or tropical storms between June and Sep-

tember that had disrupted the new shrimp trapping and bottom fishing program as well as course and administrative activities at the college.²⁷⁸

I was scheduled to be in Washington D.C. for four days in October 1982. In order to increase my ability to influence Secretary Bell concerning granting NMC a waiver to Title III eligibility requirements, I asked the NMI legislature to recognize the efforts of Secretary Bell. I also wanted to demonstrate the solid support for NMC and counteract earlier conflicting reports from NMI officials visiting Washington D.C. The CNMI legislature passed legislation, *A Joint House Resolution Supporting and Commending Secretary Terrel H. Bell's Recognition of the Unique Postsecondary Educational Needs of the Northern Mariana Islands, Guam, the Virgin Islands, American Samoa and the Trust Territory of the Pacific*, on 15 October 1982. Linda Whitney and I hand delivered the CNMI resolution to Gary Jones, Undersecretary for Education. Jones was cordial and supportive and received the resolution on behalf of Bell. I left his office to negotiate with his assigned staff members the details of how the NMI would receive a waiver to the Title III eligibility requirements.

When Whitney and I met with those staff members, the mood was not as cordial as it had been with Jones. Staff members informed me that a special territorial committee had been established in the U.S. Office

²⁷⁸Tropical Storm Ruby, Typhoon Andy, Typhoon Bess, Tropical Storm Dot, Tropical Storm Ellis, Tropical Storm Gordon, Judy, Tropical Storm Owen. (Abel Olopai, *Comprehensive Report*, 15 November 1982).

of Education and that the second request for a waiver (I had sent the first earlier), would not be granted unless we had candidacy for accreditation. It seemed logical to me that the college should demonstrate its existence, although I resented that the accreditation association would have the power to bar NMC from developmental support. I resented that a requirement had been added that had not been mentioned before. I felt as it was a recent decision.

I now see that this was a point at which negotiations might have taken place. One scenario might have been for me to have asked for a written agreement containing the provision that when NMC received candidacy for accreditation a waiver to Title III eligibility requirements would be granted. I suspect that the people I was meeting with would not have had the power to implement such an agreement. Had I persisted, I might have found out who did have the power and other issues around the granting of such a waiver might have surfaced in time for me to address them.

I conjecture that I then would have realized the greater implications of granting a waiver to Title III regulations and would have realized the need to have the support of U.S. college leaders. I might have also learned the use the U.S. Department of Education made of the data collected through the Pell grant applications, and I could have offered alternative methods to collect compatible data. I might have also considered of what benefit it was to the U.S. Department of Education to grant NMC a waiver. As it was, I was still basing my requests on what I saw as the moral obligations of the United States.

I might have learned about power relationships between different elements of the U.S. government.

An alternative scenario is that through possible negotiation sessions that did not end in agreement, I might have realized that Title III was an unattainable objective and spent my time more wisely seeking alternative sources of support. In fact, however, I had four fully scheduled days in Washington D. C. and needed to return the Saipan in order to manage the college and prepare for an accreditation site visit.

After I left that meeting, I phoned Robert Swenson, Executive Director of the Western Association Accrediting Commission, and explained the circumstances. Initially, I had resisted designing Northern Marianas College to fit stateside accreditation rules. The Northern Mariana Islands Commission on Federal Laws commented on the applicability of U.S. accreditation standards in *Staff Recommendation on The Higher Education Act*. This document included proposed U.S. legislation that would waive accreditation requirements for Northern Marianas College because:

The application of national accreditation standards, which may be inappropriate to the Northern Mariana Islands in the first place, could operate to foreclose the very assistance needed by the Northern Mariana Islands to conform a fledgling postsecondary educational institution to those standards.²⁷⁹

²⁷⁹Northern Mariana Islands Commission on Federal Laws, "Staff Recommendation on The Higher Education Act," 1982, 6.

I had thought we would be able to design a college which contracted accredited courses from other institutions. As of 1982, however, I was coming to realize that this design would not work; NMC would need to be accredited so that its courses could transfer to other colleges and so that NMC students could receive four year degrees. Swenson had been supportive, even arranging for me to attend a training meeting in Hawaii concerning accreditation.

I delivered our application for candidacy for accreditation to Swenson in San Francisco 6 October 1982. He agreed to respond to NMC's need by planning a site visit to Northern Marianas College in December 1982 and by having the candidacy application considered at the January 1983 meeting of the association. Before I left Washington D.C. I met with Fred Sellers, Program Officer for Title III, who seemed to me to be supportive of the waiver allowing NMC to apply for Title III funds. I next attended my first meeting of the American Council on Education in Minneapolis. I spent most of my time listening and learning. I did not feel confident enough to seek the support of the organization in connection with NMC's Title III activities. This would have been a good opportunity to seek support or learn of possible reasons support would not be forthcoming.

JOINT DEVELOPMENT OF THE CONTENTS OF THE NMC TITLE III PROPOSAL

The Title III program required the submission of a proposal in order to receive Title III support. U.S. Department of Education sent representatives John Peo, Program Officer, and Art Stewart, Grants Officer, to the October 1982 meeting of the Pacific Postsecondary

Council in Ponape as one of the six pre-application workshops conducted by the Division of Institutional Development, Office of Postsecondary Education at locations across the United States. Their assignment was to provide technical assistance on preparing Title III Strengthening Developing Institutions proposals.

They advised that each Pacific college should request roughly \$60,000--more than the \$25,000 initial limit--because of the arrangements for special treatment of the Territories. I viewed the fact that this assistance was being provided at a location and time when Pacific colleges could take part as a response to our needs by the U.S. Office of Education and a sign that they wished to assist us. I now realize, based on my research, that Senate Report 97-516 related to P.L. 97-257 specifically included language requesting the technical support. Further Senator Daniel Inouye had written Secretary Bell on 16 September 1982 requesting Secretary Bell's "personal assistance in ensuring that the forthcoming regulations take into account the 'special Federal responsibility' that we have to these native American people in the Pacific region."

Congress had passed the Supplemental Appropriations Act of 1982 (Public Law 97-257) providing for two additional grant competitions under the Institutional Aid Programs authorized by Title III of the Higher Education Act of 1965, as amended. One was for institutions serving black students and the other provided an additional \$5,184,000 specifically for institutions:

-- which had an enrollment of at least 45% Hispanic, Native American and/or Pacific Islander students...

-- which had not received a grant in 1982 under any of the Institutional Aid Programs.

-- and which meet other eligibility criteria (specified in the January 5, 1982 program regulations) under these programs.²⁸⁰

The U.S. Senate had targeted this money toward "residents of the Pacific Basin...[saying] we have a special Federal responsibility to these native American peoples" and are concerned about "the needs of this underserved population."²⁸¹

The FY 1982 Supplemental Appropriations Bill meant that two proposals would be prepared--one for the regular Title III competition and one for the supplemental designated funds. I prepared the rough draft of a proposal under the guidance of Peo and Stewart. They were knowledgeable on Title III, and I knew the needs of NMC. The language of the FY 1982 Supplemental Appropriations Bill specifically designated the funds to eligible institutions to "solve problems that threaten their ability to survive and to stabilize their management and fiscal operations so that they may achieve self-sufficiency."

NMC needed assistance on all levels so negotiations centered on which ones were most likely to be supported by Title III. We developed

²⁸⁰ W.A. Butts, Director Division of Institutional Development Office of Postsecondary Education, undated letter addressed "Dear Colleague."

²⁸¹U.S. Senate Report 97-516, 1982, p. 137-138

a proposal asking for a Title III (Strengthening Planning Program) Grant in the amount of \$60,717 to be used in four ways: 1) for long-range development to establish a five year plan and to prepare a proposal for future assistance; 2) for staff training; 3) for a computerized design of a fiscal management system; and 4) for the planning of a Basic Skills Center.

The only problem I was aware of was a missing data form, HEGIS, which Peo and Stewart did not have at the time and which was not sent to Saipan in time for the proposal submission. I now realize that the language of the FY 1982 Supplemental Appropriations Bill stated that the funds would be available to institutions "which have a low average expenditure per student and which have a high proportion of students receiving Federal student assistance." Butts in his undated letter had stated that the eligible enrollment would be determined by numbers "as reported on the 1980 Higher Education General Information Survey (HEGIS)."

At the time, I had never seen the form and was unable to obtain it. I provided documentation that over 45% of the NMC students were Pacific Islanders along with a statement that NMC had not received the HEGIS form. I had not understood the purpose of the data requested, and I believed based on what Peo and Stewart had said that because of the nature of the specific funding, it was not important.

I now understand that NMC was not eligible for the funds under the wording requiring "a high percentage of students receiving Federal student assistance." I believe it would be incorrect to project that

Inouye had encouraged this wording to eliminate NMC and ensure that the University of Hawaii or a Pacific college would replace NMC. I believe it is more likely that I had not been able to assist U.S. lawmakers in distinguishing the unique needs of a college in the Northern Mariana Islands from the other Pacific colleges that were all part of the Federal student assistance program. I trust that Inouye and his associates wished to assist all the Pacific colleges and did not realize that this requirement in the law eliminated one of them, Northern Marianas College. His understandable focus, however, since he represented Hawaii was to assist the Hawaiian colleges and universities.

I cannot explain why, in spite of phone calls and my request to Peo and Stewart, I could not obtain a HEGIS form until months after the due date of the proposal. My personal interpretation that the form was so common that it was not understood that I could not obtain it on the island. I also assumed at the time that if it was really important the U.S. DOE representatives would make sure it was sent because they wanted us to receive the assistance.

NEGOTIATIONS FOR A MEMORANDUM OF UNDERSTANDING BETWEEN THE U.S. DEPARTMENT OF EDUCATION AND THE NMI

In October of 1982, the U.S. Office of Education notified the executive director of the Pacific Postsecondary Education Council (PPSEC) that Leo Paszkiewicz, a member of the special territorial committee in the U.S. Department of Education, and Stephen Thom, would attend the October meeting of the PPSEC in Ponape to draft a Memorandum of Under-

standing (MOU) between the U.S. Department of Education and the NMI as required in the Higher Education Act. As it turned out Paszkiewicz and Thom did not arrive on their scheduled plane. Later, we were told that funding had not been authorized for their trips.

The presidents and board chairpersons at the meeting went ahead and drafted a uniform MOU to be applicable to each region even though we could not negotiate the content with Paszkiewicz. Time was short and PPSEC meetings, where we could discuss and compromise differences, took place only twice a year. The Higher Education Act required the MOU in order for exceptions to be allowed. Our draft incorporated the actions authorized in Secretary Bell's letter of 14 July 1982.²⁸² It included that:

- Funding priority would be given to the territorial institution that combined with technical assistance would improve assistance provided through such programs as TRIO and Title III;
- On a case-by-case basis program requirements would be waived or modified. Title III was specifically named as a program for such a waiver;
- Funding limits could be increased to offset high costs incurred by the Territories;
- Improved technical assistance would be discussed and planned;
- Enhancing communication through new technology would be studied;

²⁸²Reverend Billy Kuartei, Chairperson PPSEC, to Secretary Terrel H. Bell, 29 December 1982.

- The Office of Asian Pacific American Concerns would be responsible for coordinating general department-wide communication, technical assistance and travel.

Upon my return to Saipan from Ponape, I asked the governor to send to Secretary Bell a NMI specific MOU based on the one prepared at the Pacific Postsecondary Education Council meeting. It was not unusual that U.S. officials canceled trips due to lack of authorization to travel. We took that explanation at face value and did not view it as a desire of the part of Secretary Bell to not negotiate the MOUs. However, we realized that we needed the MOU in order to receive the waiver and believed that we should initiate the interaction between Governor Tenorio and Secretary Bell.

On 11 November 1982 I received a phone call around 10PM (Pacific time) from Steve Thom, Director of the Asian Pacific Affairs Office in the U.S. Department of Education in Washington D.C. Thom dictated to me the contents of a Memorandum of Understanding relating to Title III for the governor to telex Secretary Bell. It stated that, "in the awarding of [Title III] Planning Grants, the Secretary of Education will give priority to applications submitted by NMC." Thom said it had to be printed in the *Federal Register* in the next few days in order for NMC to be eligible to apply for Title III funds. It did not, however, waive eligibility requirements, and I said that the waiver was necessary.

I went to Governor Tenorio's house, and asked that he be awakened in order to respond promptly to Thom. I was impressed that Thom had

called, rather than just letting the date pass and having the program possibilities fail on a technicality. I considered that we were negotiating the detailed wording for the Memorandum of Understanding which had been agreed upon in general content. We were working together to make U.S. regulations fit the Northern Mariana Islands.

Edward DLG. Pangelinan signed the Memorandum of Understanding (MOU) on behalf of the Governor. Whitney reported to me that Pangelinan had "hand-delivered [it] that day to Secretary Bell via Leo Paszkiewicz. All seemed in order. [The] few changes in MOU are minor and are in line with wishes of Ed Gen Council."²⁸³ On 22 November 1982 the U.S. Federal Register contained a section allowing for exceptions to the Territories concerning Title III. I had not seen these documents and interpreted that they relate to eligibility, but I now realize that it related to priority funding.

I had been advised during my meetings in Washington D.C. that Secretary Bell desired the MOU to be signed by the governor, not the college's board. I saw no point in debating this issue; who signed the MOU was not a concern in the NMI. Subsequently I asked NMC's board, and they passed a motion "providing for the signature by the Governor rather than the Board if this was important to the Secretary."²⁸⁴

Mary Borchardt, Deputy Under Secretary-Designate, Office of Intergovernmental Affairs sent Governor Tenorio a letter 10 December 1982 on behalf of Secretary Bell thanking him for his cooperation in

²⁸³Linda Whitney to Kit Porter, 12 November 1982.

²⁸⁴NMC Board Resolution, November 1982.

delegating Pangelinan to sign the MOU and saying that eligible higher education institutions in the NMI would have "priority consideration if an acceptable application is submitted." The signed MOU dated 7 December 1982 was attached to the 10 December letter on behalf of Bell modifying the Title III Strengthening Institutions Program and Special Needs Program to give eligible institutions in the NMI priority for fiscal year 1982 Supplemental Competition for Institutions serving Hispanic and Native American students. The MOU:

- Recognized the authority of the U.S. Secretary of Education to modify programs;
- Recognized the NMC was potentially eligible to apply for grants under the Strengthening Institutions Program and Special Needs Program
- Stated that the U.S. "Secretary of Education will give priority to applications submitted by eligible institutions in the Northern Marianas Islands under the Strengthening Institutions Program and Special Needs Program in the fiscal year 1982 Supplemental Competition for Institutions serving Hispanic and Native American students."
- Stipulated that the MOU applied "only to Title III and is part of a total Memorandum of Understanding to be entered into in the near future."

The MOU did not waive the requirement of being a Pell granting institution to be eligible to receive Title III support. It did not make NMC an "eligible higher education institution."

In mid December 1982 a member of Bell's staff said Bell wanted the MOU signed by the chairperson of the NMC Board. I had kept the NMC Board, NMI House and Senate and the governor informed of all activities. I wanted to present a united and strong front with everyone who might go to Washington D.C. supporting development funds for a college. I again did not negotiate over who would sign but asked the chairman of the NMC board, Juan N. Babauta, to sign the MOU prepared at the PPSEC meeting, and send it the next day.

We then received a totally different Memorandum of Understanding from Secretary Bell that contained no provision for waivers and as such served no purpose. It stated only that the U.S. Department of Education would provide technical assistance to the NMI. This had been possible without a MOU. All interactions to date seemed to have been ignored. The NMI Washington D.C. office tried to intervene unsuccessfully with Secretary Bell and then contacted members of the U.S. Congress to assist.

MEETING TITLE III REQUIREMENTS AND DENIAL OF ASSISTANCE

At the same time as the MOU was in process in December, I was proceeding with efforts to meet the requirements for candidacy for accreditation. The accreditation team that came in December said the college had to be established by legislation in order to be accredited (as discussed in the previous chapter). They were especially concerned about the possibility that replacement of the governor would trigger replacement of the college president. This had happened on Guam. The accreditation team was not reassured by the fact that this had not

happened with the one change in governors that had already taken place in the Northern Mariana Islands.

NMC received candidacy for accreditation status in January of 1983 after it had been established by NMI legislation. I immediately had the NMI Washington D.C. office notify the Title III office. At that time, I thought the last obstacle in receiving Title III support had been eliminated. More needed to be accomplished before NMC would be accredited, and I expected that Title III money would assist that development.

My optimism was shaken when I received a letter from Assistant Secretary of Education Edward M. Elmendorf dated 21 March 1983 saying that the requested waiver to the Title III regulations had not been granted. In the letter he said, "Eligibility factors play a critical role in identifying those institutions of postsecondary education which enroll significant numbers of low-income and minority American citizens." He stated further that waiving regulations for "insular area colleges and universities which enroll a significant number of students ineligible by nationality to participate in student financial assistance would significantly distort the Congressional intent" of the funds. This letter came as a complete surprise to me, because U.S. Department of Education representatives Peo and Stewart, had told me in October that there was no issue concerning the eligibility of NMC students and that the proposal drafted at the October meeting in Ponape was acceptable.

I believed the students in the Northern Mariana Islands were U.S. citizens and were eligible to participate in student financial assistance. They were low-income and minority American citizens. Consequently, I viewed Elmendorf's letter as a mistake, believing that the NMI students had been confused with the other students of Micronesia who were not part of a Commonwealth and were not U.S. citizens. My view was shared by Pangelinan and Whitney in the CNMI Washington D.C. office and Pangelinan, upon learning about the letter, wrote Secretary Bell of his "disappointment and dismay." He quoted Public Law 97-257 which targeted portions of the funds to native American students and Senate report 97-516 which accompanied the legislation and targeted funds toward residents of the Pacific Basin. He went on to enumerate the history of the college in seeking Title III funds.²⁸⁵

Pangelinan did not depend on a letter to Secretary Bell to bring success. He contacted Congressman Phillip Burton. Since the Northern Mariana Islands had no direct voting voice in the U.S. Congress, NMI depended upon the help of members of the U.S. Congress who represented states and Territories that did. However, Phillip Burton, a nine-term Democrat to the U.S. House of Representatives from San Francisco, took a special interest in the Pacific Islands, saying his support was out of sympathy for the powerless. The Pacific press began to call him "Godfather of the Pacific" and the "Great White Father." Some in the area viewed him as a benefactor; others saw him as a controlling and

²⁸⁵Edward DLG. Pangelinan to U.S. Secretary Bell, 22 March 1983.

manipulative individual who merely enjoyed visiting the islands in the winter. Pangelinan said:

More than any other person, Phil was responsible for giving the people of the Northern Mariana Islands the privilege and opportunity to become part of the United States. The people of the Northern Marianas now enjoy the benefits from the many Federal programs that have been extended to them...I consider him as the godfather of the island people in our dealings with the Federal Government.²⁸⁶

In his 31 March 1993 letter to Burton, Pangelinan expressed "great disappointment and dismay that we discovered the proposed MOU of the Department omits any reference to waiver provisions" and called to his attention "actions recently taken by the Department of Education which seriously undermines the intention of Congress and once again treats the insular areas unfairly and to disadvantage." Pangelinan explained that:

The actions taken by the Secretary in eliminating any waiver provision in his proposed MOU and in denying our waiver request for the Title III competition:

- (1) rejected the authority the Congress provided him in Section 1204 of Public Law 96-374.
- (2) rejected the conclusions found in the Report he submitted (and endorsed) to Congress on the unique educational needs of the insular areas; and (3) rejected the provision he recommended in his July 14 letter to Congress.²⁸⁷

²⁸⁶Edward DLG. Pangelinan, *Report from Washington*, 11 April 1993.

²⁸⁷Edward DLG. Pangelinan to Congressman Phillip Burton, 31 March 1983.

Pangelinan and his staff also met with Congressman Burton and other members of Congress on behalf of NMI in an effort to secure their support in having Elmendorf's decision reversed. They were unsuccessful in efforts to negotiate with representatives of the U.S. Department of Education, so they sought to bring pressure on the U.S. Department of Education from the U.S. Congress.

On 11 April 1983 Representative Burton died from a heart attack. This was a serious setback for NMC, because I believed that Burton would be able to figure out exactly what the problem was and would do what was necessary to have the NMC Title III proposal funded. We had relied on him to negotiate for us as well as determine the approach. By depending on Burton, we had not developed our own contacts or abilities in negotiating. We had never anticipated what would happen if he were suddenly not available.

April 27-29 I went to Washington D.C. after a week long meeting of the PPSEC in Hawaii.²⁸⁸ Pangelinan and Whitney had arranged meetings

²⁸⁸I also met with NMI Washington DC officials; Stephen Thom, Director Asian and Pacific American Concerns Staff; Dr. Haroldie Spriggs, Territorial Teacher Training Program; Myron Marty, Jim Vore and William Bennet, National Endowment for the Humanities; and Mary Bateman, National Council for Resource Development. Meetings were held at the National Council of State Community College Directors, American Association of Community and Junior Colleges; Special Services for

for us to try to secure a change in Bell's decision. One of those meetings with Mary Borchardt, Undersecretary in the U.S. Office of Education, centered on the denial of the waiver and was inconclusive. Neither Whitney nor I recall why Bell was not available. On three consecutive days I met staff representatives of various Congressional offices.²⁸⁹ There was a "great deal of sympathy and support expressed and plans were made for submission of letters [to the Secretary of Education requesting a change in the decision concerning the waiver to the NMI]." ²⁹⁰

Secretary Bell wrote Edward DLG. Pangelinan 10 May 1983 in response to Pangelinan's 22 March 1983 letter saying: "we do not believe it was the intention of Congress to grant special status to the Territorial institutions to the extent that they would be given an advantage over other institutions." He went on to say that granting a

Disadvantaged Student Program; Association of Community College Trustees; and the National Council for Research and Planning.

²⁸⁹Offices of Senator Lowell P. Weicker, Senator Daniel K. Inouye, Senator Pete U. Domenici, Senator Warren B. Rudman, Senator Ted Stevens, Senator Mark Andrews, Senator Quentin N. Burdick, Senator Bennett J. Johnston, Educations Appropriations, Senate Committee on Energy and Natural Resources, House Subcommittee on Insular Affairs, Staff Senate Committee on Energy and National Resources, Office of Territorial and Insular Affairs, Phillip Burton's staff.

²⁹⁰Kit Porter, *Meetings April/May 1983*.

waiver to NMI would be a "disservice to those otherwise eligible mainland institutions" which are also disadvantaged. In the same letter Bell stated that "three institutions of the Territories were able to satisfy eligibility requirements for at least one of the three programs [thus] demonstrating the ability of Territorial institutions to meet the statutory eligibility criteria without Departmental waiver." He concluded that Federal aid statistics were an "integral part of the Title III program" and that it would be "going beyond Congressional intent" to grant a waiver "for this crucial factor."

Never before had it been said that the U.S. Department of Education wanted the statistical data provided to Title III through financial aid information. Never before had other institutions been mentioned. Never before had NMC been told that because other territorial institutions met requirements, it should be able to do the same.

One Washington D.C. official who did not wish to be identified confided to me when I was doing the research for this dissertation that I had been told NMC needed to be a candidate for accreditation as a ruse. No one expected that NMC would be able to achieve candidacy by the submission date deadline for Title III applications. This source stated that Secretary Bell had had no intention of granting an exception to Title III for NMC, because it would present political problems for him in relationship to stateside colleges seeking exceptions. Bell did not wish to confront the U.S. Congress on the

issue. Perhaps he saw the needs but the waiver provision would be too costly.

If the statement is correct, and had I found this out at the time, I could have directed my energies toward a different type of source or assistance. If I had been more experienced, I might have sought out the reasons why changes in requirements were surfacing, and not just worked to meet those requirements.

The U.S. Secretary of Education's staff said that there was no possibility of change and that bigger problems were taking precedence in the U.S. Department of Education, such as budget cuts and continuing personnel changes. President Reagan had been trying since he took office in 1981 to eliminate the U.S. Department of Education and had been slow to fill appointed positions. Turnover had been high.

On 26 May 1983, six Senators sent a letter to Secretary Bell on behalf of Northern Marianas College reviewing the situation and saying, "it is our judgment that you have not been responsive to the intent of the Congress to give priority to the institutions and residents of the Pacific Basin."²⁹¹

I went back to the Northern Mariana Islands and suggested to Governor Tenorio that we take legal action against the Department of Education for not following the law. The governor laughed gently and said that a child could not sue the father.

²⁹¹Daniel Inouye, Lowell Weicker, Ted Stevens, Mark Andrews, Pete Domenici and Quentin Burdick to U.S. Secretary Bell, 26 May 1983.

I did not negotiate with him concerning this decision or attempt to persuade him to change his mind. In order to do so, I might have investigated how mainland colleges and universities had interacted in similar situations and advised him on such practices. I might have sought advice from respected individuals involved with U.S. college and university relations with the U.S. Department of Education and offered him expert opinion. I might have prepared a plan for proceeding on such a course.

Secretary Bell wrote me 27 July 1983 saying that he recognized "the need for the Department to consider those circumstances of institutions in the Territories which place them at a disadvantage compared to mainland institutions" and that since "Territorial institutions are not the only ones who failed to meet the eligibility criteria for similar reasons, an extension of a waiver to them would in fact be a disservice to those eligible mainland institutions." He closed the letter saying, "we hope you will appreciate the need to balance our desire to provide equitable treatment to six Territorial institutions with our continued mandate to provide support to the thousands of other institutions in this country." Here was a stated concern that I had not recognized at the start of my efforts to obtain Title III assistance. I had been blinded by my focus on his 14 July 1992 letter to U.S. House Speaker O'Neill saying that he intended to waive program requirements and one which had "been recommended regards the eligibility criteria for the Title III program...."

In August 1983 the college became eligible to administer Pell grants. I had been notified 1 February 1983 that NMC met the definition of an eligible institution for eight programs including Title IV Student Assistance Pell grants.²⁹² I had filed the necessary paperwork. NMC still did not have a fiscal officer at the college, and all my previous concerns about administering this program still held. I checked the box on the form to have the U.S. Department of Education administer the program. The Pell office responded by saying that the distance was too great for them to administer the program for us. Instead, they offered a few days of technical assistance.

PART THREE: DISCUSSION

My undated notes from summer 1983 list the following alternative actions:

- Follow up with Congress for further assistance in pushing for the waiver or other special consideration.
- Follow up with Congress for special legislation.
- Ask other organizations such as the American Council on Education to assist.
- Take legal action against the Department of Education for not following the law. Some of the other Pacific colleges suggested this approach.
- Evaluate what happened on different levels and learn from the mistakes.
- Decide the U.S. is not going to meet its obligation to assist and find ways to receive for-

²⁹²Joseph M. Hardman, Chief College Eligibility Unit, Institution Eligibility Section, Eligibility and Agency Evaluation Staff letter to Kit Porter, 1 February 1983.

eign aid that has been suggested by other countries.

-Reevaluate the benefit of the Commonwealth agreement and consider alternatives that would make the college eligible for U.S. foreign aid and United Nations aid.

-Close the college because it cannot be supported locally 100%.

-Limit the scope of the college to Federal funds that are available and develop within that range.

-Seek press support and publicity for the issue.

-Find ways to be 'on the scene' in Washington more often.

-Sign the Memorandum of Understanding and accept what is provided without complaining.

This section assists with one of these possibilities--the evaluation of what transpired as a means of learning. To assist I will use Glen Fisher's and David Kuechle's models, described in chapter one, and then make some other observations

CROSS-CULTURAL NEGOTIATION

THE PLAYERS AND SITUATION

The U.S. government and the Northern Mariana Islands are separately unique. For the most part the representatives of each, as described in this chapter, had little understanding of the other. The U.S. government contracted studies ostensibly in an effort to understand the NMI, but also with the effect of delaying decisions or actions. The players in the NMI did not study or clearly understand the U.S. governmental system of operating. NMI citizens had embraced the U.S. system and superficially assimilated to it without being an equal partner

Leaders in the NMI accepted at face value the documents from the U.S. that supported education. They believed the U.S. had a goal of providing education for the people in the NMI. However, the U.S. motives for being in the Northern Mariana Islands were predominately for protection of U.S. citizens. Some U.S. leaders only wanted to do as much as was required to sustain military control in the Northern Mariana Islands and to keep the good will of the people. Others wanted the U.S. to live up to its role as a trustee and fulfill the commitments in the Covenant between the two locations.

My research indicates that the NMI people customarily sought to influence powerful governments indirectly, rather than directly. They expected to rely on others to negotiate for them. I, as a first-time top administrator learning from NMI leaders, followed this model and had

faith that persons outside the NMI would carry on negotiations on behalf of the NMI.

HOW NMI'S "NATIONAL CHARACTER" AFFECTED NEGOTIATION ATTITUDES

NMI NATIONAL CHARACTER

The people in the NMI were greatly influenced by their colonized cross-cultural history. According to a 1967 NAEB report titled, "Educatinal Development in the Trust Territory of the Pacific Islands:"

The Micronesian of today cannot be understood if he is not viewed through his historical past. He is, if not the victim, at least the product of four different eras... the Micronesian gradually became a dual personality--one who lived in the presence of

the foreigner and the other who retreated to the inner circles of his family and clan.²⁹³

In 1947 the personalities of the Chamorros and Carolinians were studied by Joseph and Murray who found, "the personality of profoundly frustrated people who, against overpowering forces, strive for survival and self-esteem"²⁹⁴ with "compliance the defense against fear."²⁹⁵

In a 1970 questionnaire, 95.2% of the Chamorro and Carolinian respondents "agreed" or "strongly agreed" with the following statement: "Obedience and respect for authority are the most important things children should learn."²⁹⁶ This belief was supported by child rearing practices that help form the characters of the NMI people as related to authority. A person raised this way is likely to have difficulty discussing and negotiating with an adult figure. Instead, they adjust to what they are told to do. Interactions between the Northern Marianas Islands and the U.S. government were influenced by these historical patterns, and the child rearing practices greatly hindering

²⁹³NAEB, "Educational Development in the Trust Territory of the Pacific Islands," 40 & 41.

²⁹⁴Joseph and Murray, Chamorros and Carolinians of Saipan, 293.

²⁹⁵*Ibid.*, 295.

²⁹⁶Broadbent, "A Profile of Chamorro and Statesider Attitudes Toward Education and Educationally Related Values," 222.

the possibility of negotiations. One Washington D.C. official who did not wish to be identified commented:

They [NMI representatives] were very receptive and conciliatory during meetings; they had a tendency to go along and agree. They were very respectful and polite, excessively polite. I think they were more hesitant about getting to the meat of the matter. They did not really understand the whole picture. They didn't always act upon what they said or believe what they said.

AMERICAN NATIONAL CHARACTER

Glen Fisher identifies the following aspects of American culture:

"Americans come to value time and efficiency, to place emphasis on the individual and individual achievement, and to love statistics." Americans assume a leadership and advisor role in relation to the rest of the world and behave accordingly in negotiations, tending to be "self-righteous." They also see themselves as "international problem-solvers" with "Christian-based ethics." A contract and agreement are to be honored. Legal precedence, expert opinion, technical data and directness are valued. Competition is valued and taught to children.

As an American working in the Northern Mariana Islands negotiating with Americans in the United States, I understood that I had to meet proposal deadlines, obtaining the statistics and data required by American officials. The longer I was in the islands, however, the more frustrated I became at the high amount of resources that had to be dedicated to obtaining data in order to respond to Washington D.C. based requirements in an environment of scarcity. I also believed that once Secretary Bell wrote to Speaker O'Neill of the

intent to allow a waiver to Title III regulations that this letter constituted a written agreement that would be honored. I realize now that such a letter did not constitute a contract, and that I put too much faith on this document because it was written and at a high governmental level. I did not reflect on other reason such a letter might have been written.

STYLES OF DECISION MAKING

Glen Fisher, in writing about cross-cultural negotiations, recommended anticipating the other side's decision making style, and influencing it at the institutional and individual levels. At the institutional level, the territorial representatives in Washington D.C. initiated changes in the Higher Education Act of 1980 with the knowledge that changes needed in the various Territories would require legislative support. The U.S. Legislature and Office of Education wanted to interact with the territorial colleges as a group and not have to deal with each one individually. Since the lack of uniform data and information about the territorial colleges hindered group actions, the need for this data was anticipated and a means to collect it implemented through the 1204(b) study of the Higher Education Act of 1980.

In general, the Northern Mariana Islands had a formal top-down decision making process greatly influenced by the systems of the U.S. military and the Catholic church. People preferred to interact with the person in charge, and it was presumed that once the person in charge made a decision, it was final. In the negotiations concerning

Title III this style of dealing with others contrasted with the U.S. system which, according to Fisher, was:

based on bureaucratic compartmentalization of issues, with bureaucrats in charge prepared to negotiate only in specific areas. American negotiators are preoccupied with coordination among their own divisions, agencies and interest groups that have some controlling influence over the issues at hand.

Because of these differences in perceptions about who has authority to make decisions, serious misunderstandings resulted.

According to Fisher, in the American process consensus-gathering is not done prior to a decision. The decision is made and then "everyone down the line still has to be brought on board." In the Northern Mariana Islands system, consensus was often arrived at prior to a decision. Although this might take quite a while, implementation then was usually smooth. By the time legislation for the college was signed into law, there was strong support for the college within the Northern Mariana Islands even though this process had taken years, or perhaps because the process had taken years. Long after agreements had been entered into between the U.S. and NMI governments, many U.S. decision makers were still ignorant of or misinformed about where the islands were and whether they deserved educational assistance. In contrast to the consensus building process in the NMI, they had not been involved in the process and were not yet "on board."

Linda Whitney in the Washington D.C. office saw administrators and politicians in the Northern Mariana Islands as having reactive rather than proactive styles. She wanted them to describe the needs, and she would find programs to fit those needs. Instead these leaders

sought to discover what resources were available in the U.S. and then tried to make their needs fit these resources. Acculturated to this way of thinking, I had learned to work with what I had or thought I could get, and adjusted the activity to fit. Within the NMI I had learned to make do with the limited resources available on the island, for example I chose what to cook based on the ingredients available. In the U.S. I would decide what to cook knowing I could probably obtain the ingredients.

LANGUAGE

The people in the Northern Mariana Islands opted not to use translators but to presume that even the formal language of their own government would be English. Language determined who the negotiators and the formal leaders would be within the Northern Mariana Islands. For this reason, voters in the Northern Mariana Islands elected leaders who interacted well in English. These people tended to be young, because schooling did not start in English until after World War II. Older leaders, who had been educated during the Japanese administration, had wisdom and experience but often did not have the English language skills of the younger politicians. The traditional leaders would be consulted behind the scenes, but they did not have the direct power or attend the negotiation sessions.

In the more subtle aspects of negotiations the use of English forced NMI representatives to identify time in the form of past, present and future every time a speaker selected a verb. The Chamorro language does not force time selection with each verb. In fact, the

Chamorro speaker did not think in terms of time the way U.S. speakers of English did. Consequently, deadlines, dates and times imposed by U.S. representatives were not viewed with a sense of importance by Chamorros. The deadlines that drove the negotiations to conclusion came from the English speakers not the Chamorro speakers.

NEGOTIATION POSSIBILITIES

David Kuechle's model for identifying potential negotiation opportunities (discussed in chapter I) outlines a step by step checklist: 1) identifying all key actors and the objectives of each, 2) placing the objectives in categories according to the degree of importance to each actor. Which are essential? Which are desirable? Which are susceptible to tradeoffs? 3) identifying those objectives that are shared by more than one party and those which are not, and 4) then shaping a scenario which seeks to achieve maximum overlap of objectives. ²⁹⁷

For the Title III situation, the parties representing NMI and NMC had fairly unified objectives which included by mid 1982 that a college exists within in the NMI; that the college conforms with U.S. standards; that the college trains NMI workers to U.S. certification levels; that U.S. technical and financial resources aid this college; and that Title III be one of the programs assisting the college. In 1976 these common goals were not shared, except by a few individuals, and diverse opinions within the NMI hindered interactions with the U.S. government for support of a college.

²⁹⁷Kuechle, 29.

The NMI players in 1982 worked to present unified goals when they met with U.S. negotiators, and to maintain close communications with each other in support of these goals. The parties were as follows:

NMI

Northern Marianas College, Porter
 NMI Washington D.C. Liaison Office, Pangelinan, Whitney
 NMI Governor, Camacho, Tenorio
 NMI Legislature

Other players who shared some goals with the NMI and thus worked at various times toward common goals were the representatives of the other outlying areas connected with the United States; Guam, American Samoa, the Trust Territory, Puerto Rico and the Virgin Islands. At times, the Pacific Postsecondary Council collectively represented those colleges and universities.

The U.S. Department of Education was not, as one entity, a party to negotiations. Instead, the Department consisted of a wide variety of individuals with varying goals; some supportive of NMI's objectives; others neutral on the subject; others opposed. Secretary Bell apparently had overriding objectives that conflicted with NMI's; granting NMC an exception for Title III support could have been perceived by him as politically damaging, because, as stated in his 27 July 1983 letter to me, mainland colleges failed to meet the eligibility criteria for Title III for similar reasons as those of NMC, and he was mandated to provide support to the thousands of other institutions. He needed the support of those thousands of institutions and their Congressional representatives more than he needed the support of the six Territorial institutions.

In 1976 Title III was identified by members of the U.S. Department of Education as one of the best sources of funding support for a college in the NMI. However by 1982, the situation had changed. A new reality existed in which the granting of an exception could jeopardize the U.S. DOE's already shaky standing with the mainland U.S. educational establishments. President Reagan had publicly announced that he intended to abolish the U.S. Department of Education. Resources to mainland colleges and universities had been cut and Secretary Bell could not respond to all the needs.

The issues related to granting an exception needed to have been explored between 1967 and 1982, but this was not done. For example, Secretary Bell's concerns did not surface until his May 1983 letter. Differences between the key parties were not aired, nor apparently were they clear within the U.S. Department of Education. Some members of the U.S. Department of Education such as Secretary Bell and Thomas Melady were establishing rules to avoid granting exceptions to NMC and others, including Steven Thom and Leo Paszkiewicz, were figuring out ways NMC could meet or get around them.

The situation with the U.S. government is much more difficult to pin down. Dan Fenn in "Finding Where the Power Lies in Government" says that U.S. "government policies are shaped by so many variables and such a myriad of national experiences and inputs" that "usually no one has an overview of all the continuing relations with government people-who is conducting them and how satisfactorily they are going." He

goes on to say that, "nothing seems to happen according to any pattern; no one seems in charge of anything; very little is understandable."

In spite of this confusing situation, I have attempted to identify the main U.S. Department of Education players and their key objectives, based on this study:

U.S. Department of Education

U.S. Secretary of Education; Terrel Bell, Edward Elmendorf

- Was concerned about U.S. Congressional support for himself and his department
- Wanted equal data from all Title III recipients in the form of Pell application data.
- Did not want to set a precedent that would bring future problems with U.S. colleges and universities.

U.S. Office of Postsecondary Education; Thomas Melady

- Wanted to support existing programs in the U.S.
- Was protective of the U.S. Department of Education and hesitant to deviate from rules and regulations.

U.S. Department of Education Task Force on Territorial Affairs; Leo Paszkiewicz

- Supported adjusting U.S. Department of Education programs so they fit the needs of the Territories.
- Supported coordinated efforts for a uniform rather than a piece meal policy.
- Acted as an advocate for the Territories.

U.S. Office of Education Asian and Pacific American Concerns Staff; Stephen Thom

- Wanted to carry out functions of 1) reviewing policies, programs and procedures to assess their impact on APAs; 2) maintaining liaison with APA; 3) maintaining and disseminating information on Federal programs of interest to APAs; and 4) communicating concerns of APAs to improve U.S. Office of Education services.²⁹⁸
- Wanted to increase Federal assistance and improve access to APAs (identified as priority national issue of APAs).
- Committed to assisting NMC obtain Title III assistance.
- Wanted to maintain his employment at the DOE and assist APAs

²⁹⁸Asian and Pacific American Concerns Staff, 2.

Title III and other program officials; Richard Fairley, Bill Ryan, John Peo, Art Stewart

- Concerned about the future of their programs within the environment of the possible elimination of the U.S. Department of Education.
- Gatekeepers in enforcing eligibility rules.
- Committed to the purposes of their programs.
- Receptive to including NMC, but only if eligibility is properly established.

In approaching these people, I presumed that I was interacting with an organization with a top-down power structure and shared information such as that which existed in the NMI. I did not understand that decision makers might change and that the power to influence decisions might move from one person or position to another depending on the exact circumstances. The various interactions do not lend themselves to being studied as one unit. For this reason I will focus briefly on situations presented in section two in order to illustrate the consequences of my presumptions.

IMPLEMENTATION OF PROVISIONS IN THE HIGHER EDUCATION ACT OF 1980 TO ALLOW THE U.S. SECRETARY OF EDUCATION TO GRANT A U.S. REGULATION WAIVER

Many of the U.S. Department of Education players were new, viewed themselves as temporary, or were under the threat of losing their jobs because of the change in presidents and the cuts required by the U.S. DOE Organic Act. In this climate, the implementation of waivers for the Territories was not a priority of most DOE officials. Melady knew he would be leaving and presumably had other priorities. Bell was under a time requirement to conduct the mandated 1204(b) study and recommend actions to be taken. He did only what he was mandated to do.

Thom and Paszkiewicz had roles that included planning for the Pacific region; they also came to have a personal interest in the region.

They understood and concurred with the objectives of the Territories and strove to assist them. The data and information in the 1982 U.S. Department of Education 1204(b) study, as well as meetings held in April 1982 and July 1982 in Washington D.C., allowed them to comprehend the situation and provide a forum to influence action.

These interactions were not, however, negotiations by the NMI to obtain Title III support, as I believed at the time. In fact, the NMI representatives were engaged the more basic pursuit of joining with the other Territorial colleges to provide accurate information to the mandated 1204(b) study and thus have accurate information from which Secretary Bell could grant exceptions as allowed in Section 1204(a).

