



INFORMATION ON
THE TRUST TERRITORY OF THE PACIFIC ISLANDS
UNDER NAVAL ADMINISTRATION
to
1 NOVEMBER 1950

Outrigger canoes in the lagoon, Lamotrek, Western Caroline Islands

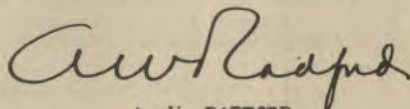
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FOREWORD

The information in this handbook has been compiled to present briefly the policies and activities of the Civil Administration of the Trust Territory of the Pacific Islands under the direction of the United States Navy. Historical and background information from the days of Spanish sovereignty through World War II and the period of military government has been included in order to present a better understanding of the many complex problems arising from the administration of this vast area of widely separated ocean islands.

The United States ~~Navy~~, as Administering Authority of the Trust Territory of the Pacific Islands, interprets its mission of trusteeship as one of offering as much help and advice as possible to the inhabitants of these islands. It is hoped that from the knowledge and facilities of modern science which we can give, the people will adopt, within the bounds of their indigenous culture, the best which we have to offer.

No attempt has been made to present here a detailed account of the activities of the Administration. The content deals only with the more important policies evolved and the factors contributing to their evolution. For complete and detailed information on the administration of the area, the annual report prepared by the Navy Department for submission to the Secretary-General of the United Nations is recommended; the General Handbook of the Trust Territory, also published by the Navy Department, will supply much valuable background material.



A. W. RADFORD,
Commander in Chief Pacific
and U. S. Pacific Fleet
High Commissioner of the Trust Territory
of the Pacific Islands.

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF THE HISTORY OF ARTS
OFFICE OF THE CURATOR
CHICAGO, ILLINOIS
JANUARY 10, 1911

TO THE HONORABLE THE PRESIDENT
OF THE UNIVERSITY OF CHICAGO
CHICAGO, ILLINOIS

SIR: I have the honor to acknowledge the receipt of your letter of the 10th inst. and in reply to inform you that the same has been forwarded to the proper authorities for their consideration.

Very respectfully,
The Curator

W. D. Howells
Professor of English Literature
University of Chicago
Chicago, Ill.

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"Main Street", Pingelap, Eastern Caroline Islands

I.

THE ISLANDS OF THE TRUST TERRITORY

The Trust Territory of the Pacific Islands consists of those islands which, prior to World War II, were administered by Japan under mandate from the League of Nations and now are held as a United Nations trusteeship by the United States.

The Territory consists of three island groups, the Marianas, the Carolines, and the Marshalls. Guam, the largest island in the Marianas, is not part of the Territory but a separate United States possession. The Marianas, Carolines and Marshalls are frequently referred to as part of "Micronesia," literally "tiny islands," a zone of the Pacific which also includes the Gilbert group and islands further east. There are 1460 islands and reefs in the Territory, 97 of which are regularly inhabited. They extend from 130 degrees to 170 degrees East Longitude, a distance of approximately 2400 nautical miles, and from 1 degree to 20 degrees North Latitude, approximately 1300 nautical miles. These islands, which are located in an ocean area of approximately 3,000,000 square miles, contain about 687 square miles of dry land.

Size of the Larger Islands

The land areas of the larger islands or atolls in the Territory are as follows:

<u>Island Unit</u>	<u>Land Area (Square Miles)</u>
Palau	189.0
Ponape	129.0
Saipan	47.5
Kusaie	42.3
Tinian	39.3
Yap	38.7
Truk	37.0
Rota	32.9
Pagan	18.7
Agrihan	18.3
Anatahan	12.5
Kwajalein	6.3

Of the remainder of the islands, 18 more are greater than 2 square miles in land area, 15 are between 1 and 2 square miles, and 49 are under 1 square mile. These figures indicate the amazing minuteness of so many of the islands from the viewpoint of human occupation and administration.

The Island Peoples

The islanders are divided into a number of regional and local groupings which differ more or less in physical characteristics, language and custom. In general the people of Micronesia are medium in stature with brown skin, straight to wavy black hair, relatively little face and body hair, and rather high cheekbones.

Scientists still know all too little about the physical characteristics of the Micronesian peoples. Scientific measurements were made by the Germans and Japanese. American scientists are working under the auspices of the Pacific Science Board, in cooperation with the Navy, to collect data on racial characteristics, nutrition, population trends and other matters. As this work progresses it will be of use not only to scientists but also to medical and sociological workers.

The pre-history of Micronesia is mostly a matter of conjecture. It is probable that the islands of the open Pacific were settled by canoe-voyaging immigrants who came from the marginal islands of Malaysia before the Christian era. Some may have made purposeful voyages of exploration; others were probably carried eastward by winds or storms.

The time and numbers of the migrations are obscure. It is thought that the immigrants arrived several hundred years before the coming of Europeans. The great differences in the languages and customs within Micronesia indicate that there must have been several migrations at different times. The islanders have no clear records of this period in their oral history. Their myths and legends generally picture them as originating in the areas they now occupy. There is concrete evidence available for understanding the past of these people in the "prehistoric" remains which have survived from earlier times. The most impressive of the known antiquities is the Nan Matal on the east coast of Ponape. This so-called "Venice" is a great area of stone-walled islands cut by canals, with various structures built up of basalt blocks, the largest having walls up to 40 feet in height. Though studied to some extent by earlier scholars, this amazing ruin needs full examination by competent American archeologists. A smaller but somewhat comparable ruin exists on eastern Kusaie. In the Marianas, stone is used for a markedly different type of structure, the so-called latte sites. These consist of double rows of parallel stone pillars originally and sometimes still topped by stone caps. These had apparently been the pile supports of large community buildings. Best known is a group called the "House of Taga" on Tinian. A number of these sites suffered war damage. The Navy is now making the necessary arrangements for the protection of important archeological sites.

Population

The total indigenous population of the Trust Territory was 54,299 on 30 June 1950. After the United States' occupation of the Pacific Islands the Japanese civilians, together with many thousands of Japanese military personnel were repatriated. A very few Japanese and Koreans, identified through marriage or other special ties with the island communities, have been allowed to remain. A small number of transient Japanese workers have also been brought to Angaur Island in the Palaus to mine phosphate which is being shipped to Japan for use as fertilizer.

The following tables show the resident population figures for 30 June 1950:

	<u>Males</u>	<u>Females</u>	<u>Total</u>
Americans	33	15	48
Islanders	27,734	26,565	54,299
Foreign Nationals	459	37	496
Total	28,226	26,617	54,843

<u>Race</u>	<u>Males</u>	<u>Females</u>	<u>Total</u>
Chamorros	2,607	2,524	5,131
Carolinians	19,202	18,271	37,473
Marshallese	5,590	5,443	11,033
Polynesian	326	336	662
Total	27,725	26,574	54,299

The birth rate among the islanders is 33.5 per thousand while the death rate is 13.1 per thousand of population. Population density is as follows:

<u>Administrative District</u>	<u>Land Area (sq.mi.)</u>	<u>Population</u>	<u>Density (Persons per sq.mi.)</u>
		--	
Saipan	142.29	6,286	44.2
Palau	235.40	11,339	48.1
Yap (sub-district)	38.67	2,709	70.1
Truk	47.28	15,617	330.3
Ponape	174.35	10,024	57.4
Kusaie (sub-district)	42.32	1,865	44.1
Marshall Islands	61.00	11,033	180.9
Kwajalein (sub-district)	6.33	1,081	170.8
Total	660.32	54,299	82.2

II.

THE AMERICAN MILITARY OCCUPATION OF THE JAPANESE MANDATED ISLANDS

Intent on establishing and strengthening their position in the South Pacific, the allied forces in the Pacific paid little, if any attention to the Japanese Mandated Islands during the first two years of World War II. However, having captured the Gilbert Islands late in 1943, the American forces began their impressive march across the Central Pacific toward the Philippine Islands.

Task Force 58, under the command of Rear Admiral Marc A. Mitscher, USN, was first formed in January, 1944. The Marshall Islands were the first to feel American power when Kwajalein Atoll was invaded on 29 January 1944 by American Naval, Army and Marine forces. By 8 February, Kwajalein had been secured. On 17 February, beach-heads were established on Eniwetok Atoll, and it was secured by 2 March. Task Force 58, which had been replenishing itself at Majuro, now took the initiative and conducted a series of strikes on the larger fortified islands. Truk was raided on 16 and 17 February 1944, Palau, Yap, Ulithi and Woleai were attacked on 31 March and 1 April, and Truk, Satawan, and Ponape underwent air attack and surface bombardment from 29 April through 1 May.

Task Force 58 then returned to Majuro Atoll, and prepared for the invasion of the Marianas Islands. After a preliminary air and sea bombardment, landings were made at Saipan on 11 June 1944. During the invasion, the Japanese Fleet came out of hiding and precipitated the Battle of the Philippine Sea, which lasted over the period of 19-20 June. As a result of this battle, the Japanese Fleet retired, and did not again make an appearance until it was finally smashed in the Battles of Samar and Surigao Strait. Beach-heads were established on Guam on 12 July, and on Tinian on 20 July. By 12 August, both Saipan and Tinian had been captured, and Guam finally fell on 15 August 1944, thus completing the Marianas Operation. Palau, Yap and Ulithi had again been taken under air attack by Task Force 58 during the period 25-27 July.

Our Naval Forces now retired to Eniwetok Atoll and readied themselves for the assault on the Western Caroline Islands. Task Force 38 was formed and proceeded to the Palau Islands. The island of Peleliu in the Palau Group was invaded on 6 September 1944. The famed Bloody Nose Ridge, honey-combed by Japanese caves and fortifications, delayed the capture of these islands until 14 October 1944.

Having by-passed the formidable naval base of Truk and the island of Ponape, our forces took departure for the Philippine Islands, Iwo Jima, Okinawa, and the final surrender of the Japanese Forces on 14 August 1945.



Civil Administration Center, Truk, Eastern Caroline Islands

III.

ADMINISTRATION

Military Government

During the progress of the war, a number of the islands were occupied by our armed forces and were placed under Naval Military Government. Upon the cessation of hostilities, Military Government was extended to the entire mandated area, and an area-wide governmental structure was established. The authority for the Military Government in the Japanese mandated islands was derived from the laws of belligerent occupation. The President of the United States, in his capacity as Commander in Chief of the Army and Navy, appointed the Commander in Chief, Pacific, and U.S. Pacific Fleet, as the Military Governor. The Military Governor issued proclamations which set forth the basic rules for the conduct and the government of the peoples in the occupied territory. Commander Marianas, within whose jurisdiction these islands lie, was the Deputy Military Governor. Sub-Area, Island and Atoll Commanders had their places in the chain of Command, with the Commanding Officers of the various Military Government Units forming the lower echelon.

The general policies which the Military Government (and subsequent Civil Administration) have followed in governmental activities were summarized in an early directive issued by the Commander in Chief, Pacific, and U.S. Pacific Fleet, on December 12, 1945. This directive, which has often been referred to as the "Pacific Charter", gave effect to the announced policies of the United States by providing for:

- (1) The physical restoration of damaged property and facilities.
- (2) The continued improvement of health and sanitation.
- (3) The early establishment of self-governing communities.
- (4) The institution of a sound program of economic development.
- (5) The establishment of an educational program.

The administration of the Bonin and Volcano Islands, which were captured by U.S. Forces during the war, is still a function of Military Government under the Military Governor (CinCPacFlt), who administers them through Commander Naval Forces, Marianas. These small islands, which were a sovereign possession of Japan, were not a part of the Japanese mandate system, and, consequently, not included in the Trust Territory. A group of 133 persons consisting of families of part-white ancestry, descendants of white settlers of the early nineteenth century, have returned to the Bonins from Japan. This group lives on Chichi Jima, and is visited periodically by administrative field parties from Saipan.

Civil Administration

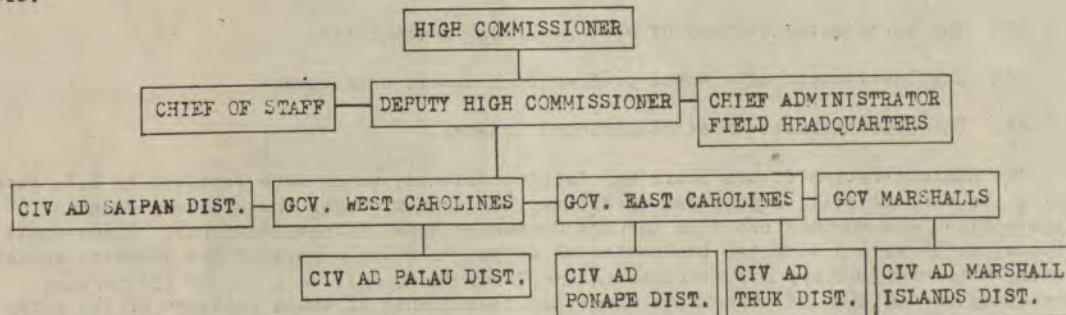
The United States on 18 July 1947 assumed responsibility as Administering Authority for the Trust Territory of the Pacific Islands (comprising the islands of the Marshalls, Carolines, and Marianas groups formerly mandated to Japan) under the Trusteeship Agreement, approved by the Security Council of the United Nations on 2 April 1947 and by joint resolution of Congress (Public Law 204.80th Congress) on 18 July 1947. This Trusteeship Agreement was entered into under the provisions of the International Trusteeship System provided for by the Charter of the United Nations.

