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1973 POPULATION
OF
TRUST TERRITORY OF THE PACIFIC ISLANDS



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I. INTRODUCTION

Before 1973 there were two main sources of information on population data for the Trust Territory of the Pacific Islands. Both were considered possibly defective. Doubts were felt concerning the reliability of the 1970 Census of Population, particularly because certain municipalities and islands within the Territory with known populations were reported either as uninhabited or as having populations much smaller than had been previously reported. Figures prepared for the Annual Report to the United Nations were also not necessarily accurate. These figures are obtained from the annual returns of the magistrates of each municipality, and since they are not collected in a uniform way (both definitions and procedures vary between Districts), a certain amount of double counts can be suspected.

As reliable population figures were required for various governmental purposes it was decided to conduct a comprehensive Census in 1973. The Census was based upon a plan developed by Ko Groenewegen, Demographer for the South Pacific Commission, and carried out by the High Commissioner's Executive Order 106 and Senate Bill 28 enacted into Law by the Congress of Micronesia. The Census provides data on the population of the Trust Territory as of the night of September 18, 1973.

The Census was mainly designed to obtain complete coverage and accurate data on the geographic distribution of the population. This basic approach is reflected in the Census definition, the enumeration methods and the tabulation program. Information on the social and economic characteristics of the population was also sought but it was not given as much emphasis.

The Census was basically a de facto census : that is, people were counted in the place where they happened to be on Census Night. But information was also collected about the de jure population, or the population by usual residence.

II. ADMINISTRATIVE HISTORY AND PROCEDURES

The Trust Territory of the Pacific Islands (Micronesia) is a vast area composed of more than 2,000 islands and atolls of which approximately 100 are, at one time or another, inhabited. These islands are situated within an area of approximately three million square miles of the Western Pacific Ocean extending from latitude 1°N to 22°N and from longitude 172°E to 130°E (these are approximate co-ordinates). It is important that the reader appreciate the vastness of the area and its remoteness as well as the small size of the islands.

The Census required more than one year's preparation involving some 350 enumerators and the resources of six operating departments of the government. Six District Administrations were involved within which exist nine distinct languages and as many cultures.

At the time the 1973 Census was conducted, the six Administrative Districts were the Mariana Islands District ; Yap and Palau (Western Carolines) ; Truk and Ponape (Senyavin Islands, Eastern Carolines) and the Marshall Islands. Each District consists of a number of islands or «Municipalities». A Municipality may be an entire island or a portion of an island. For Census purposes, Municipalities were divided into one or more «Municipal Districts» (some of which were actual administrative units, e.g. the Municipal Districts of Saipan, Mariana Islands). Also for Census purposes «Enumeration Districts» (E.D.) were established, each of which was equal to or part of a Municipal District. No Enumeration District boundary crossed or bisected another Enumeration District boundary or a Municipal District boundary. Enumeration District boundaries were established by the District Planners. Several of these Enumeration Districts were uninhabited on Census Night. They were established for future planning purposes since it is expected that they will be inhabited by the time the next census occurs.

After the death of Mr L.K. Anderson, the first Census Coordinator, Mr William H. Stewart was appointed at the Trust Territory Headquarters on Saipan to direct the Census. He was directly responsible to the High Commissioner. An interim Census Committee was established whose responsibilities involved review of the plan developed by the South Pacific Commission's Demographer.

The Committee made recommendations concerning additions and modifications to the original plan. It was also concerned with definitions of the population characteristics about which information would be sought in the Census. Membership on this Committee consisted of interested Headquarters staff and representatives from each of the six Districts as well as the Legislative Counsel of the Congress of Micronesia and private business.

The District Administrators each appointed their District Census Supervisors (two were appointed in the Marshalls). Supervisors were trained in census procedures and pilot surveys were conducted in each District to test the questionnaire as well as the Supervisors' knowledge.

After necessary adjustments to the questionnaire and additional training of the Supervisors, their assistants and enumerators were selected, employed and trained. There was one assistant supervisor for every six enumerators. Enumerators were selected for training after a screening examination prepared by Mr Charles Earl of the Department of Personnel.

Comprehensive training programs were conducted in each District using local language training manuals to explain enumeration procedures to all employees. One enumerator was assigned to each Enumeration District in the Trust Territory. The pre-enumeration started two weeks before Census Night. In this period the enumerators visited all households in their E.D.'s and filled in the required information about each person on the questionnaire.