A DIRECTIVE THAT NMC BECOME A CANDIDATE FOR ACCREDITATION IN ORDER TO BE ELIGIBLE FOR TITLE III ASSISTANCE

The October 1982 meeting of Linda Whitney and myself with DOE officials might have been more effective if it had been perceived as an opportunity for negotiations to take place. As I recall, we approached it as a session to learn from the U.S. DOE what our college needed to do to obtain funding. We were stopped from detailed discussion when we were told that the MOU would be negotiated at the PPSEC meeting, and that NMC had to be a candidate for accreditation in order to be considered for Title III. This information came as a shock to us. We had presumed that the same objectives were shared by all participants. The requirements seemed reasonable to us, and we did not recognize a need for further exploration or for a written agreement.

JOINT DEVELOPMENT OF THE NMC TITLE III PROPOSAL

All key parties focused on a shared objective regarding the Title III proposal: *i.e.* that a fundable proposal be developed. I was negotiating the content within the structure of written guidelines with people whose job it was to assist with Federal proposals. They were doing their assigned tasks, and we had no difficulty agreeing on content. NMC had needs in all areas and the objectives of Title III fit NMC's needs. No exceptions were being requested concerning the funding possibilities of Title III. These officials wanted the Title III program extended to the Territories; its existence and use supported their jobs.

NEGOTIATIONS FOR A MEMORANDUM OF UNDERSTANDING BETWEEN THE U.S. DEPARTMENT OF EDUCATION AND THE NMI

The implications of the MOU were never explored. The planned face-to-face negotiations did not take place at the PPSEC meeting. The key DOE representative was missing. Arranging a future group meeting was not possible within the time, cost and distance constraints. NMC officials were fully involved with achieving candidacy for accreditation, influencing passage of college establishment legislation and preparing the Title III proposal. At the time, I did not see the lengthy trip to Washington D.C. as necessary or possible, because I did not realize fully the importance of identifying and exploring these issues.

NMC and the U.S. DOE had the common objective of agreeing on an MOU. The U.S. Department of Education was mandated to achieve this by the Higher Education Act; however they were not mandated as to the content. The collaborative actions of sympathetic members of the U.S. Department of Education blinded me to obstacles arising at the level of

the U.S. Secretary of Education and to remembering that his office had not initiated this system for a waiver.

When I was told that the final MOU sent by Secretary Bell would not be changed to accommodate Title III, I did not view this action as part of a process. A possible response might have been to try to establish the face-to-face negotiations that had not taken place. Such a meeting might have been a belated starting point for exploring issues.

The communication problems had to be addressed. Initial negotiations could have included agreements as to how and when to communicate. International telephone interaction was now possible because of a new system, but the telephone was used more for messages than discussions. In the islands, important discussions were usually conducted face-to-face or indirectly through another person. I had acculturated to this.

MEETING TITLE III REQUIREMENTS AND DENIAL OF ASSISTANCE

The NMI then attempted to implement tactics to achieve its objectives. Logic, letters, and the U.S. Congress were used in an attempt to open up negotiations with U.S. Secretary Bell or to reverse his ruling. It was at the end of this failed attempt that the issues of Secretary Bell surfaced. If these issues had surfaced at the beginning stages, NMI's approach to the problem of obtaining funding would have been different. Title III funding would not have been sought, or different constituencies, such as U.S. colleges and universities would have been included. Within the relatively new U.S. Department of

Education turnover was high, and individuals had insufficient power to effectively oppose the Secretary Bell's stance.

Secretary Bell was presiding over a unit of government that President Reagan planned to abolish. For this reason, he was probably reluctant to spend his department's meager capital on ventures that would not likely pay immediate political dividends. Since the Northern Mariana Islands and other outlying areas did not have voting constituencies in the U.S. Congress and only limited power in the Washington D.C. hierarchy, Bell had no incentive to share objectives with NMI representatives and advocates. Such action could have been looked upon as channeling financial assistance away from mainland colleges and universities. There is good reason to believe that his primary objective regarding the Northern Mariana Islands was to avoid controversy. Consequently, his most effective tactics involved vague statements and/or promises, deferral to others in the bureaucracy, and delay.

The NMI Washington D.C. office decided to involve the U.S. Congress in order to increase the power of the NMI. The threat of the U.S. Congress may have driven away any possibility of true discussion about ways to obtain assistance from a diminishing source of funds. Alternative solutions were not considered. Consequently, a series of hurdles may have been put in place by the U.S. Department of Education. A delayed study, a weak Memorandum of Understanding, a waiver, candidacy for accreditation, additional data in proposals were all used

to avoid direct confrontation with the U.S. Congress, and as tactics to avoid entering into negotiations with NMC.

With the great physical distance between the Northern Mariana Islands and Washington D. C., it was impossible for me to feel Washington's pulse and know what to do at the right time. Even if I had known, I did not have the energy or support to respond. For a brief period of time a window opened--exceptions to Title III eligibility requirements became possible; but NMC did not meet requirements before it closed. Perhaps that window could have been forced open by using the tactics that worked with the NMC legislation--the press, public opinion--but the NMI officials were hesitant to put pressure on the U.S. government.

My regard for the U.S. government and presumption that commitments would be kept made me blind to the U.S. government's changes that affected negotiations--certainly major ones were the change in U.S. presidents, and the cutback in Federal support for education. I was only in Washington D.C. for a whirlwind of meetings, timed to correspond with trips funded for other purposes. My trips were not timed to correspond to potential negotiation sessions. Frequently meetings involved people who were already sympathetic to NMC needs. My past experience with Federal funds had taught me that if I met the deadlines, provided written data, and followed the rules and procedures, the NMI would receive funding. At the time, I assumed that there was no need to negotiate; just follow the rules.

Fisher described Americans as "likely to start out expecting to trust the other party, until proven untrustworthy." I trusted the U.S. to keep to their written agreement. At that time, I had mixed negotiation values and, as an American, I did not expect these people I trusted to cause me to "lose face." I was shocked that they did not seem to value their own word. I held them personally accountable, and I did not relate their actions to their positions or the changed political environment. In 1984 U.S. Secretary Bell discussed his problem concerning budget cuts while he was in office and expressed his disappointment that he was unable to persuade his critics that he "wasn't a traitor" and that his education colleagues "displayed a lack of awareness of the situation" he was facing.²⁹⁹ I was one of those who blamed him and did not understand his situation.

²⁹⁹*New York Times*, 13 November 1984, pp. C1 & C14.

CHAPTER VII**CONCLUSION**

I started this research with the goal of describing and analyzing the formation of Northern Marianas College with special attention to negotiations during the college's development. I hoped that this information would prove useful to others involved with the start-up and development of a college in a cross-cultural setting. In this chapter I will: 1) summarize the key issues in the formation of Northern Marianas College, and 2) reflect on important lessons that might assist similarly positioned educational leaders.

KEY ISSUES IN THE FORMATION OF NORTHERN MARIANAS COLLEGE

Northern Marianas College came into being as a direct result of the Northern Mariana Islands separating politically from the Trust Territory Government and the College of Micronesia System.³⁰⁰ The U.S. system, which the NMI joined, supported each of its states and territories in developing a higher education institution.

³⁰⁰This desire of each entity to have its own institution resulted in April 1993 in the College of Micronesia being split into three autonomous institutions, one in Palau, one in the Marshall Islands and one in FSM so each could "better pursue its own directions and attend to local decision making." *Pacific Magazine* 18, no.1 (January/February, 1993):68.

As a community college NMC's growth was consistent with the variances and general lack of systematic development of community colleges described by Arthur M. Cohen and Florence B. Brawer in *The American Community College*. Cohen and Brawer said:

It may be best to characterize community colleges merely as untraditional... Community colleges do not even follow their own traditions. They change frequently, seeking ever-new programs and clients. Community colleges are indeed untraditional, but they are truly American because, at their best, they represent the United States at its best. Never satisfied with resting on what has been done before, they try new approaches to old problems.³⁰¹

The process of accreditation provided a framework within which the new college sought to fit in order to gain acceptance by other colleges. In addition, candidacy for accreditation was essential in order to obtain U.S. Federal financial support. It was the "industry standard" to which all other established colleges adhered; thus providing the basis for transferring credits, recognizing programs and forming working alliances. I resisted accreditation at first believing that this outside standard would prohibit NMC from growing naturally and responding to the islands' unusual needs. In fact, the accrediting process accommodated the unique design of NMC.

The aspirations of the population as well as available funding determined the programs and courses to be offered by the college. These, in turn, determined which colleges and universities would be contracted to assist in filling service gaps. My efforts were two-

³⁰¹Cohen and Brawer, 28.

pronged in nature. I sought to work with colleges that had similar programs in order to learn from their experiences and to form collegial relationships. At the same time, I needed to work with colleges and universities that had advanced programs in order to establish academic paths for NMC students. It was essential that NMC credits and programs be acceptable for transfer to other institutions.

The final form of NMC, as established by legislation passed in 1983, resulted from gradual growth, extensive airing of concerns and active involvement of concerned parties. The Proclamation in 1976 came about because of the new political status and the desire to be eligible for U.S. support. Executive Order 25 in 1981 centralized the financial-aid programs under the college. The 1983 legislation made the college independent of the NMI Department of Education and gave it stability.

Following is a listing of the most important issues that needed to be resolved concerning both the disadvantages and advantages for developing a college in the NMI.

Factors against the formation of a college were:

- Some leaders in the Northern Mariana Islands did not think of themselves as able to create their own college. Prior to 1967, they had had a very limited a role in defining their own higher education needs. Education, beyond basic schooling, traditionally had been designated to correspond to the labor needs of the country in charge.

With Commonwealth status in 1967 it was up to the islanders to determine their own needs. However, when I interviewed NMI leaders

with Dr. Jim Dator in 1980 to identify their ideas for the future of the NMI and what programs NMC should include to accommodate that future, very few had given the future much thought.

- A system was in place for sending students to other locations, usually the United States, to attend college or university. Many people, particularly those in leadership roles, wanted higher education financial-aid available for their children and the children of the island. They saw a local college as potentially taking resources away from the Northern Mariana Islands' funds going into the NMI scholarship program for students to attend colleges off the islands.

- Many people questioned if the Northern Mariana Islands had sufficient revenues to support a college. Each governor at different stages of the college's development asked if I could affirm that the funds existed to support such an institution? They did not want to saddle the Commonwealth with an expensive college.

- Accreditation standards required the establishment of a college level library and other support facilities that were not available in the NMI. This represented a formidable financial burden

- NMI citizens wanted college and university training to be recognized as professionally legitimate. Medical degrees from the program in Fiji, for example, were not being recognized in the United States (although the U.S. government officials had arranged this medical training program) as equal to U.S. degrees. When the NMC registrar reviewed the academic records of nurses and teachers, many had "credits" from U.S. institutions that proved to be for workshops and

extension courses that the granting institution would not accept toward degrees. The students had bitter feelings about time spent on "courses" arranged by the U.S. that were subsequently not recognized as legitimate for credit. People feared that NMC would not be recognized in the United States.

- There were inadequate numbers of people in the Northern Mariana Islands with advanced academic backgrounds qualifying them to teach accredited college courses. Those few who were qualified did not necessarily want to teach college. Political or upper level government work was viewed as preferable.

Factors in favor of a college were:

- The site of NMC was on islands isolated by distance and ocean from the educational opportunities of the fifty United States. The absence of a college in the Northern Mariana Islands meant prohibitive travel costs and relocation requirements for most inhabitants who would wish to attend college or university.

- People who could not leave the island because of family, job or financial obligations needed higher education in order to maintain their jobs or advance in their occupations. For example, when a teacher was able to leave to take part in academic training programs, it was a hardship for the educational system, which had no substitute teachers. Many people had difficulty adjusting to a foreign location away from their home island.

- The new Commonwealth status made credits, certification, and degrees more important than they had been in the past because the

Northern Mariana Islands had to meet a multitude of U.S. requirements. Certified training was needed for employees such as teachers, nurses, and police, to name a few.

- The programs and training courses desired were difficult to contract outside the NMI in the form required, on the time schedule wanted, and with the admission policies that would allow attendance by those needing the course. The situation with the University of Guam described in chapter IV is a prime example of admission policies hindering contract possibilities. Furthermore, there were doubts about affordable costs, and appropriate content of courses from outside institutions.

- The school board had passed a requirement that all teachers obtain a two year degree in education. A two year teaching degree was not available from the U.S. institutions contacted, thus erecting the need for a new program.

- Because there was no institution of higher education within the Commonwealth, U.S. funds were going to institutions off the islands to provide training in such fields as bilingual education, special education and nursing. These same funds could go to a local institution if one existed. All U.S. states and territories had designated Land Grant institutions except the NMI.

- As NMC grew, people saw a successful program that had been offered to teachers on island resulting in teachers obtaining degrees. They wanted this type of program available to other professions.

REFLECTIONS ON IMPORTANT LESSONS

This research has allowed me the opportunity to trace the growth of Northern Marianas College from an external vantage point. I have discovered information and perspectives I was not aware of while I was involved in starting and developing the college. Following are matters, tied closely with Glen Fisher's ideas, which I believe should be taken into account when attempting to start the college in a cross-cultural environment:³⁰²

Learn the historic relationship between the culture groups involved including what has transpired and the nature of the relationship.

Although I knew that the people of Guam and the NMI were the same culture group separated for roughly 100 years, I did not realize the depth of hostility stemming from World War II and the more recent conflicting reunification votes. It was perhaps naive of me to discount the totally separate government systems and believe that one university could serve both locations. In the UOG situation, agreements were between players who were not Chamorro and these agreements were subsequently not adopted by the Chamorro leaders.

Within the NMI, I knew of the rivalries between Rota and Saipan and made sure I interacted with both groups and provided courses at both locations. When I could not contract a professor for a course needed on Rota, I flew to the island on a weekly basis and taught it myself. The NMI Senate, with two members from each main island, could

³⁰²For each topic I will relate to chapter IV (Guam), chapter V (NMI Legislature), and chapter VI (U.S.), in order by chapter.

have blocked NMC legislation and probably would have had the Rota population not seen that the college would benefit them.

The NMI had learned from its histories with Spain, Germany, Japan and the United States to appear to adapt to the country in power. They had also learned to accept what transpired. Dwight Heine, a Micronesian who at the time was special consultant to the T.T. High Commissioner, summed up Micronesian culture as follows:

- (a) Micronesia
- (b) Micro. + Spain
- (c) Micro. + Spain + Germany
- (d) Micro. + Spain + Germany + Japan
- (e) Micro. + Spain + Germany + Japan + U.S.A.³⁰³

Superficially, the NMI appeared to have adopted the same governmental system as the U.S., but its representatives, including me, did not interact with U.S. governmental representatives on an equal basis.

Learn the styles of decision-making of the parties involved.

The Chamorro style on Guam was to avoid open conflict and open discussion of issues. Mine was to discuss all issues. A UOG Chamorro administrator with whom I interacted said:

You would ask the question that didn't need to be asked and keep trying to get an answer until I had to say something I did not want to say that might be hurtful. You couldn't let things go unsaid. You always brought them up in public so that things had to be said which could have been left unsaid.

I now believe my style was a positive factor in working out details with the University of Guam, but a negative factor in reaching an overall agreement for a branch campus.

³⁰³Heine, 17

The NMI legislature was designed based on the US legislature. The members were often highly confrontive during a legislative hearing modeling their behavior on what they had seen in the US Congress. Fisher identifies that Americans gain "prestige by being persuasive in public forums."³⁰⁴ This method does not conform with the Chamorro and Carolinian cultural tendency to avoid direct conflict or use a third party. I propose that the actions in the legislature were a form of acting and that decisions were made outside the legislative hall.

In 1976 when Commonwealth status began many NMI people wished to emulate Americans, and my nationality generally was an advantage. By 1983, it was often a disadvantage. An American consultant viewed the early 1980s as follows:

I think there was resentment over outsiders telling them what was best for them and what to do. While they wanted help, they suffered from years of people telling them what to do and writing more reports. They lacked self direction and were truly frustrated, and they didn't want some American woman to come and suggest that this would be good. You had a lot of built in obstacles...The Northern Marianas was a pretty chauvinistic society, and I think you had two strikes against you in being a woman and a haole.³⁰⁵

Many of the men in the islands were not accustomed to negotiating with a woman and would tend to discount me until they were forced to acknowledge me because of my position. This had a positive role in the negotiations for legislation because my presence caused some persons

³⁰⁴Fisher, 18.

³⁰⁵Hawaiian term for foreigner.

who might have taken a more aggressive stance against a man to either ignore me or make concessions that would otherwise have been unlikely. Form a negotiation strategy based on knowledge of histories and style.

With UOG, negotiations needed to be conducted at the legislative levels for something as comprehensive as a branch campus. The responsibility had been delegated through letters from the governors to UOG and the NMI Department of Education and then to various UOG representatives and myself. This delegating may have been a way for both sides to avoid unpleasant conflict.

NMI representatives realize how a relationship with UOG would benefit the NMI, but it seemed as if UOG leaders could not see the benefit of such a relationship or how such a relationship would benefit their university.

With the NMI Legislature there needed to be a crisis and a deadline as well as community wide support to bring final negotiations concerning the many versions of college legislation which had been drafted. The islanders did not tend to be planners, but were excellent at responding to a crisis as demonstrated by the excellent typhoon preparation and relief systems. Legislation might never have been passed had it not been for the deadlines set for Title III support and my publicizing the situation.

With the U.S. Department of Education there needed to be a wider base of support for NMI's situation which included U.S. colleges. The individual U.S. representatives were constantly changing, and the NMI representatives did not necessarily meet with the decision making indi-

vidual. My meetings were timed around funded trips for other meetings and did not correspond with prearranged negotiation sessions.

Allocate resources to accommodate the level of communication necessary to negotiate.

This may seem obvious, but it was not obvious to me at the time. I accepted the communication problems with Guam and the U.S. as part of living in the islands. I had attempted communication via satellite connections, ham radio operators, hand delivered messages, representatives, letters and phone calls, My research has shown the communication problems to be even greater than I realized at the time. Perhaps I needed to solve communication problems, before I attempted the interactions with Guam and the U.S. I believe, however, that it was beyond my capability to solve this complex problem.

FINAL THOUGHTS

Northern Marianas College developed in spite of and because of the situations which I have described. Had the U.S. government been committed to creating a first class educational institution in Micronesia, the Northern Mariana Islands might have negotiated continued involvement with the College of Micronesia. Had a branch campus with the University of Guam not been attempted, the NMI might have developed a relationship with one of the Hawaiian institutions or one on the U.S. mainland. It appears from my research that U.S. funds which were not granted to Guam and the NMI, such as the 1977 FIPSI Proposal and the 1978 Teacher Corps Proposal, might have gone to the NMI and a different institution.

Glaring problems in connection with UOG and the U.S. Department of Education existed. Even if the history between Guam and the NMI had not existed, and even if the U.S. Department of Education had not been threatened with elimination, there still would have been problems. Using David Kuechle's categories, I will briefly summarize those problems.

All key parties were not identified. Only a few people at the University of Guam were involved in the process. Given the university system; faculty, administrators, staff, board and legislative members needed to be involved over a period of time. Isolated programs such as bilingual and nursing were successful because they were small programs, and key people were involved who had shared objectives and funds.

With the U.S. Department of Education, the influence of mainland colleges and universities was not considered. Senator Burton was depended upon to influence the U.S. Secretary of Education, and even though Burton's death could not have been anticipated, the NMI needed a wider base of supporters.

No attempt was made to identify objectives and many remained hidden during the process. I was focused on the needs of the NMI and did not look for shared objectives, ones which overlapped, ones which conflicted and ones which could be ignored. UOG could have benefited financially and academically from a relationship with the NMI, but this was not discussed in our sessions. The negotiations in 1976, 1978, 1979 and 1980 all ended in draft agreements which were not adopted by UOG. The sessions focused on details such as delivery of courses,

admissions policies, library access, book orders, and billing. The benefits to UOG, other than payment for services, were not discussed.

With the U.S. Department of Education I focused on past advice and agreements and what I considered to be moral obligations. I followed dictates without finding out why they were given. It was not until support was denied that I started to learn of the U.S. Department of Education's concerns about setting precedents in relationship to mainland colleges and their desire for data.

I kept to my basic goals while key parties and situations changed. I did not identify changing situations which would influence objectives. For example, it was not until we were close to an agreement in 1979 that I realized UOG could no longer offer the A.A. degree NMI wanted because their legislated authority had changed when Guam Community College was opened in 1977. When the UOG Board expanded the university's mission to include Micronesia in 1980, NMI had changed objectives because it had its own college. With the U.S. I did not reevaluate the situation when Reagan replaced Carter and implemented new policies. To some degree, I was blinded by the successful interactions which had resulted in Territorial Teacher Training legislation and assistance with bilingual education. I was also too inexperienced and isolated to understand the changes in Washington D.C.

The interactions with the NMI Legislature did not involve the communication problems which existed with Guam and the U.S. In fact, there may have been too much formal communication in legislative

sessions. This process, however, allowed time for the college to grow, produce graduates, and become an accepted part of the community.

Early negotiations in 1980 and 1981 resulted in drafts of legislation which did not pass the Senate. The issue was not the content of the legislation, but relationships between the House, Senate and Governor and the relationships between Saipan, Tinian and Rota. Consequently, I did not focus in my research on the more than fifty drafts of college legislation, and the negotiations surrounding those drafts.

Governor Camacho attempted to force passage of legislation by consolidating the financial aid programs from Tinian, Rota and Saipan under NMC through Executive Order 25 in 1981. The islands could gain control of the funds by legislating a college and placing financial aid back on Tinian, Rota and Saipan. Legislation had passed the House and was waiting Senate action. This ploy did not work, however, and the growing college was saddled with a difficult financial aid program. Legislation did not pass until there was a deadline.

A unifying thread for all three chapters was the role of written documents. With UOG my aim was a written agreement, but there probably needed to be consensus between Guam and the NMI leaders arrived at in island style before a written document could be finalized. With the NMI Legislature the college grew every year in spite of there being no written legislation, and the content of the actual document was less important than the college obtaining its own building, and the

community support demonstrated in the newspapers and at the graduation ceremony. With the U.S. government, the 1982 letter from Secretary Bell to Speaker O'Neill carried more weight in the islands than it did in Washington D.C. The written Memorandum of Understanding and the HEGIS form became delaying instruments.

Northern Marianas College started as an idea and a piece of paper (Canham's Proclamation) in 1976. This paper traced its growth to 1983 when it was established by legislation. Northern Marianas College has continued to grow and has become fully accredited.

APPENDICES

A-1	Terms	303
A-2	Abbreviations	306
A-3	People and Groups	308
A-4	Chronological Events 1970-1983	317
A-5	Population	321
A-6	Additional Information on Islands of NM	323
A-7	Higher Education 1958-1977	328
A-8	Problems for Pacific Colleges	330
A-9	U.S. Federal Grants to NMI, 1979	332
B-1	Proclamation, 1976	333
B-2	Executive Order 25, 1981	335
B-3	Legislation, 1983	343
C	Selected Information on NMC, 1979-1983.....	353
D	Selected Press on NMC, 1976-1983.....	377

BIBLIOGRAPHY

Sources Cited.....	404
Selected Other References.....	411
Sources Reviewed.....	420

APPENDIX A-1**TERMS**

Micronesia: "Geographers and anthropologists for decades have employed this term to include all of the Marianas, Carolines, Marshalls, Gilberts, and Nauru. But history separated Guam from the rest of Micronesia after American annexation of the island in 1898. And today the changing political status of Micronesian island groups has further narrowed the term "Micronesia" to the U.S. trust islands in the Carolines and Marshalls. External to this usage, at present, are the new Commonwealth of the Northern Marianas, the Republic of Nauru, and Kiribati, the former British colony of the Gilbert Islands." (Mason, 1979)

Trust Territory of the Pacific Islands (TTPI) or (TT): Politically the term in use between 1947 and 1976 to refer to the U.S. Trust Territory of the Pacific islands (TTPI), also called just Trust Territory, which included the Caroline Islands, the Marshall Islands and the Northern Mariana Islands, but excluded Guam. The district names for the island groups were Palau (also spelled Belau), Yap, Truk, Ponape (also spelled Pohnpei) (includes Kosrae), Marshall Islands, and Northern Mariana Islands.

Freely Associated States: Political term in 1980s to refer to Palau and Marshall Islands.

Federated States of Micronesia: Political grouping in 1980s including the island districts of Yap, Truk, Marshalls and Kosrae.

Extra-State Jurisdiction: Term used by the U.S. government to include the Trust Territory (later CNMI, Federated States, Palau and Marshalls), Guam, American Samoa, Virgin Islands and Puerto Rico.

Outlying Areas: Used interchangeably with the above by U.S. government to include Puerto Rico, Virgin Islands, American Samoa, Guam, Belau, Republic of the Marshall Islands, Federated States of Micronesia, and Commonwealth of the Northern Mariana Islands.

Off-Shore Territories: Interchangeable with the above.

U.S. Flag Islands: Interchangeable with the above.

U.S. Affiliated Islands: Interchangeable with the above.

Insular Areas: Interchangeable with the above.

U.S. Pacific Islands: Same as above but excluding Puerto Rico and
Virgin Islands.

Territory: Guam has the political status of territory, but sometimes
the term is used to refer to all the non-state areas for which
the United States has been responsible. The adjective is
territorial.

Office of Territorial Affairs: Washington, D.C. Office within the De-
partment of Interior with responsibilities for the TTPI.

Office of Micronesian Status Negotiations: Washington, D.C. office
established to oversee political status negotiations of the
island groups of the TTPI.

Northern Mariana Liaison Office: Office in Washington, D.C.
representing CNMI to the U.S.

Office of Extra-State Jurisdictions: Office in Washington, D.C. in the
1970s established by the Chief State School Officers.

Commonwealth of the Northern Mariana Islands (CNMI): Name for Mariana Islands excluding Guam in use after 1986.

Northern Mariana Islands (NMI): Geographic name for Mariana Islands excluding Guam.

Northern Marianas: Interchangeable with the above name.

Marianas District of the Trust Territory of the Pacific Islands:
Northern Mariana Islands name in use while the NMI were part of the TTPI.

Mariana Islands: Name for Northern Mariana Islands and Guam in use as an English translation of the Spanish name for the islands.

Marianas Chain: Name interchangeable to with the above name. Chain refers to the the positions of the islands in relationship to each other.

Northern Islands: Islands of the Northern Mariana Islands north of the island of Saipan. Includes Farallon de Medinilla, Anatahan, Sariguan, Guguan, Alamagan, Pagan, Agrihan, Asuncion, Maug, Farellon de Pajaros.

Northern Marianas College (NMC): Name established by Public Law 3-43 in 1983. CEO titled President.

Northern Marianas Community College (NMCC): Name established by Proclamation in 1976. CEO titled Acting Director. In 1981 CEO title changed to Dean by Executive Order 25.

State Office of Higher Education: Additional role of NMC and NMCC after 1976. The CEO of the college was also the State Director of Higher Education.

Higher Education Office: Name in use in 1975 prior to the 1976 Proclamation and in use after that date for higher education activities not involved with developing a college. Director's title in use was Coordinator.

Saipan Off-Campus Program Center: Name in use 1974 to 1976 in connection with courses offered from the University of Guam.

Saipan Extension Center (SCITEC): Name in active use in 1970s in connection with courses offered through the Community College of Micronesia. Director's title in use was Teacher Training Coordinator.

College of Micronesia (COM): Established in 1977 and comprised of

- 1) The Micronesian Occupational College (MOC) established in 1969 and located in Palau,
- 2) The CCM School of Nursing (CCMNS) located on Saipan,
- 3) The Community College of Micronesia (CCM) established in 1970 and located in Ponape. CCM started as the Micronesian Teacher Education Center established in 1963.

U.S. Pacific Colleges: Colleges in American Samoa, Guam, Northern Mariana Islands and Micronesia.

Pell Grants: U.S. student financial aid system. Previously named Basic Educational Opportunity Grants (BEOG).

APPENDIX A-2**ABBREVIATIONS**

AACJC	American Association of Community and Junior Colleges
ABE	Adult Basic Education
ACE	American Council of Education
ACEPB	Association of Chief Executives of the Pacific Basin
AED	Academy for Educational Development
AESP	Accelerated Elementary School Program
APA	Asian and Pacific Americans
APACS	Asian Pacific American Concerns Staff, U.S. Department of Education
AS	American Samoa
BEOG	Basic Educational Opportunity Grants, later named Pell Grants
CCM	Community College of Micronesia
CCMNS	Community College of Micronesia Nursing School
CIA	Central Intelligence Agency, U.S.
COE	College of Education
COM	College of Micronesia
CSA	Community Services Administration
CNMI	Commonwealth of the Northern Marianas Islands
DISP	Department of Interior Satellite Project
DOE	Department of Education
DOI	Department of Interior, U.S.
ESL	English as a Second Language
EWC	East-West Center

FIPSE Fund for the Improvement of Postsecondary Education

FSM Federated States of Micronesia

FTE Full Time Equivalent

FY Fiscal Year

GCC Guam Community College

GSL Guaranteed Student Loan

HEW Department of Health, Education and Welfare

HiCom High Commissioner of TTPI

Intelsat International Telecommunication Satellite

LUAGC Ladies United Against Casino Gambling

MARC Micronesia Area Resource Center, UOG

MI Mariana Islands

MIHA Mariana Islands Housing Authority

MOC Micronesian Occupational Center

MTEC Micronesian Teacher Education Center

NASA National Aeronautics and Space Administration

NDSL National Defense/Direct Student Loans

NMC Northern Marianas College, earlier name NMCC

NMCC Northern Marianas Community College

NMI Northern Mariana Islands

MOC Micronesian Occupational College

MV *Marianas Variety News and Views*

OE Office of Education

PATS Ponape Agriculture and Trade School

PBDC Pacific Basin Development Council

PC Peace Corps

PCV Peace Corps Volunteer

PEACESAT Pan Pacific Education and Communication Experiments by
Satellite

PICS Pacific Island Central School

PIDC Pacific Island Development Commission

PITTS Pacific Island Teacher Training School

PDN *Pacific Daily News*, the daily newspaper on Guam

PPEC Pacific Postsecondary Education Council, earlier name PPSEC

PPSEC Pacific Region Postsecondary Education Council

RFP Request for Proposal

SJSU San Jose State University

SPC South Pacific Commission

TT Trust Territory, full name TTPI

TTPI Trust Territory of the Pacific Islands

TTTAP Territorial Teacher Training Assistance Program

UOG University of Guam

UOH University of Hawaii

U.S. United States

USDA United States Department of Agriculture

USDOE United States Department of Education

USHEW United States Department of Health Education and Welfare

USP University of the South Pacific

WASC Western Association of Schools and Colleges

APPENDIX A-3**PEOPLE and GROUPS**

(This list has been compiled from letters and documents used in this research and is designed to assist the reader. It is not comprehensive. Spellings of names varied in reports and correspondence, and I have tried to select the correct spelling. Dates apply only to this research and are estimates. "+" means there may be earlier or later dates.)

Abraham, Felicitas P., Director of CETA for TT 1970s; CNMI School Board, 1978-1981.

Ada, Francisco, Marianas District Administrator, 1970s; Acting Resident Commissioner, 1976; Executive Officer CNMI, 1976; Lt Governor, CNMI, 1977-81.

Aldan, Thomas, NMI Director of Finance, 1980s.

Ale, Vaalete, Chairman American Samoa Board of Higher Education, 1980s+; member PPSEC.

Alfred, Albert L. Special Assistant to the Secretary, U.S. Department of Education, 1980s.

Angelo, Jack, NMI Public Affairs Director 1980s.

Babauta, Juan N., Chairman, CNMI Board of Education/Regents, 1980s.

Ballendorf, Dirk, Director CCM, 1977+; Director of MARC, UOG, August 1979+.

Bell, Terrel, U.S. Secretary of Education, late 1970s early 1980s.

Bock, D. Joleen, Academic Vice-President, UOG, 1970s.

Bordallo, Ricardo, Governor of Guam, 1974-1978 & 1983-1987.

Borcherdt, Mary. U.S. Under Secretary-Designate, Office of Intergovernmental Affairs, 1983+

Boughton, George J., Professor, UOG 1970s; Director, Western Pacific Studies, UOG; Consultant, Management Advisory Services, Inc.; Western Pacific Professional Services.

Bradshaw, Robert D., CNMI Public Auditor, 1979-1981.

Burton, Philip, U.S. Representative (D Calif); Active in issues related to Micronesia; Chairperson U.S. House subcommittee on Insular Affairs, 1968+.

Cabrera, Lorenzo, Chairperson, CNMI Board of Education, 1970s.

Caldwell, Mike, Acting Dean, COE, UOG August 1982; Special Education UOG, 1970s & 1980s.

Calvo, Isaac, Marianas District Director of Education, late 1975-1976 and 1978-1982.

Camacho, Carlos, Governor, CNMI, 1977-81.

Camacho, Thomas, Saipan Catholic Diocese, Reverend then Monsignor, 1970s & 1980s.

Canham, Erwin D., Editor Emeritus *Christian Science Monitor*; Plebiscite Commissioner, NMI, April-July 1975; Resident Commissioner CNMI, 1976.

Cantero, Catalino L., President, CCM, 1980s; member PPSEC.

Carter, Jimmy, U.S. President, 1977-1981.

Carter, Rosa R., President, UOG, 1977 until June, 1983; member PPSEC.

Cleveland, Peggy J., Program Specialist, Police and Fire Academy, GCC, 1980s.

Concepcion, Jesus, Director of Education, CNMI, 1974, part of 1975, part of 1976.

Coleman, Peter, Deputy HiCom, TTPI, 1976; Principal Admin, TTPI, 1977.

Cooper, Alma Kaiama, Provost, Maui Community College.

Costigan, Hugh F., Founder and Director, PATS, 35 years.

Cruz, Franklin, Director, Off-Campus Program, UOG, 1977.

Cruz, Jose Q., President, UOG, 1983+.

Daeufer, Carl J., Coordinator, Teacher Education, TTPI, 1968-70.

Dator, Jim, Professor, UOH, 1970s-80s; Consultant to NMC.

De Angelo, Michael, Acting Attorney General, CNMI 1978+.

Donovan, Edward, Chancellor, CCM, 1970s.

Dumon, Jack, Professor UOG; Acting Vice Pres, UOG 1974; Retired UOG March 1981.

Dunmire, Thomas. Staff Consultant, U.S. House of Representatives Interior Committee, 1970s.

- Ekman, Fred, Coordinator Extension Service CCM for NMI, 1973+.
- Elameto, Jesus, CNMI Carolinian Bilingual Project Director, 1970s;
Education Planner, Pacific National Origin Desegregation
Assistance Center, 1980s.
- Elmendorf, Edward M., U.S. Assistant Secretary for Postsecondary
Education, 1982+
- Emesiochl, Masa-aki N., Chief, Program Development Division,
Headquarters Bureau of Education, TTPI, 1970s.
- Fairley, Richard, U.S. Director of Strengthening Developing Institutions
Program under Title III, 1980s.
- Ford, Chris, UOG Professor 1960s; Legislative Aid to Guam
Representative to U.S., Won Pat, 1979+.
- Ford, Gerald, U.S. President, 1974-1977.
- Frear, Charles B., Horticulturist, Department of Natural Resources,
CNMI, 1970s & 80s.
- Frederick, Christine, Off-Campus Program Center Director, UOG, 1974-76.
- Fryer, Thomas W., Member of the first accreditation team for NMC, 1982.
- Garrett, Pat, Director, Community Career College, UOG, 1975+.
- Gibson, Robert E., Director of Education, TTPI, 1951-1964.
- Green, Wallace, Acting Assistant Sec. for Territorial and Internal
Affairs, Department of Interior, 1980.
- Guerrero, Joe, Teacher Training Coordinator NMC, 1980s.
- Greenberg, Norman C., Dean, College of General Studies, Western

Michigan University, 1970s.

Hardman, Joseph M., U.S. Chief College Eligibility Unit, U.S. Office of
Education, 1980s+.

Heine, Dwight, Micronesian leader and advisor to T.T., 1950s+-1970s+

High, Dan J., Attorney General, TTPI, July 1976+.

Horowitz, Arlene, Representative for Office of Extra State
Jurisdiction, Chief State School Officers, 1976.

Howard, Clair, NMI Teacher Training Coordinator, 1970s-Feb. 1976.

Hufstedler, Shirley M., U.S. Secretary of Education, 1983+.

Inouye, Daniel, Hawaii Senator; Chairperson U.S. Senate Comm on Intel.
1977+.

Jewell, Clark E., Dean, Occupational Education Services, GCC, 1970s.

Johnston, Edward E., High Commissioner TT, 1969-76.

Jones, Gary, U.S. Undersecretary of Education, 1982+.

Joseph, James, U.S. Dept. of Interior Undersecretary, 1977-1980.

Kallingal, Anthony, Dean COE, UOG, 1970s & 1980s; official rep. for UOG
to NMC 1980s.

Kinder, Bill, Coordinator of PPSEC 1970s & 80s; Consultant to NMC.

Kiste, Robert C., Director, Pacific Island Studies Program, UOH, 1978-
1980s.

Klingbergs, Imants (Ed), English Lang Specialist, NMI, 1970s & 1980s.

Koprowski, Loren, Superintendent of Education CNMI, 1978-81.

Kuartei, Billy G., Chairperson Board, COM; Chairperson, PPSEC, 1970s & 1980s.

Lather, Fran L., Communication Professor, UOG, 1970s; Director, Center for Continuing Education, UOG, Oct. 1978+.

Layne, Jack, CNMI Attorney General, 1977+.

Leader, Alan H., Dean, College of Business and Public Administration, UOG, 1970s & 1980s.

Lebby, Andrew M., U.S. Coordinator Territorial Teacher Training Program, 1980s.

Levesque, Virginia, Director, CCM School of Nursing, 1970s & 1980s.

Lorenzen, Robert W., Director, MTEC/CCM, 1969-1971.

Ludwick, Roger N., School Curriculum Supervisor, DOE, NMI, 1970s & 1980s; often Acting Director of Education during that period.

Mack, Galen S., Consultant, CNMI, 1970s & 1980s.

MacMawkin, Dan, Executive Director of the Commission on Federal Laws as related to NMI, 1979s & 80s.

Mafnas, Jesus, Director of Personnel, CNMI 1970s & 1980s, with interruptions.

Mafnas, Sue, NMI Student Affairs Coor. 1970s; NMC Financial Aid Officer 1981-1983; NMC Office Manager, 1983+.

Maine, Tom, CCM Extension Coordinator, 1977+.

Malkin, Stanley B., Professor, UOG, 1970s; President, GCC, 1983.

Mason, Leonard, Emeritus Professor of Anthropology, UOH.

McPheters, Agnes, Assistant Superintendent of Ed, CNMI 1980s; President
NMC 1983-current.

Melady, Thomas, U.S. Assistant Secretary of Education, Office of
Postsecondary Education, 1980s.

Mink, Patsy, Congresswoman, Hawaii 1976+.

Morlan, John, SJSU Professor, Coordinator CNMI/SJSU Project 1970s.

Moses, Jim, Social Studies Specialist, NMI 1970s.

Moses, Resio S., President, COM 1982+; member PPSEC.

Norwood, William R., High Commissioner, TTPI, July 1966-March 1969.

Ogumoro, Felicidad, Chairwoman, NMI Legislature, HEW Committee,
1978-1982.

Olopai, Abel, CNMI Carolinian leader; Vocational Director NMC, 1980s.

Olopai, Jean, Director of Admissions and Registration, NMC, 1980s.

O'Neill, Thomas P., U.S. Speaker of the House of Representatives,
1980s+

Ong, Gloria, Director, UOG Off-Campus Program, 1980s.

Oxborrow, Ted, Consultant, CNMI, 1970s & 80s.

Pangelinan, Edward Dlg., Chairperson Marianas Political Status
Commission, 1970s; Representative to the U.S., CNMI, 1976-1982.

Paszkiwicz, Leo, Member of the U.S. Department of Education Task
Force on Territorial Affairs, 1982+.

Peckens, Russ, Vice President, UOG, 1979+.

Peo, John, Representative of U.S. Office of Education who advised PPSEC on Title III in 1982.

Perkins, Laurence, Saipan Representative for Western Michigan University.

Perez, Edward G., Chairman UOG Board of Regents, Member PPSEC, 1980s+.

Peterson, Loren, Executive Director, COM, late 1970s-1980s; member PPSEC.

Porter, Kit, Peace Corps Volunteer, Rota, 1967-1969; Chamorro Project Director, 1975-1977; Director Bilingual Bicultural Education, 1977-1979; Teacher Training Coordinator, 1979-1981; President, Northern Marianas College, 1979-83.

Porter, M. Roseamonde, Director, MTEC, August 1966-1969.

Price, Samuel T., Executive Director, PPSEC, 1980s; Director, Pacific Studies Institute.

Ramarui, David, Director of Education, TT, 1970s+.

Reagan, Ronald, U.S. President, 1981-1985.

Rengil, Wilhelm R., President, MOC, 1980s; member PPSEC.

Rice, Emmett, Dep. Dir. Office of Territorial Affairs, Dept. of Interior, 1976; adviser on decentralization of Micronesia.

Rogers, Gene, Director of Admissions and Records, UOG, 1970s & 1980s.

Rohweder, Anne W., Director Division of Nursing, UOG 1980s.

Rosenblatt, Peter R., President Carter's personal representative to U.S./Micronesian status negotiations, 1970s.

Ryan, Bill, U.S. Department of Education Pell Grants, 1980s.

Sablan, Henry I., NM Chamorro Project Director, 1977-1982; CNMI
Superintendent of Education, 1982-1990s.

Sablan, Manny, CNMI Budget and Program Officer, 1978+.

Salas, John C., Provost, Guam Community College, 1976-1983; member
PPSEC.

Sanjuan, Pedro, Assistant Interior Department Secretary for Territorial
Affairs, 1981+.

Sanchez, Peter, Pres., UOG, 1957-1961 & 1970-1974.

Scanlan, Seau, President American Samoa Community College, 1980s+;
member PPSEC.

Segal, Harvey G., Chairperson CCM Education, late 1970s & 1980s.

Sellers, Fred, Program Officer for Title III, 1982+.