By Executive Order Number 9875 issued on 18 July 1947 the President of the United States delegated authority and responsibility for the civil administration of the Trust Territory, under the above mentioned Trusteeship Agreement, on an interim basis, to the Secretary of the Navy and appointed the Commander in Chief, Pacific, and U.S. Pacific Fleet the High Commissioner of the Trust Territory. The Secretary of the Navy authorized the High Commissioner to appoint a Deputy High Commissioner and such sub-area governors and administrators as the High Commissioner deemed necessary for the proper conduct of government. Utilizing the existing structure of Military Government, together with its experienced personnel, a Civil Administration organization was set up, and the following appointments made:

- (1) A Deputy High Commissioner of the Trust Territory, with full authority to act for the High Commissioner in administrative and routine matters within the Territory.
- (2) Four Governors for the four major areas of the Territory: the Northern Mariana Islands, including all the Marianas except Guam; the Western Caroline Islands; the Eastern Caroline Islands; the Marshall Islands.
- (3) Seven Civil Administrators for the District sub-divisions of the areas: Saipan in the Northern Marianas; Palau and Yap in the Carolines; Truk and Ponape in the Eastern Carolines; Kwajalein and Majuro in the Marshalls.

Since this original organization was set up, there have been certain changes. The position of Governor of the Northern Marianas has been abolished. The Palau and Yap Districts have been consolidated into the Palau District; the Kwajalein and Majuro Districts have been consolidated into the Marshall Islands District.

Originally the Headquarters of the Trust Territory administration was located on Guam. In October 1949 the Deputy High Commissioner and certain members of his staff were moved to Pearl Harbor, Oahu, Territory of Hawaii, where the High Commissioner, in his capacity as Commander in Chief, Pacific, and U.S. Pacific Fleet, is located. At the same time the Office of Chief Administrator of the Field Headquarters of the Trust Territory was created and located on Guam until 1 July 1950 when permanent Field Headquarters was established on Truk. In addition to the Chief Administrator, the Field Headquarters Staff consists of a small group of specialists whose duties demand close contact with the Territory and the people.



Each Civil Administrator has his own staff, consisting of personnel who supervise the administration of the departmental activities in its relationship to the island population. Every department is administered by a naval officer or a civil service employee. The head of the Department of Education is in most cases a civil service employee with an adequate background for the position. Civil specialists are in some instances attached to the Department of Economics or the Department of Native Affairs. The following diagram shows the number of naval personnel stationed in each District:

District	Line Officers	Medical and Hospital Corps	Supply Officers	Civil Engineering Corps Officers	Enlisted Personnel
Saipan	4	3	1	0	63
Palau	6	5	1	1	69
Truk	4	3	2	1	69
Ponape	5	3	1	0	59
Marshalls	6	4	1	1	49
Total	25	18	6	3	309

Transfer of Administration

Present plans provide that the U. S. Navy will transfer administrative authority for the Trust Territory to the Department of the Interior on July 1, 1951.



Admiral Arthur W. Radford, U3N, and members of the Palau Congress, Koror, Palau Islands,
Western Caroline Islands

Relationship to the United Nations

In the administration of the Trust Territory of the Pacific Islands the United States, as Administering Authority, is guided by the Trusteeship Agreement which is based upon the United Nations Charter. Article 73 of the Charter states that the Administering Authorities of non-self-governing territories shall recognize the principle "that the interests of the inhabitants of these territories are paramount and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the Charter, the well-being of the inhabitants of these territories." Since the Trust Territory of the Pacific Islands is also a strategic trusteeship, the United States has the power to establish military, naval and air bases, and to close off, for security reasons, any or all areas of the Trust Territory by notifying the Security Council.

The Trusteeship Agreement for the Pacific Islands lists these objectives of administration:

- (1) The furtherance of international peace and security.
- (2) The political, economic, social and educational advancement of the people.
- (3) Respect for the human rights and the fundamental freedoms of the inhabitants.
- (4) The guarantee of equal treatment for all members of the United Nations and their nationals.

The United States is accomplishing these objectives by:

- (1) Maintaining certain military bases and by providing for law and order in the islands.
- (2) Fostering the development of political institutions suitable to the experience of the people so that they may become self-governing or, possibly, in the distant future, independent; endeavoring to make the inhabitants economically self-sufficient; providing the conditions necessary for a happy, healthy life; promoting an educational system which will give the people an appreciation of the programs for their development, the skills to participate in them, and the knowledge necessary to assume full direction of them at some future time.
- (3) Promulgating and enforcing a Bill of Rights.
- (4) According equal treatment to all members of the United Nations and their peoples in so far as is consistent with the considerations of security that are involved in a strategic trusteeship.

The record of the progress toward the fulfillment of these objectives is contained in an annual report to the United Nations. The annual report for each year ending June 30 is prepared by the High Commissioner in accordance with a questionnaire prescribed by the Trusteeship Council. Copies of the report are distributed to members of the Council and a date set for its consideration some months later at a Council session. In addition to the regular U.S. Representative to the United Nations at this particular session, a Special Representative of the United States attends. For the past two years this Special Representative has been the Deputy High Commissioner of the Trust Territory. Each of the members of the Council may submit, in advance of the oral examination, written questions which the Special Representative of the Administering Authority answers in writing. Copies of these answers are distributed to members of the Council and are often used as a basis for some of the oral questions. When consideration of the report is reached on the agenda, both representatives of the Administering Authority make opening statements reviewing the achievements of the year under consideration. Then the Council members ask questions about the period covered by the report and about developments since the end of the period reported upon. When the questions have all been answered, each member has an opportunity to make general observations on the report. The representative of the Administering Authority makes his final observations, usually in the form of a rebuttal of any undue criticisms by other council members.

The report of the Trusteeship Council is in three parts. Part I is a factual outline of conditions in the Territory; Part II consists of the conclusions and recommendations to the Administering Authority approved by the Council; Part III consists of observations of individual Council members which are not included in Part II.

The Trusteeship Council uses two other methods of supervision in addition to annual reports. One is visiting missions; the other is review of petitions. During the spring of 1950, a visiting mission, consisting of representatives from the United Kingdom, China, France, and the Philippine Republic, visited the Pacific Islands. It held public hearings at various places and accepted a total of seven petitions from individuals or groups. Copies of these petitions, in accordance with the procedure of the Trusteeship Council, are referred to the Administering Authority for comment before consideration by the Council.



The village, Mokil, Eastern Caroline Islands

Indigenous Participation

A. Municipalities

In a directive issued on 28 May 1947, Commander Marianas outlined the establishment of municipalities in the former Japanese Mandated Islands. According to this directive each Municipal Government must satisfy the following requirements:

- (1) Have one municipal government for each inhabited atoll or separate island.
- (2) Undertake and be organized to carry out the local enforcement of orders from the Administration particularly with regard to police, sanitation and education.
- (3) Be prepared to levy, collect and expend local taxes and make local rules within the scope of general directives issued and keep accurate records subject to inspection and audit by Military Government.
- (4) Have, for supervisory purposes, an official who will be responsible for performing the functions of "Magistrate" and another who will be responsible for performing the functions of "Treasurer." They may be known locally by other titles and in such case need not use the titles "Magistrate" or "Treasurer", except that in such case public notice will be given of what official (by title) will be responsible for performance of the duties of "Magistrate" and what official (by title) will be responsible for performance of the duties of "Treasurer."

The Treasurer is the only new position created in establishing these municipalities; the senior Chief usually possesses the title of "Magistrate." Any terms of office are subject to termination by the Administration at any time for cause.

The following taxes and fees are paid into the treasury of the municipality:

- (1) Head taxes from residents.
- (2) License fees for businesses carried on wholly within the municipality.
- (3) Sales taxes on luxuries sold at retail within the municipality.
- (4) Property taxes on property within the municipality.
- (5) Fees for private use of municipal property, services, and facilities.

Each Municipal Government will be responsible for the following and will submit to the Civil Administrator for approval, an annual budget providing for:

- (1) Salaries of municipal officials - including all present local officials whose duties are performed entirely within the municipality, except members of the Police force under the Pacific Insular Establishment.
- (2) Repair and maintenance of all municipal public buildings.
- (3) Repair and maintenance of all public roads, walks, paths, bridges, and wharves, if any, as may be the direct responsibility of Civil Administration.

This budget may be revised by the Administration, but only in emergencies is this to be done without consultation with the officials of the municipality concerned. No payments are to be made from municipal funds except in accordance with an approved annual or supplemental budget.

Each municipality will determine:

- (1) What items, if any, will be subjected to the luxury sales tax and the rates of such taxes. No tax will be imposed on necessities of life.



Palau Congress Building, Koror, Palau Islands, Western Caroline Islands

- (2) The number and method of selection of employees of the municipality.
- (3) What fees, if any, will be charged for private use of municipal property and facilities.
- (4) The classes of property, if any, subject to property taxes and the rate of tax on each such class. Movable property will be subject to property tax only in the municipality where it is regularly kept.
- (5) The exact date on which any tax levied by it hereunder will be due and payable.

The taxes herein provided for will be in addition to, and entirely separate from, any tribal or clan property rights under established native customs, which may bear some similarity to a tax. The head tax throughout the Trust Territory will apply to all males between the ages of 18 and 60 years inclusive. It will be \$2.00 per man per year, but may be paid in two equal semi-annual installments at the option of the taxpayer. License fees not exceeding \$10.00 per license each per year may be set by each Civil Administrator for the area under his jurisdiction. With available funds allotted to them, Administration Units are authorized to make loans or outright grants to any municipality when the Civil Administrator believes the public interest so requires, but in all such cases the Civil Administrator shall require the municipality to make every reasonable effort to meet its own expenses.

Any taxes levied hereunder will be paid in cash unless the magistrate of the municipality collecting the taxes decides that a particular taxpayer cannot pay in cash without undue hardship, in which case the taxpayer may work off his taxes by labor on municipal projects at the minimum wage then established for common labor.

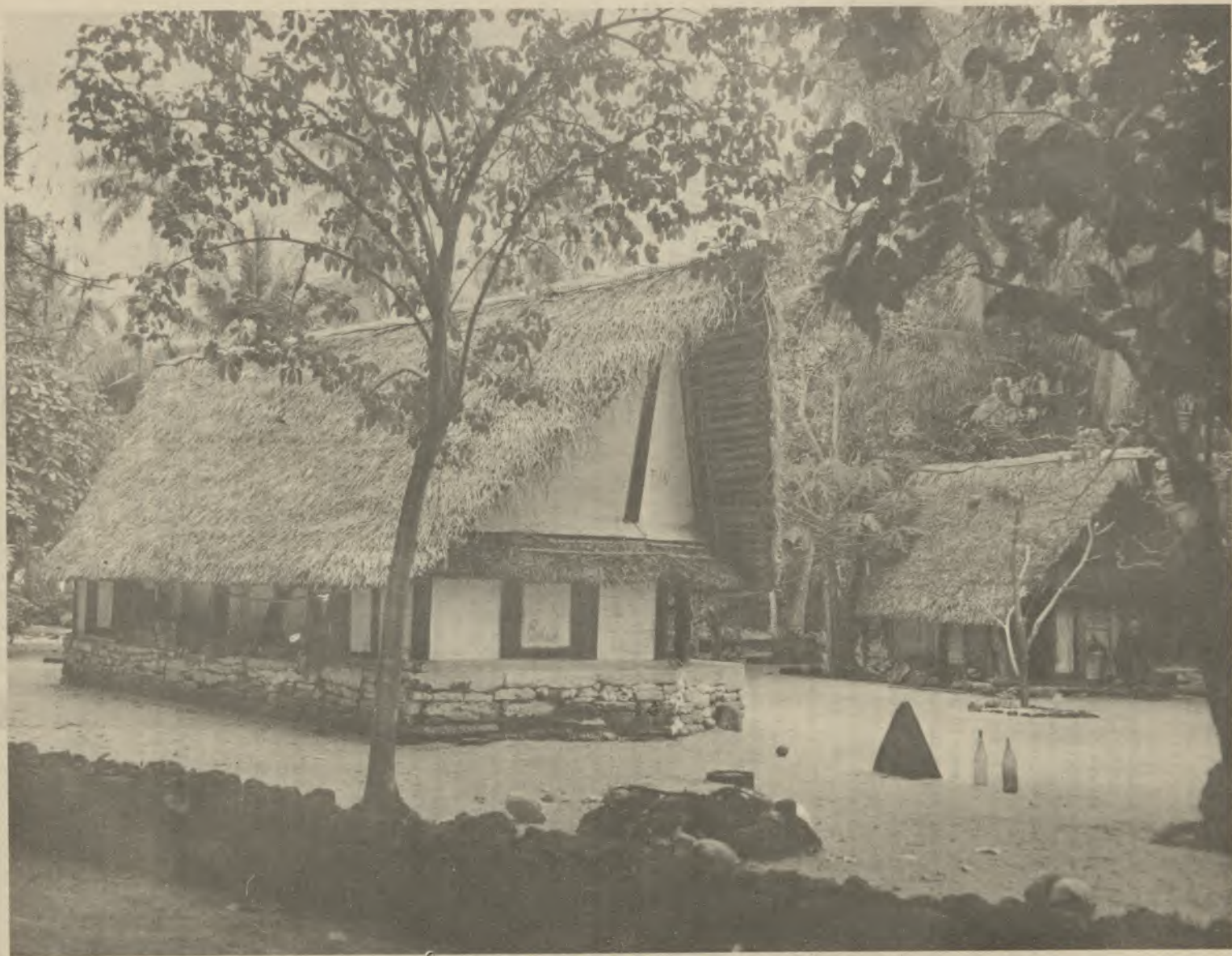
B. Legislative Advisory Bodies

Beyond the local municipal organizations treated above the administration has encouraged the formation of indigenous legislative advisory bodies on a wider geographical basis as rapidly as the people are prepared to act effectively in this capacity. These groups are envisaged as the forerunners for self-government in the Districts from which will develop an eventual territory-wide government of the people by their chosen representatives. The Palau Congress, consisting of representatives from the municipalities of the Palau Islands and from Sonsorol and Tobi, was inaugurated on 4 July 1947 and has functioned in an advisory capacity to the Civil Administrator, Palau District, since that date. The Marshallese Congress, organized on July 4, 1949, is comprised of the House of Assembly, members of which are elected by the people of each municipality, and The House of Iroij which includes the hereditary high Chieftains of the District. This Congress opened its first regular session on July 4, 1950. Leading officials from the municipalities of the four Yap islands meet regularly as official advisory councils to their respective administrators. Leaders among the people of the Saipan District are presently planning a congress for their District and a proposal for a Ponape District Congress is now being studied by The High Commissioner.

