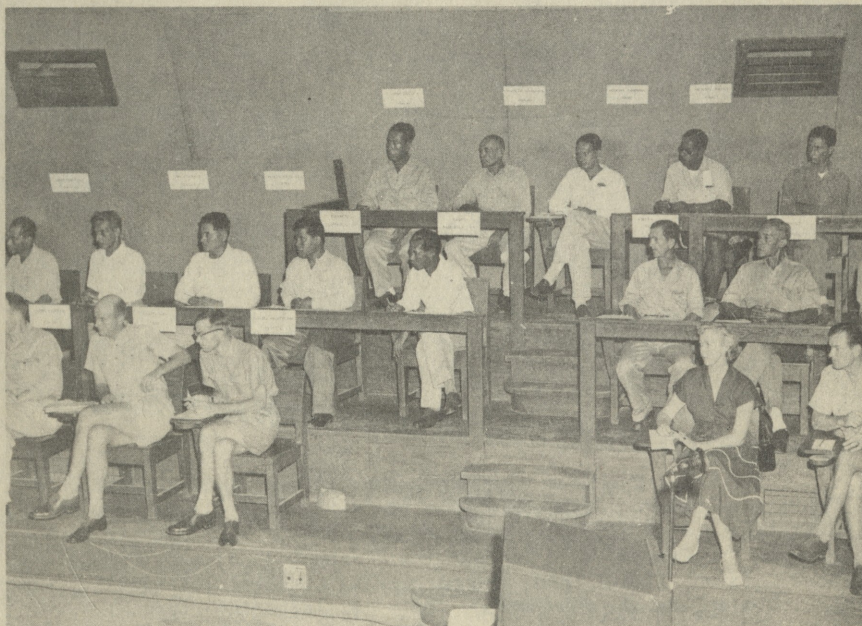


*Leonard Mason*

INFORMATION ON  
THE TRUST TERRITORY OF THE PACIFIC ISLANDS  
UNDER NAVAL ADMINISTRATION  
to  
1 NOVEMBER 1949



CIVIL ADMINISTRATION CONFERENCE  
AT GUAM, 13-16 SEPTEMBER 1949

District indigenous representatives at the Civil Administration Conference held on Guam, M. I., 13 to 16 September 1949. Top row left to right, Palau, Jose Telei and Charlie Gibbon; Truk, Robert Narrhun and Petrus Mailo; middle row, Saipan, Ignacio Benevente and Jose Shimizu; Tinian, Henry Fleming; Rota, Mendiola; Marshall Islands, Kabimeto and Kabua; and Ponape, Fritz Weilbacher and Lorenz.

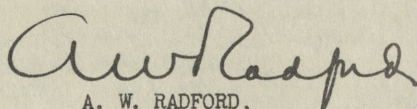
FOREWORD

The information offered herein has been compiled to present a brief outline of the policies and activities of Civil Administration in the Trust Territory of the Pacific Islands under the U. S. Navy.

Historical and background information from the days of Spanish sovereignty through the years of the last war, including the period of military government, has been included where it was considered helpful for a better understanding of the many complex problems arising from the administration of this vast area of widely separated ocean islands.

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, while the "General Handbook on the Trust Territory", also printed 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.