Shleser, Robert, Oceanic Institute, Makapuu Point, Waimanalo, Hawaii.
In 1982 explained operations to NMC.

Shult, Douglas L., Chairperson CCM Student Teaching, 1974+.

Sister Mary Louise, Chairperson, NMC Board of Regents; member PPSEC,
1982+.

Smith, James Ray, Coord Teacher Education, TTPI, 1970+.

Smith, Don, NMI Math Specialist serving as Teacher Training
Coordinator, July 1976-February 1979.

Spearman, Leonard H.O., U.S. Acting Associate Deputy Commissioner of
Education for Higher and Continuing Education, 1978+.

Stewart, Art, U.S. Office of Education representative who advised PPSEC
on Title III applications.

Swenson, Robert E., Executive Director, Western Association of Schools
and Colleges, Accrediting Commission for Community and Junior
Colleges, 1970s & 1980s; member of team for first NMC
accreditation evaluation.

Tennessee, Richard G., Dean College of Education, UOG, 1976+.

Tenorio, Juan C., Chairman GCC Board of Trustees, 1980s+

Tenorio, Pedro A., Lt. Governor NMI, 1981-1985.

Tenorio, Pedro P., Governor NMI, 1981-1985.

Thom, Stephen, Director of Asian and Pacific Affairs Office, U.S.
Office of Education, 1980s.

Thurkow, Christian T.F., Ambassador of the Netherlands, 1970s.

Topping, Donald, Director, Social Science and Linguistic Institute,
UOH, 1970s & 1980s.

Trace, John R., Director of Education, TTPI, 1964-1968.

Umwech, Marcellino, Rector, MOC.

Van Cleve, Ruth G., Director Office of Territorial Affairs, U.S. Dept.
of Interior, July, 1977-1981.

Van Esser, Peter, NMI Attorney General, 1980s

Watt, James G., U.S. Interior Secretary, 1981+.

Whitney, Linda, CNMI Washington Liaison Office late 1970s-early 1980s.

Williams, Hayden F., Ambassador, U.S. chief negotiator for status negotiations between UN & NMI, 1974-July, 1976.

Winkel, Adrian, Administrative Aid U.S. Congressman Burton 1970s; TT High Commissioner, April 1977+.

Won Pat, Antonio, Delegate from Guam to U.S. Congress 1960s, 1970s, 1980s.

Worsencroft, Don, Dean, College of Arts and Sciences, UOG, 1975+.

Worthington, Mark, Chief Researcher of Urban System report on "Postsecondary Education in the U.S. Territories", 1982.

Yamashita, Antonio C., President, University of Guam, 1974+.

Yarberry, M. Burl, TT Director of Education, 1968-1969.

Young, Frederick, W., President, CCM 1981+.

Zane, Lawrence H., Professor of Education, UOH, 1970s & 1980s.

Zeder, Fred, Director, Office of Territorial Affairs, 1976+.

U.S. Presidents

1961-1963	John Kennedy
1963-1969	Lyndon Johnson
1969-1974	Richard Nixon
1974-1977	Gerald Ford
1977-1981	Jimmy Carter
1981-1985	Ronald Reagan

Fifth Northern Marianas Legislature Under TTPI (1976)

Herman R. Guerrero, Saipan (S)-P	Benjamin Manglona, Rota (R)
Oscar C. Rasa, S	Julian Calvo, R
Vicente S. Borja, S-P	Vicenter Calvo, R-P
Jesus S. Guerrero, S	H. Manglona, T
Herman Q. Guerrero, S	Jose Cruz, T
Jesus V. DL Guerrero, S	Daniel Castro, Northern Isl-P
Pedro R. DL Guerrero, S-P	Pedro P. Tenorio, S-P
Lorenzo I. Guerrero, S-Terr	
Norman T, Tenorio, S-Terr	P = Popular party; name changed
Olympio T. Borja, S-P	to Democratic Party (D)
Vicente N. Santos, S	Terr = Territorial Party
Juan DLG Cabrera, S	S = Saipan
Francisco M. Diaz, S	R = Rota
Joaquin P. Villanueva, S-P	T = Tinian
Norman T. Tenorio, S-Terr	

First Northern Marianas Commonwealth Legislature (1978)

Northern Marianas Senate

Lorenzo Guerrero, S-Terr

Pedro P. Tenorio, S-Terr

Herman R. Guerrero, S-D

Serafin Dela Cruz, T-D

Hilario Diaz, T-D

Juan Hofschneider, T-D

Julian Calvo, R-Terr

Joseph Inos, R-Terr

Benjamin Manglona, R-Terr

Oscar Rasa, S-Terr

Jose Lifoifoi, S-Terr

Jesus DL Guerrero, S-D

Serafina King, T-D

Misael Ogo, R-Terr

NMI H of Representatives

Pedro Nakatsukasa, S-Terr

J. Villanueva, S-D

Placido Tagabuel, S-Terr

Antonio Guerrero, S-D

Jesus A. Sonoda, S-D

Manases Borja, S-D

Alonzo Igisomar, S-Terr

Miguel Kileleman, S-Terr

Felicidad Ogumoro, S-Terr

Second Northern Marianas Commonwealth Legislature (1980)

Northern Marianas Senate

NMI H of Representatives

*Pedro Nakatsukasa, S-Terr	
Froilan Tenorio, S-D	*Antonio Guerrero, S-D
Ignacio K. Quichocho, T-Terr	*Oscar Rasa, S-Terr
Julian Calvo, R-Terr	*Felicidad Ogumoro, S-D
(additional members)	Misael Ogo, R-Terr
Antonion Camacho, S-D	
Felipe Atalig, S-D	
Vicente Sablan, S-D	
Benigno, Fitial, S-Terr	
Vicente Ayyao, S-D	
Egredino Jones, S-D	
Pangelinan, Joaquin(Mitch), S-D	
Mendiola, T-D	

Third Northern Marianas Commonwealth Legislature (1982)

Northern Marianas Senate

NMI H of Representatives

Francisco T. Cabrera, (VSpeak)

Olympio T. Borja, S (Pres.)

Benjamin T. Manglona, (VPres.)

Julian Calvo, R-Terr (Floor lead)

Ignacio K. Quichocho, T-Terr

Joseph S. Inos, R

Manuel P. Villagomez, T

Ramon M. Dela Cruz, T

Ponciano Cruz Rasa, S

Froilan Tenorio, S-D

Jose M. Taitano, S.

Luis M. Cepeda,

Martin M. Taisacan, S

Jesus A. Sonoda, S

*Misael Ogo, R-Terr

Vicente C. DL Guerrero, S

Miguel M. Sablan, S

*Vicente Sablan, S-D

*Benigno, Fitial, S Terr Speak)

Juan B. Tudela, S

Juan B. Camacho, S

Jose R. Lifoifoi, S

Gregorio C. Sablan, S

NMI Board of Education (1979)

Ignacio Dela Cruz, veterinarian, Saipan
Felicitas P. Abraham, Coordinator, CETA, Saipan
Jesus Faisao, Carolinian educator, Saipan
Lorenzo De Leon Guerrero Cabrera, Acting Director, MIHA, Saipan
Frankie P. Muna, Student, Saipan
Fermina DLC Dusolua, educator, Tinian
Florence M. Hofschneider, educator, Tinian
Daniel Quitugua, educator, Rota
Joaquin S, Manglona, educator, Rota

NMI Board of Education (1981)

Ignacio Dela Cruz, veterinarian, Saipan
Felicitas P. Abraham, Coordinator, CETA, Saipan
Jesus Faisao, Carolinian educator, Saipan
Lorenzo De Leon Guerrero Cabrera, Saipan - Chairperson
Angie C. Chong, Student, Saipan
Estanislao Hocog, Tinian
Florence M. Hofschneider, educator, Tinian
Elaine O. Hocog, Rota
Joaquin S, Manglona, educator, Rota - vice-chairperson

From *Marianas Variety* 1/23/81, 8

NMI Board of Education (1982)

Juan N. Babauta

M. Lee Taitano

Joaquin M. Aguon

Elizabeth Rechebei

Sr. Mary Louise Balzarini

Steve M. King

Cristobal S. Inos

Maximo Olopai

Isaac P. Palacios

Angie Chong, non-voting student member

NMCC Feasibility Study Task Force (1979)

Church Representative - Msg. Thomas Camacho

CETA Executive Director - T. Abrams

Business - John T. Guerrero

Marianas Legislature - Felicidad Ogumoro

Teacher - Manuel K. Villagomez

Personnel Officer - Abel Olopai

Educational Representative - Isaac Calvo

Community Representative - Gil Ada

Training Division Personnel moved to NMC Summer 1981

Abel Olopai, Joe Diaz, Frank Demapan, Joe Taitano, Margaret B.
Camacho,

Pacific Postsecondary Education Council

(Chairman) Rev. Billy G. Kuartie, Rector, Board of Regents, COM
(ViceChairman) Juan C. Tenorio, Chairman, Board of Trustees, GCC
(Executive Director) John C. Salas, Provost, GCC
Pedro P. Ada, Jr., Chairman, Board of Regents, UOG
Vaalele Ale, Chairman, Board of Higher Education, American Samoa
Lorenzo L.G. Cabrera, Chairman, Board of Education, CNMI
Rosa Roberto Carter, President, UOG
Loren Peterson, Executive Director, COM
Kit Porter, Coordinator of Higher Education, CNMI
Wilhelm R. Rengiil, President, Micronesian Occupational College
Seau Scanlan, President, American Samoa Community College
Frederick W. Young, Jr., President, Community College of Micronesia
(Liaison) William A. Kinder, Academy for Educational Development

APPENDIX A-4

CHRONOLOGICAL EVENTS: 1971 - 1983

-OTHER

NORTHERN MARIANAS COLLEGE

1971

6/2: 1st CCM graduation

1972

Marianas Political status

commission starts meetings

1974

summer: 7 UOG courses on Saipan

1975

School of Nursing on Saipan

352

transferred from UOG to CCM

Clair Howard NMDOE Higher Ed Coord.

summer: 7 UOG courses on Saipan

6/17: Plebiscite held, NMI

11/12: NM Res 98-Teacher Training

11/14: NM Res 86-Investigate NMCC

1976

2/13: Resp Res 98 & 86

2/25: NM Covenant passes U.S.

Senate 66 to 23

3/25: Ford signs Commonwealth

Don Smith replaces Clair Howard

Covenant

4/17: Canham Resident Commiss.

4/21: Covenant presented to NMI

6: Saipan Municipal Election

summer: 12 UOG Courses on Saipan

8/23: Canham signs NMC proclamation

10: Marianas Const. Convention

Concepcion trip to select college

1977

1/10: 5th NMI Legislature convenes

1/4: NM & UOG submit FIPSI

proposal to train teachers

(not funded)

2/18: Legislation introduced to

establish NM School Board

3/6: NM Constitutional Referendum

summer: UOG courses

6/77: UOG raised tuition

9/8: NM Election Bill Signed

9/15: Saipan has 3,688 cars

10/1: JAL & Continental begin

direct CNMI/Japan flights

10/27: GCC established

12/29: Burton visits CNMI

1978

1/6: Gov Camacho takes office

1/6: 1st Comm Legislature starts

2: Concepcion resigned as NM DOE

4: SJUS Title VII teacher training

proposal funded

4/24: HEPG submitted

7/1: GCC opens

summer: 17 UOG courses on Saipan

7/1: NMI min.wage \$.80 to \$1.25

7/12: Referendum on Const

7/31: Received \$30,069, HEPG

8/10: Tropical Storm Carmen

7:Public Hearing HB 1-185

10/24: Typhoon Rita

11: NM & UOG submit Teacher Corps

Proposal (not funded)

1979

1: Calvo Gov. of Guam

3/12: Gov. veto ed. assist bill

3/30: Smith left NMI

Porter Act. Coord. of Higher Ed

spring: NMC & UOG place all

teachers on UOG degree plan

summer: courses

7/5&6: UOG & NM meet to solve prob.

10/24: NM Gov. Nomin Bd. of Ed

8/17: 1st NM/Guam joint

legislature meeting

8/18: Tropical Storm Judy

10/1: 1st meeting PPSEC on Saipan

355

1980

1/10: Saipan Public School
teachers strike
1/11: 1st NMI federal grand
jury
3: Territorials changed name
to Republican Party

2/28: UOG Regents pass mission
commitment to Pacific Region
3: 2nd meeting PPSEC
3: PPSEC committee (NMC, UOG, COM)
meet on Guam on teacher training
4: NMC Task Force Assigned
spring: courses UOH, SJSU, GCC, &
17 UOG courses

10/9: Tropical Storm Tip
11/23: Typhoon Dinah
12/1: COMSAT station open

fall: 15 courses
12: Task Force recommends NMC

1981

1/6: NMI/U.S. lease agreement signed

Terr. Teacher Train grant \$350,000
spring: 20 courses

1/6: Gov Pedro P. Tenorio & Lt. Gov.

Pedro A. Tenorio takes office

3/12: Ex Order 25 signed estab.

4/22: NMI hiring freeze

NMC

5/15: Mt. Pagan erupts

5/18: Ex Order 25 took effect

5/21: Board approves manuals &
policies

summer: 48 courses

7: NMC established new financial
aid policies

8/21: Camacho signed fin. aid legis

9: Certification policy for
teachers established - 12

credits per year, AA by 1983

fall: 23 courses

12: U.S. study on higher ed

interviewers on Saipan

12: PRPSEC meet on Guam

Off-island instructors taught 80

courses. On-island instructors

taught 24 courses. 296 students

Terr Teach Train grant \$350,000
296 teachers on degree plan

1/6: Gov Tenorio takes office

4/30: Dir CCM School of nursing leaves

5/3: Levesque hired as director of CCM School of Nursing

6/1: NMI Food Stamp Prog. starts

6/14: MOC, CCM and School of nursing reaccredited

6: Typhoon Andy

8: Koprowski leaves, McPheters

Acting Superintendent of Ed.

8/20: Pay increase NMI employees

9/1: NMI Wash., D.C. office moves to town house

10: CCM Board decided to move nursing school to Ponape

12/10: 2nd meeting PBDC

4/4: Public Hearing on House Bill # 45 to establish college

5/21: House defers action on Bill 45

5: PRPSEC meet in Palau

summer: courses on Saipan, Rota & Tinian. 700 students.

6: NMC Commercial Fishing Program started

6: NMC seal selected

Aug 14: NMC graduates 17 with AA & 8 with BA from UOG

8: NMC plans nursing degree NMC submits application for accreditation

fall: 18 courses, Saipan, Rota, & Tinian. 200 enrolled students

9/23: Board of Ed members confirmed

9/20: NMC computer lab established

fall: NMC submits application for candidacy for accreditation

12/8-10: accreditation team visits NMC for site evaluation

12: Audit report done on NMC

1983

1: New Guam gov, Bordallo

Terr Teach Train grant \$300,000

1/17: Public Law 3-43 estab. NMC

1/18: NMC receives candidacy for accreditation

1/17: Henry Sablan new CNMI
Superintendent of Ed.

1/7: Pres. GCC Salas fired

spring: 28 courses on Rota,
Saipan & Tinian. 215 students.
15 ABE courses with 60 students

1/25: NMC moves computer, English
and math labs to nursing
school

2/2: Rotary gave \$4,000 to NMC

2: NMC gets PEACESAT station

2: NMC starts business degree

2/28: Board meets on Tinian

2/28: Porter named NMC President

4/5: 2nd meeting PI legislators

5: Pres. UOG Carter fired

6/22: Senate commendation of Porter
summer: 33 course, 300 students.

6 ABE

8/1: Agnes McPheters 2nd pres. NMC

Note: By 1988 NMC was accredited and had been designated a Land Grant
Institution. Over 1,400 students enrolled during the year majoring in Business
and Public Administration, Computer Science, Construction Trades, Nursing,
Criminal Justice, Education, Liberal Arts, and General Studies

APPENDIX A-5

POPULATION AND DATES IN THE MARIANAS

 -

DATE	LOCATION	POPULATION
1668:	Northern Marianas and Guam	70,000 - 100,000 estimate
1710:	"	3,672
1756:	"	1,652

(source: Joseph & Murray [1951] 1971, 11)

DATE	NORTHERN MARIANAS			TOTAL POPULATION
	Chamorros	Carolinians	Foreigners	Total
1900:	1,302	700	36	1,938
1901:	1,330	772	30	2,132
1902:	1,505	852	44	2,401

(source: Fritz 1904, 38)

DATE	NORTHERN MARIANAS			
	Chamorros	Carolinians	Foreigners	Japanese, Koreans, Formosans
1920:	2,512	886	3	1,756
1925:	2,578	915	8	5,299
1930:	2,846	983	11	15,656
1935:	3,280	1,017	18	39,728
1936:	3,306	1,067	18	40,836 (379 Korean)
1937:	3,143	1,037	18	42,688 (15,000 Korean)

(source: census, in Yanaihara 1940, 29)

1939: 30,000 Japanese troops

DATE	NORTHERN MARIANAS POPULATION BY ISLAND	
1980:	Saipan - 14,583	
	Rota - 1,274	
	Tinian - 899	
	N. Islands - 104	(source: 1980 U.S. census)

DATE POPULATION OF ROTA COMPARED BY YEARS

1753:	234 Chamorro			
1902:	490 Chamorro	49 Carolinian		
1937:	765 Chamorro	8 Carolinian	6,845 Japanese	3 Other
1958:	968 Chamorro	2 Carolinian		2 Other
1967:	1,078 Chamorro and Carolinian			54 Other

(source: TTPI 1972, appendix)

DATE POPULATION OF TINIAN COMPARED BY YEARS

1693: 30,000 (est.)

1694: 0

1869: 250 Carolinians

1889: 0

1936: 15,300 Japanese and Korean

1944: 17,900 Japanese and Korean, 26 Chamorro

1945: 9,000 Japanese soldiers

1946: almost 0

1948: 430 relocated from Yap

1980: 899

APPENDIX A-6**ADDITIONAL INFORMATION ON THE NORTHERN MARIANA ISLANDS**

Arranged in order by location in the Marianas Chain

Rota: 32.90 square miles. Peak elevation 1,612 feet. 85 miles from Saipan and 35 miles from Guam. In 1698 the Spanish moved the population to Guam. A few hundred people hid in the hills and remained on Rota making Rota the only island in the Northern Marianas to have a continuous Chamorro population. They are proud of this fact. During the Japanese era, 1914-1944, sugar plantations were established and a mining operation existed between 1937 and 1944 which yielded 52,000 tons of phosphate during its peak year of 1940 (TTPI 1972, 62). In 1937 there were almost 7,000 Japanese living on Rota compared to 765 Chamorros and 8 Carolinians. Population at the 1970 census was 895 Chamorros and a few Carolinians. Rota escaped direct landing attacks during World War II, but bombing destroyed most of the buildings. By 1944 the villages were uninhabitable and the population was living in the many caves of the hillside or under trees.

In September 1945 the Japanese, Okinawans and Koreans on the island were put into temporary camps by the U.S. military. They were removed in 1946. The U.S. military settled the Rotanese into three villages. A passing typhoon destroyed these villages and the U.S. military resettled the population at Songsong village, a traditional village

site located between a bay and a harbor. Rota, along with the rest of the Northern Marianas and Micronesia, became a United Nations Trusteeship (TTPI) administered by the United States in 1947. In 1952 Rota remained with the rest of the Trusteeship under the Department of Interior while the rest of the Northern Marianas were put under U.S. Navy administration. It had the status of an independent district. In 1962 the Navy relinquished administration and Rota joined the rest of the Northern Marianas. The main administration was located on Saipan. On different occasions the people of Rota have considered joining Guam rather than Saipan.

Rota at the time of this study had one village and was just starting a second one. There was almost no industry and most people worked for the government and had family farms. Rota had no high school until the 1980s, and many parents, knowing that they would be sending their children away to school anyway, chose to have them stay with family in Guam and attend high school on Guam rather than having their children attend high school on Saipan as provided for by the Trust Territory Government.

A distinctive feature of Rota is a high plateau called sabana which forms the center of the islands. The plateau provides some of the best farm land in Micronesia and is the source of water caves, providing the islanders with ample fresh water--unusual for most Pacific islands. Pipe systems built by the Japanese in the 1920s still

transport water to the village in 1991 in spite of many leaks. Rota's harbor is not good, and there were problems maintaining dependable flight service. The flight is shorter and less expensive between Rota and Guam than Rota and Saipan. Initially Rota teachers were financed to come to Saipan during the summer to take college courses. I had difficulty locating professors who would live on Rota for the time period necessary for a course. When fairly dependable daily flights were initiated it was possible to fly an instructor from Saipan or Guam to Rota to teach once or twice a week.

Aguijan: 3.29 square miles. Peak elevation 584 feet. Population six to zero between 1976 and 1983. Often inhabited by only goats.

Tinian: 39.29 square miles. Peak elevation 564 feet. Legend says that Tinian was the home of Taga, the ancient Chamorro chief. The pillars of Taga's Latte Stone House are still standing. These are the largest pillars which are erect in the Marianas, and they are an attraction to tourists. In 1694 Tinian's whole population was taken to Guam under the Spanish effort to centralize the population. After that the island was uninhabited until 1869 when the Spanish imported 250 islanders from the Caroline Islands to Tinian as laborers and then moved them to Saipan 20 years later when their agriculture plan on Tinian failed. The Germans used Tinian for grazing as the Spanish had done, "organizing the Tinian-Gesellschaft for the production of meat hides and bones" in the early 1900s (TTPI 1972, 9). When the Japanese

took control in 1920 they divided Tinian into rectangular plots of 14.7 acres which were leased to tenant farmers with sugar cane the main crop. By 1936 there were 15,300 mostly Japanese and Korean sugar farmers and factory workers (Shuster 1982, 23). Jan. 1, 1944 Tinian's population was 17,900; 26 were native Chamorros and the rest Japanese or Korean who had been on the island around 15 years. (Richard 1957, 144). The Japanese Defense Force was around 9,000 (McClure 1977, 5). During World War II an estimated 8,000 Japanese were killed, 328 Americans killed and 1,571 wounded (Crowl 1960, 303).

The United States built a great number of airstrips on Tinian during World War II. It was the "largest airfield in the world with a B-29 taking off every 45 seconds on bombing missions to Japan (Kubota, 3)." Two four-lane highways carried bombs from the excellent port to the airfield. Roads on Tinian were named Broadway, Park Avenue and 42nd Street, because the shape of the island reminded Americans of Manhattan. In August 1945 the Enola Gay took off from Tinian to drop the atomic bomb on Hiroshima. The site in 1983 was an attraction to Japanese tourists who take the five minute flight from Saipan landing on one of the old air strips a mile away from the one village on Tinian.

The island was almost uninhabited after the World War II. Between 1946 and 1948, 430 Chamorros whose forebears had settled in the Micronesian district of Yap during the Spanish and German times were

moved to Tinian. A large cattle ranch occupies most of the island. The basic population in the 1960s and 1970s was about 800 with this population living in one village making their livings as ranchers or vegetable farmers. In the 1980s large garment factories were built on the island and foreign labor was imported to work in them. There is one elementary school with students going to Saipan for high school. Flights between Tinian and Saipan are frequent and boat travel is possible.

The covenant agreement between the United States and the Northern Marianas provides that the United States has the option to use Tinian for a military base for up to 100 years. In 1974 the United States Navy and Marines started using the island for training and began planning for a possible post-Vietnam defense base.

Saipan: 46.58 square miles. Peak elevation 1,554 feet. It is the largest and the capital island and is where Northern Marianas College is located along with the central government of the Northern Marianas. Its population during the 1970s and early 1980s was roughly 12,000. Most of Saipan's villages are on the beach side of the island. East to West they are San Roque, Tanapag, Garapan, Oleai, Susupe, Chalan Kanoa and San Antonio. Another village, San Vicente, is located in the Southeast. Most villages consist of a church, a school, a few small stores and tin roofed houses. American built communities consist of clusters of cement houses located on Capitol Hill and Navy Hill. The

East end of the island named Marpi and the North side and of the island are largely unpopulated. High cliffs rise directly from the ocean, and roads that were once paved were overgrown with brush in the 1970s and 1980s. Recent changes involve the building of resorts in the Marpi area that was closed for many years due to live munitions.

The Spanish moved Saipan's ancient Chamorro population to Guam in 1698. In 1815 the Spanish permitted about 200 Carolinians whose home island has been destroyed by a typhoon to settle on Saipan. In 1816 a changed Chamorro population started returning from Guam to Saipan. By 1865 around 1,000 Carolinians settled on Guam, Saipan and Pagan, with the ones from Guam moving to Saipan in 1901.

Saipan was the site of fierce fighting during World War II. Out of 71,034 Americans who fought to take Saipan away from the Japanese, 10,437 Marines and 3,674 Army were killed or wounded on Saipan. Roughly 30,000 Japanese were killed (Crowl 1960, 265). From 1949 to 1952 Saipan was a CIA training location for National Chinese agents during the Civil War in China. The island was closed to travelers unless they could obtain permits to be on the island. In order to support the base, cement administrative buildings and housing were built as well as the infrastructure of roads and electricity. Jobs were available to local people as were educational opportunities superior, from an American viewpoint, to education in the rest of Micronesia. The existence of these buildings resulted in Saipan

becoming the Headquarters for the Trust Territory Government. In 1962 Trust Territory Headquarters was moved to Saipan from Guam where it had been relocated from Hawaii in 1953.

Farallon de Medinilla: 0.35 square miles. Peak elevation 266 feet. In 1991 part of the 100 year lease to the U.S. military and used as a weapons-testing range. Never settled.

Anatahan: 12.48 square miles. Peak elevation 2,585 feet. Most people moved from the island after a 1968 typhoon and schools were closed. Population generally 6.

Sariguan: 1.93 square miles. Peak elevation 1,801. Uninhabited since a typhoon hit in 1968.

Guguan: 1.61 square miles. Peak elevation 988 feet. Never settled. Noted for its birds and wildlife, particularly coconut crabs and fruit bats that are delicacies to the people of the NMI.

Alamagan: 4.35 square miles. Peak elevation 2,441 feet. During Japanese times eighteen families lived on Alamagan in two villages separated by a mountain and rocky shores with copra production as their main occupation. There is no harbor and field trip vessels anchor offshore and use small boats to move people and supplies. Population

during the period of this study was usually 24 people in three families.

Pagan: 12.65 square miles. Peak elevation 1,883 feet. During the German period the Pagan-Gesellschaft developed the copra industry in the Northern Islands and mined the guano deposits hiring Japanese to mine and ship. In 1941, 4,000 people, mostly Japanese and Koreans, worked on Pagan and exported dried fish, copra, pineapple and cassava. This island has space for a small plain to land between two mountain peaks and is noted by the few visitors who manage to get there for its black sand beaches and hot springs. By 1950 roughly 200 people lived on Pagan but the number had dwindled to 54 people before Mt. Pagan erupted 15 May 1981 and the island became uninhabitable.

Agrihan: 18.29 square miles. Peak elevation 3,166 feet. Population around 56 during the time period of this study. The village is on what seems to be the only flat space of a mountain cliff of the highest mountain in Micronesia.

Asuncion or Asonson: 2.82 square miles. Peak elevation 2,923 feet. Inhabited prior to World War II, but uninhabited since.

Maug: 0.81 square miles. Peak elevation 748. Uninhabited Maug is 322 miles north of Saipan and 1150 miles south of Tokyo. Three small islands form a ring around ocean, the crater at the top of a volcano.

The Japanese Navy sheltered ships at Maug during severe storms and a radio and weather station was once there. A proposal to place a Central Terminal Storage facility for oil described:

Back in the days of antiquity, The Great Prime Mover sprinkled your part of the world with volcanic islands.

Like any good planner, He re-checked His work with the "Book of the Future." He said to Himself that the people who will inhabit these islands will one day be MASTERS OF THEIR OWN DESTINY at a time when transportation and communication shrinks the world, wherein all nations must be interdependent on each other.

Therefore, I must prepare for them a useful gift and with that blew off a peak of one of the islands and created a seed for your socio/economic farm, the ISLAND OF MAUG, a port-haven against tropical storms for you to plant, nurture and harvest and most important share with you fellowmen (Ralston 1977, 1)

The proposal was turned down by Resident Commissioner Erwin Canham because, "the plan conflicted with Maug's designation as a bird sanctuary" as provided for in the Northern Marianas Constitution (Blakeman 1977, 3).

Farallon de Pajaros: 0.79 square miles. Peak elevation 1,047 feet. In 1694 the population moved to Saipan and the island has been uninhabited since.

APPENDIX A-7**HIGHER EDUCATION SUMMARY 1958-1977³⁰⁶****1958**

No institutions of higher education existed within the Trust Territory except a school of nursing in Koror. Training was also conducted at Central Medical School in Fiji. In-service training was given and a few teachers attended Territorial College in Guam during the summer.

1961

Forty-six students received Trust Territory (TT) scholarships. Eleven attended the University of Hawaii (UOH) or other Hawaii institutions, eighteen attended Territorial College in Guam, ten were medical students in Fiji, seven attended universities in the Philippines, five were at College of Agriculture in the Philippines and three were studying in the mainland United States. In-service teacher training was conducted in each district and in Guam during the summer.

1962

A \$100,000 dormitory was built for TT scholarship students on the campus of the College of Guam, later named the University of Guam. A full-time counselor was hired to handle the problems of high school and

³⁰⁶The Northern Mariana Islands is not distinguished from the other islands in these reports until 1977.

college students on that island. A total of 176 students were studying in Guam and abroad.

1963

The Micronesian Teachers Education Center was established in Ponape, with 25 teachers receiving one year of intensive training. Fifty-eight full scholarship students were supported, five per district: one in agricultural, one in vocational, and three in general education. The base annual salary for Micronesian teachers ranged from \$240 to \$1,000.

1965

Eighty-six TT scholarships were awarded, 21 of these in the medical field. There were 142 government scholars and 137 other Micronesians studying outside the Trust Territory, 11 were supported by district funds, 34 by religious organizations, eight by the East-West Center, and 82 by other sources. One hundred twenty-one students were enrolled in College of Guam, 43 in Hawaii, 46 in the Philippines, 13 in Fiji, three in Western Samoa, two in Canada, one in Japan, and 50 in the mainland United States. In addition, 60 students took advantage of TT support to attend the College of Guam.

1967

Twenty-nine students were enrolled in Humanities, 58 in Education, five in Fine Arts, 16 in Law, 68 in Social Sciences, 11 in

Natural Sciences, 24 in Engineering, 55 in Medical Sciences, nine in Agriculture, one in Criminology, and information was not provided for ten remaining students.

1969

Eighteen elementary school administrators and 20 teachers in vocational education attended training at the East-West Center in Hawaii. Air Micronesia sent six Micronesians for one year of training at Honolulu Community College. Two hundred thirty-five government scholars and 154 others were studying abroad.

1971

Ninety-four students, most of them experienced teachers, were enrolled in the Community College of Micronesia in Ponape for a two year training program leading to an associate of science degree. Six hundred sixty Micronesian students were studying abroad outside the Trust Territory. The Micronesia Linguistic Project was started with the cooperative efforts of the East-West Center, the TT Government, and the University of Hawaii.

1972

Seven teachers completed the first vocational training at MOC. Seven hundred seventy-eight Micronesians were studying outside the Trust Territory.

1977

The total number of students studying abroad for the Carolines and Marshalls was 1,226. For the Northern Mariana Islands it was 242. The establishment of Northern Mariana Islands Community College on August 23, 1976, was reported, noting that no campus existed, that the college was administered by the Northern Mariana Islands Department of Education, that an associate of arts degree was offered through the University of Guam, that instruction was contracted out, and that local instructors were certified to teach if possible.

APPENDIX A-8**PROBLEMS FOR PACIFIC COLLEGES**

In 1979 the U.S. Pacific colleges identified the following problems, all of which applied in the Northern Marianas:

1. Difficulty of adapting programs inherited from U.S. institutions to the local needs of students and communities.
2. Vast geographic separations of the islands, people, and institutions.
3. Fragmentation (geographic, cultural, political, etc.) of education efforts.
4. External criticism that programs lack relevancy hampers adequate funding.
5. Many uncoordinated sources of education and unnecessary duplication.
6. Difficulty of finding effective ways of working together.
7. Difficulty of finding out about needs.
8. Lack of funds to pay enough to recruit and keep good people.
9. Lack of evidence that programs are relevant to needs.
10. Lack of information about needs.

11. Unable to reconcile needs for both skill training and general education.
12. Need to increase cost-efficiency to avoid overpricing services to students.
13. Unable to respond to changing needs and opportunities.
14. Need to transcend political restraints.
15. Lack of systematic way of planning.
16. Lack of any systematic way of identifying needs.
17. Limited resources limit ability to respond to many needs.
18. Lack of priority for meeting needs.
19. Scarcity of information defining needs.
20. Complexity of dealing with too many issues.
21. Inadequate funding.
22. Difficulty of convincing others (legislators, federal agencies, the public) about needs and about the quality of relevancy of existing programs.
23. Uncoordinated planning of new institutions and programs.
24. Inadequate working relationships with others (legislators, institutions, etc.)
25. Institutions lack definition of major purposes.
26. Insular attitudes of islanders.
27. Inability to support extensive division of labor which obligates administrators to wear many hats.
28. Education system lacks maturity having developed only in recent years.

29. Expanding demands and diversity.
30. Small economic base requires only limited numbers of specialists.
31. Lack of an indigenous general education program.
32. Inadequate continuing education opportunities.
33. Inadequate counseling for students.
34. Accreditation standards inappropriate for region.
35. Staffing of administrative posts lacks continuity.
36. Institutions unable to plan adequately alone.
37. Lack flexibility in financing and spending to respond adequately to needs.
38. Poor communications (inadequate telephone system, limited satellite use, radio transmission poor, travel expensive and limited, available opportunities neglected).
39. Institutions have been unable to establish strong initiatives; energies have gone to responding to external pressures and legislative directives.
40. Need to develop leadership in defining priorities and directions.

APPENDIX A-9

U.S. FEDERAL GRANTS TO THE NMI IN 1979

By 1979, many federal agencies were influencing the Northern Mariana Islands. The complete summary for 1979 shows 14 U.S. agencies assisting the Northern Mariana Islands through federal grant funding:

Dept. of Agriculture: 6 programs in NMI = \$571,000;
8 in TT = \$3,224,000
Dept. of Commerce: 0 prog. in NM; 3 in TT = \$857,000
Dept. of Defense: 0 prog. and funding in NMI and TT
Dept. HEW: 39 prog. in NMI = \$9,449,000; 7 in
TT = \$1,796,000
Dept. of Housing & Urban Dev: 1 prog. in NMI = \$40,000;
1 in TT = \$58,000
Dept. of Interior: 1 prog. in NMI = \$104,000; 1 in
TT = \$616,000
Dept. of Justice: 3 prog. in NMI = \$183,000; 4 in
TT = \$835,000
Dept. of Labor: 0 in NM; 7 in TT = \$4,696,000
Dept. of Transportation: 0 in NM; \$4,577,000 in TT
Community Services Administration: 0 in NM;
\$1,381,000 in TT
Environ. Protection Agency: 1 in NMI = \$1,616,000;
5 in TT = \$8,659,000
National Endowment of the Arts: 0 in NM; 2 in
TT = \$158,000
Office of Personnel Management: 1 in NMI = \$40,000;
1 in TT = \$30,000
Water Resources Council: 1 in NMI = \$70,000; 0 in TT³⁰⁷

³⁰⁷Academy for Educational Development compilation of data from CSA Distribution of Federal Funds Report. Data on the Trust Territory (TT) may include NMI.

APPENDICES B, C, D

CONTENTS

Appendix B-1

"Proclamation - Establishing The Northern Marianas Community College." Erwin D. Canham, Resident Commissioner, 23 August 1976.

Appendix B-2

"Executive Order 25, 12 March 198" Revoking "Executive Proclamation dated August 23, 1976." "The Northern Marianas Community College is hereby established within the Department of Education..." Carlos S. Camacho, Governor, Northern Mariana Islands.

Appendix B-3

"Legislation - Public Law 3-43, 19 January, 1983 establishing Northern Marianas College." Speaker of the House Benigno R. Fitial, Acting President of the Senate Benjamin T. Manglona and Approved by Pedro P. Tenorio, Governor

Appendix C Selected Information on NMC 1979-1983

Higher Education Questions, Kit Porter June, 1979 (pp. 353-356)

Subpoena of Kit Porter, 18 September 1981 (p. 357)

Response Plans to Executive Order No. 25, Kit Porter, 4/8/81 (pp. 358-360)

Issues Concerning Legislation, Kit Porter (pp. 361-365)

Northern Marianas Community College Brochure 1982-1983 (pp. 366-367)

Northern Marianas Community College Spring Registration-1982 (p 368)

Postsecondary Education in the U.S. Territories, Appendix by Urban Systems Research and Engineering, Inc. April 1982 (pp. 369-376)

Appendix D Selected Press on NMC, 1976-1983

N MARIANAS COMMUNITY COLLEGE PROCLAIMED, *Marianas Variety News and Views*, August 25, 1976, p. 2 (p.377)

UOG Changes - to lure Micronesians, *Pacific Daily News*, February 25, 1980 p. 15 (p 378)

Study Says Community College Feasible Here, *Commonwealth Examiner*, August 29, 1980 p. 2 (p.379)

Task force pushing Marianas college, *Pacific Daily News*, August 29, 1980, p. 6 (p.380)

NMI Legislature Reviews Ex. Order, *Commonwealth Examiner*, March 27, 1981, p. 2 (p. 381)

Concern Raised On College Order, *Marianas Variety*, May 15, 1981, p. 1 (p. 382)

Sen. Inos: Municipal Scholarship Boards Still Functioning, *Marianas Variety*, July 3, 1981, p.4, (p.383)

Community college shifts financial aid policy, *Pacific Daily News*, July 16, 1981, p. 14A, (p.384)

Village Voice: Are you in favor of a local community college..., *Pacific Daily News*, August 13, 1981, p. 3 (p.385)

College Can Get Windfall Cash if it Can Prove it's for Real, *Marianas Variety*, November 20, 1981, (p. 386)

Community College Backed For Public Corporation Status, *Marianas Variety*, August 9, 1982, p. 9, (p.387)

Debate on College Bill Expected in House, *Marianas Variety*, May 21, 1982 (p. 388)

House Defers College Bill, *Marianas Variety*, May 28, 1982, p. 2 (p, 389)

MNCC coordinator says college growing, *Pacific Daily News; Commonwealth Focus*, June 25, 1982, p. 14A (p. 389)

NMCC holds first graduation, *Pacific Daily News: Focus on the Commonwealth*, August 20, 1982, p. A 1 &10 (pp390-391)

Yes, there is a College in NMI, *Commonwealth Examiner*, August 20, 1982, p. 1 & 16 (p.392-393)

First College Degrees in NMI Awarded, *Marianas Variety*, August 20, 1982, p. 3 (p.394)

NMCC holds First Graduation, *Commonwealth Examiner*, August 20, 1982, p. 7 (p. 395)

Nurses Training Scheme Approved, *Marianas Variety*, August 27(?), 1982, p.3, (p.396)

College Could Get Funding if Accrediting Team Impressed, *Marianas Variety*, December 3, 1982, p. 7, (p. 397)

Bill to set up College must pass before Jan 17, or else..., *Commonwealth Examiner*, January 13, 1983, (p. 398)

Community College: To Be Or Not To Be?, *Marianas Variety*, January 14, 1993, p. 1 & 10 (p. 399)

College pushing education bill, *Pacific Daily News: Focus*, January 14, 1983, (p. 399)

It's official: Northern Marianas has a College, *Commonwealth Examiner*, January 20, 1983, p. 1 (p.400)

Community college up for accreditation, *Pacific Daily News: Focus*, January 21, 1981, p. 5, (p.401)

New Law Qualifies College For Federal Money, *Marianas Variety*, January 21, 1983, p. 2 (p. 401)

Ms. Porter Named College president, *Commonwealth Examiner*, March 10, 1983, p. 7, (p.402)

"Senate President Olympia T. Borja presents a resolution to Miss Catherine Porter, current but outgoing president of Northern Marianas College." *Marianas Variety*, July 8, 1983, p. 11 (p. 402)

Senate Resolution No. 3-56, Third Northern Marianas Commonwealth Legislature, 1983

APPENDIX B-1

PROCLAMATION -
ESTABLISHING THE NORTHERN MARIANAS COMMUNITY COLLEGE
23 August 1976

GOVERNMENT OF THE NORTHERN MARIANA ISLANDS
OFFICE OF THE RESIDENT COMMISSIONER
SAIPAN, MARIANA ISLANDS 96950

PROCLAMATION

CABLE ADDRESS
RESCOM MARIANAS

Proclamation Establishing The Northern Marianas
Community College

WHEREAS, the people of the Northern Marianas have desired the establishment of an institution of higher learning on Saipan and have made their wishes in this respect known to me, and

WHEREAS, the people of the Northern Marianas have wholeheartedly supported and participated in past and present post-secondary educational opportunities offered on Saipan through the Marianas Department of Education and various institutions of higher education, and

WHEREAS, the Government of the Northern Marianas has always recognized the right of every citizen to have the opportunity to pursue his/her education.

NOW THEREFORE, pursuant to the authority vested in me, the following Proclamation respecting the Government of the Northern Mariana Islands is issued:

Section 1. Purpose.

The purpose of this Proclamation is to establish an institution of higher education, to be known as the Northern Marianas Community College, on Saipan; and to authorize and empower the Director of the Marianas Department of Education, or his designee, to act as Acting Director of the Northern Marianas Community College until such time as funds are available to staff this institution.

Section 2. Authority of the Acting Director of the Northern Marianas
Community College

The Acting Director of the Northern Marianas Community College, working
in close consultation with the Marianas Director of Education, is
hereby given the authority to:

(a) establish policies, rules, and regulations governing all
phases of the operation of the Northern Marianas Community College,
including:

- (1) entrance requirements
- (2) tuition and fees
- (3) degree requirements
- (4) academic records
- (5) grades, and
- (6) probation, suspension, and dismissal.