The first direct representation of the people in territorial administration was at the semi-annual conference of Civil Administrators, held by the Deputy High Commissioner at Guam in September 1949, when representatives chosen from each District presented their views on the subjects under discussion.

C. Judicial Organization

The people have also been encouraged to participate in the judicial branch of the government, which is headed by the Chief Justice responsible directly to the Secretary of the Navy. As of 30 June 1949, there were 102 Community Courts with 127 indigenous judges, eight Justice Courts with nine indigenous judges and six non-indigenous judges, four Superior Courts with eight indigenous and five non-indigenous judges, and one District Court with two non-indigenous judges. Of these only the two judges of the District Court are trained in American law. One of the judges of the District Court is the Chief Justice.



The bai (men's house), Ngulu, Western Caroline Islands

IV.

ECONOMICS

The islands of the Trust Territory have no large-scale resources at the present time. They will sustain the local island peoples reasonably well in terms of present population numbers and level of economic needs and habits. There are limited opportunities for future expansion and development.

The Germans, during their regime, were particularly interested in the production of copra and the mining of phosphate. Later, the Japanese, short of raw materials of almost every kind at home and under stress of their developing war economy, undertook extensive exploitation of the resources which they could find. Japanese nationals poured into the Territory, especially to the sugar producing islands of the Marianas and to the main islands of the Palau. Intensive prospecting of mineral resources was launched; farms and plantations were extended in favorable localities; industries of the tropical waters were developed; businesses sprang up in the centers; and trading operations with the islanders expanded. By the outbreak of World War II the islanders other than in very isolated areas, although they had moved far from the older subsistence economy and had become accustomed to depending upon a whole range of imported consumer goods, were being largely shouldered aside by the vigorous and aggressive Japanese immigrant groups.

With the advent of war the economic situation changed dramatically. The islanders, in addition to being cut off from peace-time trade and so forced back upon the older subsistence sources, were displaced from their homes, gardens and fishing grounds, in many instances were used as forced labor, had their products commandeered by the Japanese, and otherwise suffered dislocation and deprivation. After the American occupation, extensive relief and rehabilitation became necessary.

The general economic policies followed by Military Government and subsequently by Civil Administration have been set out in a number of directives. An early communication of the Commander in Chief, Pacific Fleet, dated 26 October 1945, says: "Part of the mission and duty of U.S. Naval Military Government is the institution of a sound program of economic development of trade, industry and agriculture along lines which will ensure that the profits and benefits thereof accrue to the native inhabitants and which will assist them in achieving the highest possible level of economic independence."

The directives issued by the Commander in Chief, Pacific, and U.S. Pacific Fleet on 12 December 1945, explained this objective, and emphasized the need of restoring damaged properties and facilities, avoiding indiscriminate exploitation of the meager natural resources, and encouraging trade, industry, and agriculture along lines which would benefit the islanders directly and which would pave the way for ultimate ownership and management to be transferred to their hands. "The establishment for the profit of aliens of enterprises which tend to maintain the native economy at the level of cheap labor and those which do not permit the natives to enjoy the full benefits of their own labor and enterprise shall not be tolerated." This communication pointed to the United States Commercial Company as the federal agency designated to provide trade goods, purchase and market handicraft and copra, and conduct such other commercial enterprises as might be appropriate.

A later general directive by Commander Marianas on economic development, issued on 18 November 1946, defined the relationship between Military Government and the United States Commercial Company. Military Government, it emphasized, was ultimately responsible for the restoration and development of the island economy. It had to assure that the profits and benefits of local resources and labor accrued to the islanders themselves and that progress toward economic independence was constant. The role of the United States Commercial Company was to assist in this task, first, by encouragement and guidance of agriculture and second by trade and industry. Military Government, however, had to take the initiative in securing and supporting that cooperation. The efforts of Military Government and the United States Commercial Company were to be constantly coordinated through local contact and mutual understanding and the two activities were to be completely complementary. The Navy was to support the United States Commercial Company to the greatest possible extent.

A further exposition of economic policy was set forth in a communication from the Chief of Naval Operations to the Military Governor in April 1947. This provided the main basis for

continued economic activities not only during the remaining period of Military Government (until July 1947), but also under the subsequent Civil Administration. It listed the following as basic objectives:

- (1) Developing throughout the area a balanced economy through the full utilization, in accordance with sound conservation principles and for the benefit of the local inhabitants, of the natural and other resources to meet local needs as well as to provide payment for those goods and services which must be imported into the area.
- (2) Assisting the local inhabitants in assuming a maximum of responsibility for their own economy and preventing their economic exploitation by either local or outside interests.
- (3) Establishing standards of living for the local inhabitants at least equal to those existing prior to the war with Japan.
- (4) Assisting the local inhabitants, in so far as feasible, to become qualified for and to obtain employment in all occupations, employment and professions adapted to the area, without discrimination.
- (5) Providing agricultural tools and implements, seeds, fertilizers, insecticides, fishing gear, trade goods and other essential supplies, including materials required for housing, education and welfare, to carry out the basic policy.
- (6) Authorizing the development of trade stores for the sale of merchandise in cases where normal distribution channels are inadequate. Encouragement is to be given to the reconstruction of normal trade channels by providing opportunity, to local traders and trade organizations to establish private distribution channels. The access which such trades have to outside public or private sources of civilian supplies, is however, to be controlled by the Military Governor so as to advance the objectives stated below.

Under the terms of this directive, the Military Governor was called upon to restore essential public utilities and transportation, and to encourage the development of commercial fishing and handicraft work, and the development of such resources as phosphate, bauxite, and copra. Upon prior approval of the Navy Department, he might utilize the services of outside individuals or corporations on a contract basis, but only where local enterprise was not yet prepared to undertake such activities.

Every effort was to be made jointly by Military Government and the United States Commercial Company to reestablish the local economy on a firm basis. The objective would be to assist the islanders to handle their own economic problems. They were to be encouraged in private enterprise and individual initiative, and urged to establish their own businesses and to carry on their own trade program as soon as possible. The policies for specific economic activities were to be formulated by Military Government jointly with the United States Commercial Company and these policies were to be effected by the United States Commercial Company. To implement the overall policy of getting the islanders to take a more active part in their own economy, the following steps were taken:

- (1) Surplus local goods were to be purchased by the United States Commercial Company in order to provide a source of income to the islanders.
- (2) Consumer goods were to be provided through sale by the United States Commercial Company in order to provide a source of supply to the islanders.
- (3) The United States Commercial Company was to stimulate local private enterprise by providing at low cost capital goods and durable consumer goods, in order to facilitate the establishment of local businesses.

With the change to Civil Administration and the replacement of the United States Commercial Company by the Island Trading Company of Micronesia the policies set out above have been continued.

United States Commercial Company

The United States Commercial Company was a subsidiary of the Reconstruction Finance Corporation, and operated not only in the Pacific Islands but also in Japan. Started in 1945, it devised



The first helicopter to land at Mokil, Eastern Caroline Islands

programs to establish island trade, to revitalize agriculture, and to replenish livestock and poultry supplies. It also sponsored extensive research, in close cooperation with Military Government, relating to the resources, local living conditions, pests and diseases, and other relevant fields of economic inquiry.

Under United States Commercial Company and Military Government auspices, progress was made in the rehabilitation of the copra industry. Emphasis was placed on the restoration of coconut trees damaged by the war, and by the ravages of coconut beetles in some areas. The handicraft business was developed and improved. Retail trade stores, established in the outlying communities on a predominantly cooperative basis thrived, and conducted trade functions formerly performed by the Japanese. Efforts were made to improve livestock strains by introducing animals from excess stocks held on Guam and Tinian by the United States Commercial Company.

Island Trading Company

In the summer of 1947, the Reconstruction Finance Corporation requested that the United States Commercial Company be relieved of its commitments in the program, and the work be continued by another governmental agency. The Civil Administration authorities therefore developed a new organization, the Island Trading Company of Micronesia, which took over its activities on 1 January 1948.

The Island Trading Company of Micronesia was incorporated by Special Proclamation of the Governor of Guam dated 8 December 1947 by and with the consent of both houses of the Guam Congress in joint session. All the capital stock of the corporation is held by the Deputy High Commissioner of the Trust Territory of the Pacific Islands. The stock is not transferable but passes automatically to his successor in office. Its Board of Directors consists of chosen naval and civilian personnel, the latter including some of the experienced officials of the former United States Commercial Company. All United States Commercial Company property (capital and consumer goods, warehouses, handicraft, copra, and records pertinent to current activities) was transferred to the new company. The aims of the Island Trading Company, as outlined in its charter are similar to those of its predecessor, and consist essentially of the restoration and rehabilitation of trade so that the island economy can be reestablished on a sound basis.

The Island Trading Company operates branch establishments in Guam, Koror, Yap, Truk, Ponape, Kwajalein and Majuro. In October 1949, the headquarters was moved to Pearl Harbor, co-incidental with the move of the Staff of the Deputy High Commissioner.

Agriculture

The islands are known to be inherently poor as to natural resources and certain aspects of climate as they relate to most agricultural crops. These deficiencies, coupled with the small area and the wide dispersal of the islands, constitute a serious handicap to the production and marketing of commercial agricultural products.

Viewed from American standards of environment and economy, cultivated annual crops in the Pacific Islands are poor and would not be considered economically practicable. Generally the soils are of low fertility, thin, and susceptible to erosion; the rainfall is not well distributed; control of weeds is a major problem; insect pests and diseases are a constant menace; and with grain crops there are troubles of pollination and of curing the crop. In spite of these limitations the island peoples have well developed systems of traditional subsistence gardening, growing a fair range of root and fruit crops adapted to the local conditions. Administrative policy has stressed scientific development and improvement of agriculture among the islanders as a means of stabilizing their economic life. As a part of this scientific work, carnivorous snails have been imported from Africa and placed on Agrihan Island as an experiment in the control of the Giant African Snail.

Commercial Agriculture

The principal money crop of the territory has always been copra. It has occupied a place of paramount importance since the foundations of the trade were established in the 1850's. Additionally, some island growers around the ports have sold a small amount of their food-stuffs to visiting ships and to the local urban markets, and this type of commercial food production is particularly developed in the Northern Marianas today. The Japanese developed commercial agricultural production of sugar cane and manioc on a large scale, but these enterprises were halted with the American occupation, if not before, and the related mills and other mechanized equipment were destroyed in the bombing and shelling which preceded the invasion.

The main objective in commercial agriculture during the postwar period for both Military Government-Civil Administration and U.S. Commercial Company-Island Trading Company personnel has been the rehabilitation of the copra industry. In the early days following occupation, Military Government units had high hopes of quick revival of this enterprise, and some cargoes of copra were collected from outer islands. The collapse of transportation facilities during 1946, combined with a shortage of copra bags, set back this incipient trade for some time. Furthermore many island communities were too busy rebuilding homes and reviving their subsistence gardens to take time for copra manufacture, the more so as trade goods were short and money had limited value. Not until 1947 did copra output begin to assume once again its dominant place in the commercial economy. In that year output was estimated as approximately 5,000 tons. Since that time copra production has been increasing steadily. For the fiscal year 1950 copra purchases totalled 9,720 short tons. This total is still far short of the Japanese production of 17,000 tons for 1937. Although the field price of copra has fallen, production continues to increase. Micronesian copra now pays a two cent per pound coconut oil tax on stateside sales. This tax forces Trust Territory copra to seek other than United States markets or to take a reduction in price.

On most islands the stands of coconut are in reasonably good condition, though trees are often old and replanting should be done for continuity of production. Those trees planted in German days are well on toward the end of their effective bearing period, usually about sixty to eighty years. New trees require seven to eight years to come into bearing. In some areas, however, war bombing and shelling, combined with the cutting of trees for airfields, have resulted in the destruction of formerly productive areas. Combined with this war destruction have been the ravages of insect pests, most severe in the Saipan-Tinian area (the Marianas beetle) and the Palaus (the rhinoceros beetle). On Saipan and Tinian coconut production is almost wholly at an end, and great sections of the Palaus are in a similar position. The Navy and Pacific Science Board have been working continuously to bring these insects under control. Three entomologists in the employ of the administration are working on the insect problem in Micronesia. Two shipments of the wasp parasite, *Scolia ruficornis*, from Mombasa, Kenya Colony have been sent to Palau. The wasp appears to have become established but not yet in sufficient numbers to be effective. Replanting of war damage areas has also been started, especially in the Marshalls and Marianas.

