

Office of Insular Affairs



Allen P. Stayman, Director
Stephen Sander, Bureau Editor

In Memoriam: Marshalls President Kabua

The Honorable **Amata Kabua**, who led the Marshall Islands on its road to nationhood and served as the republic's first and only elected President since 1979, died in Honolulu December 20. He had been undergoing medical treatment for a month. He was 68.

President Kabua's lying-in-state took place the first week of January and his funeral and burial were held January 6. The Marshalls Government named **Kunio Lemari**, the minister of transportation and communications, as Acting President.

During President Kabua's tenure, the Marshall Islands ended its status as a district of the U.S.-administered Trust Territory of the Pacific Islands, gained its current status as a freely associated state, and entered the United Nations as a full and equal member of the international community.

Educated at Mauna Olu College in Hawaii, Kabua began his career as a secondary school instructor and later served as superintendent of the Marshalls schools system. He began his political career in the early 1950s as Chief Clerk of the Marshall Islands Council of Iroij (Paramount Chiefs) and was first elected to the Marshall Islands Congress in 1958.



In the early 1970s, Kabua spearheaded a political movement in the Marshall Islands to separate from the U.S.-administered Trust Territory of the Pacific Islands. As a result of his efforts, the people of the Marshall Islands voted for a separate nation status in a 1978 referendum. For this reason, many people consider Kabua to be the founding father of the Marshall Islands.

Kabua also held many regional positions such as Chairman of the South Pacific Forum and Chancellor of the University of the South Pacific.

Congressmen Visit Northern Marianas

Congressmen **Dana Rohrabacher** (California), **Brian Bilbray** (California), and **John J. Duncan, Jr.** (Tennessee) visited the Commonwealth of the Northern Marianas from December 29, 1996 to January 3, 1997. Rohrabacher and Bilbray expressed interest in immigration issues in the islands and Duncan focused on cutting government waste. Congressman **Ralph M. Hall** (Texas) also visited Saipan in early January, saying he found the U.S. territory "a well-kept secret." Hall said he will give Congress a positive message about the Northern Marianas' economic growth and potential. Several congressional staffers also visited the islands in recent months.

Over the past several years, the territory has experienced significant economic development, primarily from federal grant assistance, Japanese tourism, and garment assembly operations for the U.S. market. However, a large influx of alien workers, primarily from the Philippines, has created problems requiring numerous federal labor and law enforcement actions. Congress directed OIA to initiate a joint program with the Northern Marianas to address these labor, immigration, and law enforcement problems. The new Congress is expected to again address these issues. Under its Covenant agreement with the Federal Government, the Northern Marianas administers immigration and labor regulations.

Grant For Palau Bridge Investigation

Palau's K-B Bridge collapsed September 26, severing a major transportation artery for the new republic, which was formerly a district in the U.S.-administered Trust Territory of the Pacific Islands.



OIA Director Allen Stayman has signed a letter offering a \$200,000 technical assistance grant for a forensic engineering study of the collapse of the Koror-Babeldaob bridge in the Republic of Palau. The grant must be matched by the Palau Government to meet the full cost of the follow-up study that is expected to determine the cause of the bridge failure. Palau President **Kuniwo Nakamura** sought the OIA contribution.

The 900-foot long bridge, dedicated in 1977, collapsed September 26, killing two and injuring several others. Power and water lines, which were carried in the roadway of the bridge, were severed in the disaster, temporarily cutting off utility service to the capital of Koror. These services have since been restored through submarine cables and lines, and a ferry is moving vehicles and people between the islands of Koror and Babeldaob, where the islands' major airport is located. The Palau Government has announced plans to construct a temporary bridge which would use two floating barges for the over-the-water roadway.

The original bridge, which cost \$5 million to construct, used two independent cantilevers to span a deep, fast-flowing channel. That structure had recently undergone a \$3.2 million repair project to correct a deflection problem where the ends of the cantilevers met. That work was completed in July.