(b) negotiate in good faith, and execute binding formal agree-
ments with other institutions of higher learning in order to contract
out the instruction of Northern Marianas Community College courses to
insure that all courses offered are fully accredited until such time
as the Northern Marianas Community College becomes a fully accredited
institution.

Section 3. Effective Date.

This Proclamation shall take effect upon the date of its approval by
the Resident Commissioner of the Northern Mariana Islands.

August 23, 1976
Date

Ervin D. Canham
Ervin D. Canham
Resident Commissioner

APPENDIX B-2**EXECUTIVE ORDER 25, 12 March 1981**COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS
EXECUTIVE ORDER OF THE GOVERNOREXECUTIVE ORDER NO. 25

WHEREAS, on August 23, 1976, the former resident commissioner issued a proclamation which provides, inter alia, for the establishment and operation of a Northern Marianas Community College; and

WHEREAS, among the impediments to the implementation of a Northern Marianas Community College in 1976 were the lack of funds, inadequate staff, and the lack of suitable facilities for the College; and

WHEREAS, the Task Force established by the Governor on May 23, 1980, has completed its review and study on the feasibility of a community college; and

WHEREAS, the recommendations of the Task Force are contained in a report entitled: "NMCC: A Feasibility Study" which report has been submitted to the Governor and the Legislature, and which report finds that a community college is now feasible; and

WHEREAS, the continued social and economic growth of the Commonwealth is dependent upon the Commonwealth's ability to meet the critical shortages of professional and technical personnel in both the public and private sector; and

WHEREAS, a community college with its unique design and purpose can and will enhance the Commonwealth's ability to meet such shortages of trained manpower; and

WHEREAS, the Governor is in agreement with the concept of a community college for the Northern Marianas as proposed by the Task Force's Report "NMCC: A Feasibility Study"; and

WHEREAS, this Executive Order would affect existing laws, to wit: Public Law No. 1-8, Chapter 14, Section 10; Public Law No. 1-9, Section 3; Public Law No. 2-1; Public Law No. 1-32; Title 3, Chapter 6 of the Saipan Municipal Code; Tinian Municipal Ordinance 1-71; Rota Municipal Ordinance 1-71; Executive Order No. 18; and 61 Trust Territory Code, Section 8; and

WHEREAS, it is the intent of this Executive Order to strengthen the Northern Mariana's Community College; and

WHEREAS, it is the further intent of this Executive Order to consolidate and achieve efficient administration of the various local and federal programs pertaining to training and adult vocational education, and postsecondary and adult education by allocating and placing them under a single administration through the College.

NOW THEREFORE, by virtue of the authority vested in me by the Constitution and the laws of the Commonwealth of the Northern Mariana Islands, I, Carlos S. Camacho, Governor, hereby revoke the Executive Proclamation dated August 23, 1976, entitled: "Proclamation Establishing the Northern Marianas Community College" and supersede that Proclamation with this Executive Order.

Section 1. Establishment. The Northern Marianas Community College is hereby established within the Department of Education under the control and supervision of the Board of Education, which Board shall serve as a Board of Regents for the College.

Section 2. Mandate. In addition to the powers and duties conferred by law, the College shall:

- (a) Plan, organize and administer all post-secondary education programs;
- (b) Assist local residents seeking post-secondary education outside the Commonwealth;
- (c) Develop, consolidate and administer vocational and technical and other education for adults and out-of-school youth and coordinate the same with secondary schools;
- (d) Consolidate and administer all programs of student financial assistance for education;
- (e) Upgrade the skills and abilities of Civil Service personnel, including teachers and nurses, through such means as in-service and on-the-job training, special education programs, internships and administrative fellowships;
- (f) Help employees of private businesses and organizations to acquire skills necessary and appropriate to the local economy;
- (g) Prepare local residents for assimilation into the American political family; and

(h) Explore ways and means to achieve accreditation for the College and its programs and make recommendations accordingly to the Governor and the Legislature.

Section 3. Purposes. The purposes of the College are as follow:

(a) To offer instructional programs for adults and out-of-school youth; such programs shall include, but are not limited to:

- (1) postsecondary preparation for higher education;
- (2) vocational, para-professional and technical training;
- (3) adult education;
- (4) postsecondary education for college credit and on a non-credit basis; and
- (5) continuing education.

(b) To conduct and support research relevant to the needs of the Northern Mariana Islands;

(c) To provide educational support services, including but not limited to: financial aid; career counseling; academic counseling; library services; and audio-visual and other study resources;

(d) To provide community services, including but not limited to:

- (1) non-formal educational and cultural programs; and
- (2) public use of college facilities, resources, and services.

Section 4. Powers of the Board. In addition to any other powers provided by law, the Board shall have such powers as are necessary to carry out the mandate and the purposes of the College as set forth in this Executive Order, including the following:

(a) To establish rules, regulations, and policies for the operation of the College;

(b) To establish the qualifications, term of

office and compensation of the Dean;

(c) To establish and periodically review, upon recommendation of the Dean, the general policies governing the operation of the College;

(d) To act upon recommendation of the Dean regarding curricula and courses of instruction, personnel policies, and the administration of the College;

(e) To recommend to the Governor the annual budget of the College, and to propose appropriate legislation to the Legislature;

(f) To administer the programs awarding financial assistance to students of the Commonwealth of the Northern Mariana Islands;

(g) To acquire property by lease, option, purchase or otherwise, as necessary for the operation of the College, and to dispose of the same in any manner which is now or may hereafter be provided by law;

(h) To accept gifts, grants, donations, bequests and other contributions;

(i) To establish tuition rates and fees for courses of instruction, and such other charges as are reasonable for the use of programs and facilities of the College;

(j) To authorize the granting of diplomas, certificates and degrees to students of the College;

(k) To adopt a seal of the College;

(l) To act on behalf of the College with respect to federal programs; and

(m) To perform all acts necessary to carry out the mandate and purposes of the College.

Section 5. Dean. The College shall be headed by a Dean who shall be appointed by the Governor upon the recommendation of the Board, and who shall serve as the Chief Executive of the College. The Dean shall be responsible for the overall day-to-day administration of the College and shall report to the Board through the Superintendent of Education. The Dean may be removed from office by the Governor for cause or upon the recommendation of the Board.

Section 6. Duties and Responsibilities of the Dean. The Dean shall:

- (a) Direct the operation and general administration of the College in accordance with the purposes of the College and in conformity with the policies established by the Board;
- (b) Exercise all powers delegated by the Board and carry into effect the policies of the Board;
- (c) Formulate and recommend to the Board new or revised policies affecting the College;
- (d) Make recommendations to the Board concerning the annual budget and possible legislation for the College;
- (e) Administer the finances of the College in accordance with the approved annual budget and submit to the Board a monthly report on revenues and expenditures of the College;
- (f) Establish and maintain a program of effective recruitment, selection, orientation, development, and retention of personnel;
- (g) Make recommendations to the Board concerning the establishment of new educational programs of the College, and review and make recommendations to the Board concerning existing educational programs;
- (h) Develop community service programs, including but not limited to: seminars, workshops, symposia, concerts, lectures, and non-credit courses; and establish and maintain an effective program of community relations;
- (i) Take such steps as are appropriate to insure faculty participation in the orderly and effective development of the College;
- (j) Undertake such steps and research projects as are appropriate to insure effective long-range planning and projection for orderly development of the College;
- (k) Prepare and submit an annual report of operations and finances of the College to the Board within 90 days following the end of the fiscal year, a copy of which shall also be furnished to the Governor and each house of the Legislature of the Commonwealth of the Northern Mariana Islands, and formulate such other reports as shall be required by the Board and the local and federal government agencies;

(l) Hire all necessary staff of the College subject to applicable Civil Service laws and regulations; and

(m) Perform such other duties as may be prescribed by the Board and the law.

Section 7.

(a) There is hereby established in the Commonwealth Treasury a fund that shall be known as the "Community College Trust Fund" (hereinafter referred to as the "Fund") which shall be maintained separate and apart from all other funds of the Commonwealth. The members of the Board shall be the trustees of the Fund and shall administer it in accordance with this section.

(b) All monies received by the College from whatever source shall be deposited in the Fund.

(c) There shall be established within the Fund, a separate account consisting of any monies appropriated to the College out of the financial assistance granted to the Commonwealth under Section 702(a) of the Covenant and reserved for a special education training fund. Such other accounts may be established within the Fund as are necessary for efficient administration and control, or to comply with the terms of any grant or any contribution.

(d) The Director of Finance shall disburse monies from the Fund upon the lawful order of the trustees, or their designee, to pay the expenses of the College incurred pursuant to this Executive Order.

(e) The Director of Finance shall keep the official books of the Fund. The Board, in consultation with the Director of Finance and the Public Auditor, shall establish and maintain a system of internal accounting which is in accordance with generally accepted accounting principles applicable to colleges and universities.

Section 8. Campus and Facilities. Not later than 180 days after the effective date of this Executive Order, the Board shall submit to the Governor and the Legislature a thorough and comprehensive study of facility requirements of the College. The Board shall make recommendations concerning suitable sites and facilities including housing, if any, for faculty and students. The recommendations made by the Board concerning sites and facilities shall be considered by the Governor in consultation with the Board and the Marianas Public Land Corporation, and the Governor shall make a

determination and designation of site, with the approval of the Marianas Public Land Corporation, and facilities subject to the overall needs of the Commonwealth Government for office facilities. Pending the formal designation of facilities for the College, the Governor and the Department of Education shall obtain, as necessary, and provide facilities for temporary occupation and use by the College.

Section 9. Interagency Cooperation. The College and other agencies and instrumentalities of the Government of the Northern Mariana Islands shall work closely and cooperate in the development, implementation, and operation of the College's programs.

Section 10. Designation of College as State Agency for certain Federal Programs. The College is hereby designated as the state agency of the Northern Mariana Islands for federal grants for postsecondary education programs.

Section 11. Interacademic Cooperation. The College is authorized to enter into such agreements as it shall deem necessary or appropriate, consistent with its mandate and purposes, with other institutions of higher learning.

Section 12. Transition. The incumbent Higher Education Coordinator shall serve as Acting Dean until such time as the Governor appoints a permanent Dean pursuant to Section 5 of this Executive Order.

Section 13. Transfer of Functions, Funds, and Programs. The following functions, programs, funds, personnel, and properties are hereby allocated and transferred to the College:

(a) Funds available pursuant to Article III, Section 9(a) of the Constitution at the levels of Sections 1(n)(4), 2(b)(4) and 10(c) of Title II of Public Law 2-1; Provided, that the Department of Education shall retain for elementary and secondary education curriculum development, the level of the amount of funds appropriated and obligated for elementary and secondary education curriculum development in FY 1980 from funds appropriated by Public Law 2-1, Title II, Section 1(n)(4);

(b) Funds and programs relating to teacher training, adult and vocational education, education information center, higher education, student services and scholarships and any programs funded by the United States Government for higher, adult and vocational education.

Section 14. Severability. If any provision of this Executive Order or any rule, regulation, or order promulgated

hereunder, or the application of any such provision, rule, regulation, or order to any person or circumstance shall be held invalid, the remainder of this Executive Order, or any rule, regulation, or order promulgated pursuant thereto and the application of such provision, regulation, rule, or order to persons or circumstances other than those to which it is held invalid shall not be affected thereby.

Section 15. Inconsistent Provision of Laws, Rules or Regulations. Public Law 1-8, Chapter 14, Section 10; Public Law 1-9, Section 3; Public Law 2-1, Title II, Sections 1(n)(4), 2(b)(4), 10(c) and 10(d); Public Law 1-32, Title III, Chapter 6 of the Saipan Municipal Code; Tinian Municipal Ordinance 1-71; Rota Municipal Ordinance 1-71; 61 Trust Territory Code, Section 8(k) and those portions of Executive Order No. 18 relating to the use of Covenant training funds, are hereby superseded by the provisions of this Executive Order upon its effective date.

Section 16. Effective Date. This Executive Order shall take effect 60 days from its submission to the Legislature unless specifically modified or disapproved by the majority of members of each house of the Legislature.

March 12, 1981
Date



CARLOS S. CAMACHO
Governor, Northern Mariana Islands

APPENDIX B-3**1 LEGISLATION - Public Law 3-43, 19 January 1983**

2 (b) Postsecondary and adult education should be available
3 within the Commonwealth to the extent justified by need and resources,
4 and where postsecondary education is not available within the Common-
5 wealth, financial assistance should be provided for off-island study
6 in keeping with need, resources, and ability.

7 Section 103. Principles. The public school system, at the
8 college level shall be established and organized by law and pursuant
9 to regulations issued by the Board or their authorized designees.
10 The Board shall establish the philosophy, including goals and guiding
11 principals, under which the College shall be organized. The President
12 shall serve as authorized agents of the Board, implementing the
13 philosophy, goals, and guiding principles of the Board.

14 Section 104. Definitions.

15 (a) "Adult Education" means education for persons older than
16 the normal age for attending public school.

17 (b) "Board" means the Board of Education and the Board of
18 Regents.

19 (c) "College" means Northern Marianas College which shall
20 serve as the State College for the Commonwealth.

21 (d) "Department" means the Department of Education which
22 shall serve as a State Department of Education for elementary and
23 secondary school programs.

24 (e) "Elementary Education" means grades one through six.

25 (f) "Higher Education" means courses of instruction for
26 persons who have completed high school or its equivalent and which
27 lead toward a college or university degree.

28 (g) "President" means the President of the Northern Marianas
29 College and the Chief Executive Officer for the Board of Regents.

30 CHAPTER II. ORGANIZATION OF EDUCATIONAL SERVICES

31 Section 201. Board of Education/Regents.

32 (a) There is hereby established a Board of Regents, con-
33 sisting of nine voting members, five of whom shall be parents of
34 students attending public schools, to be appointed by the Governor
35 with the advice and consent of the Senate.

1 The President of the College may petition the Legislature to
2 create a separate Board of Regents for the College in the
3 event that a separate Board of Regents becomes necessary to
4 further the best interests of the College.

5 No person shall be appointed as a voting member of the Board
6 who is not a qualified voter. Two members shall be from Rota,
7 two members shall be from Tinian, and five members shall be from
8 Saipan and the islands to the north of Saipan. At least one
9 member shall be a woman and at least one member shall be of
10 Carolinian descent. At least one member shall be from the private
11 sector, and at least one member shall be a teacher employed by the
12 Department of Education. In addition, the Governor shall appoint,
13 with the advice and consent of the Senate, one (1) student attending
14 a school in the Commonwealth who shall be a nonvoting ex-officio
15 member of the Board.

16 (b) The members of the Board shall serve staggered terms
17 of four years.

18 (c) The members of the Board shall receive compensation
19 for meetings actually attended at a rate set by the Board, pursuant to
20 budgetary allocation. If a member is currently employed by the
21 Commonwealth he shall receive in lieu of compensation his regular
22 salary under administrative leave status. Such member shall receive
23 compensation at the rate set by the Board for meetings during other
24 than regular working hours when administrative leave would not apply.
25 Members shall be reimbursed for reasonable and necessary expenses at
26 established Commonwealth Government rates for meetings actually attended.

27 (d) Any vacancy caused by death, resignation, removal, or
28 otherwise shall be filled for the period of the unexpired term in the
29 same manner as the original appointment.

30 Section 202. Board of Education/Regents: Meetings.

31 (a) Meetings of the Board shall be open and held at a
32 regular time and place at least once every 3 months. Special meetings
33 may be called by the Chairman or by a majority of the Board members.
34 All meetings shall be open, except when personal matters affecting the
35 privacy of an individual are considered. The Board may, on its own

initiative, or at the request of the individual involved, consider such matters in closed session; however, any official action resulting therefrom shall be acted upon in an open meeting.

(b) A Chairman and Vice-Chairman shall be elected by a two-third majority vote of the members of the Board.

(c) The presence of 6 members shall constitute a quorum for transaction of business at any Board meeting.

(d) In the absence of a quorum where the Board has the responsibility to act, or in the absence of Board policy, the Superintendent, in the matter of elementary and secondary programs, or the President, in the matter of postsecondary programs, shall have the authority and responsibility to take appropriate action, subject to the review of the Board.

Section 203. Board of Education/Regents: Powers, Functions, and Duties.

The Board shall have the following powers, functions, and duties:

(a) To formulate policy and exercise control over the College through the President;

(b) To establish and revise as necessary on its own or through its agents all rules, regulations, and policies for the operation of the College and the Board including policies relating to the appointment, and removal of teachers and administrative personnel;

(c) To establish and approve curricula and courses of instruction and administrative policies of the College;

(d) To recommend to the Governor the annual budget of the College for inclusion in the Governor's budget pursuant to Article III, Section 9(a) of the Constitution;

(e) To propose appropriate legislation and to make recommendations to the Legislature on policies governing the usage of English, Chamorro, and Carolinian languages in the public and non-public schools;

(f) To accept on behalf of the College gifts, grants, donations, bequests, and other contributions;

(g) To authorize the awarding of diplomas and certificates to students of the public school system and the College;

(h) To approve long-range plans for the orderly development,

including the building needs, of the College;

2 (i) To establish and maintain, in consultation with the
3 Department of Finance and Public Auditor, trust funds for student
4 assistance, and the College into which shall be placed funds
5 received by means of contracts, donations, special projects, fees,
6 tuition, bequests, gifts, appropriations, and other contributions;

7 (j) The members of the Board shall be the Trustees of the
8 Trust Funds and shall administer them in accordance with the terms
9 under which the funds are received. The funds shall be administered
10 separate from appropriated Commonwealth funds. The Trustees shall be
11 held to strict standards of fiduciary care;

12 (k) To establish policy for and to administer financial
13 assistance for the postsecondary education of Commonwealth students.
14 No financial assistance shall be awarded to an applicant without
15 approval of the Board or a special committee created by the Board
16 to act upon applications for financial assistance;

17 (l) To acquire property by lease, option, purchase, or
18 otherwise as necessary for the operation of the College, and to
19 dispose of the same in any manner which is now or may hereafter be
20 provided by law; provided that, any transaction involving public
21 property shall, when necessary, be done in coordination with the
22 Marianas Public Land Corporation;

23 (m) To establish and provide for the collection of tuition
24 and other fees for courses of instruction and for the use of facilities
25 and special services of the College;

26 (n) To adopt official seals of the College;

27 (o) To act in its own name with respect to federal programs;

28 (p) To establish the certification standards for all
29 professional positions within the College;

30 (q) To grant charters to non-public schools;

31 (r) To report on its affairs to the Governor and the
32 Legislature on or before June 30 of each year;

33 (s) To establish student disciplinary procedures and
34 guidelines for student rights and responsibilities; and

35 (t) To perform all acts as may be necessary to carry out

1 the purpose of this Act.

2 Section 208. College. There is hereby established the Northern
3 Marianas College as a non-profit public corporation which shall be the
4 state education agency for higher education and adult education
5 programs. The College shall be headed by the President appointed by
6 the Board of Regents.

7 Section 209. Purpose of the College. The purpose of the College
8 is to fulfill the mandate of paragraph (b) of Section 1 of Article XV
9 of the Constitution of the Northern Mariana Islands and to meet the
10 needs of the Commonwealth for postsecondary education.
11 The College shall, to the extent possible within the limits of
12 Commonwealth or federal resources:

13 (a) provide degree aimed programs and courses for credit and
14 certificates, and to provide community higher and adult basic education.
15 These programs and courses shall offer vocational and general education.

16 (b) provide coordination for training and education programs
17 and services currently being provided to adults and the out-of-school
18 youth of the Commonwealth by various public and private agencies.

19 (c) be the designated land-grant college for the
20 Commonwealth and provide training, research, and related extension
21 services as provided for in land-grant legislation.

22 (d) provide and coordinate with the Department of Education,
23 educational support services, including, but not limited to, career and
24 academic counseling, library services, audio-visual and other study
25 resources, and cost effective use of site, personnel, and educational
26 systems.

27 (e) conduct and support research relevant to the needs of
28 the Commonwealth to the degree funding is available particularly as
29 relevant to assessing ongoing training and education needs.

30 (f) administer and provide services related to postsecondary
31 student financial assistance provided by governmental and other sources.

32 (g) serve as the designated agency of the Commonwealth in all
33 matters concerning postsecondary education and other adult training and
34 education needs of the Commonwealth.

35 (h) serve as a testing center.

1 (i) provide other college related activities as determined
2 by the Board and as financially feasible.

3 (j) administer and provide services related to postsecondary
4 student financial assistance provided by the federal and community
5 governments and other sources.

6 Section 210. President: Appointment.

7 (a) The Board shall appoint a President who shall serve as
8 the Chief Executive Officer of the College.

9 (b) The President shall serve at the pleasure of the Board.
10 for a term of 3 years and salary to be determined by the Board.

11 (c) The Board shall establish the duties of the President
12 and other corporate officers of the College as it determines are
13 necessary.

14 (d) The President shall be subject to the qualifications
15 enumerated in Section 205(c).

16 Section 211. President: Powers, Functions, and Duties. The
17 College President shall direct the operation and general administration
18 of the College in accordance with this Act and in conformity with the
19 policies established by the Board. The President shall exercise all
20 powers, including rule-making powers, delegated by the Board to carry
21 into effect the policies of the Board.

22 Section 212. Institutional Cooperation. The College is hereby
23 authorized to enter into agreements and contracts, consistent with its
24 purposes, with other institutions of higher learning.

25 Section 213. Interagency Cooperation. The College, the Department
26 of Education, and other agencies and instrumentalities of the Government
27 of the Northern Mariana Islands shall work together in the cooperative
28 development, implementation, and operation of the programs of the
29 College and the Department.

30 CHAPTER III. INSTRUCTIONAL PROGRAM

31 Section 301. Establishment of Instructional Policies. The Board
32 shall establish instructional policies that address the needs of the
33 Commonwealth.

34 Section 303. Post Secondary. The Board through its agent, the
35 President of College, shall establish and provide such academic and

1 vocational educational programs as are appropriate and beneficial to
2 student of post secondary and higher education, and which shall serve
3 the needs of the community.

4 Section 304. Student Records: Right to Access.

5 (a) Parents of currently enrolled or former students and
6 students who have attained the age of 18 or are attending an
7 institution of postsecondary education have an absolute right to
8 access any and all student records related to their children or
9 themselves which are maintained by public or private schools.

10 (b) The Board shall adopt procedures for the granting of
11 requests by these persons for copies of all students records or to
12 inspect and review records during regular school hours; Provided,
13 that the requested access shall be granted no later than 5 days
14 following the date of the request. Procedures shall include the
15 notification of the location of all official student records, if
16 not centrally located, and the availability of qualified personnel
17 to interpret records where requested.

18 CHAPTER V. COLLEGE OPERATION

19 Section 501. Property. The Board shall adopt policies for the
20 proper management, acquisition, and control of property and facilities.

21 CHAPTER VII. NON-PUBLIC EDUCATION

22 Section 701. Procedures for Establishment.

23 (a) Any person or institution desiring to establish or
24 operate a non-public school or educational program within the
25 Commonwealth for higher education shall submit an application for a
26 charter to be issued and approved by the Board.

27 (b) The application shall contain the name of the applicant,
28 the proposed location of the school or program, the proposed language
29 and courses of instruction, a summary of the financing of the school
30 or program, and such other information as may be required by the Board.

31 (c) The applicant shall satisfy the Board that the proposed
32 school or program meets standards of the Commonwealth for curriculum,
33 building safety, health, sanitation, and any other applicable standards
34 that may be required by the Commonwealth or the Board.

35 (d) The Board shall have no more than three months from date

of receipt of the application to approve or disapprove a charter.
 school or program shall be monitored by the Superintendent or President
 as appropriate, to ensure the school or program is complying with its
 charter.

(e) The Board, after notice and opportunity for hearing,
 may suspend or revoke the charter of any non-public school if in its
 judgement the holder has violated the terms of the charter or is
 otherwise not providing the education required by its charter.

Section 702. Government Assistance to Chartered Non-Public
 Schools. Students attending chartered non-public schools in the
 Commonwealth are entitled to receive from the Commonwealth Government
 equal benefits with public school students in the areas of transportation,
 textbooks, testing services, medical and nursing services, and food
 service programs; Provided, that the government assistance is delivered
 in such a way that it does not violate the Constitution or federal law.

CHAPTER VIII. TEACHER & LIBRARIAN CERTIFICATION &
 EVALUATION.

Section 801. Teacher and Librarian Certification. No person shall
 serve as a teacher or librarian in any public school in the Commonwealth
 without first having obtained a certificate from the Board, in such form
 as the Board determines. The qualification requirements for such
 certificate shall be determined by the Board.

Section 802. Evaluation and Assessment of Performance of
 Certificated Employees.

(a) The Board shall establish a uniform system of evaluation
 and assessment of the performance of all certificated personnel within
 the College. The system shall involve the development and adoption of
 objective evaluation and assessment guidelines.

(b) The Board shall evaluate and assess certificated
 employee competency as it reasonably relates to:

(1) The progress of students toward the established
 standards;

(2) The performance of those non-instructional
 duties and responsibilities, including supervisory and
 advisory duties, as may be prescribed by the Board; and

1 (3) The establishment and maintenance of a suitable
2 learning environment within each school.

3 (c) Nothing in this section shall be construed as in any
4 way limiting the authority of the Board to develop and adopt
5 additional evaluation and assessment guidelines or criteria.

6 Section 803. Certificates: Revocation. (a) The Board may
7 revoke any certificate after issuance thereof when the holder has
8 committed a material deception or fraud on his application. Any
9 person committing such material deception or fraud shall be guilty
10 of a violation of this section, and upon conviction shall be fined
11 not more than 100 dollars.

12 (b) The Board shall adopt and issue rules and regulations
13 concerning the duties and discipline of certified personnel within
14 ninety days after this Act becomes effective.

15 (c) The Board may revoke or suspend the holder's certificate
16 for immoral conduct, unprofessional conduct, incompetency, or for
17 defiance of and refusal to obey the rules, regulations and laws
18 regulating the duties of certified personnel. Any suspension shall
19 not be for more than one year.

20 (d) Whenever the holder of a certificate has been convicted
21 of any criminal offense, the Board shall suspend the holder's
22 certificate.

23 (e) Prior to suspending or revoking any such certificate,
24 the Board shall give the holder 20 days notice of the proposed action
25 specifying the reason therefore, and provide such holder and opportunity
26 for a hearing wherein such holder shall have the right to be represented
27 by counsel, cross-examine witnesses and produce testimony on his own
28 behalf. Within 20 days after the Board's final decision, such holder
29 may appeal to the Commonwealth Trial Court, and the standard for
30 judicial review shall be whether such decision is supported by
31 substantial evidence on the record made before the Board, taken as a
32 whole, and the facts in question shall not be subject to trial de novo.

33 CHAPTER IX. MISCELLANEOUS

34 Section 901. Transition Provision.

35 (a) The President or Acting President of the Northern

1 Marianas College shall serve as Acting President of the College until
2 such time as the Board of Regents selects a College President pursuant
3 to Section 210 of this Act.

4 (b) The present members of the Board of Education shall
5 serve out their present terms. When these present terms expire, new
6 members shall be appointed pursuant to Section 201 of this Act.

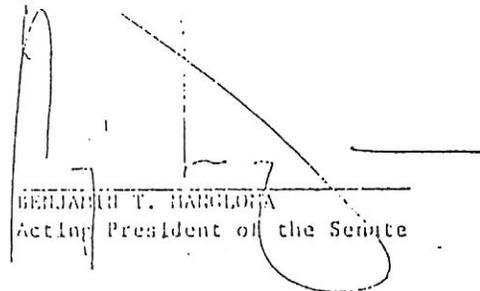
7 (c) The present Chairman and Vice Chairman of the Board
8 of Education shall serve until such time as the Board of Education
9 established by this Act shall select a Chairman and Vice Chairman
10 pursuant to Section 202 of this Act.

11 Section 902. Authorization for Appropriation. There are hereby
12 authorized to be appropriated such funds as may be necessary to carry
13 out the purposes of this Act.

14 Section 903. Effective Date. This Act shall take effect upon
15 its approval by the Governor, or upon its becoming law without such
16 approval.

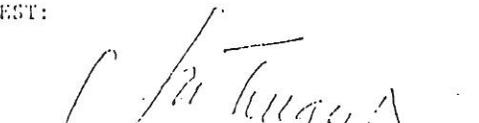
17
18
19
20
21
22
23
24
25
26
27
28
29
30
31
32
33
34
35

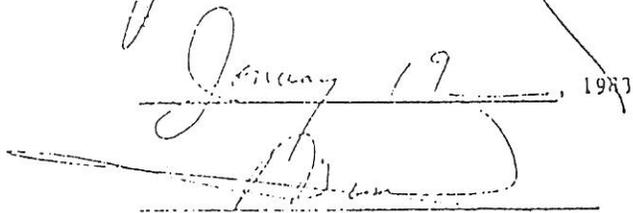

BENIGNO R. FITIAL
Speaker of the House


BENJAMIN T. HARGRAVE
Acting President of the Senate

ATTEST:


HERBERT S. DEL ROSARIO
Chief Clerk


MICHACIO K. QUICHAPAN
Senate Legislative Secretary


January 19, 1983
PEDRO F. TENORIO
Governor
Commonwealth of the Northern
Mariana Islands

APPENDIX C

SELECTED INFORMATION ON NMC, 1979-1983

Higher Education Questions

Porter June, 1979

Matters to be considered if a college is planned for the Northern Marianas

1. Type of Education
 - a. Two years of basis training with an AA degree
 - b. Four years on a cycle design with a BA in a high priority area that would have enough population to fill classes
 - c. Special interest areas based on surveys-academic areas (is there a need for some MA courses?)
 - d. Non academic type courses based on interest and need.
 - e. a combination of the above
 - f. other

2. Population to be served
 - a. teachers and education staff
 - b. government employees
 - c. Northern Marianas Citizens
 - d. All people residing in the Marianas
 - e. All people interested, possibly seeking people not currently in the Marianas

As funds are often connected with specific needs and groups of people and as the staffing needs of a college directly relate to the size of the population to be served, this question is vital to all planning.

 - people employed with specific needs
 - graduating high school seniors
 - adults interested in increasing knowledge.

3. Credits and Accreditation
 - a. What is required and necessary for accreditation?
 - b. How would credits be assigned
 - by the N. Marianas (accredited or not accredited?)
 - by another institution not leading to a degree
 - by another institution leading to a degree (can a person get a degree not attending a campus?)
 - by a group of institutions
 - c. Other

4. Legal and Federal Requirements
 - a. What local laws would effect a college?
 - b. What local laws would be needed?
 - c. What federal laws effect a college?
 - d. What laws effect a college if it receives federal funds?
 - for example, non-discriminatory acts, privacy act, "sunshine law", building design codes, equal opportunity, etc.
 - e. Other

5. Curriculum Design
 - a. What skills are needed in the Northern Marianas
 - b. What is expected and required by employers in terms of a degree in order for a person to be hired.
 - c. What has already been offered and how effective has it been?
 - d. What types of programs are needed- Academic and Transfer programs?
 - Occupational Programs?
 - Community Service Programs?
 - Credit for life experiences?
 - e. What will be the level of instruction?

Higher Education Questions

Porter June, 1979

- f. Delivery System
 - day, evening, weekends, or a combination
 - length of courses
 - time of year courses to be offered
 - length of classes
 - class size
 - g. Level of Instruction
6. Personnel
- a. What staff would be needed to do the scope of work?
 - b. What would the job descriptions of those people be?
 - c. Are people available locally or must they be brought in?
 - d. What types of professors will be needed and at what cost?
 - e. Will they be part time, full time or both?
 - f. Will they be currently connected with colleges?
 - g. Can people on island teach courses for other colleges and if so to what extent?
 - e. What is desired by the people taking the courses?
 - language and cultural background of professors
 - many different people or the same people repeating courses
 - f. Possible staff (director, secretary, registrar, public relations, translator, instructors, fund researcher, counselor, tutors, job placement)
7. Facilities
- a. Government buildings used at night, is that satisfactory?
 - b. What facilities are available during the day?
 - c. Is a building currently available or will be becoming available?
 - d. Is it feasible to build a facility?
 - e. Are study rooms needed?
 - f. What type of library facilities are needed?
 - g. Do the professors need offices (if visiting or permanent?)
 - h. What office space is needed?
 - i. Are specific facilities needed for specific types of courses, for example, the hospital for a medical courses?
 - j. What type of equipment will be needed?
 - k. Is a computer advisable?
 - l. Other
8. Management Design
- a. How will curriculum be determined, implemented and evaluated?
 - b. How will personnel be identified, screened, hired, orientated, evaluated?
 - c. How will be budget be determined and be cost effective?
 - d. What will forms and procedures be for record keeping?
 - e. What will forms and procedures be for communication?
 - f. How will student selection and registration be done?
 - g. Other (probably many other aspects of this area to be considered)

Higher Education Questions

Porter June, 1979

9. Support Services

- a. What type of support is needed in addition to just offering courses and where can that support be found?

10. Media use

- a. Can radio or T. V. be used for help instruction? Satellit&?
- b. What materials or tapes are available or would they have to be made?
- c. It is cost effective?
- d. What equipment would be needed and could it be maintained?
- e. How would students respond?
- f. Other

11. Public Information and Relations

- a. How would this relate to Adult Basic Ed, CETA and other departments?
- b. Would a catalog be needed?
- c. Would a faculty or student handbook be needed?
- d. What would be student grievance procedures?
- e. What would be emergency procedures?
- f. What advisory committees would exist?
- g. What role would the board have?
- h. Other

12. Research

- a. Would research be part of the aim of the college?
- b. If so, what type and how?

13. Financial

- a. How have courses been funded in the past?
- b. What are possible sources of funds?
 - state
 - federal
 - tuition
 - foundations
 - grants
 - private donations
 - business donations
 - exchange or free assistance such as graduate students from other universities doing research, Fullbright Scholars, employees released from work to instruct.
- c. Prepare a sample budget. Cost effectiveness study.

note- the average cost of a six week course of 25 students for which a professor is brought in is over \$250 per student. We currently charge \$30 to each student, grants and the government paying the rest.

Higher Education Questions
Porter June, 1979

14. Immediate Training Needs
 - a. School Board
 - b. Legislature
 - c. Public
 - d. Education Staff and Other Departments

15. What Universities are interested in working with us and what are the advantages and disadvantages of each?

16. What specifically are funds that we may apply for and what are the regulations and what is needed for each?

17. What will be the cultural impact of courses held on island? On women? On the young? On the old? On men?

18. What Data currently exists that can be used for this report?
 - a. Census report?
 - b. Transition team report?
 - c. Hay Associate Report?
 - d. Other?

19. What will be the future effects of the different actions that might be taken?



THE SENATE
SECOND NORTHERN MARIANAS COMMONWEALTH LEGISLATURE

P.O. Box 129
Saipan, Mariana Islands 96950

Phone: 6534/6539

PRESIDENT
Pedro P. Tenorio

VICE PRESIDENT
Benjamin T. Manglona

FLOOR LEADER
Joseph S. Inos

MINORITY LEADER
Herman R. Guerrero

ROTA
Julian S. Calvo
Joseph S. Inos
Benjamin T. Manglona

SAIPAN AND ISLANDS NORTH
Herman R. Guerrero
Froilan C. Tenorio
Pedro P. Tenorio

TINIAN AND AGUIGUAN
Serafin M. Dela Cruz
Hohu U. Hofschneider
Ignacio K. Quichocho

S U B P O E N A D U C E S T E C U M

To: Mrs. Kit Porter
Acting Dean
Northern Marianas Community College
Saipan, CM 96950

PURSUANT TO THE AUTHORITY VESTED IN THE SENATE OF THE
COMMONWEALTH LEGISLATURE AND ITS COMMITTEES (Article II, Section
14(b) of the Northern Marianas Constitution and Rule 12, Section
1 of the Official Rules of the Senate) YOU ARE HEREBY ORDERED

TO PRODUCE ANY AND ALL DOCUMENTS REQUESTED HEREWITH:

1. List of all pending applicants for scholarship students.
2. List of all disapproved applicants for scholarship students.
3. A copy of the allotment advise for scholarship funds pursuant to Public law 2-22.
4. A copy of the allotment advise for scholarship funds not pursuant to Public law 2-22.
5. Minutes or Journal of official business transacted by Board of Education.

RESOLVED FURTHER, THIS REQUEST BE SUBMITTED TO THIS OFFICE NO
LATER THAN 4:30 p.m., September 18, 1981, (Friday).

FAILURE TO PRODUCE THE COMMANDED MATERIALS ABOVE MAY
SUBJECT YOU TO AN ARREST BY THE NORTHERN MARIANAS COMMONWEALTH
POLICE.

Issued on this 18th day SEPTEMBER, 1981


Sen. Joseph S. Inos
Chairman
Judiciary, Government & Law

COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS

OFFICE OF THE SUPERINTENDENT
DEPARTMENT OF EDUCATION
SAIPAN, CM 96950**MEMORANDUM**

TO : Superintendent of Education

DATE: 4/8/81

FROM : Acting Dean, NMCC

SUBJECT: Response Plans to Executive Order No. 25

Following is a plan to prepare for the implementation of Executive Order No. 25 which may take effect May 12. Please notify me of any additional matters that should be considered.

I. Time Line

- April 1 - Make staff assignments.
- April 1 - Request for Board meeting prior to May 12.
- April 8 - Submission of plan for preparation.
- April 15 - Assigned staff reports collected.
- April 22 - Submission of first draft of completed plans, policies and procedures.
- April 22 - TASK Force meeting.
- May - Board meeting.
- Following- Adjustments - implementation.

II. Mandate, Powers, Duties, Purposes and concerns in Executive Order.

- Provide college credit program.
- Provide continuing education.
- Research
- Financial aid
- Career counseling
- Academic counseling
- Library services and other.
- Audio visual resources and other.
- Community services
- Plan Post Secondary Programs.
- Organize Post Secondary Program.
- Administer Post Secondary Programs.
- Assist students to attend post secondary programs out of Commonwealth.
- Develop, consolidate, administer vocational programs.
- Consolidate, administer student final assistance.
- Train Civil Service Personnel.
- Private Business training for local economy.
- Prepare citizen for entry into American Political Family.
- Prepare 2 years transfer program for post secondary.
- Provide para/professional - technical training.
- provide adult education.

III. *Brief summary of methods, type and programs.*

<u>Delivery Method</u>	<u>Type</u>	<u>Programs (Training)</u>
Traditional courses	Accredited	Teacher training
T.V. courses	Credit	Civil Service employee training
Satellite courses	Certificate	CETA
on-the-job training	No credit	Adult Basic Education
CLEP (college level exam)		Health training
Correspondence courses		Vocational training
Evaluation - past - experience		Community services
Individual learning		Transfer basic program
Independent study		Continuing Education
Home study kits		Para professional/technical train
Workshops		Private business training
Inservice		Prepare American Political Family
Off-Island training		
Credit by exam		
Internship		
Fellowship		

IV. *Identified areas of preparation (random order).*

Information on the following will be prepared to present to the Board. These items are in a random order. Materials will be presented to the degree we have it available or a plan will be presented for completing the task.

- Description of purpose
- Philosophy
- Summary of survey data available.
- Decision as to additional planning data needed (General, Government and High School).
- Advisory citizen committee establish.
- Survey of interests at high school.
- Survey of need/interest community.
- Determin priority needs.
- 1 year/5 years/10 years Curriculum plan for courses.
- Transfer plan
- Graduation requirements
- Catalog
- Accreditation plan
- Enrollment projection
- Budget
- Fund raising plan (Federal, Contribution, CNMI budget and foundation).
- Accounting procedures
- Purchasing procedures
- Office procedures
- Insurance
- Public relations plan
- Lecture/concert program
- Publications
- Patrons club
- Board
- Legislation
- Travel plan
- Coordination other colleges
- Intergovernmental cooperation

-3-

- Research
- Class size policy
- Library plan
- Evaluating instructors plan
- Staff development
- Scheduling
- Instructor selection procedures
- Admission/probation/retention
- Tuition
- Bulletin
- Advertisement
- Data collection
- Student handbook
- Registration procedures
- Student record keeping
- Counseling program
- Testing program
- Student loan/scholarship
- Financial aid
- Calendar
- Bookstore
- Organizational chart/job description
- Salary plan
- Maintenance plan
- Faculty manual orientation/obligations
- Site facilities/needs
- Course development procedures
- Grading procedures
- Current equipment inventory
- Adopt seal
- Operating policies/procedures
- Administration/Board relationship
- Community College Trust Fund plan
- Central filing system
- Evaluation
- Degree design

Kit Porter

ISSUES CONCERNING LEGISLATION

HOUSE BILL 247: RESPONSE TO ISSUES.

Can the Commonwealth afford a college? Section 102 of the bill is careful to limit the degree to which postsecondary education can be considered a mandatory provision by saying, "Postsecondary and adult education should be available within the Commonwealth to the extent justified by need and resources". It is also careful to include the financial aid role of the College saying that, "where postsecondary education is not available within the Commonwealth, financial assistance should be provided for off-island study in keeping with need, resources, and ability." This legislates two important debates in connection with the college, one that financial assistance should be tied to postsecondary education not being available and two that financial aid should be tied to need, resources and ability.

Should there be one Board for all levels of education or should there be one just for the college? Section 201 designates the same group to be the Board of Education/Regents with the provision that, "the President of the college may petition the Legislature to create a separate Board of Regents for the College in the event that a separate Board of Regents becomes necessary to further the best interests of the college". Concern had been expressed that it would be too much work for one board to deal with both agencies or that competition might exist between two boards. It was also recognized that close coordination was needed between educational agencies on the island. The Accreditation Association was concerned that a Board appointed by the Governor might be too political and had asked if the resignation when a new Governor came in would be a pattern or if the staggered provisions in the law would hold. In the end, the desires of the current Board were followed and they remained responsible for all education.

Can the college administration have enough power to act? Section 202 was an important addition saying that, "in the absence of a quorum where the Board has the responsibility to act, or in the absence of Board policy, . . . the President in the matter of postsecondary programs, shall have the authority and responsibility to take appropriate action, subject to the review of the Board." Cases had come up in the past where it was impossible to get the Board together and it had been used as a reason for not taking action. The desire was to avoid this situation, particularly in the case where a Board resigns in response to an election.