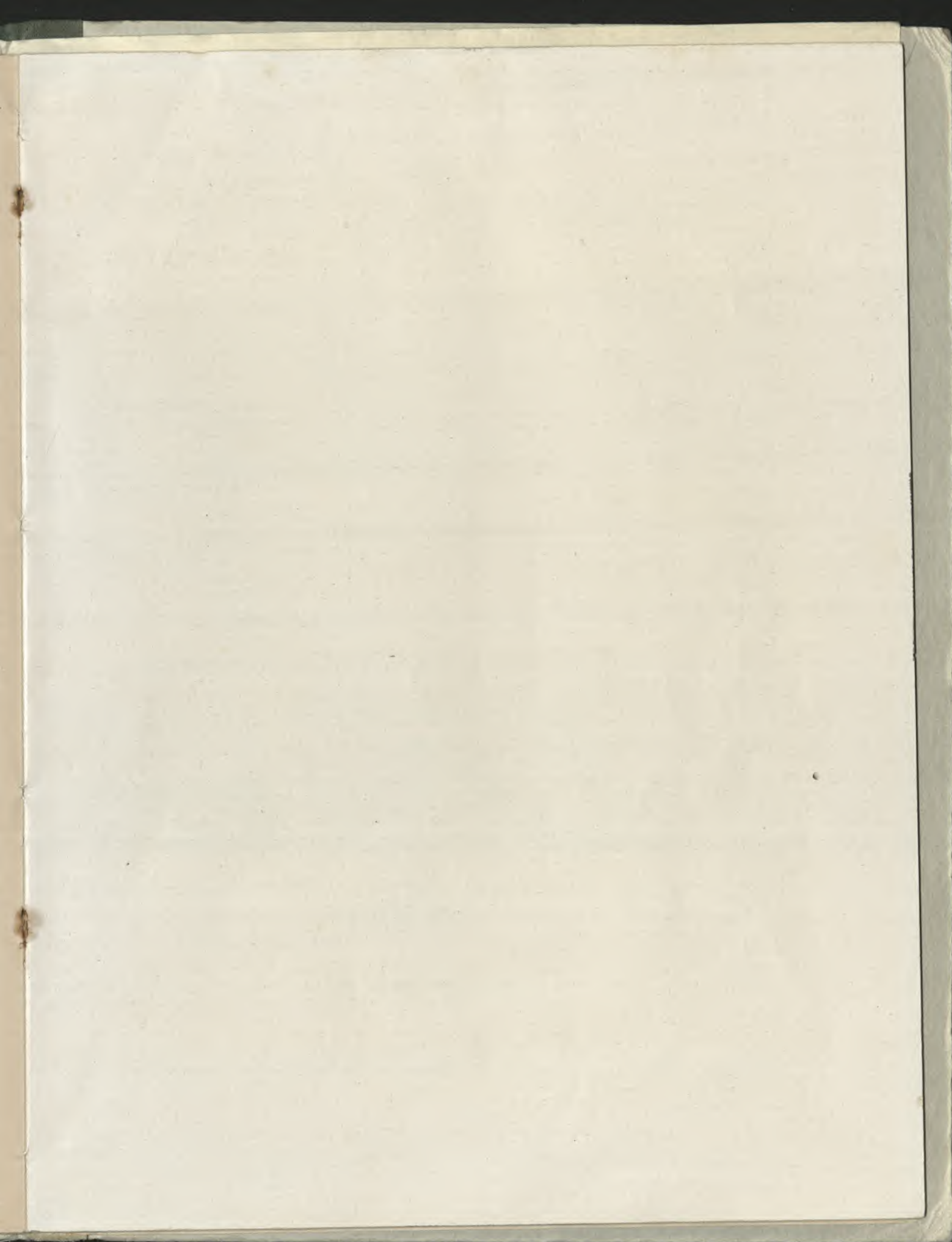
As a result of the findings of the economic survey effected by the United States Commercial Company, steps were taken to get the most effective use of limited natural resources. A small agricultural experimental station has been established on Saipan and at Ponape an agricultural demonstration station is now in operation for the purpose of experimentation with both indigenous and exotic plants and trees. Close liaison with the University of Hawaii is maintained in these matters. New plants deemed suitable to the area have been introduced but have not as yet been distributed. A 2700 acre coconut plantation at Metalanim, Ponape, is being rehabilitated and harvesting commenced in the fall of 1949.

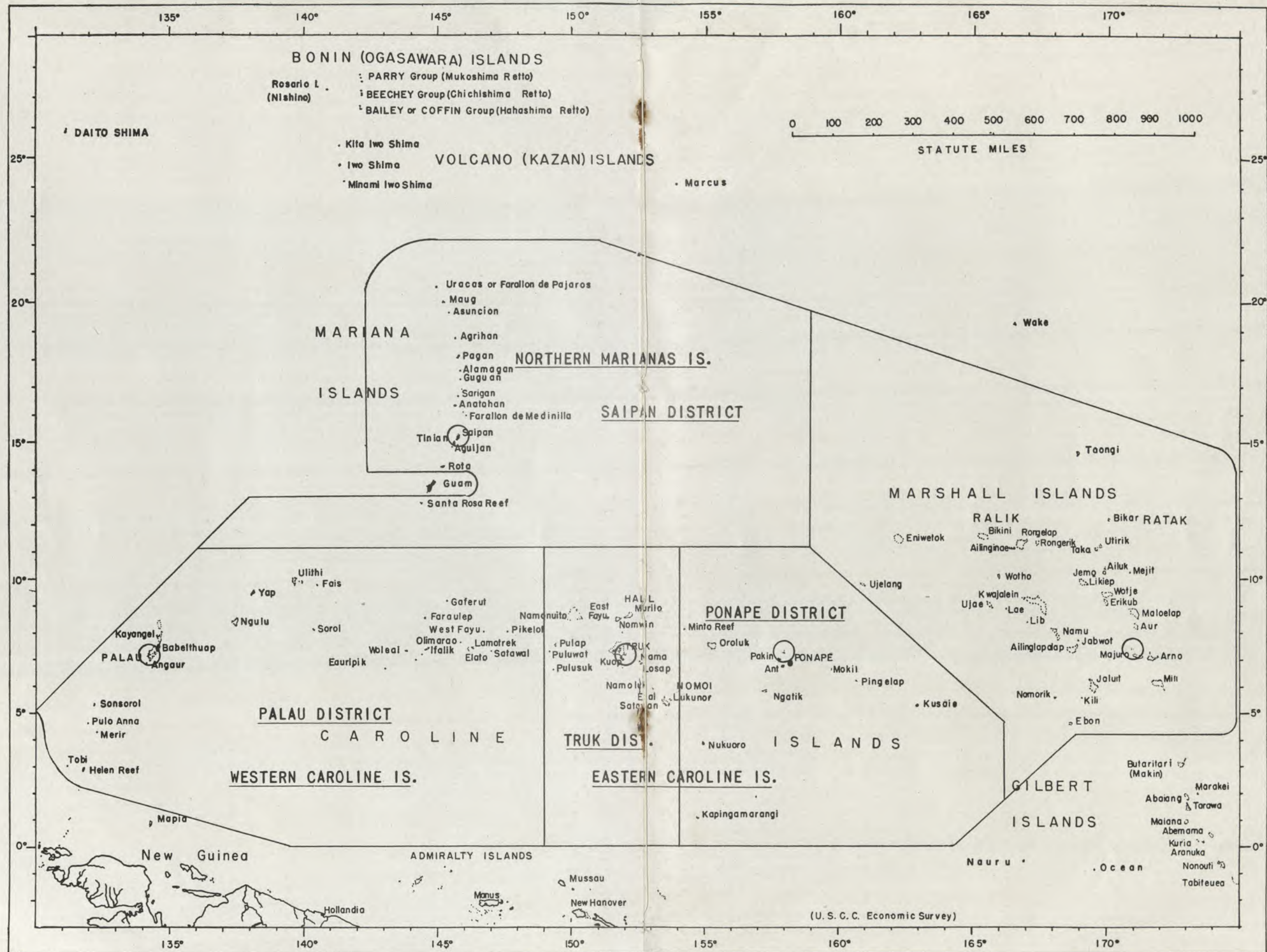
The Administration has continued to initiate surveys to conserve and develop natural resources. The conservation policy, recommended by the Conservation Committee for Micronesia, is aimed at continuing productivity of renewable resources and judicious use of non-renewable ones. The U.S. Geological Survey has recently completed studies of the Western Caroline and Mariana Islands. The Staff Conservationist has made an investigation of conservation of land resources by control of erosion. At present a group of ten scientists, jointly sponsored by the Navy and the Pacific Science Board, are engaged in an ecological study of Arno in the Marshall Islands to provide data for determining the carrying capacity of a typical atoll. The Scientific Investigation of Micronesia (SIM) program is continuing investigations in natural science.

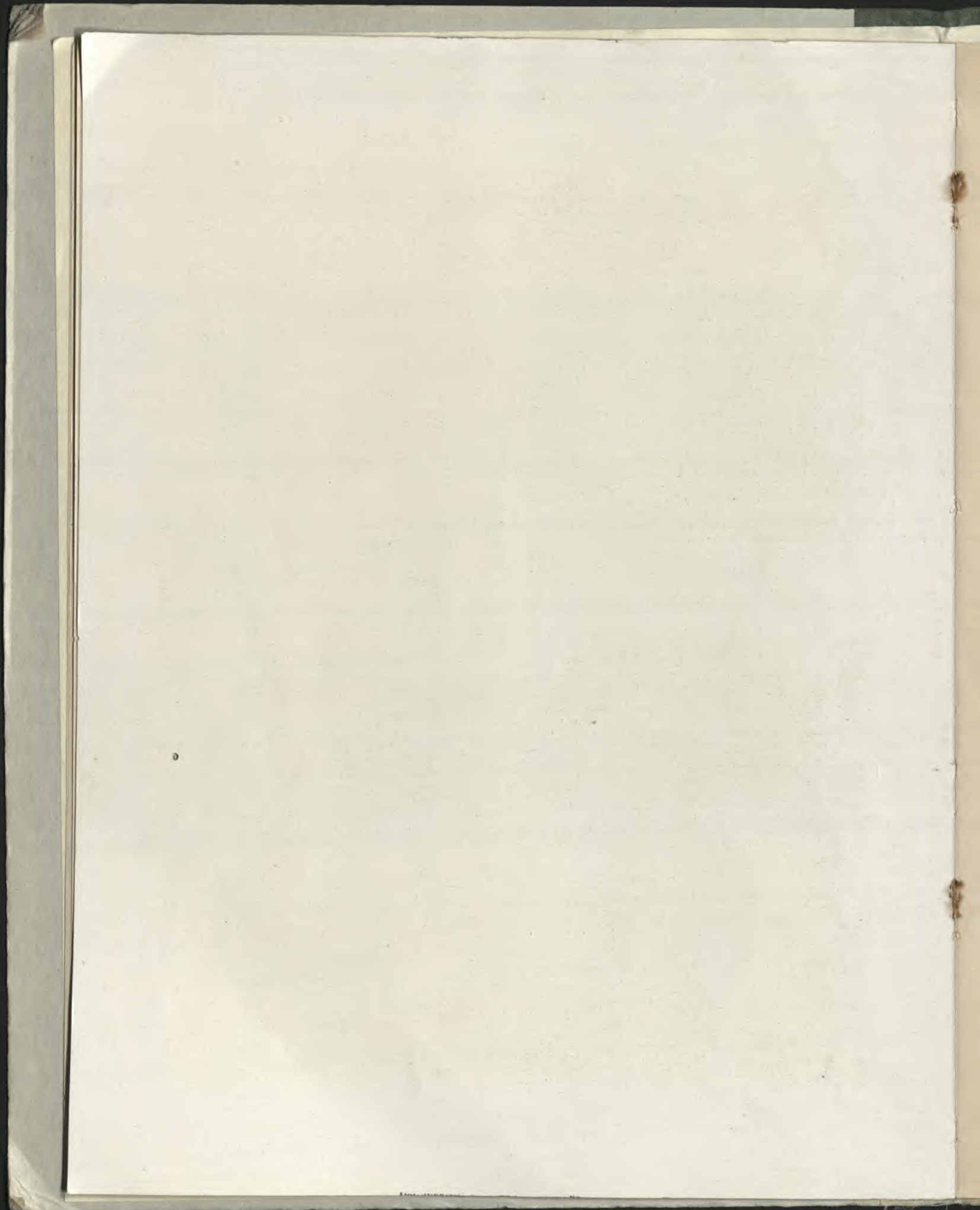
Livestock

After the Americans took over, the government authorities and the United States Commercial Company took steps to replenish the livestock population. The prime concern was to rebuild and revitalize the depleted livestock strains in island communities. Some fresh milk and eggs have been supplied to American military forces, though not in any large quantity. It may be noted that local fresh meat has not been used by the Americans, who have always depended on imported frozen meat. The Marianas have been the principal center for the development and redistribution of herds and flocks, and for scientific investigation relating to diseases and other aspects of animal husbandry.