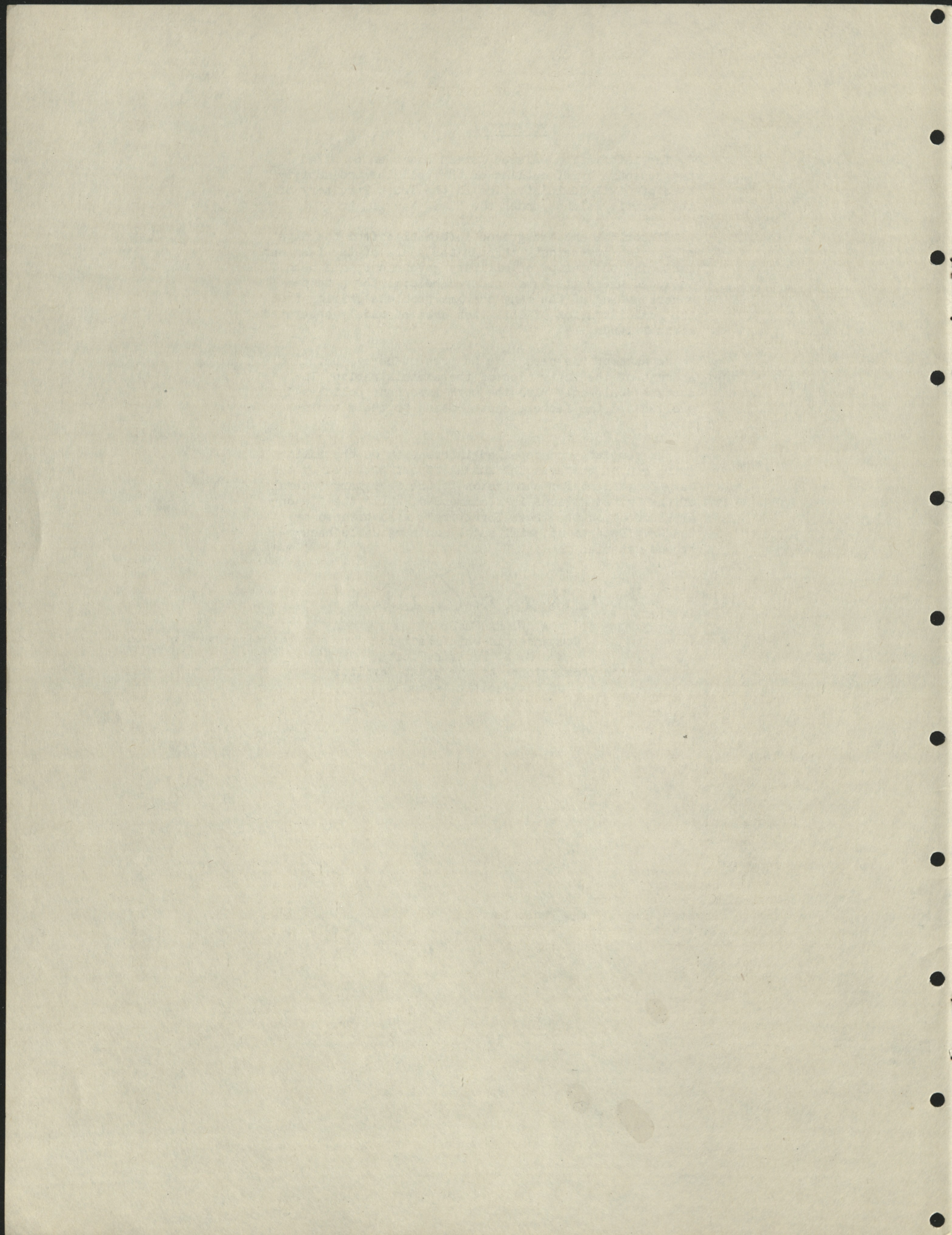


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Gifts of Food Collected for Guests Departing Ponape.

I.

THE ISLANDS IN 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.

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, being a separate United States possession. The islands of American Samoa, also a separate United States possession, are not discussed in this pamphlet. 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 of which 97 are regularly inhabited. They extend from 130 degrees East Longitude to 170 degrees East Longitude, a distance of approximately 2400 miles, and from 1 degree North Latitude to 20 degrees North Latitude, approximately 1100 miles. These islands, which are located in an ocean area of approximately 3,000,000 square miles, contain approximately 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	38.8
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 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 have been 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 workers and others concerned with welfare.

Scientists generally agree that the islands of the open Pacific were settled by canoe-voyaging immigrants who came from the marginal islands of Malay sea. Possibly from before the Christian era, as the arts of navigation became highly developed in the southeast Asian area, the first canoe loads of people reached the western Micronesian islands. Some may have made purposeful voyages of exploration, others were probably carried eastward by winds and storms or by the counter-equatorial current which flows eastward through Micronesia.