Would the College have control over its own finances and personnel policies or would the Commonwealth government? Provisions in section 203 establish a trust fund for student assistance and the college for funds coming from such sources as fees, tuition, and

appropriations. It allows the funds to be administered separate from the Commonwealth funds. This had been quite an issue and it was only under the stress of the audit report required by the Accreditation Association and the special record keeping services needed for colleges that the Department of Finance was willing to let go. Some legislators wanted all collected funds to go into the general fund to later be appropriated. The provision to make the college a corporation had been dropped.

Another controversial issue had been whether or not the personnel would be included in the civil service plan of the Commonwealth. In fact, this was one of the matters which held up the legislation at an early stage. I was opposed to the current system of having different pay scales and benefits for U.S. nationals, locals and third country nationals and wanted the college to have one pay scale for all professors and staff based on qualifications and the job to be done. This was contrary to the Commonwealth system and the Director of Personnel, a powerful person, opposed the college if it was not part of the system. The provision making the college in charge of its own finances gave the college the option of being part of the Commonwealth system or separate. Again, it was not certain what would be the best direction; a retirement system had been implemented resulting in some staff wanting to remain Commonwealth employees. A legal consideration had been the possibility of a suit if there were not equal pay and the possibility of losing federal funding.

What should be the purpose of the college? The debate concerning the purposes of the college centered around how all encompassing they should be. Public Law 3-43 established the purposes of the college as follows:

Section 209. Purposes of the College. The purpose of the College is to fulfill the mandate of paragraph (b) of Section 1 of Article XV of the Constitution of the Northern Mariana Islands and to meet the need of the Commonwealth for postsecondary education. The college shall, to the extent possible within the limits of Commonwealth or federal resources:

(a) provide degree aimed programs and courses for credit and certificates, and to provide community, higher and adult basic education. These programs and courses shall offer vocational and general education.

(b) provide coordination for training and education programs and services currently being provided to adults and the out-of-school youth of the Commonwealth by various public and private agencies.

(c) be the designated land-grant college for the Commonwealth and provide training, research, and related extension services as provided for in land-grant legislation.

(d) provide and coordinate with the Department of Education, educational support services including, but not limited to, career and academic counseling, library services, audio-visual and other study resources, and cost effective use of site, personnel, and educational systems.

(e) conduct and support research relevant to the needs of the Commonwealth to the degree funding is available particularly as relevant to assessing ongoing training and educational needs.

(f) administer and provide services related to postsecondary student financial assistance provided by governmental and other sources.

(g) serve as the designated agency of the Commonwealth in all matters concerning postsecondary education and other adult training and educational needs of the Commonwealth.

(h) serve as a testing center.

(i) provide other college related activities as determined by the Board and as financially feasible.

(j) administer and provide services related to postsecondary student financial assistance provided by the federal and community governments and other sources.

What should be the qualifications of the president? Determining the qualifications of the president had been debated from statements that qualifications should be totally up to the Board to that they should be determined in detail in the Bill. The compromise reached in section 210 was that qualifications are designated but flexible.

Should the College be able to enter into contracts with outside agencies? Sections 212 and 213 allow for institutional cooperation and interagency cooperation. It was important that the college have these powers, often reserved for the administration, in order to have the benefit of cooperative arrangements. It was also felt that the college would be able to receive international gifts the Commonwealth was limited in accepting.

What agency should be responsible for there being a library? Section 214 provides for the establishment of a Commonwealth library within the Department of Education. The college was not in favor of this provision. It recognized that the island was too small to have multiple libraries but did not feel that the DOE had proven its ability to be responsive to college library needs in the past. The college had gone ahead and set up what it needed in spite of difficulty with the DOE

in the past where librarians and space had been promised for summer programs and not provided. The college also felt that it might have access to resources which the DOE did not. Finally, a library is important to college accreditation.

What if other institutions want to be within the Northern Marianas? Section 701 makes provisions for chartering other institutions. This was included because a number of people were attempting to establish private institutions which might or might not have educational value. This was seen as a means of protecting the general population and maintaining some controls within the island. It would be an additional duty for the Board for which no procedures had been set up.

Should teachers be certified? Section 801 and 802 arrange for teacher certification and employee evaluation and assessment. It was designed for elementary and secondary teachers and the college was included because of the joining of the two laws. College teachers may not respond well to these provisions, especially those brought in from outside colleges.

GOVERNANCE

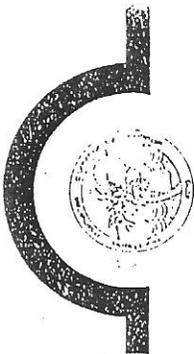
Section 201 designates the same group to be the Board of Education/Regents with the provision that, "the President of the college may petition the Legislature to create a separate Board of Regents for the College in the event that a separate Board of Regents becomes necessary to further the best interests of the college". Concern had been expressed that it would be too much work for one Board to deal with elementary, secondary and postsecondary education or that if there were two Boards competition might exist between them. It was also recognized that close coordination was needed between educational agencies on the islands. The Accrediting Commission visiting team reflected in their report in some detail on the complexity:

The Commonwealth of the Northern Marianas Islands has embarked upon a plan for governance for its educational institutions which is both practical and realistic at the same time highly complex and challenging.... This plan offers the advantages of developing a coordinated, articulated educational program from the very earliest years of schooling through college; it offers unique opportunities for sharing resources of all kinds; and it provides the chance for the Commonwealth to receive maximum returns for its financial investment in education.

Achieving these benefits, however, cannot be accomplished by following the line of least resistance. It is more complicated to share the use of something than for each party to have the use of his own private something. It is more complicated to communicate and coordinate than it is to work alone. The problems and complications inherent in this dual responsibility will inevitably flow to the Board.

The Board must require their schools' Superintendent and their college President to work effectively together, and it must require these two individuals to solve most of their problems before they reach the level of the Board, because to the extent that the Board is put in the position, time after time, of having to choose between the college or the school, the cooperation which is implied by a dual responsibility is eroded. The Board must also exercise the courage to treat the two systems differently when their needs are different, maintaining all the while a sense of commitment, fairness and impartiality toward both (Accrediting Commission for Community and Junior Colleges, 1982, 15-16).

NORTHERN MARIANAS
COMMUNITY COLLEGE



1982-83

STAFF

Administration

- Acting Dean - Kit Porter
- Adm. Assistant - Remedio Arriola
- Student Services - Sue Mafnas
- Financial Aid - Louis Chong
- Adm. Assistant - Trinidad Aldan
- Admissions & Records - Jean Olopal

Programs

- Teacher Training - Joe Cuerrero
- Secretary - Gloria Kani
- Community and Adult Basic Education - Luis Limes
- Federal Program Coordinator for AGE - Hilaria Sances
- Apprenticeship, Ocean Training and Government Training - Abel Olopal
- Secretary - Vivian Neth
- Language Arts - Patty Murday
- Computer Training - Brian Millhoff
- Nursing Training - Rene Tudela
- Vocational Training - Tony Quitugua

GENERAL INFORMATION

History: The College was established in 1976 by a proclamation issued by Resident Commissioner Erwin Canham. In 1981, Executive Order 25 was issued by Governor Carlos Camacho, which expanded the purposes of the College. The first graduation was held in August 1982 with AA degrees awarded in elementary education and liberal studies and BA degrees in elementary education from the University of Guam coordinated by NMCC.

Location: NMCC has its main campus on Saipan, the capital island of the Commonwealth of the Northern Marianas. Courses are also offered on the neighboring islands of Rota and Tinian. The College usually uses the public school buildings for course offerings, holding classes in the late afternoon and evening to accommodate the working population.

Address: Further information about the College may be obtained by writing to:
Northern Marianas Community College
P.O. Box NMCC
Saipan, CM 96950

AA DEGREES

Elementary Education: A program which meets the certification requirements to be a teacher in the Northern Marianas and is designed to be transferable into a four-year program.

Liberal Studies: A program designed for the person who wishes to start an educational program in the Northern Marianas and then transfer to another college.

Programs planned to start in 1983 are:

Nursing: Arranged in coordination with the College of Micronesia and the University of Guam to prepare nurse's aides, practical nurses and registered nurses. Transferable to University of Guam.

Business: A program designed for local administrators with transfer into a BA degree program.

Tourism: A program specifically designed to meet the tourism industry needs of the Northern Marianas.

Business Computing: Modern business technology and data processing are included for the individual planning to work in these fields.

NMCC provides these services:

- Evaluation of training needs of the Commonwealth in coordination with other agencies
- Evaluation of individual training needs
- Degree programs designed to be transferable in the professional fields, with education and nursing now a top priority
- Programs that allow a student to start work toward a college degree while remaining in the Commonwealth
- Degree and certificate programs designed to provide job skills needed in the Commonwealth
- Continuing and adult basic education courses to meet the training needs of adults
- Assistance to students transferring or applying to colleges in financial aid, testing and counselling
- Development of a learning resource center to support learning activities
- Coordination with other colleges to bring special programs to the CNMI

and can have no metallic glass objects, cigarettes, or (Cont. on page 31)

MU Dec 23, 1982 p 17 sat 11 11 41

NORTHERN MARIANAS COMMUNITY COLLEGE SPRING REGISTRATION-1982

WHEN : January 6 through 8, 1982 - Saipan
January 11, 1982 - Tinian
January 12, 1982 - Rota
January 17 through 21, 1982 -- LATE REGISTRATION (1-4 p.m. only)

WHERE : Northern Marianas Community College, Saipan
January 6, 7 3 p.m. - 7 p.m.
January 8 9 a.m. - 4 p.m.

Tinian School, Tinian
January 11

Rota School, Rota
January 12

COST : Registration Fee - \$5 all students - non refundable
Tuition Fees - Undergraduate Courses
\$5 per credit for all CNMI government employees & teachers.
\$30 per credit for all other students
Graduate Courses
\$15 per credit for all CNMI government employees & teachers
\$15 per credit for all other students plus
185 course fee
\$230 total fee
Late Registration Fee - \$10 additional charge

TUITION AND FEES MUST BE PAID IN FULL DURING REGISTRATION. THERE WILL BE NO EXCEPTIONS.

REFUNDS: Tuition is refundable - Fees are non-refundable unless classes are cancelled by the Community College. Refunds will be made to any person who officially drops a course any time up to and including the fifth day of the semester. Spring 1982 refund period ends January 28th, 1983.

SAIPAN

COURSE NUMBER & TITLE	INSTRUCTOR	CREDITS	DAYS	TIME	INSTITUTION
BI 100- Environmental Biology	Roger Ludwick	4	Mon. & Tues.	5:30-8:00 p.m.	UOG
MA 121- Elementary Algebra	Jerry Rabdau	3	Mon. & Tues.	5:30-7:30 p.m.	UOG
LW 106- Personal Law	TBA	3	Mon. & Tues.	6:30-8:30 p.m.	UOG
ED 301B- Reading Methods:	Elem., Patty Murday	3	Mon. & Wed.	3:30-5:30 p.m.	UOG
ED 498- Pract: Reading	D. Traill	2	As Scheduled		
ED 300- Educational psychology	D. Weidner	3	Wed. & Thurs	5:30-7:30 p.m.	UOG
PE 200- Health & Hygiene*	D. Weidner	2	Wednesday	5:30-8:30 p.m.	UOG
JA 100- Conversational Japanese*	G. Seglem	2	Thursday	5:30-8:30 p.m.	UOG
ENG. 1B Eng. Composition (Sec 1), J. Thomas		3	Mon-Thurs	3:30-5:30 p.m.	UOG
ENG 1B- Eng. Composition (Sec 2), J. Thomas		3	Mon-Thurs	5:30-7:30 p.m.	SJSU
AR 235- Studio for non-majors	TBA	3	Thurs & Fri	6:30-7:30 p.m.	UOG
ED 303- Mathematics methods:	Elem., J. Rabdau	3	Wed & Thurs	4:30-6:30 p.m.	UOG
ED 498- Pract: Math		2	As Scheduled		
ED 215- Intro to exceptional Individuals (Sec 1)	C. Bockhaut	3	Wed & Thurs	3:30-5:30 p.m.	UOG
ED 216- Intro. to exceptional Individuals (Sec 2)	C. Bockhaut	3	Mon & Tues.	6:30-7:30 p.m.	UOG
ED 220- Educ. of exceptional Individuals*, C. Bockhaut		2	Mon & Tues	3:30-5:30 p.m.	UOG
ED 444- Soc/Cult. aspects of Ed	R. Underwood	1	Thur & Fri	3:30-5:30 p.m.	UOG

ED 450/450G - Topics in Marianas & Western Pacific History
G. Boughton 3 Thur & Fri 6:30-8:30 p.m. UOG

ED 492/498 - STUDENT TEACHING/INTERNSHIP 6 CREDITS MUST BE APPROVED BEFORE REGISTRATION.
NU 191d - MED/SURG No. 1 (2/7-3/18) 2 As Schedule UOG
NU 191e - MED/SURG No. 2 (3/21-26 & 4/4-5/6) 2 As Scheduled UOG
NU 191a - PSYCH NURS (6/9-7/17) 2 As Scheduled UOG
CS 101 - Intro to Data process 3 Mon & Wed 4:30-6:30 p.m. GCC
B. Mihoff
CS 102 - Computer operations 3 Mon & Wed 6:30-8:30 p.m. GCC
B. Mihoff

TINIAN

GE 201 - World Regional Geo- T. Tebuteb 3 Fri & Sat 6-8 pm-8-12 pm UOG
CLASS STARTS JANUARY 28 & END MARCH 19, 1983

ROTA

BI 100- Environmental bio-logy** Roger Ludwick 4 Fri & Sat 8-9pm & 8-12am UOG
AN 101- Intro to Anthrop-logy** Richard Shewman 3 Fri & Sat 4:30-7:30 pm & UOG 8-11 am
PE 200- Health & Hygiene** D. Weidner 2 Saturday 10:30-12:30pm UOG & 1-4 pm

NOTE: * CLASSES RUN FOR 8 WEEKS ONLY
** SEE SCHEDULE. CLASSES ALTERNATE EACH WEEK.

HOLIDAYS - NO CLASSES

FEBRUARY 21 - PRESIDENT'S DAY
MARCH 24 - COVENANT DAY

RELIGIOUS HOLIDAYS

FEBRUARY 6 - ASH WEDNESDAY
APRIL 1 - GOOD FRIDAY

ADULT/VOC - COMMUNITY EDUCATION

COURSE	CREDITS	DAYS	TIMES	INSTITUTION
Basic English A		Mon - Thurs	4:30-6:30	
Basic English B		Mon - Thurs	4:30-6:30	
GED English		Mon - Thurs	6:00-7:00	
GED Math		Mon - Thurs	7:00-9:00	
Chamorro Language A		Mon - Wed	6:00-8:00	
Chamorro Language B		Tues - Thurs	6:00-8:00	
Carolinian Language A		Mon - Wed	6:00-8:00	
Carolinian Language B		Tues - Thurs	6:00-8:00	
Home Economics: Sewing		Sat	8-11:00 a.m.	
Home Economics: Cooking		Sat	1-4:00 p.m.	
Small Engine Mechanics		Sat	8-11:00 a.m.	
Basic Carpentry		Sat	8-11:00 a.m.	
Typing I (Beginning)	3	Sat	8-11:00 a.m.	GCC
Business Math	3	Sat	1-4:00 p.m.	NMCC
Civics (NMI Constitution)	3	Sat	8-11:00 a.m.	NMCC

Postsecondary Education in the U.S. Territories, Appendix by Urban Systems Research and Engineering, Inc. April 1982

4.2.4 Northern Marianas Community College (NMCC)

DESCRIPTION

History and Governance

NMCC is, in many respects, the youngest PSE institution in the territories.

- In 1976, the resident High Commission established NMCC to coordinate teacher training in the territory.
- In May 1981, the present NMCC came into existence with a more broadly defined mandate; in addition to teacher training, college was to provide vocational and technical training and to dispense financial assistance to students going off-island.

NMCC rests on a vulnerable base of political support.

- The Governor created the college by Executive Order.
- The college has not enjoyed a solid legislative base of support in the past.
- The new governor's transition team has been reconsidering the question of whether the CNMI can and should support a local community college.
- Legislation has recently been introduced to strengthen the college.

NMCC is currently under the DOE.

- The Dean is chief executive officer and must submit monthly reports to the Superintendent of Education.
- These reports, in turn, are sent to the Board of Regents and the Governor.
- The Board of Regents is the source of most of the college policy.

The college has had some difficulty in getting established.

- Most top administrative personnel are in an acting capacity.
- It has no permanent physical facilities.
- It does not even have a catalogue (but will in Spring 1982).
- It is still a long way from filling the mandate assigned to it.

Postsecondary Education in the U.S. Territories, Appendix by Urban
Systems Research and Engineering, Inc. April 1982

- VEA also requires unduplicated student count by program; GCC may eventually have to restrict registration across programs.

The political future of GCC is somewhat uncertain.

- A sunset provision in enabling legislation means GCC could be dissolved. However, public support for the college is very high.
- A few members of the community are displeased with GCC's attempts to restrict enrollment in the vocational high school.
- GCC is likely to continue, however, given its broad base of political and community support.

Mission and Goals

NMCC was established to help the CNMI adjust to its new commonwealth status. NMCC was explicitly mandated to do the following:

- Offer instructional programs for adults and out-of-school youth.
- Conduct and support research relevant to the needs of the CNMI.
- Provide educational support services, including financial aid, career counselling, academic counselling, and library services.
- Provide community services.

NMCC's mission is unusual relative to other territorial PSE institutions in several ways.

- It has a broad range of responsibilities that were explicitly outlined by the government.
- The assimilation of the CNMI into the American political family is viewed as very important.
- Responsibility for scholarships for off-island PSE is placed with the school.

Accreditation

NMCC is not accredited itself, but it offers accredited contract courses with other institutions.

- The college is very concerned about receiving accreditation so that it can qualify for federal aid.
- Accreditation is unlikely; the absence of a library is the biggest hurdle.

Administration

NMCC has a small administrative staff, only 15 non-teaching personnel.

- Most of NMCC's authorized administrative positions are vacant.
- Most top-level administrators are serving in an acting capacity.
- The reasons for vacancies are linked to CNMI personnel policies: government pay scale and red tape.

NMCC has been involved in planning efforts about whether the college should be established. Formal planning on the college itself and its future is absent -- limited by lack of data, hardware, and expertise.

Budget

Over half of NMCC's revenues are federal funds, most of which are earmarked for teacher training.

- \$950,000 in total revenues
- 54 percent from federal government
- 38 percent from local government
- 8 percent from tuition and fees
- NMCC has no endowment

Facilities

The college does not yet have any facilities of its own.

- Administrative staff are temporarily housed on Saipan in one small building belonging to the CNMI Food Services Program.

Classes are generally held during the evenings at the Marianas High School on Saipan -- next door to the Food Services building.

- A few adult education courses are offered at the hospital and at the correctional facility.
- Additional courses are offered on the islands of Tinian and Rota in the secondary school buildings.

NMCC has no college library.

- CNMI's entire library system includes a small public library, a high school library, and the DOE office.
- There may be 2500 college-related holdings; it is not clear what or where these volumes are.
- CNMI lacks a card catalogue and a formal acquisition policy.

Faculty

NMCC has no full-time faculty.

- 69 part-time faculty members fall into two categories: those on contract from UoG, GCC, and SJSU; and local residents with other full-time jobs who teach part-time.
- All have at least a bachelor's degree, 33 have master's degrees, and 28 have doctorate degrees.
- Contract teachers generally have the most formal education.
- NMCC has a student:teacher ratio of 10:1.
- The faculty has an average of 10 years' teaching experience.

Data on salaries was not available.

- Contract instructors are paid according to their educational level; they also receive housing and per diem expense allowance.
- Local instructors receive \$968 per course.

Admissions

NMCC does not have a formal admissions policy yet, but it seems to follow an open admissions policy. All who apply are admitted.

- UoG and SJSU courses may have additional restrictions.

Students

NMCC's student body is unique in the territories in several respects.

- All 378 students attend only part-time; most hold full-time jobs.
- Students are generally older working adults (ages 18-56).
- Most of the students are teachers in elementary or secondary schools.
- Most are enrolled in education programs (67.5 percent).
- Freshmen with less than 30 credit hours make up over 50 percent of the student body; sophomores through graduate students make up the remainder.

Cost of Attendance

The only costs students perceive at NMCC are tuition fees and book costs, and these are generally low.

- Tuition fees differ for graduate and undergraduate students and for public and private sector employees.
- Undergraduate courses cost \$15/course for all CNMI employees and \$90/course for everyone else.
- Graduate courses cost \$45/course plus a \$185 "course fee" (CNMI employees are not required to pay the additional course fee).
- Most students take only one or two courses per term since they hold full-time jobs.

Financial aid is usually in the form of tuition credits.

- Most tuition credits are for CNMI employees.
- TTAP funds subsidize the teachers' tuition credits.

Programs

Most of NMCC's programs are in education and are offered through contracts with other PSE institutions that have accreditation.

Credit

The bulk of NMCC's credit courses are in education. Formal degree programs include the following:

- A.A. in liberal studies.
- A.A. and B.A. in elementary education.
- M.A. in Educational Administration and Curriculum Development.
- Other credit courses can be applied toward a Certificate of Achievement.

The A.A. degrees require 60 credits, all of which can be earned at NMCC through contract courses.

UoG offers the only bachelor's degree at NMCC: the B.A. in elementary education.

- Students may spend some time on the UoG campus.
- Students fill out forms called Individual Degree Plans (IDPs) which are sent to UoG for approval.

NMCC has offered M.A. degrees in Educational Administration and Curriculum Development with San Jose State University (SJSU).

- SJSU provides the faculty and curriculum materials
- The degree is awarded by SJSU.

Other credit courses are available, although they are not part of a formal degree program.

- GCC is currently offering several courses in office and business skills.
- Certificates of Achievement are available as an alternative to a formal degree.

Non-credit

NMCC's non-credit courses are currently administered under the Adult Basic Education program.

- Courses are oriented toward improving students' ability to function as productive CNMI citizens.

- Courses include:

- English
- social studies
- science (pre-G.E.D.)
- math
- bookkeeping
- Chamorro
- Civics - CNMI Constitution
- Japanese

Cooperative Arrangements

Beyond the extensive cooperation for the degree programs with UoG and SJSU, and the courses offered with GCC, cooperative arrangements appear limited.

- With one exception: the Federated States of Micronesia have proposed to send their elementary and secondary teachers to Saipan for training during the summer of 1982.

Services

Student services at NMCC are limited and not yet fully developed.

- One person is designated as the student services officer.

- The prospects for accreditation are not good for the near future.

NMCC is also very concerned about securing some sort of permanent physical facilities.

- The college has already been asked to vacate its present facility, and is hoping for at least another temporary facility.
- Beyond that, no definite plans are underway.

Expansion of classes is likely to focus on perceived manpower needs for the commonwealth.

- Tentative plans include adding degree programs in nursing, police science, tourism, and voc/tech skills.
- Government officials are likely to press for the expansion of vocational offerings, possibly through contract arrangements with other schools.

APPENDIX D

SELECTED PRESS ON NMC, 1976-1983

PAGE 2 - MARIANAS VARIETY NEWS AND VIEWS - AUGUST 25, 1976

N. MARIANAS COMMUNITY COLLEGE PROCLAIMED

SAIPAN— A proclamation has been signed by the Northern Marianas Resident Commissioner creating the formal establishment of an institution of higher learning to be known as the Northern Marianas Community College. According to a press release received from the Office of the ResCom, the college, to be located on Saipan, has been developed as a result of a series of aspirations by both the elective leaders and the people of the Northern Marianas for the establishment of such a post-secondary institution.

The Northern Marianas Community College will be under the supervision of the Marianas Director of Education, according to the proclamation, as she will be the Acting Director of the college until such time as funds are available

to staff the institution. Along with other important tasks, the Acting Director is given the authority to establish policies, rules, and regulations which would govern all phases of the operation of the college, and to negotiate and execute binding formal agreements with other educational facilities to contract out courses of instruction that are fully accredited until the Northern Marianas Community College becomes a fully accredited institution itself.

The actual establishment of the college became effective August 23, 1976, the date of the signing of the proclamation. Current Marianas Director of Education Jesus Conception, said that the present off-campus summer students now taking courses in Saipan would be considered the initial core

of the student body of the new college. According to the press release, Conception said that as far as the college is concerned there is now an official post-secondary institution physically located on Saipan and that it is purely a matter of putting things in their perspective order to allow everyone the recognition of a college existing in their community.

It is certainly evident that the new college will play an important role in shaping the future of many people of the Northern Marianas, as it will be opening up new educational opportunities that may have not otherwise been available to them.

UOG changes — to lure Micronesians

We find it interesting and gratifying that the attitude of the people of Guam, and especially the leaders at the University of Guam, have changed 180 degrees in recent months concerning students from the surrounding islands.

Now we want them and are actively seeking them. Before we didn't. It is that simple.

Part of the reason for the change, admittedly, is based on slightly declining enrollment at UOG. Equally important, however, is a rapidly changing attitude on the part of the people of Guam. We are becoming more involved with the emerging territories and nations around us.

There was, unfortunately, a long period of "head-in-the-sand" attitude on the part of the Guamanian people concerning those living on other islands. That attitude was expressed most blatantly at UOG. It was a case of "we're Americans, and you're not. It was a case of "we're civilized, and you're not."

Thankfully, that attitude is undergoing rapid, conscious changes. As more and more islanders come to Guam and as more and more Guamanians visit the "outer" islands to see how the people do live. As it turns out, some of the other islanders are winding up with a better political deal than Guam has.

The snobbery and patronizing attitude on Guam seems to be rapidly dissipating, as the realization comes home that there are more similarities among us than differences, and that we all live in the midst of the same vast ocean.

Part of the impetus for this change came from a recent study, made by a group of off-island educators under the direction of Dr. J. Martin Kloische, former chancellor of the University of Wisconsin.

One of the recommendations called for additional emphasis in instruction, research, and public service, and extension of off-campus and off-island educational programs to Palau, the Federated States of Micronesia and the Marshall Islands. "If the plan is carried out, it can make the difference between a great institution, and a mediocre one," Kloische said.

Committees should be formed at UOG, the group said, to oversee faculty development, promotions, tenure, regional studies programs, and training of education programs, and offering of students in fields that will translate into jobs.

As an example of the changes underway, UOG President Rosa Carter has been out in the districts, actively seeking students and the support of the educational people in the islands. She has been to Saipan and Ponape several times. She is scheduled to leave again soon to Ponape, where she will meet with educational and government leaders.

Later, Carter will travel to Yap, Palau, and Kosrae for the same purpose — to convince the other island leaders that we should be able to work together to solve our higher education problems.

At the same time UOG officials are upgrading the dorm facilities to better accommodate students from the outer islands.

The active solicitation of students is a far cry from what transpired on Guam just a few years ago, when T.T.

students were harassed and ignored. Part of the credit for the change should come from Rep. A.B. Won Pat, who envisions a genuine Pacific Center at UOG.

A few months ago the House of Representatives approved a Won Pat amendment to the Higher Education Act which would give Guam \$2 million each year to offset the cost of educating students from the Trust Territory, the Northern Marianas and American Samoa.

Won Pat said: "This is exactly what we have been wanting for years and I am very, very pleased that my colleagues in the House cast their approval for this proposal. Guam taxpayers have long borne the burden of paying the full cost of educating young people from other areas in Micronesia. The tuition they pay has never approached the true cost of running our schools. This has led to needless friction between us and our neighbors in the Pacific."

Earlier, in November, the House adopted a Won Pat bill to make the Higher Education Act more flexible for Guam. Under the proposal, the secretary of education was given authority to modify all higher education programs for Guam and other territories to better adopt such programs for the special needs of the territories.

The payments to UOG and Guam Community College will be based on the number of students enrolled in each from the Northern Marianas and

Trust Territory. The payments will continue until the new secretary of education completes an analysis of the needs in the area, and Congress enacts comprehensive legislation to address these needs.

All over the country competition is keen for students, especially those who are under some type of federal grant. We have witnessed a spectacle of a dozen university and college recruiters from colleges in the Midwest, coming all the way to Yap, to try to lure students to their schools.

It would make more sense if these students were educated in the Pacific, in the midst of their own lifestyle, in things that they are interested in, such as Micronesian culture, fishing, and tropical agriculture.

Each island, quite obviously, can't have its own university. Each doesn't have the resources of the people to do that.

Guam, by virtue of its existing university and its central location, would seem best qualified to provide leadership in this area. But it has to be done delicately, without stomping on the sensibilities of the people of the other islands.

This should be part of Carter's important mission to the islands. We can imagine, some day, that each of the island districts would help provide funding for UOG, as well as have seats on the board of regents. Each district should also help choose the material taught at UOG.

If we gear our efforts toward providing a solid educational career for island people, in an island atmosphere, teaching island-related subjects, UOG can, indeed, become a great university. It is vital, however, that we involve the people from the surrounding islands in that plan. We applaud Carter's missions. It is a refreshing change in attitude. JCM.

Commonwealth Examination 2012-2013 August 27, 1980

Study Says Community College Feasible Here

SAIPAN - A community college on Saipan is "not only feasible, but highly desirable and urgently needed," according to a report by a task force appointed to study the project.

In its feasibility report, the task force found that a large number of adults are receiving some form of post-secondary training and education either here or off-island, but the "existing resources for adult training and education are not organized or used as effectively or cost-efficiently as they could be."

The task force concluded that "the establishment of a community college is justified to consolidate existing adult training and education programs and to enable improved and expanded use of existing resources." The report also noted that this consolidation would need to be gradually implemented along with related legislation and broad community support, and that a community college here would be "economically justifiable using existing financial resources."

The college which the task force envisions would offer a combination of vocational/technical training, liberal arts courses and adult basic education, with the option of a transfer program for those aiming at a degree, the report says. It would also be a source of information on careers, academic advice, education and training opportunities and financial aid, the report states.

The task force identified a total of 26 training and education programs operating during 1980, serving an estimated total of 1,000 persons utilizing \$2.5 million in funding from various sources, according to the report. Sources of funding included 69% from direct federal grants, 28% from CNMI government funds, 1% from tuition and other charges, and 2% from other sources. Program participants included adults and out-of-school youths, and training was held both in and away from the Commonwealth.

The task force found that, while limited data is available regarding CNMI residents in training programs abroad, each year several hundred people do leave the NMI to receive post-secondary education and professional or technical training which in some cases is available here. "Students are sent away in such numbers for some kinds of training and education as would justify conducting the training and education within the Commonwealth," the report states.

The Higher Education Office of the Department of Education has been conducting increasingly substantial programs in the Commonwealth, the task force observed. Their report states that "the summer program represents, in fact, the operation of a substantial community college," but that the operation "has required an incredible amount of piecemealing" and "cannot continue to grow, nor even be maintained at the current level, unless adequate organizational arrangements are made."

The CNMI has established by law that all teachers must be certified by the fall of 1983, which an associate degree expected to be the minimum requirement, the report notes. At present, 82% of elementary teachers and 25% of high school teachers have no degree. The report states that "the needs for teacher training are so great that even by themselves they present a forceful argument for the establishment of a community college within the Northern Marianas."

In terms of employment opportunities, the task force found that "the problem seems to be the lack of a match of the existing labor force with the available jobs." The report continues, "the most practical response to the problem of developing CNMI labor resources seems to require intensifying efforts to improve general education and vocational education,

and strengthening on-the-job and career training to raise norms of work performance."

To determine public support, the task force conducted surveys of employers, employees, and high school seniors. All surveys showed a high degree of public support for a community college with both occupational and liberal arts courses, the task force reported. Ninety-seven per cent of employers surveyed said they would encourage employees to attend, while 55% said they would allow employees to attend during working hours. Eighty-seven per cent of all employees surveyed said that if there was a community college in the Northern Marianas, they would attend, while 56% of high school seniors surveyed responded positively to the same question.

Both political parties call for the establishment of a community college in their party platforms, and legislation to establish such a college has been introduced in H.R. 2-87. However, the task force found that the proposed bill "does not make adequate and necessary provisions for the kind of community college needed in the Northern Mariana Islands," according to the report.

A second part of the task force report will be prepared to deal with considerations such as the college's organizational structure, funding, facilities available and status of autonomy, the report says.

Members of the governor-appointed task force include: Chairman Joaquin S. Torres, Vice-chairman William Heston, Felicitas Abraham, William Corey, Jesus Elameto, Ray Manglona, Kit Porter and Felicidad Ogunoro. The task force also received advice and assistance from John Salas, Provost of the Guam Community College, and William A. Kinder, Program Officer of the Academy for Education Development, the chairman said.

Task force pushing Marianas college

PACIFIC DAILY NEWS, Friday, August 29, 1980

By FRANK ROSARIO
Daily News Staff

SAIPAN — Gov. Carlos Camacho should announce his intent to establish a Northern Marianas community college and ask for \$400,000 out of next year's budget to plan and operate it, according to a task force formed to study the feasibility a college.

In an interim report submitted to the governor, the task force, headed by Jack Torres, said the governor should assign a small staff to plan the college, employ expert assistance and form an advisory panel to complete a detailed plan.

It urged the governor to designate a transition period during which adult training

and education programs and post secondary education programs be consolidated.

The report suggested the task force propose legislation through the Legislature's Committee on Health, Education, and Welfare to establish a college.

A bill already in the Legislature does not make provisions adequate for the kind of community college needed in the Commonwealth, the task force said, adding that new legislation should take into account the "unique characteristics" and needs of the commonwealth, it added.

The task force said many people envision a community college as an accredited

degree-granting institution attended by full-time students who have just completed high school.

"This is not what the task force has in mind," the report explained. The college envisioned by the task force essentially would be an "organized administrative entity to more effectively carry on the diversity of training and education programs already being conducted for the Northern Marianas," the report stated.

It also stated a formal degree-granting institution cannot be justified for at least a few years, but establishing a college is necessary to consolidate existing adult training programs.

"The college would...be able to serve the needs of the young, out-of-school adults, whether they graduated or dropped out, by offering a combination of vocational technical training, liberal art courses and adult basic education including preparation for GED high school equivalency," according to the task force report.

NMI Legislature Reviews Ex. Order

SAIPAN -- The Commonwealth Legislature is reviewing an Executive Order to establish a Community College of the Northern Mariana Islands to be within the Department of Education but under the direct control and supervision of the Board of Education.

The executive order on March 12 by Governor Carlos S. Camacho has recently been transmitted to the Legislature here for review and that Legislature has until sixty (60) days to either approve or disapprove the order.

Article III of the NMI Constitution provides that any executive order which initiates administrative reorganization and changes existing law shall be transmitted to the Commonwealth Legislature for its review and approval.

Because the order changes existing laws, it is subject to a legislative review and must be approved by majority of both houses of the Commonwealth Legislature.

The order was issued here following recommendations of a Task Force which reviewed and studied the feasibility of estab-

lishing a Community College of the Northern Mariana Islands. The Task Force review and study earlier has recommended the establishment of a college after it had found that it is feasible at this time.

Accordingly, the intent of the Executive Order is to strengthen the Northern Marianas Community College and to consolidate and achieve efficient administration of the various local and federal programs pertaining to training and adult vocational education, and post secondary and adult education by allocating and placing them under a single administration through the college.

The Community College among others will serve the following purposes: to offer instructional programs for adults and out-of-school youth; to conduct and support research relevant to the needs of the Northern Mariana Islands; to provide educational support services including but not limited to financial aid, career counseling, academic counseling, library services, audio visual and to provide community services

in the areas of non-formal educational and cultural programs and public use of college facilities, resources and services.

The Executive Order provides that the Board of Education will have control and supervision over the Community College and that the board shall serve as the Board of Regents for the College.

The College will be headed by a Dean who shall be appointed by the governor upon the confirmation of the board and who shall serve as the Chief Executive of the College. He shall be responsible for the overall day-to-day administration of the college and shall report to the board through the Superintendent of Education. The dean may be removed from office by the governor for cause or upon the recommendation of the board.

The Board of Education has until 180 days after the effective date of the order to submit to the governor and the Commonwealth Legislature a thorough and comprehensive study of facility requirements of the college.

Any recommendation made by the board concerning sites

and facilities shall be considered by the governor in consultation with the board and the Marianas Public Land Corporation after which time, the governor shall make a determination and designation of site, with the approval of the MPLC and facilities subject to the overall needs of the NMI government for office facilities, the order said.

Pending the formal designation of facilities for the college, the governor and the Depart-

ment of Education shall obtain, as necessary, and provide facilities for temporary occupation and use by the college.

An analysis by the House Committee on Health, Education and Welfare has shown that the NMI government is spending about \$2.5 million for adult and post secondary education and training serving about 1,000 persons at a cost of \$2,500 per person.

Marianas Variety

News & Views

WEEKLY NEWSPAPER PUBLISHED ON SAIPAN M.I.

May 15, 1981 - Vol. 10 No. 9 - Price: 25 cents

Concerns Raised On College Order

Barring weekend work by the Senate, the Northern Marianas Community College will be established Monday by executive order.

Although the chairman of the Saipan Municipal Scholarship Board has expressed reservations, the Department of Education has testified on problems, the Senate has voted disapproval and the House has passed its own community college bill, Executive Order No. 25 takes effect May 18 unless specifically modified or disapproved by a majority of both legislative houses.

Most persons involved agree in principle on the intent to strengthen the existing community college proclaimed by then-resident commissioner Erwin Canham in 1976, but various concerns have been expressed regarding the order. It sets the Board of Education, an

already overburdened entity according to the superintendent of education, as the Board of Regents for the college, with a dean to be politically appointed. It empowers the Board to award financial assistance to students, supervising municipal scholarship boards, and with questionable timeliness. The implementation of an executive order rather than legislation is seen as less desirable by some. There is also the economic question of whether or not the Commonwealth can supply enough funding to support another entity.

Loran Koprowski, superintendent of education, said that his department believes it would be in the best interest of the Commonwealth to have a Board of Regents separate from the Board of Education, as long as education is represented on the college board. "I'm

concerned about the amount of time the Board of Education will have to spend on community college issues. . . there is an incredible amount of problems for grades 1-12," he said.

He also questioned where funding would come from. Associate superintendent Agnes McPhetres said that the community college task force made a study of federal programs but failed to analyze the cost of running the college. Though she is personally in favor of the college, she doubts that it is economically feasible to have an independent college when the governmental deficit is big and growing.

"From the budgetary aspect, I can't see pushing for post-secondary education if we don't have the basics on the elementary and secondary level," she said.

Koprowski also questioned the appointment of the dean by the governor, as provided by the executive order, and suggested that a better way might be to have the Board of Regents appoint the dean.

Koprowski also said that he felt it would be "in the best interest of the Commonwealth to let the legislative system work," rather than establishing the college by executive order.

In spite of his reservations, however, he said it would not be overwhelming for his department to assume the responsibilities of the executive order, since the Office of Higher Education "has basically been assuming the responsibilities all along."

Concern over the awarding of financial assistance for the upcoming (Cont'd. on Page 3)

College...

(Cont'd. from Page 1)

School year was expressed in letters by Pedro A. Tenorio, chairman of the Saipan Municipal Scholarship Board, to members of the legislature. Since the executive order grants power to the college to administer programs of financial assistance to CNMI students, the existing scholarship boards will cease to exist.

"I feel that the students will suffer financially during the academic school year of 1981-1982, as there is a strong possibility that assistance grants will not be possible to be processed on time by the new entity," wrote Tenorio. He also stated: "The worst situation that could happen is that the scholarship program will probably be discontinued because the funds could be earmarked for the College's operation."

Tenorio suggested that the transfer of the financial aid function be delayed by legislative action for at least one year. There are currently two scholarship bills in the Senate and another in the House, he said.

When asked if he felt that the Board of Education, acting as the college board under the executive order, could process financial assistance awards in time for the 1981-82 school year, Koprowski replied, "Yes - a definite yes." Regarding the possibility of discontinuing the scholarship program to use those funds for college operation, he said that it remains to be seen, but he doubts that the board intends to make such a switch.

After holding hearings on the executive order a week ago, the Senate voted disapproval. Last Tuesday she



Agnes McPhetres

Loran Koprowski

Kit Porter

House passed its own community college bill which the Senate will now consider.

One of the major differences between House Bill 2-87 and the executive order concerns the governing board of the college. The House bill provides for a Board of Regents consisting of five members appointed by the governor and two members of the Board of Education chosen by that board. In addition, the Board of Regents, rather than the governor, would appoint a provost, or dean. Until permanent members are appointed, the bill provides for the NMCC Task Force to serve as an interim board and for the higher education coordinator to serve as Acting Provost.

Like the executive order, the House bill repeals the municipal scholarship boards, turning over their functions to the Board of Regents upon the date the act goes into effect.

While the executive order states that "all moneys received by the College from whatever source" shall be deposited in a Community College Trust Fund separate from other funds in the Commonwealth Treasury, the House bill places only contributions in such a fund. "All tuition payments, fees and other revenues received by the College shall be deposited as revenues in the

General Fund of the Commonwealth Treasury and be available for appropriation," the bill states.

Both Ms. McPhetres and Higher Education Coordinator Kit Porter questioned the latter provision. Ms. McPhetres stated that the college is not set up to be a revenue-generating entity for the Commonwealth. Further, some tuition fees should go to the accredited universities involved in cooperative programs so that students' credits can be transferred, she said.

But Ms. McPhetres and Ms. Porter agreed that legislative action would provide a firmer foundation for the community college than the executive order. "I find it undemocratic to repeal laws through an executive order," Ms. McPhetres stated.

Rep. Misael Ogo of Rota, who voted present rather than in favor of the bill, said that he finds it premature to create the responsibility and financial burden of a community college when "we still have a long way to go to improve the elementary and secondary education."

HEW chairperson Rep. Felicidad Ogunoro said that while she doesn't disagree with Ogo, the bill provides a single administrative unit to carry out more effectively programs now handled in several places. Also, "there is a need

to develop a strong skilled labor force," she said.

Rep. Antonio M. Camacho agreed, saying that he voted in favor because the college would provide needed technical and vocational skills and reduce the NMI's dependency on non-resident workers.