Every Census enumerator carried detailed Census maps depicting Enumeration District, Municipal District and Municipal boundaries for each of the six Trust Territory Districts. Such maps were shown when necessary to help respondents locate their place of residence or home area if these were different from the individual's place of enumeration.

The post-enumeration period took one week following Census Night. It was during these call-back checks at every household that the enumerators checked the status of the household as of Census Night, September 18, 1973. Radio announcements were made to enlist the support of all who might have been missed and to ensure that they contacted the District Census Supervisor. Household questionnaires (Appendix G) were checked at the District level for accuracy and then forwarded to the Census Office on Saipan for further checking and coding.

In order to obtain an impression of the quality of the field work of the enumerators, a Post-Enumeration Survey (P.E.S.) was held shortly after Census Night. The results of this activity throw a favourable light on the Census enumeration. A short description of the Survey is given in Appendix A.

Great care was also taken in the checking and coding phase of the Census to ensure accuracy. The questionnaires were logged in and a careful record kept of the checking and coding history of each E.D. book as it progressed through the work flow process. The books were first checked to determine if the enumerator's record book of household calls corresponded with his detailed map depicting all numbered structures in his assigned E.D. Then each household questionnaire was examined by a trained Census checker. This first checker passed the book to a second checker who again examined the logic of the entries. From that point, the book went to a pre-coder, thence to a pre-code checker and finally to a coder before examination by a code checker.

Census code sheets were then sent to the East-West Population Institute of the East-West Center in Honolulu, Hawaii, for key punching and verifying. Cards with errors which could not be resolved at the Population Institute were returned to Saipan in the form of computerprinted code sheets, and the matter in question was checked against the information which appeared on the particular household questionnaire. After editing the records the computer specialists of the Population Institute read the information on to computer tape and developed the computer program for the specified tabulations. The South Pacific Commission Demographer continued to provide technical assistance at this stage.

III. DEFINITIONS AND EXPLANATIONS

The definitions shown below are only given in an abbreviated form. More detailed information can be obtained from the enumerator's and Supervisor's manuals.

The concepts discussed in this chapter are generally arranged in alphabetical order, but some have been combined in functional groups, e.g. those related to education or to economic questions.

- Area of enumeration** — See De Facto Population.
- Area of usual residence** — See De Jure population and usual residence.
- Armed Forces** — Military and other personnel at Kwajalein Missile Range Facility were not included in the Census (see Table 1A).
- Citizenship** — Enumerators asked all respondents whether they were citizens of the Trust Territory of the Pacific Islands. For Census purposes only, in cases where one parent was a Trust Territory citizen, the parents were allowed to decide the citizenship of their children.
- Date of birth** — The month, day and year of birth was asked of each respondent: People born during the Japanese period of administration were assisted with a Japanese calendar of conversion dates. People who did not know their year of birth were asked to estimate the year either by comparing it with that of friends or relatives with a known year of birth or by recalling a historical event (war, typhoon, etc.) within their memory. They were then asked their approximate age at the time when this event occurred, thus aiding the enumerator in estimating their year of birth. A list of historical events was prepared for each of the six Districts for this purpose.
- De facto population
(Present-in-area-population)** — In a de facto census, the people are enumerated in the place where they are physically present on Census Night. The de facto population of the Territory at that point of time would therefore include visitors from overseas, but exclude residents of the country who had temporarily left on an overseas trip.
- Most of the tables in this report show the characteristics of the «de facto population by place of usual residence». This means that the population de facto present in the whole of the Trust Territory on Census Night is given by the place these enumerated people reported as their usual abode. This place may be the subdivision where the persons were actually enumerated, but could be another District in the Trust Territory or a country outside the Territory.
- Some of the published tables show the de facto population of the Trust Territory by place of enumeration (Basic Table 1A), by home area (Basic Tables 1A, 9 and 10) or by place of birth (Basic Tables 6, 7 and 8). These tables provide an insight into the short-term and the life-time net movement of the population.
- De jure population
(usually resident population)** — In a de jure census the people are enumerated in the place where they normally live and eat regardless of whether they were actually there on Census Night or not. The de jure population of the whole of the Trust Territory at that point of time would therefore exclude the visitors from overseas and include the usual residents of the Territory who had temporarily left the country. The de jure population of the Territory is given in Basic Table 1B by the reported District or District center of usual residence and by the reported home District center of residents. Information on the place of usual residence and the home area of the people who were present in their usual place of residen-

ce was easily found from the Census returns, but information on the home area of the temporarily absent de jure people was not specifically asked on the questionnaire. It was estimated by assuming that the home area of the absent person was equal to that of the head of the household where that person was reported absent.