Guam Governor Meets With President

Guam Governor **Carl Gutierrez** met with **President Clinton** in the Oval Office December 16 to discuss the status of Guam commonwealth issues at a number of federal agencies. Gutierrez asked the President to request each federal agency that has outstanding commonwealth issues to review that agency's positions before current appointees leave office. Both the Governor and Interior **Deputy Secretary John Garamendi** are pleased with the President's interest, and hopeful that commonwealth discussions will continue without interruption due to changes in personnel.



Deputy Secretary
John Garamendi

Garamendi represents the administration in discussions with Guam leaders on the territory's proposed change in political status to an insular commonwealth. Guam seeks greater political autonomy under a negotiated status agreement. Garamendi has held several meetings with Guam leaders, including Guam's Delegate to Congress, **Robert Underwood**, to work out recommendations for the Executive Branch on major status issues, including immigration and the application of federal statutes which Guam leaders believe hamper the island's economic development. Underwood met with White House officials January 3 to follow up on Gutierrez' request and expressed his hope that an Administration position would be completed early this year.

President Visits U.S. Virgin Islands

The U.S. Virgin Islands became the first U.S. insular territory visited by **President Clinton**, who spent several days at Megan's Bay on St. Thomas the first week of the new year. Virgin Islands Governor **Roy Schneider** greeted the President and his family on their arrival in St. Thomas. Virgin Islands tourism has been buffeted by hurricanes Hugo and Marilyn in recent years. The presence of the first family in the islands could help improve the Virgin Islands' image as a vacation destination.

A month earlier, Governor Schneider and OIA **Director Allen Stayman** signed the deed transferring the first 50 acres of Water Island to the Government of the U.S. Virgin Islands. The December 12 ceremony on Water Island was attended by some 600 persons, including Congressman **Elton Gallegly**, chairman of the House Subcommittee on Native American and Insular Affairs. The transfer was one of four phases of conveyances that will divest the Federal Government of its ownership of the island.

Chairman Better Understands OIA Role

In a recent conversation with OIA Director Stayman, Congressman Elton Gallegly, chairman of the House subcommittee on insular affairs, said that despite his "problems with the Office of Territories in the past, he now recognizes the value of the Office." This is welcome news for OIA. Two years ago, Chairman Gallegly sought to abolish the Office of Territorial and International Affairs. Some news reports have suggested Mr. Gallegly may seek another chairmanship.

New Senate Staffer for Insular Issues

With the ascension of Senator **Dale Bumpers** to ranking position on the Senate Committee on Energy and Natural Resources, Senate staffing patterns are changing. His new staff person for insular issues will be **Kira Finkler**, who has been on Mr. Bumpers' personal staff, handling Interior appropriations and environmental issues.

In Memoriam

John Christiano, who as chief of the National Park Service's Air Resources Division oversaw the growth of Interior's air quality program, died December 3, 1996, from injuries suffered in an auto accident near his home in the Denver suburb of Littleton, Colorado. He was 50.

The movement to protect the environment, especially the resources on federal lands, has lost a valuable friend. During the 11 years he served as its chief, Christiano guided the evolution of the Air Resources Division, which is now recognized as a national leader in air resource management.

"Christiano has for years been one of the most respected and loved leaders in the National Park System and, frankly, I think all of us are having a very tough time coming to grips with his loss," **Secretary Babbitt** said during a speech in Seattle. "John has had an extraordinary impact on the National Park Service."

Babbitt was in Seattle to announce the successful completion of negotiations to reduce air emissions from the Centralia Power Plant—negotiations in which Christiano had played a significant role.

In Washington, D.C., **Assistant Secretary Frampton** added, "Mr. Christiano's sharp mind, technical expertise, and deep sense of fairness played a major part in bringing the target solution to realization. He cared deeply about national parks and he committed his life's work to reducing air pollution's adverse effects on the public health and environmental resources. Our thoughts and prayers are with John's family and many friends," Frampton said.

Christiano's dedication to his work demonstrated a profound caring for ecological resources. "John was known for the long hours he spent on the job," said **Sandra Silva**, chief of the Fish and Wildlife Service Air Quality Branch. "More often than not John



John P. Christiano
1946—1996

would work six or seven days a week. He was devoted to the common mission of both our offices—to protect the resources in parks and refuges. He was proud of the part he played in developing the interagency agreement between the air quality programs of the Park Service and the Fish and Wildlife Service. Under John's guidance, our offices are now efficient in sharing resources and expertise and effective in performing our work," Silva said.