To be viable, the college needs to be linked cooperatively with other colleges, Ms. Porter said, and either the executive order or legislation would make the status of the college more definite and give it a stronger footing for interaction with other institutions.

The main emphasis of postsecondary education in the NMI in the past has been teacher training, but plans are underway to make programs available in areas other than education, Ms. Porter said. For example, a secretarial studies program is being arranged through Guam Community College and CETA, she said.

She noted that many colleges operate without walls, and "it is reasonable for the NMI to have a high quality program without a building." Currently the high school is used to offer courses.

Ms. Porter said that her office has been gearing up to take on the responsibilities listed in the executive order, including expansion of college credit and continuing education programs, setting up a library, upgrading financial aid counseling, researching community needs, identifying potential local instructors, and a host of other projects. She has also been preparing policies to set up a framework for the new Board of Regents to review, she said.

"I see myself as providing technical assistance," she said. "Setting up the college is a political matter in the positive sense - it's 'of the people,'" she concluded.

Sen. Inos: Municipal Scholarship Boards Still Functioning

Despite an executive order stating otherwise, the municipal scholarship boards still exist, claims a Rota senator.

In establishing Northern Marianas Community College, Executive Order No. 25 also indirectly repealed the municipal scholarship boards of Saipan, Rota and Tinian transferring their functions to the Board of Education.

This action, stated Sen. Joseph S. Inos, was illegal and unconstitutional. Backed by an opinion written by Senate counsel David Wiseman, Inos said that only the legislature has the authority to repeal or amend laws. The only other constitutional means of changing existing law is to have it expire, but the scholarship boards are by law perpetual, he said.

"My position is . . . that the scholarship boards of Saipan, Rota, and Tinian should continue to exercise their functions as they are still the legal entity for providing financial scholarship assistance to the students," Inos wrote in a letter to the governor, recommending that the attorney general's ruling on the matter be sought.

"The worst of this is that the students do not know where to direct their attention (for financial assis-

tance)," Inos asserted.

A bill which would supersede the executive order in establishing a community college has passed the House and been transmitted to the Senate. It also calls for a centralization of the scholarship boards placing the awarding of financial aid under

control of the college board.

Inos said he believes that centralization is discriminatory and that separate boards are necessary to culturally meet the needs of each community.

"As long as I'm here, I can assure you that no bill for centralization of scholarships will pass the Senate," he said.

Community college shifts financial aid policy

By FRANK S. ROSARIO
Daily News Staff

SAIPAN — The recently established Northern Marianas Community College has published a new policy on financial assistance to Northern Marianas students studying abroad.

As mandated by the executive order creating the college, the new policy consolidates all financial assistance under the Board of Education, which acts as the board of regents for the college.

The new financial student assistance program is divided into three categories: scholarships up to \$1,000 per school year per student; grants up to \$2,000 per school year per student and loans up to \$4,000 per school year per student.

Scholarships are awarded on the basis of superior academic ability and scholastic achievement; grants on the basis of manpower needs of the commonwealth; and loans on the basis of student financial needs. No student can receive more than \$7,000 a year in financial assistance.

A recipient of a student loan has to sign a promissory note agreeing to pay 10 percent of the total loan each year up to 10 years. A student who returns and works in or for the commonwealth will receive a credit of 10 percent each year the student works in the islands against his indebtedness.

"It is the intent of the board to supplement, not replace, other sources of financial assistance which may be available to a student," the board announced.

Previously, student financial aid programs were run separately and independently by scholarship boards on Rota, Tinian and Saipan. Because there was no uniform policy,

students from Rota and Tinian usually received far more aid than their counterparts from Saipan.

The new program is administered by the Student Assistance Services Division of the college and the awards are made by the board's committee for post-secondary education headed by Dr. Ignacio T. De la Cruz.

Commonwealth Focus, Thursday, July 16, 1981 A 14

Village voices

Pacific Daily News Aug 13, 1981 #12
p 3

Are you in favor of a local community college and is there a site which you prefer?

Asked by Jack Angello
For the Daily News



Fr. Jose Villagomez, 36, Garapan, clergyman:
"Yes, very much. There will be more availability for the local people to enhance their capabilities. The site is immaterial as long as we have a college."



Joan Kosack, 25, Capitol Hill, adventuress:
"Yes, a good college would enable me to further my own education. Any site would be all right ... even Mount Tagpochou."



Julie D. Camacho, 17, Chalan Kanoa, high school senior:
"Sure, why not? I would probably attend to further my education. I think the best site would be Managaha Island - only kidding - maybe next to the high school for convenience."



Jess Angul, 33, Angul Plantation, sanitation engineer:
"Oh yeah, lana, it will be good for my children. Maybe I'll even go back to college and then run for governor!"



Marcie Jones, 24, San Roque, cashier:
"Yes, I do, but I don't know why. I think the Marpi area would be a good location so all the intellectuals could meditate."

If you have a question you would like to ask your neighbors send it to Village Voices, Pacific Daily News, P.O. Box 822, Saipan, CM 96950.



November 20, 1981 — MARIANAS VARIETY

College Can Get Windfall Cash if it Can Prove it's for Real

The Northern Marianas Community College could get a windfall of federal money — if Washington, D.C. officials can be persuaded that it is a viable school.

The Land Grant College Act was first established in 1862 under the Department of Agriculture to promote research, extension work and instruction in agricultural subject areas. It has since been applied to every state and territory of the U.S. — except the Commonwealth, according to NMCC Acting Dean Kit Porter who recently returned from land grant meetings in Washington, D.C.

"We were not included as eligible because Washington felt we did not have a college," she said. The College of Micronesia was named as the institution to serve Micronesia and has received land grant funding.

The money amounts to a one-time endowment of \$3 million in lieu of an outright gift of land, and annual appropriations thereafter, she said. The same amounts go to every institution in the program and for FY '82 amount to over \$1.2 million per school.

The areas to which the grant may be applied include research in all areas of agriculture and mechanical arts; outreach extension and distribution of information (4-H Clubs for youth come under this heading); and residential

instruction in courses for college credit.

If the CNMI can convince federal officials that a stable,



Kit Porter

viable institution of higher learning exists here, the Commonwealth could get its own slice of the land grant pie. The Department of Agriculture is preparing a bill which will probably authorize the Commonwealth to be eligible for land grant funding, Ms. Porter said.

"One drawback is not having the college established by legislation; legislation shows stability," she noted. The NMCC currently is run under authority of an executive order. The acting dean said she has had no indication from the incoming administration as to their position on the college.

Another strong way of showing viability would be to get the college accredited, she said. Her office is applying for accreditation through the

Western Association of Schools and Colleges.

The main stumbling-blocks to getting the rating are the need to hire full-time faculty, and a requirement for a library and resource center, she said.

The college is ready to hire personnel if red tape through other government offices can be cut, and alternatives including a telecommunications link with a major library are being weighed for learning resources, Ms. Porter said.

The need for accreditation is a critical issue for the NMCC now, she said. Not only might it give Washington the assurance it needs to offer land grant money, but it would allow students to transfer NMCC credits to other colleges, administer Pell (formerly BEOG) grants to students giving the college a financial base, and give the institution a firmer footing for other programs.

An accreditation team is coming to Micronesia in April, and if action has been taken in the areas of hiring, library resources and legislative establishment, the NMCC could then become a candidate for accreditation. Usually the process takes over a year, she said.

How soon the land grant act might apply to the CNMI, Ms. Porter would not speculate.

"It all depends on how much is done on this end," she said.

Marianas Unity April 9, 1982 p 9 vol. 11 # 4

Community College Backed For Public Corporation Status

A bill to make the Northern Marianas Community College a public corporation sailed through a public hearing Monday with only minor criticism.

Though some concern was voiced over a potential drain on primary and secondary educational resources, all witnesses at the House hearing, called by the Health, Education and Welfare Committee and chaired by HEW vice chairman Jose M. Taitano, spoke in favor of the school.

Acting Superintendent of Education Agnes McPhetres offered written testimony on behalf of all administrative departments and the high school principals, giving their "broad approval and support for H.B. No. 45" with a number of recommendations to clarify and strengthen the act.

A major concern was with operational funding for the college. One cost-effective measure would be to share a central public library, Ms. McPhetres suggested. The functions of the college should be limited rather than broad in order to effectively carry them out with the funding levels and expertise available, she said. Another recommendation was to let the school operate its own financial accounts.

The subject of funding was elaborated by Kit Porter, Acting Dean of NMCC. She said that since the bill allows the college to operate as

a corporation, it can be run cost-effectively, as any other business. She suggested charging a higher tuition, perhaps \$50 per credit rather than the present \$30, and seek grants and other donations to offset the cost to students. Since fees now go to the CNMI general fund, making the college dependent on appropriations, Ms. Porter also suggested the college have its own accounts. A number of other cost-cutting measures could also be introduced, she said.

Special Assistant for Planning and Budgeting David M. Sablan backed the dean, saying that there should not be "too much fear about funding." He said that existing funds could be re-directed, and reiterated the cost-effectiveness of establishing the institution as a corporation.

Specifically, Sablan suggested that the \$500,000 now used for scholarships to send students off-island could be reduced to \$100,000 and given to those students who meet certain criteria and deserve such an award. Of the remainder, he would give \$200,000 to the college for operating expenses, and perhaps set up a revolving student loan fund with the rest.

"The establishment of a community college would drastically reduce the number of students going abroad, and the money would stay here," he noted.

Sablan would put the remainder of covenant training

funds with the personnel management office to upgrade present employees, and suggested that priorities be established to determine for which occupations local residents should be trained.

Acting Attorney General Peter V.N. Esser pointed out that while the bill attempts to provide independence for the college, since 20% of the Commonwealth budget goes to education, accountability is also important. He suggested that the governor be allowed to remove members of the board without having to show cause, as the bill requires.

"Cause takes time and money, as in the Bradshaw cases," Esser noted, referring to lengthy litigations between the former governor and then public auditor Robert Bradshaw. "The governor does not appoint and then remove lightly," he added.

Numerous changes in wording were suggested by the witnesses, and the bill was referred back to committee.

HEW committee member Ben Guerrero, who was not present at the hearing, said later that he feels the Commonwealth is not yet ready for a college.

"We should concentrate on vocational school," he said. "We need to train local people to take over the positions now held by alien workers."

He also felt that the Department of Education should see that the high school gets accredited before a community college is established.

Debate On College Bill Expected In House

Heated debate is expected when the Northern Marianas College bill comes up for second reading, which is scheduled for this morning's (Friday, May 21) House session.

The bill, which received widespread support at a public hearing in early April, would incorporate into law the community college established in 1975 by then resident commissioner Erwin D. Canham. The House Health, Education and Welfare Committee report states that the college needs such legal stability to receive federal and private funding. The college has existed under an executive order up to the present time.

But Rep. Jose Lifofoi questions the wisdom of establishing a college when the elementary and high schools have weak programs.

A big gap in students' knowledge exists between seventh graders at Mt. Carmel and public school students of the same age, he alleged, and asked why the private schools should be so much better. "If money is available, I'd like

to see it channeled into elementary education, and then the high school," Lifofoi stated. "I want the kids to get a better education so when they go abroad they are competitive."

Ninety-nine percent of college funding would be federal according to college officials, Lifofoi said. "But if those funds are cut, what will happen to the school two years from now?" he asked. He noted that the bill includes an authorization for appropriations.

The college has been offering courses to help teachers earn their degrees. Lifofoi suggested, however, that the training could be supplied by utilizing neighboring colleges' courses and professors rather than setting up another post-secondary school here.

Yet, if the college was "nothing but vocational," Lifofoi said he would support it.

In Friday's session the House is also expected to pass on second reading bills establishing boards of nurse examiners and for health care profession licensing.

*By May 21, 1982 vol 11 no 10
Marianas Variety*

Micronesia Community College, 11 May 24, 1982, Vol. 17 #11

House Defers College Bill

The House of Representatives last Friday moved to defer action on the Northern Marianas College bill, deferring it to the Health, Education and Welfare Committee.

HEW Chairman Misael

Ogo said that his committee would meet with the Board of Education to discuss how establishment of the college by law would affect the department's financial position.

Rep. Miguel Sablan

noted that the college, now operating under executive order, is highly dependent on federal grants. If funds are cut, as may happen due to "Reaganomics", what might happen? Sablan speculated, "We might start on the college and cut off the power, or close our first graders' classrooms."

Other representatives expressed their concurrence for this deferral, except for Minority Leader Vicente Sablan who sought immediate passage, but the measure was voted back to committee.

In other House action, both the Health care licensing and nurse examiners bills were passed and sent to the Senate. The bills establish boards so that the Commonwealth can license its health care professionals.

In other sessions this week, the House adopted its internal administrative rules.

NMCC coordinator says college growing

SAIPAN — Although they have no budget and operate under the authority of an executive order rather than law, the dean of the Northern Marianas Community College said "things are coming together" at the school.

Kit Porter, acting as dean and coordinator of higher education for the College of Education, said the first graduation for the college will be held in mid-August and both associate of arts degrees and bachelor of arts degrees will be issued.

She said 700 part-time students are enrolled so far for the summer session which runs July 6 through mid-August.

Porter said the college can grant AA degrees, coordinates the pursuit of BA degrees through the University of Guam, and will be providing a master of arts program in education through San Jose State University.

But the college is not included in the government operations budget. An increasing number of programs have sprouted, however, through the combination of federal grants and funds from government agencies.

"All our funds have strings attached," Porter said.

"We have no funds for the purpose of serving the general public." The college was established by executive order of former Gov. Carlos Camacho on March 12, 1981, in part to help fulfill a DOE commitment to help all teachers complete at least an associate of arts degree by 1983.

A House bill to establish the college by law stalled last month when representatives worried that they could not fulfill a commitment to fund the institution in light of present budget difficulties.

Porter, who is salaried with federal territorial teacher training funds, said the college received \$350,000 in both 1981 and 1982 for teacher training, and placed 296 teachers on degree programs designed to feed into BA programs.

She said UOG has agreed to accept AA degrees granted here. Once the college started offering courses to teachers, however, other departments started asking to be included and the role and operation of the college have started to snowball.

Porter said local nurses, who require basic courses and need to brush up on their skills to take required licensing exams are being placed on degree programs at NMCC. Coordination with the Community College of Micronesia School of Nursing is also being discussed, she said.

Police have also asked to jump on the bandwagon, and Porter said NMCC is working with the Guam Community College to design a program for law enforcement if funds can be found.

ws
Newspaper

Focus

On the commonwealth

VOL. 2 NO. 12 AGANA, GUAM, FRIDAY, AUGUST 20, 1982



Daily News photo by Mark Erickson

Graduates of the first class of the Northern Marianas Community College sing a song developed in the liberal arts class at graduations ceremonies held recently on Saipan.

NMCC holds first graduation

SAIPAN — The smiles of proud families and soon-to-be graduates lit up the Chamorro Village auditorium Saturday during commencement exercises of the first graduating class of the Northern Marianas Community College.

Dignitaries attending added to the importance of this milestone event. Monsignor Martinez gave the invocation and said the graduates should use their valuable education to make the world a better place to live.

Acting Dean of the Northern Marianas College Kit Porter welcomed guests and graduates and spoke of the history and importance of the college.

"The basic aim is to provide locally trained teachers," she said. "In the future, with more school space and support from the Legislature, new courses can be offered that will save money because these locally trained graduates can fill contract hire positions."

Master of ceremonies David Sablan introduced honored guests and speakers and all rose as the band played the national anthem of the Northern Marianas.

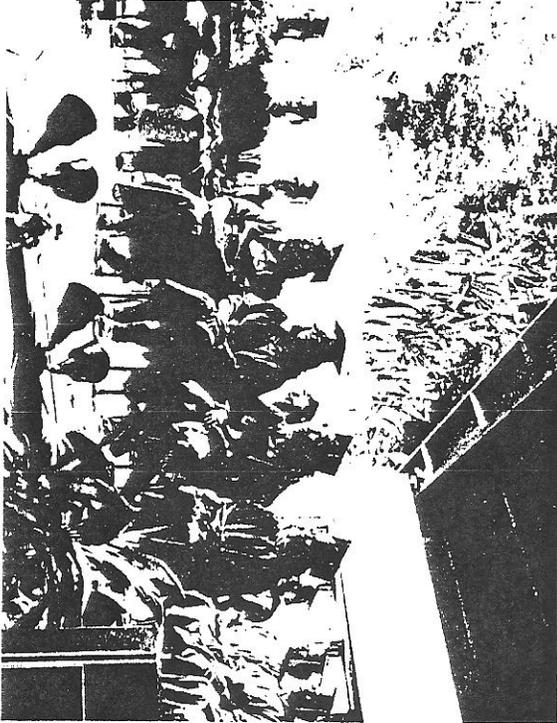
In his graduation address, Gov. Pedro P. Tenorio said "we are proud of our graduates who will help us live within our resources and develop more self-sufficiency."

Superintendent of Education Loran Koprowski gave a special address and urged more cooperation between colleges.

Bachelor of Arts degrees were awarded to the eight recipients by Sen. Julian Calvo. Dr. John Sala, president of the Guam Community College gave an address as Rep. Luis M. Cepeda and Rep. Misael Ogo awarded the seventeen Associate of Arts degrees.

Then the cheers rose again as the graduates filed outdoors to meet people and accept congratulations. It began to rain but nothing could dampen the festivities.

Commonwealth Focus, Friday, August 20, 1982



**First
to go**

Above, graduates listen to an address by one of the many NMI officials who spoke at the ceremony. Right, a few of the new graduates file out of the auditorium after the ceremony ended.



Yes, there is a college in NMI

SAIPAN ... Do you know that there is a college in the Northern Marianas? Yes, there is one. Its name is Northern Marianas Community College (NMCC). It has been in existence since 1976, Acting Dean of the college, Ms. Kit Porter, said in an interview with

the Examiner in her office Aug. 17. The college's office is on the Marianas High School campus. It is using some Marianas High classrooms & a few other government facilities as its classrooms. During Fall semester, the college holds its classes late

in the afternoons, at week nights, and on weekends. Its Spring semester is also held in the afternoons, at week nights, and on weekends. During Summer semester, the college holds classes during the normal working hours from Monday through Friday.

The college offers AA degrees in Elementary Education and Liberal Arts. A student needs 60 credit hours in each of the two areas in order to get an AA degree. A course consists of three credits

The college also offers MA degrees in Educational Administration or BA degrees in Elementary Education through the University of Guam. A student needs to earn 120 credits (a course consists of 3 credits) in order to receive a BA degree.

(Continued on Page 16)

Commonwealth Examiner

PUBLISHED WEEKLY ON SAIPAN, U.S.A. 25¢

Vol. 4 No. 32 AMERICA'S NEWEST TERRITORY Aug. 20, 1982

College...

(Continued from Page 1)

Curriculum Design from San Jose State University starting in June, 1983, Ms. Porter said. A student needs to have a BA degree and 30 more credits, takes a comprehensive examination, and writes a thesis in order to get a MA degree.

Tuition is \$30 per credit, Ms. Porter said, adding that teachers and other government workers pay \$25 per credit.

NMCC has not yet been accredited, but it is preparing an application to the Western Association of Schools and Colleges for accreditation. Although it is not accredited yet the college is in "good shape except in Library and solid financial base.

"We are not fiscally sound, and we don't have a college-level library," she added.

Although NMCC has not been accredited yet, its credits are accepted by institutions of higher learning because NMCC's instructors are certified by the University of Guam and the Guam Community College, Ms. Porter said. UOG and GCC are accredited by WASC. "We are working closely with UOG and GCC for our teacher training," she added.

Most of NMCC's instructors are part-time, coming from off-island institutions. Last year, off-island instructors taught 80 courses, and on-island instructors taught 24 courses.

"This Fall, we will be looking for more instructors," Ms. Porter said. "We are interested in local people to teach, mostly part-time." The college is also interested in teaching non-credit Marianas specific courses, she said.

The enrollment is 296 students. Most of these students are teachers, Ms. Porter said, adding that the college is "set up part-time" at present.

These students, mostly from the Northern Marianas, stay at home or with their relatives on Saipan. "There are no dormitories yet," the acting dean said.



NMCC acting dean Kit Porter in front of her office at the Marianas High School.

The college realizes the off-island students' housing needs. This summer, it housed Rota and Tinian students at Royal Taga Hotel and at Hamilton's housing at the expense of the Federal government.

The students on Saipan are fortunate because they do not have to go off-island to acquire college education for they now have a college on their own island, Ms. Porter said.

Having a college here will enable the married students to stay with their families while taking college courses, Ms. Porter noted. It is also "less expensive" for the students to acquire college education here, and they do not lose their services as teachers. "This is also true for the nurses," she added.

The college last Saturday observed its first graduation with 8 students receiving BA degrees and 17 students receiving AA degrees. Of these people three got their AA degrees in Liberal Arts, eight received BA degrees, and the rest earned their AA degrees in Elementary Education.

The Fall semester starts on Sept. 20, 1982, Ms. Porter said. The college will continue to put emphasis on Teaching, Nursing, Business, and Vocational courses, she said, adding that Vocational courses will be taught starting in Dec. 1982. Nursing and Business may start this Fall.

But the college faces a number of problems. One of them is space. "We need rooms set up full-time for our computers, equipment, vocational, and

explained. She noted that the college has looked at and discussed several sites including some facilities on Capitol Hill and at CCM School of Nursing to use as classrooms. The Nursing School reportedly will be moved to Majuro in January of next year.

Another concern the college faces is the ever present need of money. Most of the funding comes from the Federal government, Ms. Porter said. The CNMI Legislature has not put up any money for the college because the college has not yet been established by legislation.

One example of the college's lack of funding was the graduation last Saturday. Local private companies donated \$834.09 to pay for the students' gowns, refreshment, and other commencement expenses, Ms. Porter said.

The college has received \$700,000 from the U.S. Office of Education for teacher training, and has applied for \$300,000 more for the coming year to continue courses, workshops, and curriculum development.

But the amount is inadequate to fully conduct the training and pay the employees' salaries, Ms. Porter noted.

Working for the college, beside Ms. Porter, are (not counting secretaries and clerks) acting director of admissions and records Jean Olopai, Northern Marianas financial aid officer Luis Chong, student services officer Sue Mafnas, teacher training coordinator Joe Guerrero, adult basic education coordinator Luis

resource center Joe D computer instructor specialist Brian Millh chief training officer A Olopai, and language instructor and specic Pat Murday.

The college has expanded considerably, Ms. Porter said, citing the "old days when she had to be administrator, chief counselor, etc. at the same time. The college began years ago when Resident Commissioner Er Canham proclaimed that the college be used for teacher training for degrees for teachers."

First College Degrees In NMI Awarded

August 20, 1983 - MARIANAS VARIETY NEWS & VIEWS - Page 3

By Doug Campbell

The Northern Marianas Community College gained the first return on an investment Saturday, as the first graduates to receive college degrees on Saipan participated in commencement exercises at Chamorro Village.

Eight Bachelor of Arts and 17 Associate of Arts degrees were conferred on a group of students comprised mainly of Commonwealth school teachers. Eighteen of the 25 graduates attended the ceremony, which included remarks by University of Guam President Dr. Rosa Carter, Lt. Gov. Pedro A. Tenorio, and Guam Community College Provost Dr. John Salas.

U.O.G. President Carter told the class the award of degrees is an achievement that can never be taken away, and is a reason for pride. "You are the first graduates to receive diplomas on Saipan, and that is something to be proud of for the rest of your lives," Carter said. "I urge you to continue to further your education." Carter said U.O.G. is negotiating with NMCC through what she called an "attitude of cooperation" to offer a three year degree in

business, as well as additional practical courses in nursing and agriculture.

Lt. Gov. Tenorio said the commencement marked a historic day for education in the Commonwealth, particularly because many graduates are teachers. "You are now better equipped to train the young people of Saipan, and I urge you to be faithful to your res-

ponsibilities," said Tenorio. "Because your degree is from the University of Guam does not mean less than if it came from a larger school. Use it with pride."

In addition to the regular degrees awarded, Commonwealth Superintendent of Education Lorán Kojewski conferred an honorary degree on William S. Keyes for his longstanding contri-

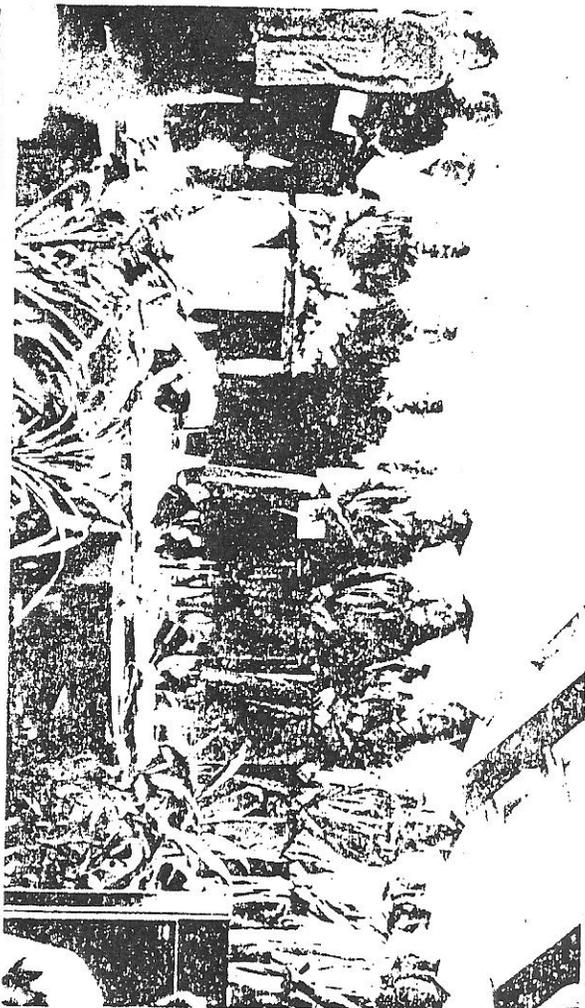
butions to education in the Northern Marianas.

Graduating with a B.A. degree were Dakesy Billy, Rita Cruz Cabrera, Anna B. Ludwick, Jovita Rita Maswomai, Lourdes Tordella Mendola, Bernadina Pinaula Sanchez, Moses Fyran and Delina Mura.

Those who earned an A.A. degree in elementary education were the following: Elaine Horop,

Ricardo Ataliq, Barbara Ayuyu, George Ayuyu, Victoria DIC Cabrera, Guadalupe Calvo, Susana T. Castro, Jose C. Leon Guerrero, Rosalyn Mencheta, Ignacio Meeignon, Mary S. Moses, Madalena T. Sablan, Mercedes San Nicolas and Ethna Tabmanao.

Receiving an A.A. in liberal arts were Felix Caiso, Emerita Kohler and Jaquelin Norta.



POMP AND CIRCUMSTANCE — The first graduates of Northern Marianas Community College courses, along with dignitaries, rise for the national anthem at their graduation.

NMCC holds First Graduation

SAIPAN—Northern Marianas Community College held its first graduation at 1:30 p.m. last Saturday (Aug. 14) at the Chamorro Village here. The College was started in 1976.

Twenty-five people received their degrees on that day. Of these 25, 18 completed their studies in Summer of 1982 and 7 finished their studies in Spring of 1982.

Of the 18 who completed their studies in Summer 1982, two received their BA degrees in Elementary Education, three got their AA degrees in Liberal Arts; and 13 earned their AA degrees in Elementary Education.

The two who received the BA in Elementary Education were Moss Fejeran and Delfina Muna.

The three who got their AA degrees in Liberal Arts were Felix Calvo, Emerita Kohler, and Joaquin Norita.

The 13 who earned their AA degrees in Elementary Education were Ricardo Atalig, Barbara Ayuyu, George Ayuyu, Victoria DLG Cabrera, Guadalupe

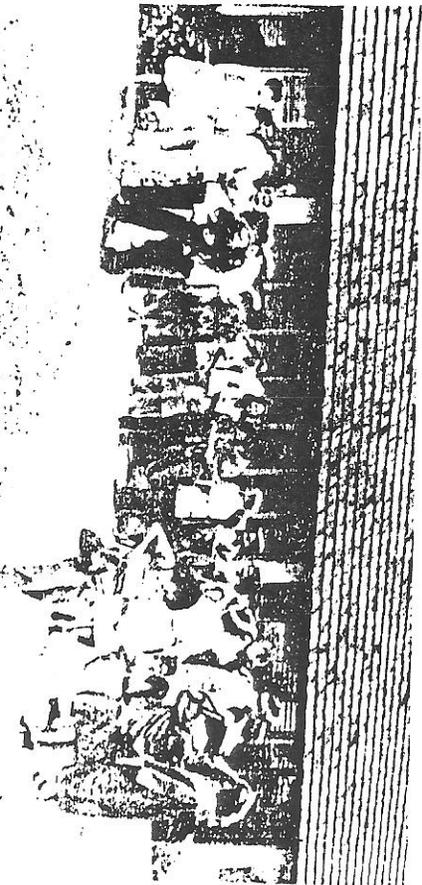
Calvo, Susana T. Castro, Jose C. Leon Guerrero, Rosalin Mendiola, Ignacio Mesigon, Mary S. Moses, Magdalena T. Sablan, Mercedes San Nicolas, and Gloria Taimanao.

Of the 7 people who finished their studies in Spring 1982, 6 received their AA degrees in Elementary Education and one received her AA degree in Elementary Education.

The 6 BA recipients were Dakey Billy, Rita Cruz Cabrera, Anna B. Ludwick, Jovita Kisa Masiwemai, Lourdes Tudela Mendiola, and Bernadita Pinaula Sanchez. The person who received her AA degree was Elaine Hocog.

The college offered a honorary degree to William Reyes, a long-time educator who has retired.

Among about 150 people present at the ceremony were Lt. Governor Pedro A. Tenorio, President of the University of Guam Dr. Rosa R. Carter, Provost of the Guam Community College Dr. John Safas, and acting dean of NMCC Ms. Kit Porter.



NMCC's first graduates being congratulated at their graduation held at the Chamorro Village last Saturday, Aug. 14.

Marianas Community College 27 Feb 1972

Nurses' Training Scheme Approved

Nursing, health and other government officials agreed last Friday on a proposed scheme of nurses' training for the Commonwealth.

As nurses were taking diagnostic tests in an adjacent classroom to determine their strengths and weaknesses, officials met at the Community College of Micronesia School of Nursing library and listened to Acting Dean of Northern Marianas Community College Kit Porter explain a possible system of training.

The proposed program would offer a career ladder to nurses, allowing each to set a personal goal, she said. It starts with a nurse aide position, from which one could advance to licensed practical nurse, (LPN), then registered nurse (RN) with an Associate of Science degree, and continue to a Bachelor of Science in Nursing.

The initial position, nurse aide, would require 15 units of classroom study, including basic nursing, anatomy and physiology and English, Porter said.

To become a practical nurse would take 15 more units of study, plus an exam to be licensed to practice in the Commonwealth. The licensing and the entire program is predicated on the passage of the Nurse Practice Act, Porter said. The bill has recently been returned to the House with Senate amendments.

Passing an additional 30 college credits and a licensing exam would

qualify a nurse for the title of RN. The remaining 60 credits for a BS degree probably could not be offered in Saipan immediately, Porter said.

The courses would be offered cooperatively with the University of Guam Division of Nursing and CCNMS. LOG's Nursing Director Anne Rohweder noted that all courses include both classroom theory and actual practice.

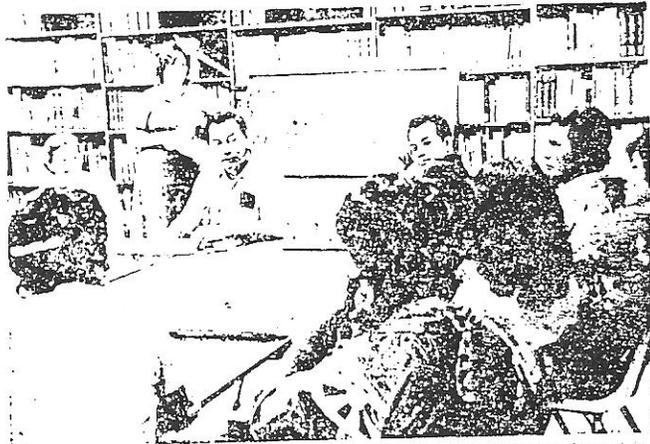
Training for local instructors is also being arranged, Porter said.

Virginia Levesque, director of CCMNS, said that some of the present nurses have no formal classroom training. Other were educated under the original Trust Territory School of Nursing, which offered an educational background "very different than what it is now," she said. Those who have graduated from CCNMS recently have the equivalent of an AS degree, she said.

If the nursing school moves to Majuro next January as planned, Porter said plans would be implemented to have the courses offered here. NMCC is interested in the school facility, she noted.

Encouraging high school and even elementary students in nursing careers was brought up, and the design of the program should encourage more to consider the profession, Porter said.

Hospital administrator Greg Calvo noted that a minimum level of certification must be met in order for nurses to be



THINK TANK Legislative, personnel and health officials showed their interest in nursing training by gathering for a session to approve a proposed outline of nursing studies and consider how to interest NMI youths in a nursing career.

employed at the new hospital facility, a condition which should provide motivation for nurses to upgrade their education. Personnel Officer Jess Mafnas said that higher pay levels

could be offered as an incentive for nurses to further their education.

Porter said that, based on the support given at the meeting, a course schedule and other details would be drawn up, as

early as this week. Some courses are already ongoing, she said, and the first candidates to become licensed RN's in the Commonwealth should be ready to take their exam by next July.

December 3, 1982 - MARIANAS Variety p7
col 11 # 38

College Could Get Funding If Accrediting Team Impressed

"Funding's always been one of our major problems," said Acting Dean of the Northern Marianas Community College Kit Porter.

But the college may be over that hump soon, she said, if next week's visit by a two-man accreditation team goes smoothly.

The Accrediting Commission for Community and Junior Colleges — represented by its executive director Robert Swenson and Thomas W. Fryer — will be on-island December 8, 9, and 10 to study the NMCC's candidacy for accreditation.

The immediate benefit to the school, should it be declared eligible for candidacy in the Association, is that the U.S. Secretary of Education will make U.S. college funding sources available to the community college here, Porter said. The college has received only minimal financial support from the CNMI government.

Acceptance into the Pell Grant program, which incorporates the BEOG grants of the 1970's, would enable local students to receive grants to attend the college. A Planning Grant would enable the college to do a five-year study of its needs and programs.

If accepted into the



Acting Dean Kit Porter

Title III funding program, Porter hopes to secure a development grant which would pump approximately \$800,000 into the community college annually for the next 10 years.

Dean Porter said that the four institutional members of the Pacific

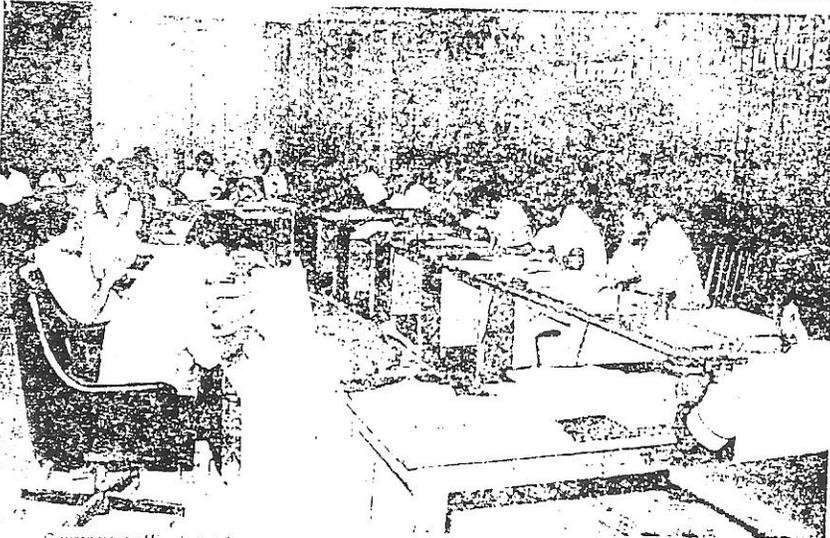
Postsecondary Education Council are collectively applying for a grant to work with "the new technologies". Besides the NMCC, members of the consortium are Guam Community College, American Samoa Community College, and the College of Micronesia.

Porter hopes to fund areas of special technological concern through the grant, such as nursing, computer science, and telecommunications.

Porter said that future hopes are for the NMCC to be accepted into the Land Grant program. Acceptance would mean that special funds would be available to the school in agriculture and nutritional studies programs.

Bill to set up College must pass before Jan. 17, or else...

SAIPAN — If a bill (House bill 247) establishing the Northern Marianas Community College does not pass the legislature before Jan. 17, 1983, the College will not be recommended for accreditation, Ms. Kit Porter, said in a press conference in her office at the College Wednesday (Jan. 12).



Government officials testified for a bill to set up the Northern Marianas Community College at a House hearing last Wednesday.

Commonwealth Executive Order No. 13, Jan. 13, 1983, p. 1

Ms. Porter added that if the bill does not get through before that date, the College will miss Federal grants totalling over \$1 million.

She said the College presently gets \$202,000 in Federal funding for teacher training only.

At a House hearing Wednesday afternoon, Ms. Porter and other education officials appeared before a committee in a public hearing and supported the bill.

They said that accreditation would mean credits taken on island would normally be able to transfer and the College would be recognized.

"Legislation establishing the College is critical at this time," Ms. Porter noted.

The College was set up by a former NMI governor's executive order. Ms. Porter said that the Federal Government has informed her that it will provide assistance to the College only if the College is "firmly established by law."

Ms. Porter indicated that two members from the Western Association of Junior and Community Colleges Accreditation Team visited the College Dec. 8-10. She added that based on 12 established criteria, the two members concluded that they would recommend candidacy for accreditation if the College was established by legislation.

"The College will be eligible for candidacy for accreditation and will probably be approved on January 18, 1983 at the Accreditation Commission meeting," the NMCC Acting President said.

Marianas Community College #243 The Northern Mariana Islands

Community College: To Be Or No To Be?

The future of the Northern Marianas Community College will be decided within the next few days, said the Acting President Kit Porter in a Wednesday press conference.

The college has until Jan. 17 to be established by official legislation so that it can be a candidate for accreditation and

receive funding from U.S. Federal sources. At stake is over \$1,000,000 in aid for 1983-84.

The community college is currently operating under an executive order. The Western Association Accreditation Commission which reviewed the institution on Dec. 8-10 said that it must be established by legislation before it can

qualify as a candidate for accreditation.

A public hearing was held on Wednesday in the House of Representatives to review the legislative bill which seeks to officially establish the college. The bill must be passed by both houses of the legislature and signed by the Governor by Monday in order to meet



Kit Porter

the association's deadline.

Porter said that this may be the last time that new colleges are allowed to make application to enter the funding system which would funnel money into the NMCC.

The Association will meet on Jan. 17 and 18 in San Francisco and

(Cont. on page 10)

College...

(Cont. from page 1)

probably will approve the local community college for candidacy if the legislation is passed.

Porter emphasized that various U.S. funds from the U.S. Department of Education will be available to the community college if the legislation is passed before Monday. Currently, the college is receiving only a single grant from Federal sources to train local teachers.

If Title III funding is secured, an initial \$60,000 planning grant could lead to \$800,000 annually for up to seven years. Additionally, local students could begin receiving Pell

(BEOG) grants to attend the community college as early as next year. Other types of grants such as the GI Bill, could also become available to the college, and the college will apply to private foundations for funds.

Another benefit of accreditation is that credits from the NMCC would be transferable to any other accredited U.S. college, Porter emphasized.

If funding is secured this year, plans call for the college to admit full time students in September for teacher training, nursing, or business.

PNM News Staff #243 June 14, 1983

College pushing education bill

By FRANK S. ROSARIO
Daily News Staff

SAIPAN — The Northern Marianas Community College will be eligible for accreditation if a bill establishing an educational system in the Commonwealth is approved by the Legislature before Jan. 17.

Acting President Kit Porter said the Accreditation Commission will be meeting in San Francisco beginning Jan. 18 to review the progress the college has made to determine whether it can be accredited.

The community college has been operating under an executive order

signed by former Gov. Carlos Camacho.

Porter said that unless the bill is passed, the college will not be eligible to receive certain federal funding and student loans.

Porter said the college has applied for \$50,000 in planning funds, but the application is being held at the U.S. Department of Education in Washington pending approval of the legislation.

If the bill passes, the college will apply for developmental funds amounting to about \$500,000 a year for about

five years.

The college will also be able to grant Basic Educational Opportunity Grants to students.

College credits granted by the college may be transferrable to other institution once accreditation is received, Porter said.

The Legislature this week began public hearings on the bill, which Porter said has the support of the Board of Regents and the Board of Education.

If the bill is approved, the next move will be to apply immediately for

BEOG and other federal grants.

Porter warned that if the legislation is not approved by Jan. 17, the college will not be recommended for accreditation candidacy, the \$60,000 planning grant will not be approved and the college will not be able to apply for developmental funds help the institution grow.

She said the community college will not be able to enter into federal financial systems because of budget cuts. Only those colleges currently under federal funding systems will continue to receive grants, she said.

January 20, 1983 — COMMONWEALTH EXAMINER

It's official: Northern Marianas has a College

SAIPAN — Governor Pedro P. Tenorio on Wednesday (January 19) signed into law the Northern Marianas Education Act of 1983 which among other things, establishes a Northern Marianas college. The Act (House bill 247) was passed by the NMI legislature earlier this week.

Northern Marianas has a community college, but this college was established by an executive order of the former governor.

Acting president of the college, Ms. Kit Porter, said last week that Federal government officials have informed her that they will provide assistance to the college only if it is "firmly established by law."

She told the legislators last week that the bill must be approved by the government before January 17,

or else the college would not be recommended for accreditation. She also said that if the bill did not get through before that date, the college would miss Federal grants totalling over one million dollars this fiscal year.

College officials told the Examiner Wednesday (Jan. 19) that Ms. Porter early this week was assured by the legislators that the bill would pass before Jan. 17. She said Federal officials on the U.S. mainland Tuesday night (Jan. 18) informed them that the bill had passed the legislature and would be signed into law by the governor on January 19 (January 18 U.S. time).