District center and sub-district center

- An urban-rural classification in a strict (western) sense of population size, function and density is not very practical for the islands of Micronesia. But it can be expected that people living in District centers who have direct access to and utilization of the cash economy and certain modern conveniences and public services will have characteristics different from those of the people living in their traditional environment. In order to show these differences - if any - District center and sub-district center population are distinguished in several of the published tables. These centers have been designated according to a combination of lifestyle-related criteria including the presence or absence of District and sub-district government administrative offices, hospitals and high schools, concentration of stores, industry, salaried wage earners, public utilities (water-electricity), post offices, roads and cars, airfields, harbors, etc. The centers are geographically defined by the following details :

District	District center	E.D. Nos.
Mariana Islands	Entire island of Saipan	004-040
Marshall Islands	DUD portion of Majuro	018-032
Palau	Entire area of Koror	006-029
Ponape	Kolonia	059-068
	Portion of Sokehs Islands	049-050
		-052
	Nanpohnmall area of Nett	055
Truk	Entire Island of Moen	001-016
Yap	Colonia (Villages of Keng Nimar, and Mulro in Weloy Municipality ; Villages of Worowo, Balebat, Benik, and Ngolog in Rull Municipality)	009-014
	Sub-district centers	
Mariana Islands	Songsong vuage on Rota	043-047
Marshall Islands	Entire island of Ebeye	076-089
Ponape	Lele Municipality of Kusaie	004-007

**Economic questions
Hours worked**

: In answering this question, each respondent was asked «Did you do any work last week ? » Work included all activities that people engage in to support themselves and their families, or to earn spending-money. Included here is labor involved in gathering or growing food for own consumption ; labor on village community development clean-up or building projects ; work for wages or salary regardless of the length of time ; work for tips or commissions ; active duty in the armed forces ; work in own private business or firm ; unpaid work for a relative ; and part-time work for money. Not counted as work was work done as a housewife ; study performed at any level of schooling ; repairs to one's own house ; work done for charity, volunteer work, work done by an inmate of a prison.

Persons indicating that they worked some portion of the period one week prior to Census were asked to estimate the numbers of hours worked during that period. People who performed more than one type of work during the week were asked to add up all hours worked. Respondents who were sick or on vacation in the week prior to Census Night were asked the number of hours they would normally have worked if not sick or on vacation.

Not working

: Respondents who were not working during the week prior to the Census were included in this group. The following categories were distinguished :

- a) Unemployed – refers to anyone who is ready, willing and able to work, but cannot find work. A person who was looking for a job one week prior to the Census, regardless whether he ever worked before or not, was included in this category. Any person who did not look for work because there were no jobs available was also considered unemployed if he had applied to the employment service and the government personnel office in the District center and still could not find employment.

The number of unemployed reported by the enumerators is very high. It is possible that this question was not fully understood by them or by the respondents. It may be that the «unemployed» of Table 17A and following tables also include people who were not actually looking for paid work, but just were not active in the week before the Census. Copra-makers, for instance, often work on an irregular schedule which is related to the limited shipping movements. A proportion of these copra-makers may have been «resting» in the week before the Census and been reported as unemployed although not strictly being without work. One must assume that the reported unemployed partly consist of underemployed.

- b) Economically not active people – to this group belong people of the following categories :

- 1) Housewives (home-makers) – these are individuals who care for their children, cook food for the family and care for the family home.
- 2) Students – these are persons who attend an educational institution on a full-time basis.
- 3) Retired persons or those living on social security benefits, revenues of capital or other income recipients.
- 4) Other – groups 3 and 4 comprise people who might have wanted to work but were unable to do so, because of disability, being prison inmates, etc.

Working in village economy

: A person was considered at work in the village economy when that person mainly produced goods for his/her own or family's use and needs. The person might sell some of these goods (copra, handicrafts, other) for cash as a supplementary income. The respondent was given six options (growing food, fishing, copra, livestock, handicrafts, other) for which one option was selected as the main activity in terms of hours spent on the endeavor. The question referred to the work activity for the week prior to the Census. A person who spent part of his working time during the last week before the Census in village work and part of the time in money-earning work (see Money economy), was assigned to either village economy or money economy depending upon the sector in which the most time was spent. Students working part-time were not included in this category.