Christiano contributed to the cause of air quality protection in many arenas. He was instrumental in improving environmental policy, emissions control, environmental education, air quality monitoring and research, and visibility, which is important to those who visit our national parks.

One of Christiano's and the Air Resources Division's greatest successes was their contribution to the improvement of visibility at Grand Canyon National Park. Under Christiano's leadership, the division

played a major role in the reduction of emissions from the Navajo Generating Station, a coal-fired powerplant near the Grand Canyon.

Christiano, who held a B.S. degree in physics from the University of Illinois (1968) and an M.S. degree in environmental engineering from the University of Florida (1971), began his professional career as an environmental engineer with the Environmental Protection Agency. One of his major accomplishments there was working with the States to develop the national ambient air quality standards. He also developed standards of performance for controlling air pollution from stationary sources and drafted regulations to resolve many of the policy issues surrounding those standards.

In 1979, Christiano joined the National Park Service as an environmental engineer specializing in air pollution control technology. He managed the branch responsible for reviewing permit applications from sources of pollution that could adversely affect Park Service units. In August 1985, Christiano was selected as chief of the Air Resources Division.

Christiano is survived by his wife, Marilyn, and daughter, Kim. They have requested that any donations in John's name be made either to Rocky Mountain National Park Associates, Inc. (Rocky Mountain National Park, Estes Park, CO 80517) or to The University of Illinois Foundation, General Scholarship Fund (1305 W. Green Street; Harker Hall, Room 400; Urbana, IL 61801). Condolences may be mailed to John's wife and daughter at 7502 W. Ottawa Place, Littleton, CO 80123.

Contributed by Joe Carriero—an environmental engineer with the Fish and Wildlife Service's Air Quality Branch in Denver, Colorado.

Jonathan Bjorklund

a biologist at North Cascades National Park, died June 13, 1996, following a seven-year battle against Huntington's Disease.

His work advanced the understanding of raptor migration patterns in the North Cascades, use of the Skagit River by wintering bald eagles, and water quality of North Cascades's high alpine lakes. He also conducted habitat studies for key species in the Big Beaver River Valley in response to a proposal to raise the water level behind Ross Dam. Other work included habitat assessments for California bighorn sheep, wolves, and grizzly bear.

At the time of his death, he had begun revisions on two volumes of informational synopses describing cryptic wildlife of the North Cascades. The synopses were intended for the use of park

staff, researchers, and visitors. Bjorklund began his park service career as a back-country ranger, spending two seasons in the North Cascades back-country and one at Lake Mead.

At a memorial service on the banks of the Skagit River, friends, family, and co-workers shared stories about Jonathan's accomplishments, strong sense of ethics, and ability to inspire others to appreciate the diverse natural history of the North Cascades.

Bjorklund's supervisor for fifteen years, **Bob Wasseem**, remembered him as a quiet fellow who preferred reading to idle chatter. Others described Bjorklund as someone who pursued work and life with infectious humor and intensity.

Bjorklund's parents and siblings encouraged his passion for wildlife biology and outdoor recreation.

There were many recollections of Jonathan's indomitable spirit in the face of adversity, including his struggle with a disease he could not conquer.

The size of the crowd and the heartfelt remarks made it clear that Jonathan had deeply touched those who came to know him in what was a full life. Bjorklund is survived by his wife, Cindy, daughters Melissa and Erika Rose, his father, and three sisters.

Contributions may be made to the **Jonathan Bjorklund Memorial Fund** at InterWest Bank, P.O. Box 449, Sedro Wooley, WA, 98284.

Contributed by John Stern—a writer and lifelong friend of Jonathan Bjorklund.

Homer L. Rouse

who retired in January, 1995 as superintendent of Rocky Mountain National Park, died December 31 of a heart attack.