Ms. Porter told a press conference here last week that the college would be eligible for candidacy for

College...

(Continued from Page 1)

accreditation and would probably be approved on January 18.

College officials told the Examiner Jan. 19 that accreditation process will take some time. They estimated that if everything goes as planned, the college will be fully accredited in about two years from today.

The officials said that the college is not accredited at the present time, and it therefore brings instructors from accredited off-island institutions to teach at the college so the credits here can be transferable and recognized in accredited institutions.

They noted that accreditation for the Northern Marianas Community College would mean credits taken on island would normally be able to transfer and the college would be recognized.



Ms. Kit Porter and her daughter along with some NMI officials celebrating the Jan. 19 signing of the law which sets up a college in the Commonwealth.

Community college up for accreditation

January 21, 1983 PPD Focus p 5 vol 2 # 34

By FRANKS ROSARIO
Daily News Staff

SAIPAN — Gov. Pedro P. Tenorio signed the education act late Wednesday afternoon, paving the way for the Northern Marianas Community College to apply for federal grants and also to become a candidate for accreditation.

The bill passed as a result of a joint effort between the two Houses of the Legislature and the administration. Tenorio signed the bill a few hours after receiving it.

Acting President Kit Porter said she received the bill Wednesday morning from one of the accreditation commission members, saying the NMI Community College is now a candidate for accreditation.

Porter kept the accreditation commission posted on the status of the bill in both Houses.

"This means that we are now able to apply for federal funding for the college," Porter said. "We have to prepare applications for these federal grants."

Porter said she expects the college will be able to receive up to \$1 million annually in federal grants. The bill gives the Board of Educa-

tion the power to make policies for the operation of the college in addition to its authority for making policies for the entire education system.

There is a provision in the law under which the college president may petition the Legislature to create a separate Board of Regents if it becomes necessary.

"If it is so much work for the Board of Education when the Legislature is prepared to discuss the creation of a Board of Regents," Porter said.

There was opposition from the Saipan Teachers Association to several sections in the bill, such as the provision for the separate Board of Regents. The association asked that a teacher and a student be included in the board.

The Legislature accommodated the association's concern by providing for the appointment of a student to the board as a non-voting member.

The teacher-member, to be appointed by the governor with the advice and consent of the Senate will be a voting member.

The issue of providing for a separate Board of Regents had been debated by education officials as well as by the Legislature for more than two years.

The compromise was that for the time being there should be only one board and that a study would be made later on whether to form a separate board, she said.

Porter said she had not known that passage of the legislation was necessary for the college to become a candidate for accreditation. She thought the only drawback would be the lack of adequate library facilities.

College on the move

SAIPAN — Some functions of the Northern Marianas Community College will be transferred to the School of Nursing complex near Dr. Torres Hospital next week.

Acting President Kit Porter said well as a resource library for documents relating to Northern Marianas will be established at the new office facilities.

The Community College is now using a building, whose use also houses the High School, as well as a computer student services offices, the acting president's office and many college records.

New Law Qualifies College For Federal Money

Page 2 - MARIANAS VARIETY NEWS & VIEWS - January 21, 1983

"The Education Act of 1983" passed both houses of the NMI legislature on Tuesday and was signed into law by Gov. Pedro P. Tenorio on Wednesday.

The bill became law on January 19 -- which was the 18th on the U.S. Mainland -- just in time to qualify the Northern Marianas Community College for candidacy in the Western Association of Schools and Colleges.

Meeting the Jan. 18 deadline will qualify the community college to

begin receiving a variety of U.S. federal grants. Without them, the college would be operating with only limited local funds and a single federal grant to help train teachers.

The Western Accreditation Committee had set the requirement of being established by legislation before the college could be considered for candidacy. The college was earlier established by executive order.

Acting President of the NMCC Kit Porter said that

with the candidacy approval up to \$1 million in funding may be available to the college this calendar year alone, and grants would be available to NMI residents planning to attend the college this September. The college also hopes to use its additional funding sources to admit fulltime students in the fields of teacher-training, nursing, and business this fall.

Porter telephoned the chairman of the Western Association Accreditation

Committee in San Francisco on Tuesday night in San Francisco to inform him that the legislation had passed both houses.

An audit report of the college, prepared by the Touche Ross firm, was sent to the committee on Friday night via Continental Airlines. Receiving the report was another of the committee's requirements.

The Education Act also spells out the duties and powers of the Board of Education and the Superintendent of Schools, attendance and instructional policies, student health policies and teacher and librarian certification, among others.

Ms. Porter named College president

SAIPAN -- The Board of Regents for the Northern Marianas College has appointed Ms. Kit Porter as president of the college until August 1983 or until a new president is appointed by the Board, according to Juan N. Babauta, Board of Education chairman.

Ms. Porter has been the Acting Dean for a year and 10 months but was officially chosen to be the President on February 28, 1983.

The appointment did not need legislative confirmation, according to law, because it is a limited appointment, an interim, because

the appointment will be open for advertisement.

Ms. Porter has been working for the Northern Marianas government for approximately 7 1/2 years.

During that period of time, she has worked as the coordinator for higher education (college), teacher training, the State Director of Bilingual Education. Prior to that, she was the Chamorro Director of Bilingual Education.

When asked how she felt about being chosen for the Presidency job, she replied, "I feel very complimented and very good about it." She also added that she felt



Kit Porter

that the College could provide an important service to the Northern Marianas.

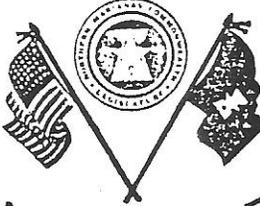
"I am proud to be a part of it," Ms. Porter said.



BE IT RESOLVED - Senate President Olympio T. Borja presents a resolution to Miss Catherine Porter, current but outgoing president of the Northern Marianas College.

According to the resolution, Porter worked in the Commonwealth from 1967 until 1969, and again in the islands from 1975 until present.

Porter recently announced her resignation as the college president to pursue a doctoral program at Harvard University.

THE SENATE

 3rd NMI COMMONWEALTH LEGISLATURE

THIRD NORTHERN MARIANAS COMMONWEALTH LEGISLATURE
 THIRD REGULAR SESSION, 1983

SENATE RESOLUTION
 NO. 3-56

A SENATE RESOLUTION

Relative to commending Miss Catherine Jeanne Jarmon Porter, President of the Northern Marianas College, on the occasion of her leaving the Commonwealth to pursue her doctorate degree at Harvard University, and expressing to her the sincere thanks and best wishes of the people of the Commonwealth of the Northern Mariana Islands.

WHEREAS, it has come to the attention of the Third Northern Marianas Commonwealth Legislature that Miss Catherine Jeanne Jarmon Porter has resigned as President of the Northern Marianas College to pursue further education; and

WHEREAS, Miss Catherine Jeanne Jarmon Porter has served the people of the Northern Marianas in various capacity as educator from 1967 to 1969 and from 1975 to 1983; and

WHEREAS, on November 28, 1982 Miss Catherine Jeanne Jarmon Porter was appointed by the College Board of Regents to be the first President of the Northern Marianas College; and

WHEREAS, Catherine Jeanne Jarmon Porter is a dedicated and faithful public servant in that she was instrumental in pioneering the planning and development of the Northern Marianas College; and

WHEREAS, through Catherine Jeanne Jarmon Porter's efforts and expertise in the area of bilingual education the Northern Marianas is now having a viable and active bilingual program; and

WHEREAS, Catherine Jeanne Jarmon Porter's efforts have been instrumental in obtaining candidacy for accreditation by the Western Association of Schools and Colleges for the Northern Marianas College; and

WHEREAS, because of the accreditation candidacy the Northern Marianas College will be eligible to participate in the Pell Grant program as well as the Land Grant College program; and

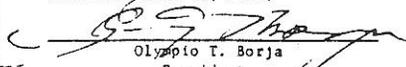
WHEREAS, Catherine Jeanne Jarmon Porter's entrance into Harvard University is in past recognition of her outstanding work in education in the Commonwealth of the Northern Mariana Islands; now, therefore,

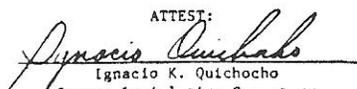
BE IT RESOLVED by the Senate of the Third Northern Marianas Commonwealth Legislature, Third Regular Session, 1983, that the Senate hereby commends Miss Catherine Jeanne Jarmon Porter, President of the Northern Marianas College, who is vacating her post as President of the College to pursue doctoral study at Harvard University, and extends to her the sincere thanks and best wishes of the people of the Commonwealth of the Northern Mariana Islands; and

BE IT FURTHER RESOLVED that the President of the Senate shall certify and the Senate Legislative Secretary shall attest to the adoption hereof and the Senate Clerk shall thereafter transmit copies of this Senate Resolution to Miss Catherine Jeanne Jarmon Porter; to the Chairman of the Board of Education/Regents of the Commonwealth of the Northern Mariana Islands; to the President of Harvard University of Cambridge, Massachusetts; and to the Governor of the Commonwealth of the Northern Mariana Islands.

ADOPTED: June 22, 1983.

ATTEST:


 Olympio T. Borja
 President


 Ignacio K. Quichocho
 Senate Legislative Secretary

BIBLIOGRAPHY

SOURCES CITED

- Asian and Pacific American Concerns Staff. "Miniconference on the Education Concerns of Asian and Pacific Americans April 3-5, 1978." U.S. Office of Education, HEW, Washington, D.C., 1978. Photocopy.
- Bentances, Samuel. "Higher Education in the Pacific Islands of Guam, Micronesia, American and Western Samoa." Commonwealth of the Northern Mariana Islands Department of Education, Saipan, 1979. Photocopy.
- Ballendorf, Dirk. "The Community College of Micronesia: Present Situation and Future Prospects." *Micronesian Reporter* XXVII, no. 2 (Second Quarter 1979): 23-26.
- Broadbent, William. "A Profile of Chamorro and Statesider Attitudes Toward Education and Educationally Related Values." Prepared for Educational Objectives Commission Planning Director, Guam Educational Project Director, Northwest Regional Education Laboratory, 1970.
- _____. "A Profile of Relevant Attitudes, Perceptions and Aspirations of Young Micronesians." Saipan: Department of Education TTPI, 1972.
- Canham, Erwin. "Proclamation Establishing the Northern Marianas Community College." Northern Marianas Government, Saipan, August 23, 1976. Photocopy.
- Carano, Paul. "Brief History of the University of Guam." *Guam Recorder* 1, second series no. 1 (October-December 1971): 30-33.
- "Carter's Great Purge." *Time* 114, no. 5 (30 July 1979): 18-23.
- Chutaro, Chuji, "Caught in the Squeeze." *Micronesian Reporter* XIX, no. 1 (First Quarter, 1971): 29.
- Cohen, Arthur M. and Florence B. Brawer. *The American Community College*. San Francisco: Jossey-Bass Publishers, 1982.
- Commonwealth Council for Arts and Culture. "Life in the Northern Mariana Islands During the German Administration (1899 - 1914)." Saipan:

- CNMI, 1982.
- CNMI. "Postsecondary Planning Project submitted to Postsecondary Education Statewide Comprehensive Planning Grants Program." Saipan: CNMI, 1978.
- CNMI Department of Education. "Annual Report: School Year 1981 - 82." Saipan: CNMI, 1982.
- _____. "Raising Quality and Relevance of Education in the Northern Mariana Islands: A Proposal Prepared for the Territorial Teacher Training Assistance Program." Saipan: CNMI DOE, July 14, 1980.
- Community College of Micronesia. "CCM Graduates Follow-up Study." CCM, Ponapae, 1977. Photocopy.
- _____. "Report of Institutional Self-Study. Submitted to: Accrediting Commission for Community and Junior Colleges Western Association of Schools and Colleges." CCM, Ponapae, January, 1978. Photocopy.
- Community College Task Force. "Community College Feasibility Report." Government of the Northern Mariana Islands, Saipan, 1980. Photocopy.
- Crawford, David and Leona. *Missionary Adventures in the South Pacific*. Rutland, Vermont: Charles E. Tuttle Company, 1967.
- Grocombe, Ron. *The New South Pacific*. Wellington: Reed Education, 1978.
- Grocombe, Ron and Ahmed Ali, eds., *Foreign Forces in Pacific Politics*. Fiji: University of the South Pacific, 1985.
- Crowl, Philip A. *United States Army in World War II - The War in the Pacific Campaign in the Marianas*. Washington DC: Office of the Chief of Military History Department of the Army, 1960.
- Dator, James A. "Alternative Futures for the Commonwealth of the Northern Mariana Islands." NMC, Saipan, January 31, 1981. Photocopy. An edited version was published in *Political Science* 34, no. 1 (July 1982): 26-65.
- Dodge, Ernest S. *New England and the South Seas*. Cambridge, Massachusetts: Harvard University Press, 1965.
- Driver, John. "From the Outrigger to the Satellite: Guam Becomes a Pacific Communication Center." *Guam Recorder* 3, no. 1 (January-March): 3-4.
- Davis, Stanley M. and Paul R. Lawrence. *Matrix*. Reading, Massachusetts: Addison-Wesley Publishing Company, 1977.
- Fenn, Dan H. "Finding Where the Power Lies in Government." *Harvard Business Review* 57, no. 5 (September-October 1979): 144-153.

- Fisher, Glen. *International Negotiation: A Cross-Cultural Perspective*. Yarmouth, Maine: Intercultural Press Inc., 1980.
- Fisher, James L. *Power of the Presidency*. New York: American Council on Education and Macmillan Publishing Company, 1984.
- Fritz, Georg. "The Chamorro: A History and Ethnography of the Marianas." Taken from pages 25 to 110 of *Ethnologisches Notizblatt*, Band II - Heft 3, Berlin: A. Haack Verlagsbuchhandlung, 1904. Translated by Elfriede Craddock, summer 1978. Photocopy.
- _____. "Von den Marianen." *Globus Magazine* 89 (1906). Translated by Susanne De C. Wilkins. "#30 From the Marianas." Micronesian Area Research Center, Guam, 1981.
- _____. "Yearly Report from Saipan to Imperial Governor of German New Guinea von Bennigsen, Herbertshoehe, March 1900 as contained in 'Records of the German Imperial Government of the South Seas Pertaining to Micronesia' as contained in the Archives Office, Australian National Government, Canberrag vol IX, CRS G1 Items 9-3, 11 (1899 - 1907), XI (1899 - 1903), XV, CRS G1 Item 219-3 (1903). Translated by Susanna R. Moyal. TTPI, Saipan, 1979. Photocopy.
- García, Francisco. "Vida y martirio de el venerable Padre Luis de Sanvitores" (Madrid 1683). Translated by Margaret Higgins, *Guam Recorder* (September 1937): 38.
- Harlan, Douglas. *The College of Micronesia: The President's Report to Congress (Mandared by Public Law 94-255)*. Washington DC: U.S. Government Printing Office, 1977.
- Heidrick and Struggles, Inc. "The University and College President." Washington, D.C., Heidrick and Struggles, Inc., 1988.
- Heine, Dwight. "Cultural Preservation and Development in Micronesia." *Micronesian Reporter* XXV, no. 4 (Fourth Quarter 1977): 13-18.
- Hezel, Francis X. "In Search of a Home: Colonial Education in Micronesia." Undated Photocopy.
- Hoyt, Edwin P. *To the Marianas: War in the Central Pacific. 1944*. New York: Avon Books, 1980.
- Hughes, Daniel T and Sherwood G. Lingenfelter, eds. *Political Development in Micronesia*. Columbus, Ohio: Ohio State University Press, 1974.
- Institute of Pacific Studies. *Micronesian Politics*. Suva, Fiji: University of the South Pacific, 1988.

- Jaschik, Scott. "Education Secretary Wants to End the Role of Accrediting in Student-Aid Eligibility." *Chronicle of Higher Education* XXXVIII, no. 14 (27 November 1991): A1 & A26-A27.
- Japan. *Annual Report to the League of Nations On the Administration of the South Sea Islands Under Japanese Mandate*. 1937.
- Joseph, Alice, and Veronica Murray. *Chamorros and Carolinians of Saipan*. Westport, Connecticut: Greenwood Press, Publishers, 1951.
- Kennedy, John F. "Public Papers of the Presidents." Washington D.C.: Government Printing Office, 1963, 564-565.
- Kuechle, David. "The Art of Negotiation - An Essential Management Skill." *The Business Quarterly* (Summer, 1980): 19-32.
- Larmour, Peter. "The Decolonization of the Pacific Islands." in *Foreign Forces in Pacific Politics*. Fiji: University of the South Pacific, 1985, 1-23.
- Leibowitz, Arnold H. *Colonial Emancipation in the Pacific and the Caribbean: A Legal and Political Analysis*. New York: Praeger Publishers, 1976.
- _____. *Defining Status: A Comprehensive Analysis of United States Territorial Relations*. Dordrecht: Martinus Nijhoff Publishers, 1989.
- Lorenzen, Robert. "University of Hawaii - Trust Territory Contract Annual Report: 1970-71." University of Hawaii, Honolulu, June, 1971. Photocopy.
- Malone, Mike. "Saipan Today: The Best of Both Worlds." *Glimpses of Micronesia* 25, no.2 (1985): 22-27.
- MARC. "#33, 1905-1910" University of Guam, Guam. Undated photocopy.
- Marianas Department of Education and Northern Marianas Community College. "Proposal: University of Guam Saipan Off-Campus Program, School Year 1976-1977." Saipan, September 16, 1976. Photocopy.
- Martin, Kenneth R. "American Whaleships in the Mariana Islands." *Guam Recorder* 9 (1979): 3-9.
- Mason, Leonard. "Anthropology at the University of Guam: A Unique Opportunity in Western Pacific Studies." Undated Photocopy.
- _____. "Reassessment and Options for Expansion: Micronesian Area Research Center." August, 1979. Photocopy.

- _____. "Sociocultural and Other Characteristics Relevant to Provision of Services to the Elderly in the Commonwealth of the Northern Mariana Islands." Honolulu: Regional Education and Training Program Western Gerontological Society, 1980. Photocopy.
- _____. "Western Pacific Studies at the University of Guam: The University's Role as a Western Pacific Regional Institution." May, 1980. Photocopy.
- McHenry, Donald F. *Micronesia: Trust Betrayed*. New York: Carnegie Endowment For International Peace, 1975.
- McPhetres, Agnes. "The Northern Mariana Islands: US Commonwealth." In *Micronesian Politics*. Fiji: Institute of Pacific Studies of the University of the South Pacific, 1988, 166-178.
- Morison, Samuel Eliot. *History of United States Naval Operations in World War II, Volume VIII: New Guinea and the Marianas March 1944 - August 1944*. Boston: Little Brown and Company, 1953.
- National Association of Educational Broadcasters (NAEB), "Educational Development in the Trust Territory of the Pacific Islands: A Study of Educational Needs and Requirements and a Plan for Meeting Them." National Association of Educational Broadcasters, Washington, D.C. 1967.
- Nathan, Robert R. Associates, Inc. "Assessment of Current and Prospective Socio-Economic Conditions in the Commonwealth of the Northern Mariana Islands: Memorandum No. 1." Commonwealth Office of Planning and Budget Affairs and the Commonwealth Development Commission, Saipan, February 15, 1980. Photocopy
- _____. "Socio/Economic Development Plan." Commonwealth Office of Planning and Budget, Saipan, October, 1977. Photocopy.
- Nevin, David. *The American Touch in Micronesia*. New York: W.W. Norton & Company, 1977.
- NMI Commission on Federal Laws, "Staff Recommendation on the Higher Education Act," Washington, D.C., 1982, Photocopy.
- NMI Department of Education, "Proposal to Train Teachers submitted to the Fund for Improving Post Secondary Education." Saipan, January 4, 1977. Photocopy.
- NMI Governor's Task Force. "Northern Marianas Community College Feasibility Study." Northern Mariana Islands, Saipan, August, 1980. Photocopy.
- Olopai, Abel. "CETA Comprehensive Report on Shrimp Trapping and Bottom Fishing." Northern Marianas College, Saipan, 1982. Photocopy.

- Oxborro, Ted and Associates. "Facilities Study for the Northern Marianas Community College." Saipan: Northern Marianas College, 1980.
- Peck, William M., G. Geiyer Anderson, and Dirk Anthony Ballendorf. "To Be Chamorro." *Glimpses of Guam and Micronesia* 28, no.2 (1988): 12-19.
- Platt, William and Philip Sorensen. "Planning for Education and Manpower in Micronesia." Menlo Park, California: Stanford Research Institute, 1967.
- Porter, Kit. "Chamorro and American Culture." Paper, St. Michael's College, 1970. Photocopy.
- Porter, M. Rosseamonde. "Micronesia Teacher Education Center, Five Year Report 1963-1968." University of Hawaii, Honolulu, 1968. Photocopy.
- "Putting a Long Lesson to Practice." *Hawaii Business* 22, no. 4 (October, 1976): 74-83.
- Ramarui, David. "Education in Micronesia: Practicalities and Impracticalities." 307-316. In *The Impact of Urban Centers in the Pacific*, Roland W. Force and Brenda Bishop eds, Hawaii: Pacific Science Association, 1975.
- _____, "Putting Educational Critiques into Perspective." *Micronesian Reporter* XXVII, no. 1 (First Quarter 1979): 2-7.
- Rampell, E. "South Sea Cinema." *Glimpses of Micronesia* 23, no. 3 (1983): 23-31.
- "Report of Mr. Jesus Concepcion and Mr. Jack Spock's Trip to Various Mainland Colleges and the HEW Office in Washington D.C. November 2 - 19th 1976." Saipan, Undated Photocopy.
- Richard, Dorothy E. *United States Naval Administration of the Trust Territory of the Pacific Islands*. Washington, D.C.: Office of the Chief of Naval Operations, 1957.
- Rios, Terre. "Communication: Island Style." *Glimpses of Micronesia and the Western Pacific* 17, no.2 (Second Quarter 1977): 18-20.
- Ronck, Ronn. "Thaaar She Bloooooows!: A Chronicle of Whaling in Micronesia." *Glimpses of Micronesia and the Western Pacific* 18, no.3 (Third Quarter 1978): 21-24.
- "Slumping to a New Low Abroad." *Time* 114, no. 5 (July 30, 1979): 28-29.

- Spoehr, Alexander. *Saipan: The Ethnology of a War-Devastated Island*. Fieldiana: Anthropology Vol 41. Chicago: Chicago Natural History Museum, 1954.
- Trust Territory Department of Education. "The Condition of Education in the Trust Territory of the Pacific Islands." Saipan: TT Department of Education, February, 1977.
- U.S. Department of H.E.W. "The Higher Education Act of 1965: Some Questions and Answers." Washington, D.C.: U.S. Government Printing Office, 1966.
- "US Federal Programs in Micronesia." Report on a Conference Sponsored by Micronesian Seminar, Ponape, March 12-14, 1979. Photocopy.
- Urban Systems Research and Engineering, Inc. "Postsecondary Education in the U.S. Territories, Preliminary Findings and Appendix." Washington, D.C.: U.S. Department of Education, 1982.
- Webb, James H., Jr. *Micronesia and U.S. Pacific Strategy: A Blueprint for the 1980s*. New York: Praeger Publishers, 1974.
- Workman, Randy L., Christine O'Meara, James Craig, James Nagel, Edward Robbins, and Dirk Anthony Ballendorf. *Island Voyagers in New Quests: An Assessment of Degree Completion Among Micronesian College Students*. University of Guam: Micronesian Area Research Center, 1981.
- Yanahara, Tadao. *Pacific Islands Under Japanese Mandate*. 1940 Reprint. Westport, Connecticut: Greenwood Press, Publishers, 1976.

SELECTED OTHER REFERENCES

- Academy for Educational Development. "Expanding Resources and Opportunities Through Regional Cooperation in the U.S. Pacific Islands - Final Report - Pacific Postsecondary Education Council presented to The Fund for Improvement of Postsecondary Education." Washington, D.C.: Academy for Educational Development, 1983.
- _____. "Operation Access: A Project of the Pacific Regional Postsecondary Education Council Presented to FIPSI." PPSEC, March 1979.
- _____. "Using Technology for Education in the U.S. Territories of the Pacific." Washington DC: AED, June 1983.
- Actouka, Marcelino K. "An Assessment of Regional Cooperation for the American Flag Pacific Islands." Pacific Islands Development Program, East-West Center, Honolulu, September, 1981.
- Aguon, Katherine B. "The G.C.C.: Meshing Social Needs, Economic Realities and Local Resources." First GCC Commencement Speech delivered June 1, 1979. Photocopy.
- Ballendorf, Dirk A. "The Community College of Micronesia." *Pacific Studies* 2, no.2 (Spring 1979): 186-192.
- _____. "Education in Micronesia: The Gibson Years." *Glimpses of Micronesia and the Western Pacific* 19, no.3 (August 1978): 60 - 63.
- Betances, Samuel. "Limits of Cross-cultural Education in Solving Ethnic Conflict in Guam." *Islander* (October 23, 1977): 3-7 & 14.
- Bingham, Rev. Hiram, Jr. *Story of the Morning Star: the Children's Missionary Vessel*. Boston: The American Board Missionary House, 1866.
- Boleman, Lee and Terrence Deal. "Understanding Organizations." Harvard Graduate School of Education, Cambridge, 1982. Photocopy.
- Boyce, William D. *United States Colonies and Dependencies*. Chicago: Rand McNally & Company, 1914.
- Camacho, Carlos S. "Governor's Report on Commonwealth Affairs (January 1978 - January 1982)" Saipan: CNMI, 1982.
- Carano, Paul, and Pedro C. Sanchez. *A Complete History of Guam*. Rutland, Vermont: Charles E. Tuttle Company, 1977.
- Clyde, Paul H. *Japan's Pacific Mandate*. 1935. Reprint. Port Washington, N.Y.: Kennikat Press, Inc., 1967.

- Colletta, Nat J. *American Schools for the Natives of Ponape: A Study of Education and Culture Change in Micronesia*. Honolulu: University Press of Hawaii, 1980.
- _____. "A Case Study of Bureaucratic Organization and Cross Cultural Conflict in a Micronesian High School." *International Review of Education* 20, no.2 (1974): 178-199.
- Community College of Micronesia. "Accreditation Report." Ponapae, Spring, 1972. Photocopy.
- _____. "Evaluation Report. Submitted to: Accrediting Commission for Junior Colleges, Western Association of Schools and Colleges." Ponapae, 1973. Photocopy.
- _____. "Report of Institutional Self-Study. To: the Accrediting Commission for Junior Colleges: Western Association of Schools and Colleges." Ponapae, February, 1975. Photocopy.
- Community College of Micronesia Planning Commission. "Introduction CCM Planning Conference Summaries." Trust Territory of the Pacific Islands, Saipan, undated, around 1974. Photocopy.
- Costenoble, Hermann H.L. Selections from *Globus Magazine* 88-98 (1905 - 1910). Translated by Susanne de C. Wilkins. "#33 The Marianas". Guam: Micronesian Area Research Center, 1981.
- Dator, James A. "Paying the Price in the Pacific Islands." December 31, 1981. Photocopy.
- del Valle, Maria Teresa. "The Mariana Islands in the Early Nineteenth Century." Guam: Micronesia Area Research Center, 1980.
- Fisher, J.L. "The Japanese Schools for the Natives of Truk, Caroline Islands." In *Education & Culture: Anthropological Approaches*, edited by George D. Spinder, 512 - 529. New York: Hoft, Rinehart & Winston, 1963.
- Force, Roland W. *Induced Political Change in the Pacific*. Honolulu: Bishop Museum Press, 1965.
- Gale, Roger. *The Americanization of Micronesia: A Study of the Consolidation of United States Rule in the Pacific*. Washington D.C.: University Press of America, 1979.
- Garcia, Francisco, S.J. *Vida y martirio de el venerable Padre Diego Luis de Sanvitores, de la Compania de Jesus, primer Apostol de las Islas Marianas...* Madrid, Infanzon, 1683. Translated by Felicia Plaza, M.M.B. "#22 Sanvitores in the Marianas" Guam: Micronesia Area Center, 1980.

- Garrett, John. *To Live Among the Stars: Christian Origins in Oceania*. Geneva and Suva: Institute of Pacific Studies University of the South Pacific, 1982.
- Gemmel, Art. "Management in a Cross-Cultural Environment: The Best of Both Worlds." *Management Solutions* 31 (June 1986): 28-33.
- German Colonial Society. *Deutsche Kolonialzeitung* (German Colonial Newspaper). Berlin, 1900-1914. Translated by Susanne De C. Wilkins. "#28 - German Administration in the Marianas: Selections From the *Deutsche Kolonialzeitung*, 1900-1914." Guam: Micronesia Area Research Center, 1981.
- Goodman, Grant K. and Feliz Moos, eds., *The United States and Japan in the Western Pacific: Micronesia and Papua New Guinea*. Boulder, Colorado: Westview Press, 1981.
- Goerner, Fred. *The Search for Amelia Earhart*. Garden City, New York: Doubleday & Company, Inc., 1966.
- Graham, Robert. "The Chamorro People." *Micronesian Reporter* 3rd Quarter (1978): 11-14.
- Griffin, Trenholme J. and W. Russell Daggatt. *The Global Negotiator*. New York: Harper Business, 1990.
- Guam Community College, "Application for Candidacy Status." GCC, Guam, April 25, 1978. Photocopy.
- _____, "Facilities Master Plan for Guam Community College." GCC, Guam, June 29, 1981. Photocopy.
- _____. "Interim Report prepared for the Accrediting Commission for Community and Junior Colleges: Western Association of Schools and Colleges." GCC, Guam, January, 1981. Photocopy.
- _____. "Self-study Report for Initial Accreditation, 1979." GCC, Guam, 1979. Photocopy.
- Guerrero, Brigida DeLeon. "A Study of Attitudes of Northern Marianas Educational Personnel Toward the Effectiveness of the Various Types of Post-Secondary Training Available to Them: Survey - Based Recommendations for Future Training Priorities." Seminar thesis, University of Hawaii, 1981.
- Guerrero, Vicente D. Leon. "The Proceedings in the Northern Mariana Islands During the Administration of Germany, The Japanese Empire and the Present Trusteeship Administration of the United States." Saipan: unpublished photocopy, December 15, 1968.

- Hanlon, David. "Micronesia: Writing and Rewriting the Histories of a Nonentity." *Pacific Studies* 12, no.2 (March 1989): 1-21.
- Harlan, Douglas S. "The College of Micronesia: The President's Report to Congress." Washington, D.C., U.S. Government Printing Office, March, 1977.
- Heine, Carl. *Micronesia at the Crossroads: A Reappraisal of the Micronesian Political Dilemma*. Honolulu: The University Press of Hawaii, 1974.
- Hempenstall, Peter and Noel Rutherford. *Protest and Dissent in the Colonial Pacific*. Fiji: University of the South Pacific, 1984.
- Henning, Theodore. *Buritis in Paradise*. New York: Greenwich Book Publishers, 1961.
- Hezel, Francis X. "The Education Explosion in Truk." *Pacific Studies* 2, no.2 (Spring 1979): 167-185.
- _____. "Schools in Micronesia Prior to American Administration." *Pacific Studies* 8, no.1 (Fall 1984): 85-111.
- Hezel, Francis X., SJ and Thomas B. McGrath, SJ. "The Great Flight Northward: FSM Migration to Guam and the Northern Marianas." *Pacific Studies* 13, no.1 (Nov 1989): 47-64.
- Imamura, Carolyn. *An Overview of the American Pacific Islands*. Honolulu: Pacific Basin Development Council Research Institute. 1982.
- Johnson, B. Lamar. *Starting a Community Junior College*. Washington, D.C.: American Association of Junior Colleges, 1964.
- Kahn, E. J. Jr. *A Reporter in Micronesia*. New York: W.W. Norton & Company, 1966.
- Kanter, Rosabeth Moss. *The Change Masters: Innovation & Entrepreneurship in the American Corporation*. New York: Simon & Schuster, Inc., 1983.
- _____. *Men and Women of the Corporation*. New York: Basic Books, Inc., Publishers, 1977.
- Kiste, Robert. "Report to Western Pacific Studies Program: University of Guam." Guam, April, 1981. Photocopy.
- Kotter, John P. *The Leadership Factor*. New York: The Free Press, A Division of Macmillan, 1988.
- Kubota, Gary T. "Tinian: Footnote in History." *Islander* (June 17, 1979): 3-5.

- Kugel, Kenneth. "The Governing of Micronesia: A Report on the Trust Territory of the Pacific Islands - Based on a Field Survey Conducted During February and March 1952." Washington, D.C.: Bureau of the Budget, Executive Office of the President, 1952.
- Larmour, Peter. "The Decolonization of the Pacific Islands," in *Foreign Forces in Pacific Politics*. Fiji: University of the South Pacific, 1985.
- Lax, David A. and James K. Sebenius. *The Manager as Negotiator*. New York: The Free Press, 1986.
- Ledesman, Andres de. *Mission in the Marianas: an account of Father Diego Luis de Sanvitores and his companions, 1669-1670*. Minneapolis: Univ. of Minnesota Press, 1975.
- Mamak, Alexander, and Grant McCall. *Paradise Postponed*. Australia: Pergamon Press, 1978.
- Martin, Kenneth R. "'Let the Natives Come Aboard' Whalers and Islanders in Micronesia" *Glimpses of Micronesia* 18, no.3 (3rd Quarter 1978): 38-44.
- Mayo, Larry W. "U.S. Administration and Prospects for Economic Self-sufficiency: A Comparison of Guam and Select Areas of Micronesia." *Pacific Studies* 11, no.3 (July 1988): 53-75.
- McClure, Glenn E. "Tinian Then and Now." Texas: Glenn E. McClure, 1977.
- Memmi, Albert. *The Colonizer and the Colonized*. Boston: Beacon Press, 1965.
- Micronesian Occupational College. "Report of Institutional Self-Study submitted to: Accrediting Commission for Community and Junior Colleges Western Association of Schools and Colleges." Palau, January, 1982. Photocopy.
- Micronesian Seminar. "Seminar on Moral Issues Related to Choice of Political Status: Held in Kolonia, Ponape June 3 - 9, 1973." Catholic Mission, 1973. Photocopy.
- Mitchell, Roger E. "Oral Traditions of Micronesia as a Index to Culture Change Reflected in Micronesian College Graduates - Final Report." Washington, D.C.: Office of Education (DHEW), 1972. Photocopy.
- Miyagi, Dale S. "Spanish Micronesia and the Philippine Exposition of 1887." *Guam Recorder* 5, no. 2 (1975): 31 - 43.

- National Association of Educational Broadcasters. "Economic Development in the Trust Territory of the Pacific Islands: A Study of Educational Needs and Requirements and a Plan for Meeting Them." Washington DC: NAEB, January 1967.
- Neemia, Uentabo Fakafo. *Cooperation and Conflict: Costs, Benefits and National Interests in Pacific Regional Cooperation*. Fiji: Institute of Pacific Studies of the University of the South Pacific, 1986.
- NMI Commission on Federal Laws, "Staff Recommendation on Land Grant Colleges," Washington, D.C., 1982, Photocopy.
- Nufer, Harold F. *Micronesia Under American Rules*. New York: Exposition Press. 1978.
- Pacific Postsecondary Education Council. "Inter-Active Satellite Education in the Western Pacific Islands: CPB/Annenberg Grant Proposal." Guam, April 2, 1982. Photocopy.
- Pangelinan, Edward. "Commonwealth of the Northern Marianas Annual Reports, Activities of the Representative to the United States, 1980, 1981, 1982, 1983." Washington, D.C.: Government of the Northern Marianas, 1980, 1981, 1982, 1983. Photocopies.
- _____. "Annual Report on the Activities of the Representative to the United States: OBSERVATIONS AND RECOMMENDATIONS TO IMPROVE RELATIONS BETWEEN THE COMMONWEALTH AND THE UNITED STATES." Washington, D.C.: CNMI Washington Office, 1980.
- Pearse, Richard, and Keith A. Bezanson. "Education and Modernization of Micronesia: A Case Study in Development and Development Planning." California: Stanford International Development Education Center, 1970.
- Planning and Budget Office, CNMI. "Overall Economic Development Strategy, 1980." Saipan: Government of the Northern Marianas, 1980.
- _____. "Overall Economic Development Strategy, 1983." Saipan: Government of the Northern Marianas, 1983.
- Porter, Kit. "Implications of Changing from a Local Education Agency to a State Education Agency: Northern Marianas Case Study." Paper presented at the Micronesian Educators Conference, Saipan, 22-26 October, 1979.
- _____. "Using Satellite For Teaching: A Northern Marianas Experiment" *Pacific Islands Communication Journal* 10 no.3 (1981): 44-47.

- Puyo, Sister Maria Ana Maria. "The Acceptance of Americanization by the Chamorros and Carolinians of Saipan." Master's thesis, Graduate School of Saint Louis University, 1964.
- Price, Willard. *America's Paradise Lost*. New York: John Day Company, 1966.
- Quigg, Agnes. "History of the Pacific Islands Study Program at the University of Hawaii: 1950-1986." Working Paper Series, Pacific Island Studies Program, Center for Asian and Pacific Studies, University of Hawaii at Manoa. undated.
- Ralston, Caroline. *Grass Huts and Warehouses: Pacific Beach Communities of the Nineteenth Century*. Honolulu: The University Press of Hawaii, 1978.
- Ramarui, David. "Education in Micronesia: Its Past Present and Future." *The Micronesian Reporter* 24 (First Quarter 1976): 9-20.
- _____. "History of Education in Micronesia." Trust Territory of the Pacific Islands, Saipan, Undated Photocopy.
- Russell, Scott. *From Atabwal to Ashes - A Brief History of Garapan Village: 1818 to 1945*. (Micronesian Archaeological Survey Report Number 19, June 1984). Saipan: CNMI Department of Education, 1984.
- _____. "The Sea People." *Glimpses of Micronesia and the Western Pacific* 23, no.4 (1983): 22-23.
- Salas, John C., "The Campus of the Pacific." Guam, May, 1980. Photocopy.
- _____, "The Guam Community College: Its Objectives and Expected Results." Guam, November 30, 1978. Photocopy.
- _____, "The Guam Community College: Its Philosophy." Oct, 1978. Photocopy.
- Scott, Russell, "The Sea People: In Search of Iron and Land." *Glimpses of Micronesia* 23, no.4 (1983): 22-23.
- Seidel, H. "Saipan, die Hauptinsel der Deutschen Marianen." *Globus Magazine* 86 (1903). Translated by Susanne De C. Wilkins. "#29 Saipan: The Main German Island." Guam: Micronesian Area Research Center, 1981.
- Sharp, Andrew. *The Discovery of the Pacific Islands*. Oxford: Oxford University Press, 1960.
- Shigetomi, Samson S. "Education Development Plan, 1979-1983." Micronesian Occupational College, Palau. Undated photocopy.

- Shuster, Donald R. "State Shinto in Micronesia During Japanese Rule, 1914-1945." *Pacific Studies* 5, no.2 (Spring 1982): 20-43.
- Smith, Donald F. "Education for More than One Culture: Fostering Pluralism in Micronesia." Paper presented at World Educators Conference, Honolulu, July 10-15, 1976.
- Soucie, Edward A. "A Proposal for Integrating the Technical and Academic Programs in the Secondary Schools of the Trust Territory of the Pacific Islands." Trust Territory Vocational Advisory Council, Saipan, April, 1976. Photocopy.
- Taylor, John L. "The Educational Program for the American Trust Territory in the Pacific." *School and Society* 69, no. 1778 (January 22, 1949): 49-53.
- Terpstra, Margery. "Micronesian Teacher Education Center/Community College of Micronesia Final Report, 1963-1971." University of Hawaii, January, 1972. Photocopy.
- Thomas, R. Murray, and T. Neville Postlethwaite. *Schooling in the Pacific Islands: Colonies in Transition*. Oxford: Pergamon Press, 1984.
- Thompson, Laura. *Guam and Its People*. New York: Greenwood Press, Publishers, 1947.
- _____. *The Native Cultures of the Mariana Islands*. Honolulu: Bernice P. Bishop Museum Bulletin 185, 1945.
- Trifonovitch, Gregory J. "On Cross-Cultural Orientation Techniques." Honolulu: East-West Center, August, 1973. Photocopy.
- _____. "Trust Territory of the Pacific Islands" *Language Policy, Language Engineering and Literacy*. pp.1063-1087. Photocopy.
- Trumbull, Robert. *Tin Roofs and Palm Trees: A Report on the New South Seas*. Seattle: University of Washington Press, 1977.
- Trust Territory of the Pacific Islands, "Annual Report to the Secretary of the Interior." Saipan: Office of the High Commissioner, 1978.
- Underwood, Jane H. "The Native Origins of the Neo-Chamorro of the Mariana Islands." *Micronesia: Journal of the University of Guam* 12, no.2 (December, 1976): 203-209.
- United States of America, *Trust Territory of the Pacific Islands - United Nations Reports*. Washington, D.C.: U.S. Government Printing Office, 1954 to 1982.
- University of Guam, "Self Study Report: Submitted in Support of a Full-

Scale Visit by the Accrediting Commission for Senior Colleges and Universities - Western Association of Schools and Colleges." Guam, June 15, 1983. Photocopy.

_____. "Inina, Fina' Na' Gue Yan Setbisio: The Mission of the Univeristy of Guam." Guam, February 28, 1980.

University of the South Pacific, "Institute of Pacific Studies: Report." Suva, Fiji: 1979.

Von Kotzebue, Otto. "A Voyage of Discovery into the South Sea and Beering's Straits, for the purpose of Exploring a North-East Passage undertaken in the years 1815-1818...." London: Longman, Hurst, Rees, Orme and Brown, 1821.

Webb, James H. Jr. *Micronesia and U.S. Pacific Strategy: A Blueprint for the 1980s*. New York: Praeger Publishers, 1974.

Western Association of Schools and Colleges. "Accreditation Team Report of the University of Guam, 1978." 1978. Photocopy.

_____. "Accrediting Commission for Community and Junior Colleges: Guam Community College Evaluation Report." June 1979. Photocopy.