Smaller numbers of livestock have also been maintained for periods by U.S. Commercial Company personnel at the Ponape Agricultural Station and at their other centers. But these were also disposed of at the time of the liquidation of the company or before. These government-run enterprises have in turn sold livestock to the islanders at minimum cost. On Saipan and Rota









Admiral Arthur W. Radford, USN, High Commissioner, talks with men of Ngulu,
Western Caroline Islands

Chamorro farm associations have been interested in improving their livestock as part of their farming operations. Administrative field parties visiting the small outlying islands have had very frequent requests for additional hogs and chickens for breeding purposes. In some instances more fortunate island communities have helped those whose livestock was destroyed or depleted during the war by passing over hogs and chickens independently of the government authorities.

Following is the population estimates of livestock within the Territory:

Horses	5
Hogs	3,775
Cattle	1,012
Carabao	126
Goats	1,529
Chickens	11,550
Ducks	500

Marine Resources

The marine resources of the Trust Territory occupy a place of paramount importance in the life of the average islander. Fish constitutes, next to vegetables, the principal subsistence and much of the islanders' time is devoted to fishing. It is because of the importance of marine resources in reference to subsistence that an understanding of the island fisheries and the potentialities thereof is necessary. Fish and activities devoted to the procurement thereof are important also in terms of commercial possibilities.

While opinions have differed as regards the potential value of the marine resources of the Trust Territory, it can be said, on the basis of the knowledge of Japanese activities, that the supply of marine resources is not meager. For example, by 1937 the Japanese had developed bonito fishing to produce 75,000,000 pounds annually using small craft based at Saipan, Koror, Truk, and Ponape.

Fishing has always played a major part in the subsistence economy of the great majority of islanders. This is especially true of the inhabitants of the low coral islands for whom the supply of land products - animal and vegetable - is marginal. It is least true for the inhabitants of high islands which do not have extensive sheltered lagoons and reefs to provide plentiful supplies of easily accessible marine products.

On a subsistence basis, fish products are abundant in number and variety. Shellfish, including marine snails, clams, spiny lobsters, and a host of others are usually taken by hand on the flat reefs near shore, or by spearing. Reef fish of many species are common both within and without lagoons and are taken with hook and line, by diving and spearing, by weirs and stone traps, some measuring two hundred yards across, and by handlifted traps. Outside the reefs, orevalle, bonito, barracuda, and occasionally shark are taken by trolling. Flying fish are caught in scoop nets at night and the sight of coconut leaf torches being used for night fishing is common.

Saipan is an exception to the straight subsistence type of fishing, for in 1946 the Military Government authorities helped to establish the Saipan Fishing Company, a cooperative organization operated by approximately seventy Carolinians who reside on Saipan. This company operates several sampans and engages in both reef and deep sea fishing. Sales in 1950 amounted to \$25,777.86.

Marine products which have commercial potentialities are bonito, tuna, mackerel, shark fins, trepang, pearls, pearl shells, sponges, and cowrie shells.

Recently the waters in the Trust Territory were opened to commercial fishing operations of all nations by a directive issued by SANACC (State Army Navy Air Coordinating Committee). The State Department published a formal statement of policy governing fishing operations, and provided for strict control and licensing by the High Commissioner. In a three month period over 3,000 tons of fish were taken by a SCAP sponsored Japanese fishing project using long lines and mother ship operations in the areas south and west of Truk. With the exception of the Japanese, no active interest has been shown in beginning any fishing operations.

Mining

The economic potentialities of the mining industry in the Trust Territory are restricted by the many limitations placed upon it by the ravages of war and the problems of long-distance hauling of relatively small amounts of inferior minerals. Mining installations erected by the Japanese were either totally destroyed or rendered inoperative by military action. The cost of repairs, according to recent surveys, does not appear justifiable in the light of future profits that could be realized. Open-pit mining, the most practical means of extracting the bulk of minerals from the geological structure of most Pacific Islands, would, in most cases, reduce the cultivatable land area used as a source of subsistence by the islanders.

Japanese surveys of the mineral resources of the area have proved to be exhaustive and reasonably accurate. These indicate that other than for limited sources of phosphate, bauxite and manganese, the territory has little to offer in the way of mining developments of any significant dimensions. For mineral-starved Japan, however, gearing its economy to war, it was worth the fullest effort to use what minerals were available. Where the Germans had done no mining other than to develop rock phosphate works at Angaur Island, the Japanese companies with government encouragement prospected the islands thoroughly. Especially after 1936 they worked mineral deposits which could not possibly be commercially profitable under peacetime conditions..

The only mineral resource being worked in the Trust Territory is the phosphate at Angaur, where a Japanese company under SCAP has been actively carrying on mining operations since July 1946. During the fiscal year 1950 a total of 134,741 long tons of phosphate from this source was laid down in Japanese ports. The agreements under which phosphate is mined on Angaur have been reviewed during the past year and are in complete accord with the desires of the indigenous people and with the spirit of trusteeship. A comprehensive geological and hydrological survey of the island was made and its findings and recommendations utilized in drafting the agreements. The new agreements provide for an appreciably higher return for ore mined, protection of existing garden lands, and for the rehabilitation of the areas previously mined. Provision is also made for distribution of the proceeds among the clans affected by the operation and for payment of taxes by the mining company to the Trust Territory for the amount of ore mined.

Forestry

The island peoples have a practical working knowledge of the worth of local forest products, having used the local timbers for constructing houses and canoes, fibers and barks for craft-work, juices for dyes and fish poisons, and so on. The food producing trees such as the coconut, breadfruit, and pandanus are also vital in the local economy. These aspects of forest utilization are in general still continuing, and programs to exploit the cocoa and coffee plantations have been initiated.

The small coral islands have strictly limited amounts of available forestry resources. Care must be exercised in their exploitation and little opportunity exists for commercial development. The high islands, in most cases, have larger forest resources; there are some exceptions, notably Saipan and Tinian. At the present time a forestry expert is making a thorough survey of the Territory to determine the possibility of further economic development.

Light Industry and Business

The war, and the subsequent expulsion of Japanese nationals, wiped out the majority of the native owned and operated industries and small businesses. Subsequently, more enterprising and sophisticated islanders have started to fill in the void by setting up businesses and light industries of those kinds which still have a local appeal or external market outlets. Today the level of enterprise is greatest on Saipan, which has reached a point where such businesses as garages, watch repair shops, silversmiths, laundries, cobblers, and florists find a ready place in the local economy. In the Truk and Palau Districts barbers, carpenters, and retail store owners, as well as restaurateurs, compose the bulk of the businessmen.

By far the most important of the light industries of the post-war period, however, is handicraft manufacture, which is based upon traditional local crafts. From the first coming of United States forces the demand for souvenirs and curios has been enormous. In the Marshalls, the first islands to be occupied, the absence of regular forms of export such as copra and shell made handicraft work the economic mainstay, and the value of the output in the early period totaled many thousands of dollars monthly. The Foreign Economic Administration and

later the U.S. Commercial Company and now the Island Trading Company has standardized the form, quality and price of such craft work. In the islands further west purchases of local handicraft were also pushed, and the articles standardized, and this form of light industry has become a regular part of the post-war commercial economy. Among the most popular objects are mats, fans, necklaces, grass skirts, belts, cigarette cases, purses, and carved wooden figurines. In general such work is done by women. So far, all handicraft articles have been absorbed in the Guam, Hawaii and San Francisco markets. Wholly native owned wholesale outlets now exist in Saipan, Koror, Truk, Ponape and in the Marshalls. All are showing a normal, healthy growth. The following figures indicate present economic trends.

Imports

1948	\$731,870.01	Island Trading Company only
1949	712,253.17	" " " "
	100,000.00	Mail order concerns (estimated)
	300,000.00	Other imports (estimated)
Total	\$1,112,253.17	
1950	\$781,877.84	Island Trading Company, trade goods
	390,018.04	Saipan: Civilians
	76,005.38	Saipan: Military
	100,000.00	Mail order concerns (estimated)
Total	\$1,489,036.26	
Total:	\$3,333,159.44	

Exports

1948	\$894,508.94	
1949	947,359.67	
Total	\$1,841,868.61	
1950	\$80,853.04	Trade Goods
	671,578.31	Phosphate ore
	796,714.92	Copra
	77,201.97	Handicraft
	45,650.96	Trochus
	25,314.30	Fruits and Vegetables
	11,815.20	Fish
	15,905.28	Others*
Total	\$1,725,033.98	
Total:	\$3,566,902.59	

* Others include charcoal, canoes, sponges, trepang, molasses, coconut oil, tortoise shell.

Currency

By proclamation of the Military Governor at the time of occupation, United States currency became legal tender in the ex-Japanese mandated islands, and it has now become thoroughly familiar to the islanders in the Trust Territory. The former yen currency was withdrawn, and all persons were required to surrender their yen holdings to the military authorities.

Many of the islanders in the western Carolines continue to use local forms of "money" for intra-group transactions.

Banking Facilities

Banking facilities, up to the present time, have been available only on Saipan through a branch of the Bank of Guam. In July 1950, the Bank of America purchased the Bank of Guam and continued the branch bank on Saipan. However, effective 1 January 1951, savings deposit facilities for the inhabitants of the Territory, through the medium of the Island Trading Company, will be established in areas where no banking facilities now exist. The Island Trading Company, as agent for the High Commissioner, will receive, account for, and safeguard deposits. Funds will be deposited or invested separately from other Trust Territory funds. Initially, interest of 1½ per annum, credited semi-annually, will be paid to depositors.

Trade and Commerce

In a directive issued by Commander Marianas on 18 November 1946, each Military Government Unit was requested to encourage local barter, trade, and commerce within the command, particularly among nearby islands and in native craft. Islanders have been trained, by the Navy, in specific billets aboard ships and administrative posts ashore pertaining to trade and commerce.

Goods for import are freighted via Guam (except in the case of the Marshalls and Saipan) by Navy ships or planes servicing the area. Forwarding of goods via surface is handled by the Island Trading Company. From warehouses at the District Centers, they are distributed in turn to the local cooperative or to individual trade outlets. On the main islands they may be carried by the people themselves in carts or outriggers to the more remote areas. For outer islands they are necessarily transported in Navy ships which are under the operational control of the Civil Administrator. Products for export are picked up by the ITC or local wholesalers in field trip vessels under temporary control of the Civil Administrators.

In the Marshalls all goods imported or exported go direct to Kwajalein in Navy bottoms and are then trans-shipped via LST or LSM to Majuro. At the present time approximately 60% of intra-district cargoes are handled by the Marshallese in their own boats.

All possible aid has been given to enable private traders to deal with wholesalers outside the territory. Rates have been fixed for private shipping of goods in Navy or commercial vessels.

Passenger service in Navy inter-island vessels is offered on a space available basis. Standard fares of three cents per sea mile have been established by naval authority. The distance is based on a point to point table of distances, regardless of the route the ship takes. The islanders may use this service by obtaining permission from their respective Civil Administrators. Clergymen and other mission workers and children travel at reduced rates.

Private companies are permitted to operate in the area after obtaining proper clearance from the authorities. At present the Marianas Trading and Steamship Company and the Guam-Pacific Lines are operating ships between Guam, Rota, Tinian and Saipan.

Mail Service for the Islanders

The Islanders living in the Trust Territory enjoy the same mail privileges as members of the military or American civilians residing in the area. For mail from one islander to another on islands where no Navy Post Office is established, the address will indicate the nearest Civil Administration Unit where postal facilities are established and it is then forwarded to the island concerned via local shipping. On islands where postal facilities are established, the address will indicate the local Civil Administration Unit which will assume the responsibility for final delivery to the person to whom it is addressed. All mail from the islanders accepted at a Navy Post Office must comply with the requirements of Postal Laws and Regulations.



School children at Peleliu, Palau Islands, Western Caroline Islands

Education During the Japanese Administration

During the Japanese administration of the mandated area of Micronesia, a dual school system was in operation. Children of Japanese nationals attended schools designed to meet their needs; indigenes attended schools established for them. In 1937 there were 25 public schools for the indigenous inhabitants. These island schools were taught mostly by Japanese nationals and emphasized the Japanese language, history and subjects designed to supplement the Japanese economy. This school system reached about one-half of the 8 to 14 year old indigenes. A small percentage of the remaining children attended mission schools which were allowed to continue under the Japanese.

As a result of the Japanese defeat and expulsion by American forces, the school system was dislocated and almost ceased to exist. By the time U.S. Military Government took over the administration of the islands, most of the school buildings had been destroyed or severely damaged. Little text material or teaching aids were available and the only trained teachers were those educated by the missionaries.

Educational Objectives

The primary educational consideration of the present administration is the establishment of a system which will benefit the many and assure progressive development of each community along lines designed to raise the standards of the people in health and hygiene, to better the methods of food production and the nature of the food supply, and to equip the local inhabitants for the conduct of their government and the management of their trade and industry.