Rouse began his National Park Service career in 1959 as a seasonal ranger at Rocky Mountain National Park. His first permanent position was as a ranger at Theodore Roosevelt National Park in North Dakota in 1961. Rouse served as legislative affairs staff at the Service's Headquarters in Washington, D.C. from 1971 to 1973 during which time he worked tirelessly on legislative proposals

that led to the establishment of San Francisco's Golden Gate National Recreation Area and Arizona's Hohokam Pima National Monument.

Rouse served as associate regional director for Park Operations at the Rocky Mountain Regional Office in Denver, Colorado, from 1983 until 1993 when he was transferred to Rocky Mountain National Park.

He is survived by his wife, Carole, a Denver native, a daughter, Cindy Rand, two sons, Mark and Kurt, three granddaughters, and one grandson. The Rouses

built their retirement home in Estes Park, Colorado, where he had remained active in preserving open spaces as a member of the Board of Directors of the Estes Valley Land Trust and a member of the Larimer County Open Lands Advisory Board. Rouse was a lifelong active Presbyterian layman and served as a deacon and elder.

Viewpoint: A Disservice to Wild Horse Adopters

Thomas Pogacnik, Chief of the BLM's Wild Horse and Burro Program

An article by the Associated Press on the Bureau of Land Management's wild horse adoption program gave readers the false impression that many of the animals adopted each year are sent to slaughter.

This is just flat-out wrong. The article does a terrible disservice to the thousands of people who invest their time, money, and heart to provide these animals with good homes. The article is rife with inaccuracies and relies heavily on speculation that cannot be verified. It also attributes comments to me that I did not make.

The BLM is committed to doing all that it can to ensure that wild horses are adopted by people who provide humane care. That is why BLM will not issue legal title for an animal until an adopter can prove that he or she has taken good care of the animal for at least a year. During that time, the BLM tracks the animal through computerized records and spot checks adopters.

The BLM has regulations that prohibit the sale of the animal, prohibit its use in rodeos, and prohibit neglectful treatment of the animal. The federal government prosecutes people who violate these laws. For example, from 1985 to 1995, BLM investigations resulted in 125 convictions, despite the fact that these are often difficult cases to prove.

After one year of humanely caring for an animal, an adopter can apply for and receive legal title to a wild horse or burro. Once title is issued, the animal is private property. The BLM does not track horses and burros after title is issued. However, if the BLM discovers that an adopter intends to sell the horse for slaughter, title will not be issued. The one-year waiting period serves as a deterrent to people who want to immediately profit by selling their titled animals. The cost of caring for an animal for a year runs between \$500 and \$1,000 or higher, making it economically impractical for people to immediately profit after title is issued.

Despite these safeguards, do some wild horses that are titled and no longer under federal protection wind up in slaughterhouses? Obviously, some do. However, none of the animals cited in the article were federally protected. These animals were privately owned. Throughout their lives, most domestic horses pass to new owners several times through sales and auctions. This does not mean that these animals end up at slaughterhouses.

There is simply no data to support AP's claim that the majority of wild horses are trucked to slaughter. Moreover, the assertion that I concurred with AP's claim is nonsense. I made no such statement and would not entertain that kind of speculation. In addition, the article implied that BLM employees routinely profit by adopting wild horses and burros. The BLM does not give preferential treatment to employees in adopting wild horses and burros. The employees must abide by the same laws and regulations as everyone else.

Many BLM wild horse and burro specialists entered the program because of their love for the animals. The reporter spoke to several BLM employees who have adopted animals and have had title to them for years who are dedicated to their animals' care. Unfortunately, those stories were not included in the AP article.