The time of migrations is obscure. The great differences in the detail of language and custom within Micronesia indicate that the migrations must have taken place some hundreds of years before the coming of the whites. The islanders have no clear records of such migrations in their oral histories. Their myths and legends generally picture them as originating in the areas they occupy. The most concrete kinds of evidence available for understanding the past of such peoples are "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 Toga" on Tinian. A number of these sites suffered war damage. The Navy and the Pacific Science Board are making the necessary arrangements for the protection of important archeological sites.

#### Population

The total population of the Territory, exclusive of United States Military personnel and their dependents, government employees, contractors' employees and transient Japanese phosphate workers at Angaur, was officially placed at 53,560 on 30 June 1949. The former large number of Japanese nationals are nearly all out of the islands. During the period of Japan's control they had come to outnumber the resident islanders. According to official Japanese statistics they totaled 84,478 by 1940, or 62 percent of the total population. After the United States' occupation those civilians who had remained, 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 load phosphate which is being shipped to Japan for use as fertilizer.

The following tables show the resident population figures for 30 June 1949:

	<u>Males</u>	<u>Females</u>	<u>Total</u>
Americans	25	11	36
Islanders	27,303	26,143	53,446
Foreign Nationals	45	33	78
Total	27,373	26,187	53,560

<u>Race</u>	<u>Males</u>	<u>Females</u>	<u>Total</u>
Chamorros	2,526	2,446	4,972
Carolinians	18,901	17,975	36,876
Marshallese	5,473	5,329	10,802
Polynesian	403	393	796
Total	27,303	26,143	53,446

The birth rate among the islanders is 32.7 per thousand while the death rate is 11.8 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	142.30	6,071	42.7
Palau	234.74	11,839	50.3
Yap (sub-district)	38.67	2,686	69.7
Truk	47.28	14,936	315.9
Ponape	174.35	9,798	56.2
Kwajalein (sub-district)	6.33	1,058	167.1
Marshall Islands	61.00	10,802	177.0
Trust Territory	659.67	53,446	81.2



## 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.



Francis B. Sayre, U. S. Representative on Trusteeship Council is welcomed by the people of Pinglap.

### 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. The 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, in all sincerity, as the "Pacific Charter" gave effect to the announced policies of the United States by:

- "(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 the 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 are 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.