The Department of Education

All educational affairs in the Trust Territory are administered by the Department of Education, located at the Headquarters of the High Commissioner at Pearl Harbor. The staff of the Department of Education is comprised of the Director of Education, the Assistant Director of Education who is also the Field Educational Administrator, the Supervisor of Publications and the Supervisor of Libraries. The positions of Supervisor of Agricultural Education and Supervisor of Linguistics have been budgeted but not yet filled. District Educational Administrators are immediately subordinate to the five Civil Administrators of each District and the Civil Administration Representative on Yap. These Educational Administrators direct the conduct of educational affairs, implement the educational policies, and have the responsibility of expanding and supervising the education program within their respective Districts. Acting jointly with the Educational Administrators are indigenous Superintendents of Schools who are rapidly absorbing many educational responsibilities.

Expenses for Education

Actual costs of education are still somewhat misleading as considerable amounts of cost-free surplus war materials have been used. Actual expenditures for education for the fiscal year 1950, divided into the various education programs, are as follows:

Types of Schools and Functions Excluding
Elementary School Teachers' Salaries

Public Elementary and Intermediate Schools	\$190,569.00
Public Advances (Schools on Guam)	100,000.00
Public Advances (PITTS at Truk)	48,759.00
Missionary and Private	0
Administration (including Publications)	45,181.00
Other Expenses	5,491.00
Total	\$390,000.00

Object Items Excluding Public Advances Schools
on Guam and Elementary School Teachers' Salaries

Personnel, including indigenous	\$163,386.00
Publications	5,800.00
Supplies and Equipment	15,243.00

Scholarships and Student Subsistence	80,910.00
Subsidies to municipalities to aid in the payment of Elementary teachers	9,090.00
Other Expenses	5,571.00
Total	\$290,000.00

Elementary school teachers' salaries are paid from local municipal funds. Both the Ponape and Truk Districts have, with the consent of the municipal officials, placed a luxury tax on cigarettes to defray part of the cost of public education on the municipal level. Out of the collected revenue, teachers' salaries and other local educational needs are paid.

Public School System

The Administration has established and maintains a free public school system. The elementary school system is designed to attain eventually a six-year course of study. This year it is approaching the requirements of a five-year program of studies. An intermediate school is now in operation at each Civil Administration Unit and at Yap. These schools include a three-year program of studies which extends educational opportunity for qualified students in the Territory to nine years. They also carry on in-service teacher training and adult education classes as parts of their program. The Pacific Islands Teacher Training School (PITTS) on Truk is above the intermediate level and includes three schools: the School of Teacher Training, the School of General Education, and the School of Communications. The School of Teacher Training provides a two and one-half year course; the School of General Education and the School of Communications provide three-year courses. On Guam the School for Medical Assistants, the School for Dental Assistants and the School of Nursing provide educational opportunities for a highly selected type of student above the intermediate school level.

The following table indicates the extent to which the public school system has developed in each District within the Territory:

PUBLIC SCHOOL SYSTEM INCLUDING
POPULATION, NUMBER OF SCHOOLS, TEACHERS AND STUDENTS
BY DISTRICTS AS OF 31 MARCH 1950

DISTRICT	INDIGENOUS POPULATION	ELEM. SCHS.	ELEM. TCHS.	INT. SCHS.	INT. TCHS.	PITTS	PITTS TCHS.	TOTAL TCHS.	TOTAL STUDENTS
Palau	11,339	36	78	2	14	0	0	92	1593
Truk	15,617	38	42	1	9	1	8	59	2128
Ponape	10,024	18	35	1	7	0	0	42	1350
Marshall Is.	11,033	34	47	1	7	0	0	54	1284
Saipan	6,286	4	19	1	9	0	0	28	1083
Total	54,299	130	221	6	46	1	8	275	7438

The medical and dental schools on Guam are under the administration of the U. S. Naval Hospital, Guam; the nursing school is part of the Guam Memorial Hospital. These schools are not part of the school system of the Trust Territory. Adult education classes at intermediate schools have an enrollment of 183 students which is in addition to the total number of regular students shown in the above table.

Protestant and Catholic mission schools are established in all Districts except Saipan.

MISSION SCHOOLS INCLUDING NUMBER OF SCHOOLS, TEACHERS, AND STUDENTS AS OF
31 MARCH 1950

DISTRICT	NUMBER OF SCHOOLS	NUMBER OF TEACHERS	TOTAL NUMBER STUDENTS
Palau	2	10	242
Truk	5	11	446

Saipan	0	0	0
Marshall Islands	3	20	306
Ponape	<u>4</u>	<u>22</u>	<u>445</u>
Total	14	63	1,439

There are no religious schools teaching subjects above the elementary level except those of a purely religious nature.

Curricula

The educational program provides constant training in healthful, ethical, and democratic school, home, and community attitudes and habits, provides physical activities for general health and recreation, and maintains and fosters island cultures, social attitudes and ways of life.

1. Elementary Schools

The elementary school program includes the teaching of correct conversation, reading, spelling, composition and writing in the vernacular; oral English, arithmetic, health and hygiene, social studies, music, art, handwork, and gardening.

2. Intermediate Schools

The intermediate school program includes the teaching of English, reading, writing, spelling, grammar and composition; arithmetic, social studies, art, agriculture, home-making, including sewing, indigenous cooking and preserving; commercial subjects, industrial arts and handicrafts; vocational training in carpentry, boatbuilding, general mechanics and seamanship; recreational activities including sports, games, hobbies, clubs, music, speech and drama.

Adult education and vocational training, with special emphasis on English, have been stressed in those areas where teachers are available. Additional adult instruction has been given in health and public welfare programs. In vocational fields, on-the-job training in the handling and maintenance of machines, electrical systems, and special equipment has been given by American personnel. A program for training seamen throughout the Trust Territory was begun in November, 1946. Each student received instruction in basic English as well as in seamanship.

3. Schools for Higher Education

The schools for higher education maintained at Truk (PITTS) and at Guam (medical, dental, nursing) provide professional and technical training. The curricula of these schools emphasize English as well as specialized subjects and represent the highest degree of education offered by the Department of Education.

Language as Media of Instruction

The vernacular is taught and used as the primary language in the first two years of the elementary school. English is taught only conversationally until the third year, when a shift in emphasis is made and English is increasingly stressed. English is the media of instruction at the intermediate level, but a lack in the proficiency of English does not disqualify a student from attending an intermediate school. The Japanese language is still predominantly used as the lingua franca, but there is an increasing trend toward the general use of English.

School Buildings and Equipment

School building has progressed rapidly especially during the past year. Six new elementary school buildings, including three built of coral block and three of indigenous thatch, have been constructed. Ponape has completed, from concrete block and steel, one student cafeteria, one library and recreation hall and four student dormitories for its intermediate school. Truk is constructing a student activities building which will include a cafeteria, a student body center and a recreation area. In the Marshall Islands, the intermediate school has been remodeled from several Japanese-type buildings on Rita Island in Majuro Atoll. During September 1949, the school was moved from Majuro Island to its new location on Rita Island. At the Pacific



USS SUISUN (AVP 53) off Ngulu, Western Caroline Islands

Islands Teacher Training School a new dining hall and two new dormitories have been constructed, and the communications classrooms have been remodeled from former buildings. Other building programs stressing the use of indigenous materials are being planned in all areas.

The standards of equipment of the average Trust Territory school are gradually being improved. Temporary blackboards and other furnishings are being replaced as rapidly as possible with permanent equipment. Teaching aids and beginners' textbooks which reflect conditions in the Territory are being prepared within budgetary allowance.

Facilities for Higher Education Outside the Territory

Public and private scholarships are made available to qualified students for study in schools outside the Trust Territory. In keeping with the American tradition, equal educational opportunities are extended to both sexes. Nineteen students were attending schools and colleges outside the Territory as of June 1950; four students were attending schools in the United States or Hawaii, five in the Philippines, and ten were attending high school at their own expense on Guam.

Indigenous Languages

Languages spoken in the Territory may be classified generally into eight distinct groupings, some of which may in turn be subdivided into local dialects. None is Territory-wide in usage. Language studies and attempts at standardization made by various foreign groups since the time of early Western exploration and settlement in the area have not proven altogether satisfactory. During World War II the United States made a systematic attempt to survey the field from a practical standpoint and published a Civil Affairs Study entitled "The Languages of the Japanese Mandated Islands". The present Administration has encouraged and sponsored research in all major language groups of the Territory, and dictionaries, orthographies and grammars have been prepared. Thus, some progress in language standardization is being made. The position of Supervisor of Languages in the Department of Education has been budgeted for the fiscal year 1950-51. The duties of this position will be to standardize each major language through research and use of data assembled by scientists in the field.

Illiteracy and Mass Education

Adult education, although necessarily modified by local conditions and limited by a lack of trained teachers, is encouraged and provided for in the intermediate schools of the Trust Territory.

Health charts, both in English and the vernacular, have been published and distributed to the field. Radio broadcasting has been developed by the Navy at Truk, Kwajalein and Saipan. Programs for the indigenous population have been broadcast over these stations. The major problem in developing radio broadcasting facilities arises from the lack of available power on all islands except Saipan. It is felt that until some simple consistent source of electric power is available, the use of radio communication can be available only to a very small percentage of the people of the Territory.

A study has been made to ascertain the approximate extent of illiteracy in each district of the Territory. In making this study, literacy was judged as the ability of a person to read and write in any language. The result of this study by districts is as follows:

<u>DISTRICT</u>	<u>PERCENTAGE OF ILLITERACY</u>
Palau	30%
Truk	20%
Ponape	25%
Marshall Islands	20%
Saipan	25%

Distribution of Literature and Texts

The Administering Authority has prepared and is distributing textbooks and other reading material specially adapted in vocabulary and content for use in the Territory. This material is written in English and some of it is being translated, printed or mimeographed in the vernacular. The American Red Cross and other organizations and private persons outside the Territory have made substantial donations of general literature. Mission groups have translated

portions of the Bible and the Catechism into several of the areas' vernacular dialects. A textbook writer is employed by the Department of Education to prepare material for the school system which is adaptable to the culture.

Libraries

School libraries, which may also be used by the general public, have been established on a small scale at each intermediate school and at PITTS. They are available at no cost and will be expanded in proportion to the educational advancement of the people.

Teachers' Organizations

The Micronesian Educational Association was formed at PITTS in July 1949, "in order to produce a more effective educational program in the Trust Territory of the Pacific Islands, and for the professional and physical betterment of the indigenous educator." The Marshallese Teachers Association is of local nature and restricted to the Marshall Islands. The public school teachers in Ponape, Truk and Palau are forming local educational associations within their respective Districts. The Micronesian Educational Association publishes the MEA Journal.

Indigenous Culture

Immediately after United States occupation of the islands which now constitute the Trust Territory, it was proclaimed that the existing customs of the local people should be respected. That policy has been consistently adhered to and has been reaffirmed by the Administration in the High Commissioner's Proclamation Number One for the Trust Territory and in the Bill of Rights. Moreover, Section 8 (Education) of Interim Regulation 4-48 provides that the educational program shall respect local cultural patterns and shall foster and encourage the study of local languages, history and arts and crafts.

Active encouragement has been given to the preservation of indigenous music, dances, folklore, arts and handicraft. Assistance has been given in the reconstruction of destroyed clubhouses, the traditional centers of community life. Indigenous cultures and a respect for island customs are being fostered in patterns of family and community life. Island history, legends and folklore, indigenous handicrafts, cooking, music, dancing, recreational activities and celebrations are all encouraged by the schools.

Island Interdependence

Great distances and transportation difficulties limit wide travel within the Trust Territory. However, the Micronesian Educational Association, the first inter-district organization, and the friendly mingling of more and more students of the various islands, is producing a greater degree of awareness of interdependence.

A number of indigenous persons from all areas cooperated with the Department of Education in furnishing legends or legend background material for a textbook, Legends of Micronesia, Volumes I and II, to be published in 1950-51, as well as other materials.

A program to develop a feeling of interdependence and friendly relationships among the people of the Territory is being fostered by student body activities at PITTS and at the medical, dental and nursing schools. The 1949 and 1950 summer sessions at PITTS also have produced encouraging results in promoting these relationships.

Religion

The people of the Trust Territory are predominantly Christian. Indigenous religions, which for the most part are primitive island faiths, are extant in certain areas, mainly Yap and the Palaus. Few of the aboriginal beliefs are detrimental to the administration's program and no measures are taken either to curb or to promote ancient religious practices.

The first missionaries to the Pacific Islands, Spanish Catholics, arrived in the Marianas as early as 1596; systematic conversion of the Chamorro inhabitants of the Marianas however, started with the missionary expedition of the Jesuit, Sanvitares, in 1668. By the early eighteenth century Christianization was completed and, from then until the present time, Chamorro life has been largely centered in the Catholic Church. The Catholic missions depend almost entirely upon non-indigenous personnel to carry on their religious and educational activities. The Catholic activities are directed by the Society of Jesus assisted by the Sisters of Mary and the Maryknoll Sisters.

Protestant missionaries first arrived in the islands of the present Trust Territory in 1854. They trained and ordained selected indigenes to spread the Protestant faith. Today the Protestant missionary activity is largely an indigenous - established and maintained organization, functioning under the control of the American Board of Foreign Missions.

Catholic and Protestant missions have about equal followings in the Territory. The Marshall Islands District is predominantly Protestant; the Saipan District is almost exclusively Catholic. The remaining Districts are about equal in the distribution except for Yap where, generally, there are only Catholics and non-Christians.

During the war, Japanese authorities took all Spanish and German mission workers into custody. When released by the Americans they were helped to return to their stations. A number of the older missionaries have left the islands but the depletion of former mission personnel has been remedied by the recruiting of both Catholic and Protestant mission workers, in most cases from the United States.