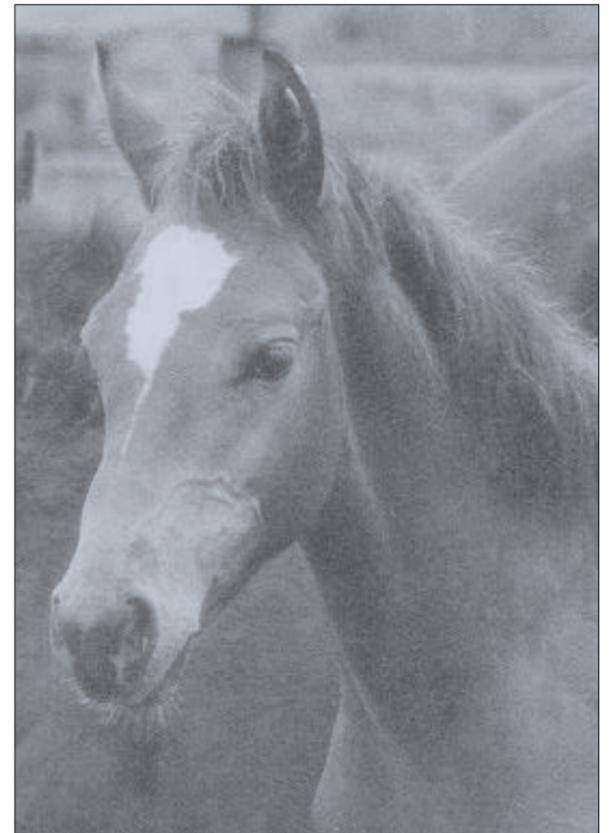


The BLM works hard to strike a balance between ensuring the humane care of these animals and respecting private property rights. Should BLM be responsible for these animals throughout their lives and not just until title is passed? That is a decision for lawmakers. However, more than 150,000 animals have been adopted since the program began in 1973. The cost to taxpayers for lifetime federal care for these animals would be enormous.

Wild horses and burros have no natural predators and reproduce at rate of about 18 percent a year. The forage and water on the public range, which these animals share with wildlife and domestic livestock, cannot sustain unchecked horse and burro populations. Without intervention, the result for many animals would be a slow, gruesome death from starvation and dehydration.

Adoption is the best tool the BLM has for providing for the humane care of animals removed from the range. The BLM is careful to screen all adopters to make sure they have no convictions for inhumane treatment to animals and to ensure their facilities meet safety standards. The adoption program is extremely popular with the public.

We know that many adopters develop lasting relationships with their animals because we see them year after year as volunteers and at wild horse and burro shows throughout the country. These owners take great pride in their efforts to tame and train these animals.



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Volunteers, Nothing To Brag About

Reading the July/August PLW I found the short article on "Volunteers Make A Difference" in the National Park Service section. Wow! 3.244 million hours of volunteer service! Maybe I'm missing the point, but that is not something I would brag about. In fact it makes me cry! To note that an agency is understaffed by 1560 FTEs (1 FTE=2080 hours) is abominable! Volunteers, according to the guidelines are not to be used to replace paid staff, they are only to do work that is beyond the daily routine of maintenance, staffing, and management. The article indicates some of these volunteers were used to restore the C&O Canal Towpath, catalog (museum) artifacts at Ellis Island, and staff an entrance station in Yellowstone (National Park). Although not clearly stated, this implies that volunteers were collecting entrance fees at an entrance station in Yellowstone National Park. I find that pathetic! These are essential activities that staff were once and continue to be paid to perform. The Volunteer-In-Parks program is replacing paid staff with unpaid employees. I propose a new title for your article, "Volunteers Maintain Our National Parks." Edward Chamberlin

"Wildlife Bows Before A Storm..."

I read with some interest the aforementioned article in the October/November 1996 issue of People, Land, and

Water. Just a footnote on the manatee that had been stranded in the golf course water hazard as a result of Hurricane Andrew.

Under circumstances somewhat akin to those buffeting Britain's royal family, she was duly named "Fergie" because Andrew had run off and dumped her! Your newsletter is thoroughly enjoyed by FWS staff here at the Jacksonville Field Office. Keep up the good work! Jim Valade

Overview of Interior Activities

Just wanted you to know the October/November 1996 issue is outstanding. What I like about *People, Land and Water* is that it is a nice overview of DOI activities. Keep Up with these wonderful issues. Bev Grafel, FWS.

Mea Culpa

I read the September 1996 issue with my usual enjoyment and wish to complement you on your publication which I have enjoyed for its wide range of information on Interior agencies. I noted one small error. On page 17 in the piece entitled "Resources Training Focuses on Tribal Needs," the captions for the photos on the top and bottom were reversed. Sam Ball