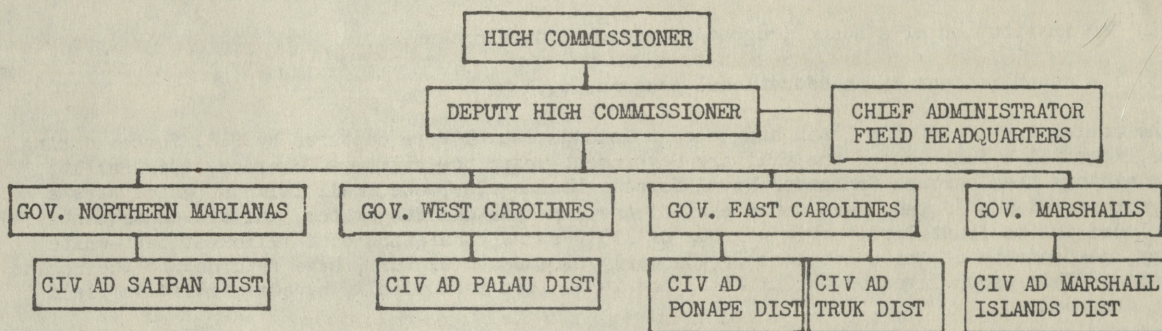
#### Civil Administration

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 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 1 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. The President appointed a High Commissioner of the Trust Territory of the Pacific Islands, who was authorized by the Secretary of the Navy 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, who has 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 Trust Territory - the Northern Marianas, which include all of the Marianas Islands except the Island of Guam, the Western Caroline Islands, the Eastern Caroline Islands and the Marshall Islands.
3. Inasmuch as these areas are further sub-divided into districts, seven Civil Administrators were appointed as follows - for the Saipan District in the Northern Marianas, for the Palau and Yap District in the Western Carolines, for Truk and Ponape Districts in the Eastern Carolines, and for the Kwajalein and Majuro Districts in the Marshall Islands.
4. The Yap and Palau Districts have been consolidated and District headquarters for the Western Carolines is now located on Koror. Also consolidated are the Kwajalein and Majuro Units with the Civil Administration located at Majuro after 1 October 1948.
5. On 14 October 1949 the Deputy High Commissioner and certain members of his staff were moved to Pearl Harbor, and this group consolidated into the Staff of the High Commissioner. At the same time there was created the office of the Chief Administrator of the Field Headquarters of the Trust Territory, temporarily located on Guam pending construction of facilities to house the Field Headquarters on Truk. It is planned that the Field Headquarters will be permanently located on Truk not later than June 1950. The Field Headquarters are staffed by a small group of specialists whose duties demand close contact with field conditions.

The following diagram shows the organization of the Government of the Trust Territory of the Pacific Islands:



Under the Civil Administrator is his government staff, consisting of personnel to supervise the administration of the departmental activities with relation 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 some 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:

<u>District</u>	<u>Line Officers</u>	<u>Medical and Hospital Corps</u>	<u>Supply Officers</u>	<u>Civil Engineering Corps Officers</u>	<u>Enlisted Personnel</u>
Saipan	5	5	1	0	30
Palau	8	6	2	1	60
Truk	7	3	2	1	45
Ponape	6	2	2	0	34
Marshalls	6	4	3	1	48
<b>Total</b>	<b>32</b>	<b>20</b>	<b>10</b>	<b>3</b>	<b>217</b>

### Municipalities

In a directive issued on 28 May 1947, Commander Marianas, outlined the establishment of municipalities in the former Japanese Mandated Islands.

Each Municipal Government was to satisfy the following requirements:

- (a) There will be at least one municipal government for each inhabited atoll or separate island.
- (b) It will undertake and be organized to carry out the local enforcement of orders from the Administration particularly with regard to police, sanitation and education.
- (c) It will 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.
- (d) To facilitate supervision, every municipality will have 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" at all, 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 only new position created in establishing these municipalities is that of "Treasurer," since 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:

- (a) Head taxes from residents.
- (b) License fees for businesses carried on wholly within the municipality.
- (c) Sales taxes on luxuries sold at retail within the municipality.
- (d) Property taxes on property within the municipality.
- (e) 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 therefor:

- (a) 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.
- (b) Repair and Maintenance of all municipal public buildings.
- (c) 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:

- (a) 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.

- (b) The number and method of selection of employees of the municipality.
- (c) What fees, if any, will be charged for private use of municipal property and facilities.
- (d) 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.
- (e) 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, Administrative 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 same 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.

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 and 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. Leading officials from the municipalities of the four Yap islands and the five municipalities of Ponape meet regularly as official advisory councils to their respective administrators. Preliminary meetings have been held to organize a bicameral Marshallese Congress. Leaders among the people of the Saipan District are presently planning a congress for that district.

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.

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 one non-indigenous judge. Of these only the judge of the District Court is trained in American law.

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 very extensive exploitation of what resources 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 Palaus. 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 were stepped up greatly. By the outbreak of World War II the islanders other than in very isolated areas, though they had moved far from the older subsistence economy and had become used to depending on 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 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 may be appropriate.

A later general directive by Commander Marianas on economic development, issued on 18 November 1946, defined the relation 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 revival of 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



Section of Experimental Garden, Eastern Caroline Islands



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:

- (a) 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.
- (b) 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.
- (c) Establishing standards of living for the local inhabitants at least equal to those existing prior to the war with Japan.
- (d) 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.
- (e) 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.
- (f) 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.

### The Island Trading 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 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.

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 transferrable but passes automatically to any successor in office. Its Board of Directors consists of picked 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.