The islanders have characteristically given generous support to their churches. The building and maintenance of churches is handled as a group affair and many of the church structures are quite elaborate. Financial contributions to the church, often swelled by vigorous competition between communities and households on a prestige basis, may include a major payment collected at a given time annually with high ceremony during the visit of white missionary representatives.

Relations between naval administrative staffs and the church are excellent. Conferences between administrators and missionaries throughout the area are frequent, and also between the highest officials in Washington and Guam and the top representatives of the mission bodies.



Fleet Medical Officer talks with health aide and patient at dispensary, Ngulu,
Western Caroline Islands

Medical Background

Before the arrival of the white man from Europe and American and the yellow man from Asia, the people of the Pacific Islands had had no contact with the infectious diseases of civilization and hence no racial immunity against them. They have paid dearly for their associations with foreigners in the past. Their population a century and a half ago was three times what it is today and the loss can be attributed directly to their contacts with the outside world. Epidemics of infectious disease played a major role. Typhoid fever, small-pox and measles were particularly virulent and exacted heavy tolls in life among persons of all ages. The other eruptive and infectious diseases were deadly among the children with reports that in many places only one child out of four survived his second birthday. Birth rates dropped. The Japanese reported that 50% of the marriages at Yap and between 20% and 30% in the Palau were sterile. The reasons for this were never determined but it is known that the venereal disease rates in the Palau are extremely high and this may be an important factor. Many islands which fell under the domination of Spain experienced wars of extermination and governmental tyrannies which depleted the populations.

The health of the natives received little consideration until the beginning of the twentieth century. Germany exercised control over the area for 15 years following the Spanish-American War and made some progress in the improvement of sanitation. The Japanese who followed made an excellent start during the first fifteen years of their tenure. They built seven hospitals throughout the mandated area, primarily for the care of Japanese immigrants but services were provided for the natives on a fee basis when they could afford to pay for them. Measures were taken by Japan to introduce modern sanitation and at Yap a sincere effort was made to reverse the depopulation trend caused by tuberculosis. The Japanese were too busy with other matters after 1937 to give serious consideration to public health and when war came it proved disastrous for the natives. Islands where the Japanese established military bases became the targets of bombers, naval gunfire, and landing operations. Native life was disrupted and, while a relatively few islanders were killed or wounded, their villages were reduced to shambles and their means of livelihood destroyed. The population which lived in close contact with Japanese garrison forces became heavily seeded with tuberculosis and venereal diseases.

Medical Program of U.S. Navy

As soon as American military forces took over the islands of the former Japanese mandated area in 1944-1945, medical facilities were furnished by the U.S. Navy Medical Corps. Medical care was immediately extended to the inhabitants living near military establishments and attention paid to the sanitation of their villages as a part of the program to protect the health of military personnel. These practices were carried over into the post-war period under U.S. Naval Military Government and were extended to include all the islands within the limits of available resources. The acceptance of the Trusteeship for the Pacific Islands by the United States in July 1947 obligated the Administering Authority "to care for and improve the health of the inhabitants," so a definite long-range medical program was necessary.

Two courses of action were open for consideration. The first was to recognize the inhabitants as a primitive people who were satisfied to be left undisturbed in their native ways of life and to limit all actions in the fields of health and sanitation to that required in protecting the health of American administrators living in their communities. Such a course would be simple and economical and would follow the precedents set by our Spanish, German and Japanese predecessors. It had the advantage of avoiding the encouragement of an attitude of dependence among the islanders but it would accomplish little in improving the health of the people, lowering infant mortality rates or building up the population to levels that existed before the coming of the foreigners. The second alternative was to interpret the challenge of the Trusteeship Agreement literally and to proceed upon a course of action that would be based upon accepted American standards.

The second alternative was selected. The program adopted was based upon the establishment of the goals to be attained and upon the employment of native leadership in overcoming the conservatism about modern ideas of health and sanitation. It was recognized that the most important phases of the program were medical and dental care for all the inhabitants and a public health organization that would raise the standards of sanitation and control communicable diseases. It was realized that this would require a large group of trained personnel which it would not be practicable to furnish from those serving in the medical department of the Navy.

It was decided, therefore, to train selected native men and women for many of these duties and, after training them, to enroll them as paid employees of the Civil Administration for service among their own people, preferably on their native islands, where they would be able to carry out routine duties under the supervision of a few key medical department personnel, strategically located at the various Civil Administration headquarters. This plan will relieve the medical department of a personnel problem, and in addition, it will place a considerable portion of the health program in the hands of the inhabitants who will administer to most of the needs of their people and serve as leaders in overcoming the native reluctance toward giving up age-old habits. It will promote local participation in and control of the Health Services which is in consonance with the stated policies of the Trusteeship Agreement and the United States Government. It will avoid a hiatus in a functioning service when a civilian agency relieves the Navy of its responsibilities and it will provide such an agency with the nucleus of a functioning organization.

Health Service Policy of the Trust Territory of the Pacific Islands

The Health Services Policy was promulgated by the High Commissioner on August 5, 1947:

THE PACIFIC COMMAND
AND UNITED STATES PACIFIC FLEET
Headquarters of the Commander in Chief

5 August 1947

THE HEALTH SERVICES POLICY FOR THE TRUST TERRITORY OF THE PACIFIC ISLANDS

I. MISSION.

1. To raise public health standards in the Trust Territory of the Pacific Islands and to control preventable disease among the inhabitants thereof.
2. To provide the means of rendering medical and dental care to the inhabitants of the Trust Territory of the Pacific Islands.
3. To conduct medical and dental research into public health problems peculiar to the Trust Territory of the Pacific Islands and their inhabitants.
4. To train native men and women in the arts of medical, dental and nursing practice.

II. PREVENTIVE MEDICINE PROGRAM

1. An annual health and sanitary survey shall be conducted on each inhabited island.
2. Provisions shall be made for the reporting of preventable diseases and the collection of appropriate vital statistics.
3. A program for the eradication of intestinal parasites and yaws shall be placed in operation.
4. An organization for the treatment of tuberculosis and leprosy shall be established.
5. A program to insure potable water and sanitary disposal of sewage and garbage shall be established.
6. The immunization of natives against small-pox, typhoid fever and tetanus shall be routine.
7. An efficient program for the control of rodents and other pests shall be established.
8. Quarantine rules and regulations shall be promulgated to prevent the importation of preventable diseases into the islands and between the separate islands.
9. A practical food sanitation program shall be adopted.
10. A program to improve the nutritional status of the inhabitants shall be established.
11. A venereal disease program shall be maintained.

III. MEDICAL AND DENTAL CARE PROGRAM

1. Hospital, dispensary and out-patient medical and dental care shall be provided for the inhabitants of the Trust Territory of the Pacific Islands. A progressively self-sustaining status for these services shall be encouraged. A procedure for licensure of private practitioners in medicine, dentistry and nursing shall be promulgated.

IV. RESEARCH PROGRAM

1. A medical and dental research program shall be established. It shall embody the procedures for submission of requests and recommendations for research projects and for their consideration by a board of qualified officers appointed for that purpose.
2. Periodic and final reports of all medical and dental research projects shall be submitted, via official channels, to the Bureau of Medicine and Surgery.

V. NATIVE TRAINING PROGRAM

1. A training program for native men and women in the arts of medical, dental and nursing practice shall be maintained to provide a sufficient number of trained individuals to meet the needs of the inhabited islands. Candidates for training shall be carefully chosen for intelligence, leadership, character, good health and such other qualities as may be prescribed, from time to time.
- VI. This program shall be considered as the Health Services Policy of the United States Navy for the Trust Territory of the Pacific Islands. Its realization will be dependent upon personnel, funds and other facilities available. Every effort shall be made to reach the goals set at the earliest practicable date.

/s/ LOUIS DENFELD
LOUIS DENFELD
Admiral, U.S. Navy,
High Commissioner,
Trust Territory of the
Pacific Islands.

Administration

The Division of Public Health of the Staff of the High Commissioner has cognizance of the implementation of the Health Services Policy. The program is under the general direction of the Director of Public Health who is also the Medical Officer of the Staff of the Commander in Chief Pacific. The immediate control of health affairs is the responsibility of the Field Medical Officer who is located at Truk. He is responsible for the administration of personnel, hospitals and dispensaries and for the medical training of indigenous personnel. The Civil Administrators are directly responsible for the enforcement of all health and sanitation regulations in their respective Districts. Expenses of the medical program are met, for the most part, by appropriated funds. Health, epidemiological and vital statistics are carefully compiled and are increasing in thoroughness and accuracy each year.

Personnel

The administration will provide medical and dental officers and medical administrative personnel to conduct the health program until indigenes are sufficiently trained to assume the work. The non-indigenous personnel in the field consist of U.S. Navy Medical and Dental Corps Officers, Medical Service Corps Officers and hospital corpsmen, and civilian dentists. Indigenes are employed as medical and dental assistants, nurses, health aides and nurse's aides.

Training

The program for training the islanders to assume an active role in the health services is partly a continuation of the training program which had its origin at Guam before World War II. The schools were reactivated shortly after the reoccupation of the island, the curriculum modernized, and students accepted from Samoa, Koror and Saipan. Later, students were taken from all areas of the Trust Territory.

Three professional training schools currently are in operation at Guam: the School for Medical Assistants, the School for Dental Assistants, and the School of Nursing. The Schools for Medical Assistants and Dental Assistants offer four year courses; the School of Nursing provides a three year course. The curricula are planned so that students are indoctrinated in the fundamental sciences upon which the individual professions are based, and are given training in the practical aspects which they will be able to perform in the field. Students are selected from all Districts on the basis of their aptitude for the work, their character and their qualities of leadership. Transportation to Guam and instruction is furnished without expense to the students and each receives a monthly salary sufficient to cover living expenses. In return they are required to serve a period of obligated service as paid employees of the Civil Administration. The obstacles to be met and overcome are formidable. The students' knowledge of the English language is limited and their basic education leaves much to be desired. They are intelligent, however, and eager to learn. It is remarkable how quickly they acquire sufficient command of the language and apply it to their studies. As of June 30, 1950 there were 38 students in the School of Medical Assistants, 25 in the School of Dental Assistants, and 43 in the School of Nursing.

Health aides and nurse's aides are trained at the dispensaries, one of which is located at each District Headquarters. These students, who come from outlying islands, receive a three months course in sanitation and first aid. At the end of that period they return to their home islands to supervise local sanitation and provide simple medical care for their people. Laboratory workers also are trained in the District dispensaries to do routine laboratory tasks and to assist in the pharmacy.

Medical and Dental Facilities

Medical care by U.S. Navy Medical Corps personnel is available at the dispensaries at the five Civil Administration Centers at Koror, Saipan, Truk, Ponape and Majuro and at the sub-dispensary at Yap. Hospital facilities are provided at each of the above and at the sub-dispensary at Kusaie. Dental facilities are provided at each of the Civil Administration Centers by civilian dentists employed by the Civil Administration on a contract basis. The outlying islands have small dispensaries, manned by health aides and, in some cases, nurse's aides, who are capable of giving simple medical care. A doctor and, if possible, a dentist visit the outer islands of their District at least once every three months on the regularly scheduled Civil Administration field trips and inspect the medical facilities and the work of the health and nurse's aides. Patients requiring hospital care are brought back to the District dispensaries by the field trip vessel. Air and surface transportation between the various District Headquarters and Guam permit the transfer to the U.S. Naval Hospital, Guam, of patients requiring facilities beyond the capacity of the District dispensaries. The U.S. Naval Hospital, Guam, with extensive diagnostic and treatment facilities is maintained primarily for the Guamanians but its facilities are also available to the inhabitants of the Trust Territory.

A leprosarium has been established on the island of Tinian in the Mariana Islands, with facilities for housing, isolation and treatment in accordance with the most modern therapeutic standards. At the present time there are 100 patients. The staff consists of a U.S. Navy Medical Officer, who has had special training in the Carville, Louisiana, Leprosarium and in the Kalaupapa Leprosarium on Molokai Island, Territory of Hawaii. He is assisted by a Medical Service Corps officer, five enlisted Hospital Corps technicians, and two health aides. A great majority of the patients are ambulatory and are allowed to perform certain housekeeping tasks about the leprosarium, giving them a sense of usefulness during the same time their disease is being treated. The general morale of the patient population is excellent. Small farms and fishing facilities are made available so that the patients may be able to continue a more or less normal diet. A considerable number of the patients arrived in a state of general physical debility and malnutrition, many having marked anemias as a result of heavy infestation of intestinal parasites. In these patients the institution of specific therapy has necessarily been delayed until such time as the anemia can be corrected. This has necessitated very patient and continuous special laboratory investigations. The Tinian colony is a temporary establishment designed to meet the immediate problem with the facilities that are available. When the extent of the leprosy problem is revealed by the survey data definitive planning must be undertaken for an establishment of a permanent nature. The incidence of leprosy will decline under an enlightened public health regime but complete disappearance of the disease is not expected for several generations.