_____. "Accrediting Commission for Community and Junior Colleges: Northern Marianas Community College Candidacy Review, December 8 10, 1982." 1982. Photocopy.

Worldwide Education and Research Institute, *An Assessment of Educational Needs in the Mariana Islands*. Saipan: TTPI Department of Education, 1973.

Yamashita, Antonio C. "Northern Marianas Commonwealth Government, Human Resources Development Institute: A Proposal." August, 1979. Photocopy.

Yamashita, Antonio C., and Walter Scott Wilson. "Education and Culture Change in Micronesia." In *Education in Comparative and International Perspectives*, edited by Kalil I. Gezr, 108 - 118. New York: Hoft, Rinehart & Winston, 1971.

SOURCES REVIEWED

"Commonwealth Examiner". Saipan (weekly)
 "The Commonwealth Newsletter". Executive Branch, CNMI (monthly)
 "Commonwealth Register". Office of the Attorney General, CNMI, Saipan
 "Congressional Review". CNMI Legislature (monthly)
 "Costal Views". Costal Resource Management, CNMI, Saipan (monthly)
 "Department of Education News letter" CNMI DOE (monthly)
 "ESG (Education for Self Government Notes)" TTPI (biweekly)
Glimpses of Guam and Micronesia. Agana, Guam (quarterly)
 "Governor's Cabinet / Immediate Staff Meeting Minutes". CNMI (weekly)
Guam Recorder. Micronesia Area Research Center, University of Guam
 (quarterly)
 "Highlights". Office of the Commissioner, TTPI (bimonthly)
 "Marianas Bulletin". District Administration, Saipan (weekly)
 "Marianas Variety". Saipan (weekly)
 "Micronesia Support Committee Bulletin". Honolulu, Hawaii (monthly)
 "News Release". Office of the Governor, CNMI (a few a week)
 "Northern Marianas College Monthly Report"
 "Northern Marianas Department of Education Monthly Report"
 "Pacific Daily News". Guam (Daily)
Pacific Islands Monthly. Sydney, Australia (monthly)
Pacific Studies. The Institute for Polynesian Studies, Brigham Young
 University-Hawaii (3 times a year)
 "Saipan Chamber of Commerce Newsletter". Saipan (monthly)
 "University of Guam President's Report". (monthly)
 "United Nation Reports" Annual reports on the status of the Trust
 Territory

A few copies (some only printed a few copies) of "Micronesian
 Perspective", "Micronesian Independent", "The National Union",
 "Newsletter Office of Transition Studies and Planning", "NMI
 Occupational Information Coordinating Committee Newsletter",
 "Pandanas Periodical", "Micro Bits Newsletter", "Pacific Islands
 Communications Newsletter", "Helmsman" by Micronesian Students at
 Eastern Oregon State College, "I Isla"- Rota, "The Micro Scoop",
 "Micronesian Students Newsletter" - Western Oregon State College,
 "Gasetan Chamorro Bilingual", "Munchi Narara", "Marianas High
 School Observer"

Northern Marianas Department of Education: Federal Program Applications,
 Evaluation Reports, Selected correspondence

Northern Marianas College: Federal Program Applications, Evaluation
 Reports, Correspondence Files, Fiscal Reports and Budgets,
 Legislative Reports and testimony, President's personal
 correspondence, diaries, and notes, tapes of interviews with
 people concerned about the college

Northern Marianas Islands: Legislation, Departmental reports, Federal
 Program Proposals, Budgets

VITA

Kit Porter

Education

- 1962-66 B.A. Elmira College, Elmira, New York, June 1966
- 1969-70 M.A. St. Michael's College, Burlington, Vermont, Nov. 1970
- 1983-85 M.Ed. Harvard University, Cambridge, Mass., June, 1985

Experience

- 1966-67: English Teacher, Huntington Jr. High, Huntington, New York
- 1967-69 Peace Corps Teacher, Rota, Northern Mariana Islands
- 1971-72 Teacher/Director
Cambridge Pre-School, Cambridge, Vermont
- 1972-73 Teacher, Elementary
Hardwick & Wolcott, Vermont
- 1973-75 Teacher, English
Hazen Union High School, Hardwick, Vermont
- 1975-77 Director, Chamorro/English Bilingual Project
Northern Mariana Islands, Trust Territory Pacific Isl.
- 1977-79 State Director/Coordinator, Bilingual Education
Commonwealth of the Northern Mariana Islands (CNMI)
- 1979-80 Coordinator, Higher Education & Teacher Training, CNMI
- 1980-83 Founding President, Northern Marianas College &
State Director Higher Education, CNMI
- 1984-86 *Harvard Educational Review* Board Member
Chairperson, 1985; Publicity Editor, 1985-86;
Manuscript Editor, 1984-85
- 1985 & 1986 Teaching Fellow
Harvard University Graduate School of Education
- 1987-1993 Instructor, Part-time
Harvard University Summer and Extension Schools
Wheelock College Graduate School, Boston
World Maritime University, Malmö, Sweden

BIBLIOGRAPHY

SOURCES CITED

Asian and Pacific American Concerns Staff. "Miniconference on the Education Concerns of Asian and Pacific Americans April 3-5, 1978." U.S. Office of Education, HEW, Washington, D.C., 1978. Photocopy.

Bentances, Samuel. "Higher Education in the Pacific Islands of Guam, Micronesia, American and Western Samoa." Commonwealth of the Northern Mariana Islands Department of Education, Saipan, 1979. Photocopy.

Ballendorf, Dirk. "The Community College of Micronesia: Present Situation and Future Prospects." *Micronesian Reporter* XXVII, no. 2 (Second Quarter 1979): 23-26.

Broadbent, William. "A Profile of Chamorro and Statesider Attitudes Toward Education and Educationally Related Values." Prepared for Educational Objectives Commission Planning Director, Guam Educational Project Director, Northwest Regional Education Laboratory, 1970.

_____. "A Profile of Relevant Attitudes, Perceptions and Aspirations of Young Micronesians." Saipan: Department of Education TTPI, 1972.

Canham, Erwin. "Proclamation Establishing the Northern Marianas Community College." Northern Marianas Government, Saipan, August 23, 1976. Photocopy.

Carano, Paul. "Brief History of the University of Guam." *Guam Recorder* 1, second series no. 1 (October-December 1971): 30-33.

"Carter's Great Purge." *Time* 114, no. 5 (30 July 1979): 18-23.

Chutaro, Chuji, "Caught in the Squeeze." *Micronesian Reporter* XIX, no. 1 (First Quarter, 1971): 29.

Cohen, Arthur M. and Florence B. Brawer. *The American Community College*. San Francisco: Jossey-Bass Publishers, 1982.

Commonwealth Council for Arts and Culture. "Life in the Northern Mariana Islands During the German Administration (1899 - 1914)." Saipan: CNMI, 1982.

CNMI. "Postsecondary Planning Project submitted to Postsecondary Education Statewide Comprehensive Planning Grants Program." Saipan: CNMI, 1978.

CNMI Department of Education. "Annual Report: School Year 1981 - 82." Saipan: CNMI, 1982.

_____. "Raising Quality and Relevance of Education in the Northern Mariana Islands: A Proposal Prepared for the Territorial Teacher Training Assistance Program." Saipan: CNMI DOE, July 14, 1980. Community College of Micronesia. "CCM Graduates Follow-up Study." CCM, Ponapae, 1977. Photocopy.

_____. "Report of Institutional Self-Study. Submitted to: Accrediting Commission for Community and Junior Colleges Western Association of Schools and Colleges." CCM, Ponapae, January, 1978. Photocopy.

Community College Task Force. "Community College Feasibility Report." Government of the Northern Mariana Islands, Saipan, 1980. Photocopy.

Crawford, David and Leona. *Missionary Adventures in the South Pacific*. Rutland, Vermont: Charles E. Tuttle Company, 1967.

Crocombe, Ron. *The New South Pacific*. Wellington: Reed Education, 1978.

Crocombe, Ron and Ahmed Ali, eds., *Foreign Forces in Pacific Politics*. Fiji: University of the South Pacific, 1985.

Crowl, Philip A. *United States Army in World War II - The War in the Pacific Campaign in the Marianas*. Washington DC: Office of the Chief of Military History Department of the Army, 1960.

Dator, James A. "Alternative Futures for the Commonwealth of the Northern Mariana Islands." NMC, Saipan, January 31, 1981. Photocopy. An edited version was published in *Political Science* 34, no. 1 (July 1982): 26-65.

Dodge, Ernest S. *New England and the South Seas*. Cambridge, Massachusetts: Harvard University Press, 1965.

Driver, John. "From the Outrigger to the Satellite: Guam Becomes a Pacific Communication Center." *Guam Recorder* 3, no. 1 (January-March): 3-4.

Davis, Stanley M. and Paul R. Lawrence. *Matrix*. Reading, Massachusetts: Addison-Wesley Publishing Company, 1977.

Fenn, Dan H. "Finding Where the Power Lies in Government." *Harvard Business Review* 57, no. 5 (September-October 1979): 144-153.

Fisher, Glen. *International Negotiation: A Cross-Cultural Perspective*. Yarmouth, Maine: Intercultural Press Inc., 1980.

Fisher, James L. *Power of the Presidency*. New York: American Council on Education and Macmillan Publishing Company, 1984.

Fritz, Georg. "The Chamorro: A History and Ethnography of the Marianas." Taken from pages 25 to 110 of *Ethnologisches Notizblatt*, Band II - Heft 3, Berlin: A. Haack Verlagsbuchhandlung, 1904. Translated by Elfriede Craddock, summer 1978. Photocopy.

_____. "Von den Marianen." *Globus Magazine* 89 (1906). Translated by Susanne De C. Wilkins. "#30 From the Marianas." Micronesian Area Research Center, Guam, 1981.

_____. "Yearly Report from Saipan to Imperial Governor of German New Guinea von Bennigsen, Herbertshoehe, March 1900 as contained in 'Records of the German Imperial Government of the South Seas Pertaining to Micronesia' as contained in the Archives Office, Australian National Government, Canberrag vol IX, CRS G1 Items 9-3, 11 (1899 - 1907), XI (1899 - 1903), XV, CRS G1 Item 219-3 (1903). Translated by Susanna R. Moyal. TTPI, Saipan, 1979. Photocopy.

Garcia, Francisco. "Vida y martirio de el venerable Padre Luis de Sanvitores" (Madrid 1683). Translated by Margaret Higgins, *Guam Recorder* (September 1937): 38.

Harlan, Douglas. *The College of Micronesia: The President's Report to Congress (Mandared by Public Law 94-255)*. Washington DC: U.S. Government Printing Office, 1977.

Heidrick and Struggles, Inc. "The University and College President." Washington, D.C., Heidrick and Struggles, Inc., 1988.

Heine, Dwight. "Cultural Preservation and Development in Micronesia." *Micronesian Reporter* XXV, no. 4 (Fourth Quarter 1977): 13-18.

Hezel, Francis X. "In Search of a Home: Colonial Education in Micronesia." Undated Photocopy.

Hoyt, Edwin P. *To the Marianas: War in the Central Pacific. 1944*. New York: Avon Books, 1980.

Hughes, Daniel T and Sherwood G. Lingenfelter, eds. *Political Development in Micronesia*. Columbus, Ohio: Ohio State University Press, 1974.

Institute of Pacific Studies. *Micronesian Politics*. Suva, Fiji: University of the South Pacific, 1988.

Jaschik, Scott. "Education Secretary Wants to End the Role of Accrediting in Student-Aid Eligibility." *Chronicle of Higher Education* XXXVIII, no. 14 (27 November 1991): A1 & A26-A27.

Japan. *Annual Report to the League of Nations On the Administration of the South Sea Islands Under Japanese Mandate*. 1937.

Joseph, Alice, and Veronica Murray. *Chamorros and Carolinians of Saipan*. Westport, Connecticut: Greenwood Press, Publishers, 1951.

Kennedy, John F. "Public Papers of the Presidents." Washington D.C.: Government Printing Office, 1963, 564-565.

Kuechle, David. "The Art of Negotiation - An Essential Management Skill." *The Business Quarterly* (Summer, 1980): 19-32.

Larmour, Peter. "The Decolonization of the Pacific Islands." in *Foreign Forces in Pacific Politics*. Fiji: University of the South Pacific, 1985, 1-23.

Leibowitz, Arnold H. *Colonial Emancipation in the Pacific and the Caribbean: A Legal and Political Analysis*. New York: Praeger Publishers, 1976.

_____. *Defining Status: A Comprehensive Analysis of United States Territorial Relations*. Dordrecht: Martinus Nijhoff Publishers, 1989.

Lorenzen, Robert. "University of Hawaii - Trust Territory Contract Annual Report: 1970-71." University of Hawaii, Honolulu, June, 1971. Photocopy.

Malone, Mike. "Saipan Today: The Best of Both Worlds." *Glimpses of Micronesia* 25, no.2 (1985): 22-27.

MARC. "#33, 1905-1910" University of Guam, Guam. Undated photocopy.

Marianas Department of Education and Northern Marianas Community College. "Proposal: University of Guam Saipan Off-Campus Program, School Year 1976-1977." Saipan, September 16, 1976. Photocopy.

Martin, Kenneth R. "American Whaleships in the Mariana Islands." *Guam Recorder* 9 (1979): 3-9.

Mason, Leonard. "Anthropology at the University of Guam: A Unique Opportunity in Western Pacific Studies." Undated Photocopy.

_____. "Reassessment and Options for Expansion: Micronesian Area Research Center." August, 1979. Photocopy.

_____. "Sociocultural and Other Characteristics Relevant to Provision of Services to the Elderly in the Commonwealth of the Northern Mariana Islands." Honolulu: Regional Education and Training Program Western Gerontological Society, 1980. Photocopy.

_____. "Western Pacific Studies at the University of Guam: The University's Role as a Western Pacific Regional Institution." May, 1980. Photocopy.

McHenry, Donald F. *Micronesia: Trust Betrayed*. New York: Carnegie Endowment For International Peace, 1975.

McPhetres, Agnes. "The Northern Mariana Islands: US Commonwealth." In *Micronesian Politics*. Fiji: Institute of Pacific Studies of the University of the South Pacific, 1988, 166-178.

Morison, Samuel Eliot. *History of United States Naval Operations in World War II, Volume VIII: New Guinea and the Marianas March 1944 - August 1944*. Boston: Little Brown and Company, 1953.

National Association of Educational Broadcasters (NAEB), "Educational Development in the Trust Territory of the Pacific Islands: A Study of Educational Needs and Requirements and a Plan for Meeting Them." National Association of Educational Broadcasters, Washington, D.C. 1967.

Nathan, Robert R. Associates, Inc. "Assessment of Current and Prospective Socio-Economic Conditions in the Commonwealth of the Northern Mariana Islands: Memorandum No. 1." Commonwealth Office of Planning and Budget Affairs and the Commonwealth Development Commission, Saipan, February 15, 1980. Photocopy

_____. "Socio/Economic Development Plan." Commonwealth Office of Planning and Budget, Saipan, October, 1977. Photocopy.

Nevin, David. *The American Touch in Micronesia*. New York: W.W. Norton & Company, 1977.

NMI Commission on Federal Laws, "Staff Recommendation on the Higher Education Act," Washington, D.C., 1982, Photocopy.

NMI Department of Education, "Proposal to Train Teachers submitted to the Fund for Improving Post Secondary Education." Saipan, January 4, 1977. Photocopy.

NMI Governor's Task Force. "Northern Marianas Community College Feasibility Study." Northern Mariana Islands, Saipan, August, 1980. Photocopy.

Olopai, Abel. "CETA Comprehensive Report on Shrimp Trapping and Bottom Fishing." Northern Marianas College, Saipan, 1982. Photocopy.

Oxborro, Ted and Associates. "Facilities Study for the Northern Marianas Community College." Saipan: Northern Marianas College, 1980.

Peck, William M., G. Geiyer Anderson, and Dirk Anthony Ballendorf. "To Be Chamorro." *Glimpses of Guam and Micronesia* 28, no.2 (1988): 12-19.

Platt, William and Philip Sorensen. "Planning for Education and Manpower in MICronesia." Menlo Park, California: Stanford Research Institute, 1967.

Porter, Kit. "Chamorro and American Culture." Paper, St. Michael's College, 1970. Photocopy.

Porter, M. Rosseamonde. "Micronesia Teacher Education Center, Five Year Report 1963-1968." University of Hawaii, Honolulu, 1968. Photocopy.

"Putting a Long Lesson to Practice." *Hawaii Business* 22, no. 4 (October, 1976): 74-83.

Ramarui, David. "Education in Micronesia: Practicalities and Impracticalities." 307-316. In *The Impact of Urban Centers in the*

Pacific, Roland W. Force and Brenda Bishop eds, Hawaii: Pacific Science Association, 1975.

_____, "Putting Educational Critiques into Perspective." *Micronesian Reporter* XXVII, no. 1 (First Quarter 1979): 2-7.

Rampell, E. "South Sea Cinema." *Glimpses of Micronesia* 23, no. 3 (1983): 23-31.

"Report of Mr. Jesus Concepcion and Mr. Jack Spock's Trip to Various Mainland Colleges and the HEW Office in Washington D.C. November 2 - 19th 1976." Saipan, Undated Photocopy.

Richard, Dorothy E. *United States Naval Administration of the Trust Territory of the Pacific Islands*. Washington, D.C.: Office of the Chief of Naval Operations, 1957.

Rios, Terre. "Communication: Island Style." *Glimpses of Micronesia and the Western Pacific* 17, no.2 (Second Quarter 1977): 18-20.

Ronck, Ronn. "Thaaar She Bloooooows!: A Chronicle of Whaling in Micronesia." *Glimpses of Micronesia and the Western Pacific* 18, no.3 (Third Quarter 1978): 21-24.

"Slumping to a New Low Abroad." *Time* 114, no. 5 (July 30, 1979): 28-29.

Spoehr, Alexander. *Saipan: The Ethnology of a War-Devastated Island*. Fieldiana: Anthropology Vol 41. Chicago: Chicago Natural History Museum, 1954.

Trust Territory Department of Education. "The Condition of Education in the Trust Territory of the Pacific Islands." Saipan: TT Department of Education, February, 1977.

U.S. Department of H.E.W. "The Higher Education Act of 1965: Some Questions and Answers." Washington, D.C.: U.S. Government Printing Office, 1966.

"US Federal Programs in Micronesia." Report on a Conference Sponsored by Micronesian Seminar, Ponape, March 12-14, 1979. Photocopy.

Urban Systems Research and Engineering, Inc. "Postsecondary Education in the U.S. Territories, Preliminary Findings and Appendix." Washington, D.C.: U.S. Department of Education, 1982.

Webb, James H., Jr. *Micronesia and U.S. Pacific Strategy: A Blueprint for the 1980s*. New York: Praeger Publishers, 1974.

Workman, Randy L., Christine O'Meara, James Craig, James Nagel, Edward Robbins, and Dirk Anthony Ballendorf. *Island Voyagers in New Quests: An Assessment of Degree Completion Among Micronesian College Students*. University of Guam: Micronesian Area Research Center, 1981.

Yanahara, Tadao. *Pacific Islands Under Japanese Mandate*. 1940 Reprint.
Westport, Connecticut: Greenwood Press, Publishers, 1976.

SELECTED OTHER REFERENCES

Academy for Educational Development. "Expanding Resources and Opportunities Through Regional Cooperation in the U.S. Pacific Islands - Final Report - Pacific Postsecondary Education Council presented to The Fund for Improvement of Postsecondary Education." Washington, D.C.: Academy for Educational Development, 1983.

_____. "Operation Access: A Project of the Pacific Regional Postsecondary Education Council Presented to FIPSI." PPSEC, March 1979.

_____. "Using Technology for Education in the U.S. Territories of the Pacific." Washington DC: AED, June 1983.

Actouka, Marcelino K. "An Assessment of Regional Cooperation for the American Flag Pacific Islands." Pacific Islands Development Program, East-West Center, Honolulu, September, 1981.

Aguon, Katherine B. "The G.C.C.: Meshing Social Needs, Economic Realities and Local Resources." First GCC Commencement Speech delivered June 1, 1979. Photocopy.

Ballendorf, Dirk A. "The Community College of Micronesia." *Pacific Studies* 2, no.2 (Spring 1979): 186-192.

_____. "Education in Micronesia: The Gibson Years." *Glimpses of Micronesia and the Western Pacific* 19, no.3 (August 1978): 60 - 63.
Betances, Samuel. "Limits of Cross-cultural Education in Solving Ethnic Conflict in Guam." *Islander* (October 23, 1977): 3-7 & 14.

Bingham, Rev. Hiram, Jr. *Story of the Morning Star: the Children's Missionary Vessel*. Boston: The American Board Missionary House, 1866.

Boleman, Lee and Terrence Deal. "Understanding Organizations." Harvard Graduate School of Education, Cambridge, 1982. Photocopy.

Boyce, William D. *United States Colonies and Dependencies*. Chicago: Rand McNally & Company, 1914.

Camacho, Carlos S. "Governor's Report on Commonwealth Affairs (January 1978 - January 1982)" Saipan: CNMI, 1982.

Carano, Paul, and Pedro C. Sanchez. *A Complete History of Guam*. Rutland, Vermont: Charles E. Tuttle Company, 1977.

Clyde, Paul H. *Japan's Pacific Mandate*. 1935. Reprint. Port Washington, N.Y.: Kennikat Press, Inc., 1967.

Colletta, Nat J. *American Schools for the Natives of Ponape: A Study of Education and Culture Change in Micronesia*. Honolulu: University Press of Hawaii, 1980.

_____. "A Case Study of Bureaucratic Organization and Cross Cultural Conflict in a Micronesian High School." *International Review of Education* 20, no.2 (1974): 178-199.

Community College of Micronesia. "Accreditation Report." Ponapae, Spring, 1972. Photocopy.

_____. "Evaluation Report. Submitted to: Accrediting Commission for Junior Colleges, Western Association of Schools and Colleges." Ponapae, 1973. Photocopy.

_____. "Report of Institutional Self-Study. To: the Accrediting Commission for Junior Colleges: Western Association of Schools and Colleges." Ponapae, February, 1975. Photocopy.

Community College of Micronesia Planning Commission. "Introduction CCM Planning Conference Summaries." Trust Territory of the Pacific Islands, Saipan, undated, around 1974. Photocopy.

Costenoble, Hermann H.L. Selections from *Globus Magazine* 88-98 (1905 - 1910). Translated by Susanne de C. Wilkins. "#33 The Marianas". Guam: Micronesian Area Research Center, 1981.

Dator, James A. "Paying the Price in the Pacific Islands." December 31, 1981. Photocopy.

del Valle, Maria Teresa. "The Mariana Islands in the Early Nineteenth Century." Guam: Micronesia Area Research Center, 1980.

Fisher, J.L. "The Japanese Schools for the Natives of Truk, Caroline Islands." In *Education & Culture: Anthropological Approaches*, edited by George D. Spinder, 512 - 529. New York: Hoft, Rinehart & Winston, 1963.

Force, Roland W. *Induced Political Change in the Pacific*. Honolulu: Bishop Museum Press, 1965.

Gale, Roger. *The Americanization of Micronesia: A Study of the Consolidation of United States Rule in the Pacific*. Washington D.C.: University Press of America, 1979.

Garcia, Francisco, S.J. *Vida y martyrio de el venerable Padre Diego Luis de Sanvitores, de la Compania de Jesus, primer Apostol de las Islas Marianas...* Madrid, Infanzon, 1683. Translated by Felicia Plaza, M.M.B. "#22 Sanvitores in the Marianas" Guam: Micronesia Area Center, 1980.

Garrett, John. *To Live Among the Stars: Christian Origins in Oceania*. Geneva and Suva: Institute of Pacific Studies University of the South Pacific, 1982.

Gemmel, Art. "Management in a Cross-Cultural Environment: The Best of Both Worlds." *Management Solutions* 31 (June 1986): 28-33.

German Colonial Society. *Deutsche Kolonialzeitung* (German Colonial Newspaper). Berlin, 1900-1914. Translated by Susanne De C. Wilkins. "#28 - German Administration in the Marianas: Selections From the *Deutsche Kolonialzeitung*, 1900-1914." Guam: Micronesia Area Research Center, 1981.

Goodman, Grant K. and Feliz Moos, eds., *The United States and Japan in the Western Pacific: Micronesia and Papua New Guinea*. Boulder, Colorado: Westview Press, 1981.

Goerner, Fred. *The Search for Amelia Earhart*. Garden City, New York: Doubleday & Company, Inc., 1966.

Graham, Robert. "The Chamorro People." *Micronesian Reporter* 3rd Quarter (1978): 11-14.

Griffin, Trenholme J. and W. Russell Daggatt. *The Global Negotiator*. New York: Harper Business, 1990.

Guam Community College, "Application for Candidacy Status." GCC, Guam, April 25, 1978. Photocopy.

_____, "Facilities Master Plan for Guam Community College." GCC, Guam, June 29, 1981. Photocopy.

_____. "Interim Report prepared for the Accrediting Commission for Community and Junior Colleges: Western Association of Schools and Colleges." GCC, Guam, January, 1981. Photocopy.

_____. "Self-study Report for Initial Accreditation, 1979." GCC, Guam, 1979. Photocopy.

Guerrero, Brigida DeLeon. "A Study of Attitudes of Northern Marianas Educational Personnel Toward the Effectiveness of the Various Types of Post-Secondary Training Available to Them: Survey - Based Recommendations for Future Training Priorities." Seminar thesis, University of Hawaii, 1981.

Guerrero, Vicente D. Leon. "The Proceedings in the Northern Mariana Islands During the Administration of Germany, The Japanese Empire and the Present Trusteeship Administration of the United States." Saipan: unpublished photocopy, December 15, 1968.

Hanlon, David. "Micronesia: Writing and Rewriting the Histories of a Nonentity." *Pacific Studies* 12, no.2 (March 1989): 1-21.

Harlan, Douglas S. "The College of Micronesia: The President's Report to Congress." Washington, D.C., U.S. Government Printing Office, March, 1977.

Heine, Carl. *Micronesia at the Crossroads: A Reappraisal of the Micronesian Political Dilemma*. Honolulu: The University Press of Hawaii, 1974.

- Hempenstall, Peter and Noel Rutherford. *Protest and Dissent in the Colonial Pacific*. Fiji: University of the South Pacific, 1984.
- Henning, Theodore. *Buritis in Paradise*. New York: Greenwich Book Publishers, 1961.
- Hezel, Francis X. "The Education Explosion in Truk." *Pacific Studies* 2, no.2 (Spring 1979): 167-185.
- _____. "Schools in Micronesia Prior to American Administration." *Pacific Studies* 8, no.1 (Fall 1984): 85-111.
- Hezel, Francis X., SJ and Thomas B. McGrath, SJ. "The Great Flight Northward: FSM Migration to Guam and the Northern Marianas." *Pacific Studies* 13, no.1 (Nov 1989): 47-64.
- Imamura, Carolyn. *An Overview of the American Pacific Islands*. Honolulu: Pacific Basin Development Council Research Institute. 1982.
- Johnson, B. Lamar. *Starting a Community Junior College*. Washington, D.C.: American Association of Junior Colleges, 1964.
- Kahn, E. J. Jr. *A Reporter in Micronesia*. New York: W.W. Norton & Company, 1966.
- Kanter, Rosabeth Moss. *The Change Masters: Innovation & Entrepreneurship in the American Corporation*. New York: Simon & Schuster, Inc., 1983.
- _____. *Men and Women of the Corporation*. New York: Basic Books, Inc., Publishers, 1977.
- Kiste, Robert. "Report to Western Pacific Studies Program: University of Guam." Guam, April, 1981. Photocopy.
- Kotter, John P. *The Leadership Factor*. New York: The Free Press, A Division of Macmillan, 1988.
- Kubota, Gary T. "Tinian: Footnote in History." *Islander* (June 17, 1979): 3-5.
- Kugel, Kenneth. "The Governing of Micronesia: A Report on the Trust Territory of the Pacific Islands - Based on a Field Survey Conducted During February and March 1952." Washington, D.C.: Bureau of the Budget, Executive Office of the President, 1952.
- Larmour, Peter. "The Decolonization of the Pacific Islands," in *Foreign Forces in Pacific Politics*. Fiji: University of the South Pacific, 1985.
- Lax, David A. and James K. Sebenius. *The Manager as Negotiator*. New York: The Free Press, 1986.

Ledesman, Andres de. *Mission in the Marianas: an account of Father Diego Luis de Sanvitores and his companions, 1669-1670*. Minneapolis: Univ. of Minnesota Press, 1975.

Mamak, Alexander, and Grant McCall. *Paradise Postponed*. Australia: Pergamon Press, 1978.

Martin, Kenneth R. "'Let the Natives Come Aboard' Whalers and Islanders in Micronesia" *Glimpses of Micronesia* 18, no.3 (3rd Quarter 1978): 38-44.

Mayo, Larry W. "U.S. Administration and Prospects for Economic Self-sufficiency: A Comparison of Guam and Select Areas of Micronesia." *Pacific Studies* 11, no.3 (July 1988): 53-75.

McClure, Glenn E. "Tinian Then and Now." Texas: Glenn E. McClure, 1977.

Memmi, Albert. *The Colonizer and the Colonized*. Boston: Beacon Press, 1965.

Micronesian Occupational College. "Report of Institutional Self-Study submitted to: Accrediting Commission for Community and Junior Colleges Western Association of Schools and Colleges." Palau, January, 1982. Photocopy.

Micronesian Seminar. "Seminar on Moral Issues Related to Choice of Political Status: Held in Kolonia, Ponape June 3 - 9, 1973." Catholic Mission, 1973. Photocopy.

Mitchell, Roger E. "Oral Traditions of Micronesia as a Index to Culture Change Reflected in Micronesian College Graduates - Final Report." Washington, D.C.: Office of Education (DHEW), 1972. Photocopy.

Miyagi, Dale S. "Spanish Micronesia and the Philippine Exposition of 1887." *Guam Recorder* 5, no. 2 (1975): 31 - 43.

National Association of Educational Broadcasters. "Economic Development in the Trust Territory of the Pacific Islands: A Study of Educational Needs and Requirements and a Plan for Meeting Them." Washington DC: NAEB, January 1967.

Neemia, Uentabo Fakaofu. *Cooperation and Conflict: Costs, Benefits and National Interests in Pacific Regional Cooperation*. Fiji: Institute of Pacific Studies of the University of the South Pacific, 1986.

NMI Commission on Federal Laws, "Staff Recommendation on Land Grant Colleges," Washington, D.C., 1982, Photocopy.

Nufer, Harold F. *Micronesia Under American Rules*. New York: Exposition Press. 1978.

Pacific Postsecondary Education Council. "Inter-Active Satellite Education in the Western Pacific Islands: CPB/Annenberg Grant Proposal." Guam, April 2, 1982. Photocopy.

Pangelinan, Edward. "Commonwealth of the Northern Marianas Annual Reports, Activities of the Representative to the United States, 1980, 1981, 1982, 1983." Washington, D.C.: Government of the Northern Marianas, 1980, 1981, 1982, 1983. Photocopies.

_____. "Annual Report on the Activities of the Representative to the United States: OBSERVATIONS AND RECOMMENDATIONS TO IMPROVE RELATIONS BETWEEN THE COMMONWEALTH AND THE UNITED STATES." Washington, D.C.: CNMI Washington Office, 1980.

Pearse, Richard, and Keith A. Bezanson. "Education and Modernization of Micronesia: A Case Study in Development and Development Planning." California: Stanford International Development Education Center, 1970.

Planning and Budget Office, CNMI. "Overall Economic Development Strategy, 1980." Saipan: Government of the Northern Marianas, 1980.

_____. "Overall Economic Development Strategy, 1983." Saipan: Government of the Northern Marianas, 1983.

Porter, Kit. "Implications of Changing from a Local Education Agency to a State Education Agency: Northern Marianas Case Study." Paper presented at the Micronesian Educators Conference, Saipan, 22-26 October, 1979.

_____. "Using Satellite For Teaching: A Northern Marianas Experiment" *Pacific Islands Communication Journal* 10 no.3 (1981): 44-47.

Puyo, Sister Maria Ana Maria. "The Acceptance of Americanization by the Chamorros and Carolinians of Saipan." Master's thesis, Graduate School of Saint Louis University, 1964.

Price, Willard. *America's Paradise Lost*. New York: John Day Company, 1966.

Quigg, Agnes. "History of the Pacific Islands Study Program at the University of Hawaii: 1950-1986." Working Paper Series, Pacific Island Studies Program, Center for Asian and Pacific Studies, University of Hawaii at Manoa. undated.

Ralston, Caroline. *Grass Huts and Warehouses: Pacific Beach Communities of the Nineteenth Century*. Honolulu: The University Press of Hawaii, 1978.

Ramarui, David. "Education in Micronesia: Its Past Present and Future." *The Micronesian Reporter* 24 (First Quarter 1976): 9-20.

_____. "History of Education in Micronesia." Trust Territory of the Pacific Islands, Saipan, Undated Photocopy.

Russell, Scott. *From Atabwal to Ashes - A Brief History of Garapan Village: 1818 to 1945*. (Micronesian Archaeological Survey Report Number 19, June 1984). Saipan: CNMI Department of Education, 1984.

_____. "The Sea People." *Glimpses of Micronesia and the Western Pacific* 23, no.4 (1983): 22-23.

Salas, John C., "The Campus of the Pacific." Guam, May,1980. Photocopy.

_____, "The Guam Community College:Its Objectives and Expected Results." Guam, November 30, 1978. Photocopy.

_____, "The Guam Community College: Its Philosophy." Oct, 1978. Photocopy.

Scott, Russell, "The Sea People: In Search of Iron and Land." *Glimpses of Micronesia* 23, no.4 (1983): 22-23.

Seidel, H. "Saipan, die Hauptinsel der Deutschen Marianen." *Globus Magazine* 86 (1903). Translated by Susanne De C. Wilkins. "#29 Saipan: The Main German Island." Guam: Micronesian Area Research Center, 1981.

Sharp, Andrew. *The Discovery of the Pacific Islands*. Oxford: Oxford University Press, 1960.

Shigetomi, Samson S. "Education Development Plan, 1979-1983." Micronesian Occupational College, Palau. Undated photocopy.

Shuster, Donald R. "State Shinto in Micronesia During Japanese Rule, 1914-1945." *Pacific Studies* 5, no.2 (Spring 1982): 20-43.

Smith, Donald F. "Education for More than One Culture: Fostering Pluralism in Micronesia." Paper presented at World Educators Conference, Honolulu, July 10-15, 1976.

Soucie, Edward A. "A Proposal for Integrating the Technical and Academic Programs in the Secondary Schools of the Trust Territory of the Pacific Islands." Trust Territory Vocational Advisory Council, Saipan, April, 1976. Photocopy.

Taylor, John L. "The Educational Program for the American Trust Territory in the Pacific." *School and Society* 69, no. 1778 (January 22, 1949): 49-53.

Terpstra, Margery. "Micronesian Teacher Education Center/Community College of Micronesia Final Report, 1963-1971." University of Hawaii, January, 1972. Photocopy.

Thomas, R. Murray, and T. Neville Postlethwaite. *Schooling in the Pacific Islands: Colonies in Transition*. Oxford: Pergamon Press, 1984.

Thompson, Laura. *Guam and Its People*. New York: Greenwood Press, Publishers, 1947.

_____. *The Native Cultures of the Mariana Islands*. Honolulu: Bernice P. Bishop Museum Bulletin 185, 1945.

Trifonovitch, Gregory J. "On Cross-Cultural Orientation Techniques." Honolulu: East-West Center, August, 1973. Photocopy.

_____. "Trust Territory of the Pacific Islands" *Language Policy, Language Engineering and Literacy*. pp.1063-1087. Photocopy.

Trumbull, Robert. *Tin Roofs and Palm Trees: A Report on the New South Seas*. Seattle: University of Washington Press, 1977.

Trust Territory of the Pacific Islands, "Annual Report to the Secretary of the Interior." Saipan: Office of the High Commissioner, 1978.

Underwood, Jane H. "The Native Origins of the Neo-Chamorros of the Mariana Islands." *Micronesia: Journal of the University of Guam* 12, no.2 (December, 1976): 203-209.

United States of America, *Trust Territory of the Pacific Islands - United Nations Reports*. Washington, D.C.: U.S. Government Printing Office, 1954 to 1982.

University of Guam, "Self Study Report: Submitted in Support of a Full-Scale Visit by the Accrediting Commission for Senior Colleges and Universities - Western Association of Schools and Colleges." Guam, June 15, 1983. Photocopy.

_____. "Inina, Fina' Na' Gue Yan Setbisio: The Mission of the University of Guam." Guam, February 28, 1980.

University of the South Pacific, "Institute of Pacific Studies: Report." Suva, Fiji: 1979.

Von Kotzebue, Otto. "A Voyage of Discovery into the South Sea and Beering's Straits, for the purpose of Exploring a North-East Passage undertaken in the years 1815-1818...." London: Longman, Hurst, Rees, Orme and Brown, 1821.

Webb, James H. Jr. *Micronesia and U.S. Pacific Strategy: A Blueprint for the 1980s*. New York: Praeger Publishers, 1974.

Western Association of Schools and Colleges. "Accreditation Team Report of the University of Guam, 1978." 1978. Photocopy.

_____. "Accrediting Commission for Community and Junior Colleges: Guam Community College Evaluation Report." June 1979. Photocopy.

_____. "Accrediting Commission for Community and Junior Colleges: Northern Marianas Community College Candidacy Review, December 8 10, 1982." 1982. Photocopy.

Worldwide Education and Research Institute, *An Assessment of Educational Needs in the Mariana Islands*. Saipan: TTPI Department of Education, 1973.

Yamashita, Antonio C. "Northern Marianas Commonwealth Government, Human Resources Development Institute: A Proposal." August, 1979. Photocopy.

Yamashita, Antonio C., and Walter Scott Wilson. "Education and Culture Change in MICronesia." In *Education in Comparative and International Perspectives*, edited by Kalil I. Gezr, 108 - 118. New York: Hoft, Rinehart & Winston, 1971.

SOURCES REVIEWED

"Commonwealth Examiner". Saipan (weekly)

"The Commonwealth Newsletter". Executive Branch, CNMI (monthly)

"Commonwealth Register". Office of the Attorney General, CNMI, Saipan

"Congressional Review". CNMI Legislature (monthly)"Costal Views".
Costal Resource Management, CNMI, Saipan (monthly)"Department of
Education News letter" CNMI DOE (monthly)

"ESG (Education for Self Government Notes)" TTPI (biweekly)

Glimpses of Guam and Micronesia. Agana, Guam (quarterly)

"Governor's Cabinet / Immediate Staff Meeting Minutes". CNMI (weekly)

Guam Recorder. Micronesia Area Research Center, University of Guam
(quarterly)

"Highlights". Office of the Commissioner, TTPI (bimonthly)

"Marianas Bulletin". District Administration, Saipan (weekly)

"Marianas Variety". Saipan (weekly)

"Micronesia Support Committee Bulletin". Honolulu, Hawaii (monthly)

"News Release". Office of the Governor, CNMI (a few a week)

"Northern Marianas College Monthly Report"

"Northern Marianas Department of Education Monthly Report"

"Pacific Daily News". Guam (Daily)

Pacific Islands Monthly. Sydney, Australia (monthly)

Pacific Studies. The Institute for Polynesian Studies, Brigham Young
University-Hawaii (3 times a year)

"Saipan Chamber of Commerce Newsletter". Saipan (monthly)

"University of Guam President's Report". (monthly)

"United Nation Reports" Annual reports on the status of the Trust
Territory

A few copies (some only printed a few copies) of "Micronesian Perspective", "Micronesian Independent", "The National Union", "Newsletter Office of Transition Studies and Planning", "NMI Occupational Information Coordinating Committee Newsletter", "Pandanas Periodical", "Micro Bits Newsletter", "Pacific Islands Communications Newsletter", "Helmsman" by Micronesian Students at Eastern Oregon State College, "I Isla"- Rota, "The Micro Scoop", "Micronesian Students Newsletter" - Western Oregon State College, "Gasetan Chamorro Bilingual", "Munchi Narara", "Marianas High School Observer"

Northern Marianas Department of Education: Federal Program Applications, Evaluation Reports, Selected correspondence

Northern Marianas College: Federal Program Applications, Evaluation Reports, Correspondence Files, Fiscal Reports and Budgets, Legislative Reports and testimony, President's personal correspondence, diaries, and notes, tapes of interviews with people concerned about the college

Northern Marianas Islands: Legislation, Departmental reports, Federal Program Proposals, Budgets

VITA (1962-1993)

Kit Porter <kitvanm@post.harvard.edu>

Education

1962-66 B.A. Elmira College, Elmira, New York, June 1966
1969-70 M.A. St. Michael's College, Burlington, Vermont, Nov. 1970
1983-85 M.Ed. Harvard University, Cambridge, MA, June, 1985
1983-93 Ed.D Harvard University, Cambridge, MA, June, 1993

Experience

1966-67 English Teacher, Huntington Jr. High, Huntington, New York
1967-69 Peace Corps Teacher, Rota, Northern Mariana Islands (NMI)
1971-72 Teacher/Director Cambridge Pre-School, Cambridge, Vermont
1972-73 Teacher, Elementary Hardwick & Wolcott, Vermont
1973-75 Teacher, English Hazen Union High School, Hardwick, VT
1975-77 Director, Chamorro/English Bilingual Project NMI, TTPI
1977-79 State Director/Coordinator, Bilingual Education, CNMI
1979-80 Coordinator, Higher Education & Teacher Training, CNMI
1980-83 Founding President, Northern Marianas College &
State Director Higher Education, CNMI
1984-86 *Harvard Educational Review* Board Member; Chairperson, 1985;
Publicity Editor, 1985-86; Manuscript Editor, 1984-85
1985 & 1986 Teaching Fellow Harvard University Graduate School of Ed
1987-1993 Instructor, Part-time
Harvard University Summer and Extension Schools
Wheelock College Graduate School, Boston
World Maritime University, Malmö, Sweden