### Commercial Agriculture

The principal money crop of the territory has always been copra. It has occupied a place of paramount importance even 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 1949 copra exports totalled 8,082 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 damaged 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.

#### 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 organized

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 by principal categories:

	<u>Eastern Carolines</u>	<u>Western Carolines</u>	<u>Marshalls</u>	<u>Northern Marianas</u>
Hogs	3,000	200	750	2,500
Cattle	150	100	0	1,000
Carabao	75	0	0	0
Goats	450	125	0	200
Chickens	6,500	5,500	3,000	5,000
Ducks	125	300	0	100

#### 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. The catch in 1949 amounted to 18,000 dollars.

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. 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 fiscal 1949 a total of 129,249 long tons of phosphate from this source was laid down in Japanese ports.

### 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 craftwork, 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.

The small coral islands have strictly limited amounts of available forestry resources, and the people have to exercise care in their exploitation. Obviously little opportunity exists for commercial development. On some of the high islands, too, there are now only very limited forest stands, notably on Saipan and Tinian. But other high islands have proportionately large forest resources, which are presently being examined to determine if they can be further developed economically.

### 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 Palou Districts barbers, carpenters, and retail store owners, as well as restauranters, compose the bulk of the business.

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, cost value.
1949	712,253.17	" " " " " "
	100,000.00	(est.) mail order concerns
	300,000.00	(est.) other imports
1949 TOTAL	\$1,112,253.17	

Exports

	1948	1949
Copra	\$739,967.12	\$757,428.33
Handicraft	115,657.20	87,951.61
Trochus	37,533.62	69,057.86
Others *	1,351.00	32,921.87
TOTAL	\$894,508.94	\$947,359.67

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

In August 1946 a branch of the Bank of Guam was opened on Saipan and on its first day of business the Saipanese opened 99 savings accounts totaling \$25,451.44.

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 Saipan District shipment of goods is made direct from the States or Honolulu to Saipan on a space available commercial basis in naval vessels since there is, as yet, no commercial operating line direct to this island.

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 now handled by the Marshallese.

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.