The following table contains statistics of medical facilities:

DISPENSARIES									
District	Beds	Medical Officers	Civilian Dentists	Med.Serv. Officers	Hospital Corpsmen	Indigenous Nurses	Health & Nurses Aides *	Islands & Atolls Served	Indigenous Population Served
Saipan	75	2	1	1	7	1	48	5	6,286
Koror	70	2	1	1	9	0	37	14	8,630
Truk	60	2	1	1	10	2	64	12	15,617
Ponape	55	2	1	1	10	0	27	6	8,159
Majuro	80**	3	1	1	10	0	44	23	11,033

* Includes personnel stationed at local dispensaries on outlying islands of Districts.
 ** Includes Sub-dispensary, Kwejalein.

SUB-DISPENSARIES									
Yap	20	1	0	0	1	0	6	4	2,709
Kusaie	8	0	0	0	0	0	2	1	1,865

TINIAN LEPROSARIUM									
Saipan	100	1	0	1	5	0	2	TRUST TERRITORY	

Diseases

Since accurate knowledge of the problems involved is fundamental to the successful execution of the medical program, extensive studies of the diseases found in the Trust Territory are continually being made by the medical personnel attached to the dispensaries and the Medical Survey Ship. The principal existing diseases treated in the Trust Territory are or relate to tuberculosis, yaws, intestinal parasites, filariasis and leprosy. Preliminary surveys of the islands indicated that approximately 90 percent of the inhabitants were afflicted with active yaws, 50 percent with intestinal parasites and 5 percent with filariasis. The incidence of tuberculosis could not be gauged until more thorough examinations were possible. Now, each year, substantial reductions are evident in the incidence of disease. Tuberculosis statistics are not yet complete but those already compiled indicate a possible incidence of the disease in one and one-half percent of the entire population. Active yaws has been reduced until now an open lesion is seen in less than one-half percent of the patients who present themselves for treatment. The incidence of intestinal parasites varies markedly in different areas of the Territory although repeated studies and treatment have reduced the over-all number of cases. A total of 100 cases of leprosy has been diagnosed.

Research

Research programs in tropical medicine are being expanded as more medical statistics become available. Special studies are being made of filariasis, intestinal parasites, and epidemic encephalitis. The most valuable sources of material for study are the reports compiled by the medical survey ship, the U.S.S. WHIDBEY.

U.S.S. WHIDBEY

The U.S.S. WHIDBEY (AG-141), a 177 foot, twin screw, Diesel driven vessel, displacing 935 tons, has been converted into a medical survey ship and assigned the mission of obtaining authentic data on the state of health and incidence of disease among the inhabitants, and the status of public health practices on the inhabited islands. The ship is equipped with a clinical laboratory, a photofluorographic unit, and facilities for complete physical and dental

examinations. The medical complement consists of two medical officers, one of whom is a qualified clinical pathologist, the other a roentgenologist, one dental officer, one medical service corps officer qualified in epidemiology and public health, and 12 hospital corpsmen with technical ratings in clinical laboratory, x-ray, dentistry, epidemiology and clerical procedures.

The ship operates on a schedule which permits it to visit each inhabited island and remain long enough to conduct a physical and dental examination of every inhabitant, including photofluorographic chest x-rays, tuberculin skin tests, blood Kahns, stool examinations and such other laboratory work as is indicated. These examinations are conducted on board ship. The members of the sanitation crew, meanwhile, carry on an investigation of the sanitation situation ashore. They evaluate the merits, or lack of them, of water supplies, food supplies, sewage and garbage disposal, control of communicable diseases, insect and other pest control, housing, obstetrical practices, and care of the dead, and they collect information on local customs which have a direct bearing on modern public health practices. Statistics thus assembled are coordinated into a report which is submitted upon completion of the work on each island. Data collected in this manner affords an opportunity to base definitive action in the various fields of the health program upon information that is authentic.

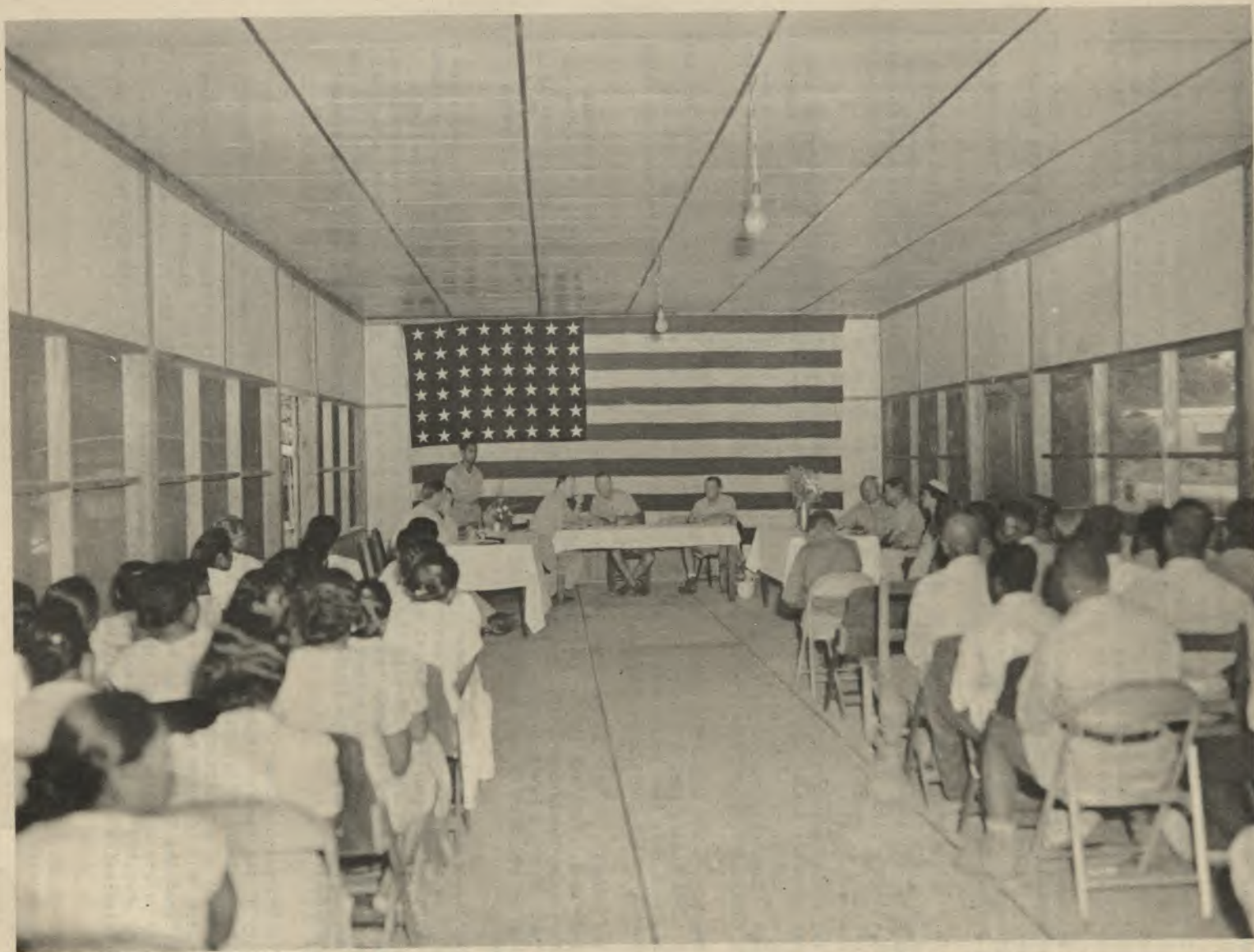
The WHIDBEY has been received enthusiastically everywhere. As of June 30, 1950, 23,000 people in the Trust Territory had been examined. The survey of the Northern Marianas, the Western Carolines and part of the Marshalls has been completed; the remaining areas in the Marshalls and Eastern Carolines will be covered within the next year.

Preventive Medicine Program

The Preventive Medicine program will require time for complete realization because it is the one most involved with native habits, customs, taboos and superstitions. Success in this field is based upon gaining the confidence of the native leaders and accomplishing the results desired through the influence and authority they exercise. It is felt that satisfactory progress is being made. Attention is now being given to the cleanliness of the villages. The streets are clean, litter is not permitted to accumulate in the coconut groves where it formerly served as breeding places for flies, and all islands have learned the value of DDT spraying. Advantage is taken of every opportunity to impress upon the leaders the importance of safeguarding water supplies and food supplies and it is beginning to bear results in the covering of catchment cisterns and the campaign against flies. Immunization against typhoid, small-pox, and tetanus is being completed on all islands as rapidly as possible. Pit latrines are being adopted in the more progressive communities and garbage is being disposed of by burying to increase the humus content of the soil, or by burning. The more complicated parts of the program, such as communicable disease control, recording of vital statistics and quarantine procedures, will fall in line in good time when the organization for their accomplishment becomes available. There is a general feeling of confidence in the Health Services throughout the entire Trust Territory. The health aides are being accorded respect and satisfactory cooperation and are gradually conditioning the inhabitants for progressively increasing progress in the field of Preventive Medicine.

Summary

It is believed that the progress made by the Health Services during the first years of the Trust Territory organization can be considered satisfactory. A policy has been decided upon and adopted. It is one that is realistic about the problems involved and it charts a course that eventually will meet the obligations imposed by the United Nations, in a manner that is practicable, economical, and in accordance with American standards. An organization which is providing maximum medical and dental care, compatible with present resources, has been established and is functioning. A health and sanitation survey which will produce authentic data to serve as the basis for intelligent planning has been organized and is under way. A leprosarium where the lepers of the Trust Territory can be segregated and treated under hygienic conditions and in accordance with modern concepts has been established. A training program for native men and women which will provide a sufficient number to assume many of the duties of the Health Services has been placed upon a firm and long-range basis. And finally, these accomplishments have been realized in an atmosphere of friendly cooperation between the naval officers serving as Civil Administrators and the Navy Medical Corps, on the one hand, and the inhabitants, on the other. If the successful accomplishments of the first years are an omen of the future, it may be predicted that the health and welfare of the inhabitants of the Trust Territory of the Pacific Islands under American trusteeship is assured.



Admiral Arthur W. Radford, USN, High Commissioner, meets with the inhabitants of Peleliu,
Palau Islands, Western Caroline Islands

VII.

CONCLUSION

In reviewing the period of military government and the three-year trusteeship of the Pacific Islands, the United States takes pride in the accomplishments which have been made and eagerly anticipates the progress planned for the future.

The outstanding achievement politically has been the development of self-government, especially on the local or municipal level. Municipal officials are now solving local administrative problems in a more democratic manner and with less assistance from Civil Administration. Regional congresses are functioning as advisory bodies in the Palau and Marshall Islands Districts; proposed charters for congresses in the Ponape and Saipan Districts are being studied.

Indigenous inhabitants are taking an increasing part in the judicial system of the Territory. All elements of the population are entitled to participate and officiate in the courts and at the present time are members of all courts but the District Court and the Court of Appeals. The 102 Community Courts are composed exclusively of indigenes, and nine of the fifteen Justice Court judges and eight of the thirteen Superior Court judges are indigenes.

In economic affairs advancement is slower because the meagerness of the natural resources of the Territory precludes little more than a subsistence economy. It is hoped, however, that the Administration program of diversifying the economy and of encouraging indigenous participation in all suitable forms of agriculture, industry and commerce under a system of free enterprise, will eventually create a self-sufficient economy.

The social welfare and advancement of the people of the Trust Territory is assured by the personal freedoms guaranteed by the Bill of Rights, by continuing attempts to raise the standard of living, and by the application of the knowledge and facilities of modern science to social problems. The basic social customs and conditions are under continuous study so that all policy can be formulated in accordance with the pattern of indigenous custom and culture.

The health and sanitation program of the Administration aims to control preventable diseases and to raise public health standards. Its accomplishments in the fields of medical research and treatment have been spectacular. Much still remains to be done in preventive medicine which, of necessity, is a long-range program.

The progress of the people of the Trust Territory in all fields is basically dependent upon education. For that reason the educational objective of the Administration is to give the indigenes an appreciation of the programs for their advancement, the skills to participate in them, and the knowledge necessary to assume full direction of them at some future time. This is being accomplished by a free public school system which is growing in scope and influence each year.

The Administration has undertaken, as of November 1950, more extensive study of conditions in the outlying islands by initiating administrative and medical field trips. The mission of these trips is to conduct medical and dental work among the inhabitants of the islands, investigate social and economic problems, assist the people in their administrative problems, and develop and improve the schools and teaching techniques. Field trip personnel generally includes a medical officer, a dental officer, an anthropologist, representatives of the Staff Agriculturist, of the Staff Entomologist, and of the Island Trading Company, a hospital corpsman, a dental assistant, and interpreters.

The Trusteeship Council of the United Nations has approved the manner in which the Trust Territory of the Pacific Islands is being administered. The Council has expressed the hope for early enactment of organic legislation, further democratization of municipalities, establishment of a territory-wide legislative body, and greater diversification of the economy of the area, all of which have been under consideration for some time. Recently the Council congratulated the United States on "the substantial progress made in all fields" and stated that "the progress achieved is all the more notable because of the scattered nature of the islands comprising the territory and the relatively short time during which they have been under the administration of the United States."

Few of the accomplishments which have been made would have been possible without the willing cooperation of the citizens of the Trust Territory. Initially the people were understandably reticent before representatives of the fourth nation to control them in less than half a century. Today all but their inherent reserve has vanished and their natural characteristics of cheerfulness, generosity and cooperativeness are always evident. Democratic acculturation has given them confidence in themselves and a desire to look beyond their own horizons. The United States, as their trustee, has the obligation to encourage and guide this development.

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