Working in money economy

: A respondent was considered to participate in the money economy when engaged in activities designed to earn cash income, such as work performed for wages or salaries or work undertaken for his/her own business or profession. Such people were considered employed if they worked during a portion of the week prior to the Census. Respondents growing food, fishing, cutting copra or making handicrafts on a commercial basis or for wages were considered as participants in the money economy, even if the activities took place in a village. Students with part-time jobs were not included in this category.

Occupation

: Respondents who indicated that they were employed in the money economy were asked their occupation. Occupation titles were taken from the three-digit International Labor Organization classifications, as well as the Trust Territory Government's list of occupations, the latter applying only to individuals employed by the government. Respondents unemployed at the time of the Census were asked for their occupation when employed. Those people employed in two or more money-earning jobs in the week prior to the Census were asked to state the occupation in which the most time was spent.

Status

: This term refers to the position the respondent had when performing a job in the money economy. If a person worked under two or more status categories, he was asked to state that status in which most of his time was spent one week prior to the Census. The various classifications were :

- a) Employer — a head of a private business or store who employs one or more persons ; the owner of a farm, fishing boat or some other income-producing asset requiring the employment of other persons. A manager would not be included in this category.
- b) Self-employed — this applies to a person working independently in various trades, businesses and income-producing occupations who is not an employee and does not have a staff of employees. He might, however, be the owner of a business or a store in which his family works.
- c) Wage/Salary Earner, Government — an individual employed by a Trust Territory District Municipality, Village, Government or United States Government Agency such as the Post Office, Coast Guard, Peace Corps, Community Action Agency, etc.
- d) Wage/Salary Earner, Private — an employee of any business, co-operative, credit union, etc., where work is performed in exchange for money.
- e) Unpaid family worker— a person working in a family business, store, farm, etc., who is a member of the family but not the head of the business.
- f) Other — respondents involved in miscellaneous work not included in the above.

Education

Attendance and level

: Respondents indicating that they were full-time students at the time of the Census, were asked the type of school they were attending, i.e. Kindergarten, Headstart, Elementary or High School, College. Students attending other

fulltime institutions, such as the Micronesian Occupational Center, the Micronesian Maritime Center, etc., were included in the «other» category.

Grade : The grade in school was indicated, i.e., first-graders «1», third-graders «3», etc. For college students or those in «other» schools, the correct grade in such schools was indicated. For example, first year in college was shown as «1», second year at the Micronesian Occupational Center was indicated as «2».

Respondents who indicated that they were not in school at the time of the Census were asked whether they ever attended school, and if so, the kind of school attended. They were asked the grade they were in when they left school, and this was recorded as described in the previous paragraph. For individuals attending schools during the period of Japanese administration of the islands, the following grade levels applied :

- a) Native school (Ko Gakko) - considered as grades 1, 2 and 3.
- b) Extra school (Hoschu Ka) - considered as grades 4 and 5.
- c) Trade school (Mok Ko) - considered as grades 6 and 7.
- d) Extra trade school - 1 year was considered as grade 8.

Family unit - Family units were based upon the concept of a conjugal family nucleus which could consist of the following combinations : a married couple without children ; a married couple with one or more never-married children ; or one parent with one or more unmarried children. A person living alone in a household was also considered as a family unit.

Geographic subdivisions - For Census enumeration purposes, the Trust Territory was broken down into the following divisions :

Districts : These consist of the six major Districts of the Trust Territory which are (1) Mariana Islands ; (2) Marshall Islands ; (3) Palau ; (4) Ponape ; (5) Truk ; (6) Yap.

Municipalities : These include chartered and un-chartered political subdivisions within each District, each with its own magistrate and municipal council.

Municipal Districts : These are subdivisions of Municipalities and may consist of current political subdivisions such as exist in the Marianas or of subdivisions either by sections or by major villages. For Census purposes, where they did not exist, they were artificially established.

Enumeration Districts : These are smaller subdivisions established for Census taking only. They were based on the area an enumerator could cover in the time available. A Municipal District may consist of one or more Enumeration Districts. An Enumeration District may consist of a Municipal District, or even a Municipality, depending upon the density of the population involved.

Home area - This is the place which the respondent considers as his Home Area. If not in his home area at the time of the Census, it is the place to which he plans eventual-