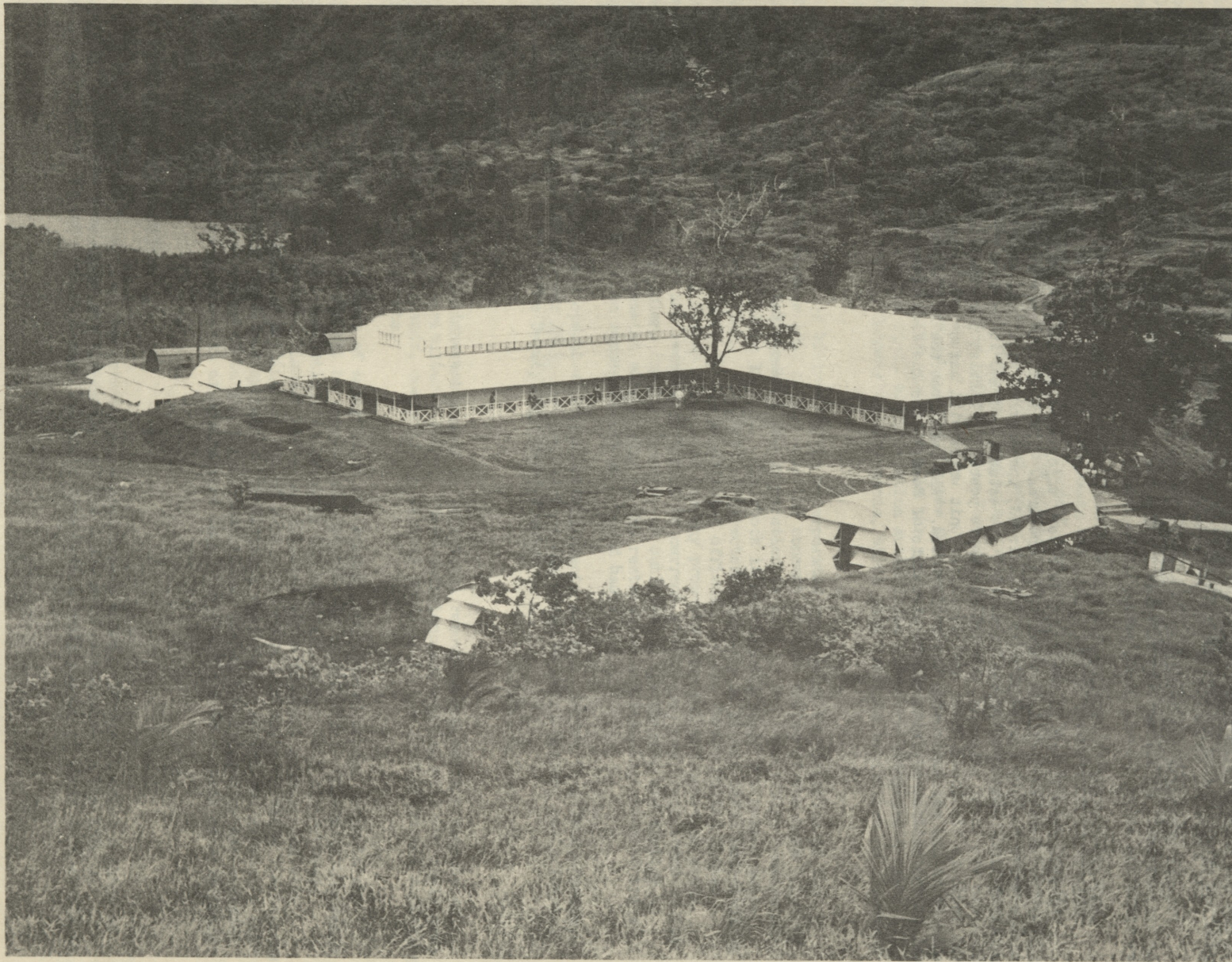
\* Others include charcoal, fruits, vegetables, salted fish, trepang, coconut oil and tortoise shells.

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 distances 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.



The Pacific Islands Teachers Training School at Moen Island, Truk.



## V.

EDUCATION AND RELIGIONEducation

The Japanese established elementary schools for Japanese children and separate public schools for the islanders. The mission schools, established by the Spanish missionaries in the Marianas, Yap, Ponape and Palau islands, were allowed to continue, and even given encouragement, although they were carefully regulated. Good buildings were provided, as well as free health services, books and supplies. Education, however, was not compulsory. Japanese statistics for 1937 indicate that at that date there were 25 public schools for islanders, with a total enrollment of 3,519 pupils, or roughly equivalent to about half the population aged 8 to 14 years old.

The Japanese military preparations for war followed by American attacks, dislocated the school system. By the time U.S. Military Government took over control of administration, most school buildings had been destroyed or severely damaged. No books or other teaching materials left by the Japanese were usable. There were no trained teachers among the island population except a small number in mission institutions.

Educational Objectives

The primary consideration is a system which will benefit the many and which will assure a progressive development of each community along lines which will raise the standards of the people by improvement in health and hygiene, by betterment in methods of food production and in the nature of food supply, and which will equip the local inhabitants for the conduct of their own government and the management of their trade and industry.

The Public School System

The Government of the Trust Territory has established a free public school system. The following table indicated the extent to which the system has developed in most areas as of 31 March 1949. Elementary schools are located throughout the Territory. These schools eventually will have a six-year program. At present they have attained approximately a four-year program. An Intermediate school has been established at each Civil Administration Unit and at Yap. Facilities are provided at the Naval Medical Center on Guam for specialized training in nursing, medical and dental procedures and special technical skills; these are available to qualified students from the Territory. The Pacific Islands Teacher Training School (PITTS) was moved from Guam and opened in Truk, 7 September 1948. Mission schools have been established in all but the Saipan District.

Table of Elementary and Intermediate statistics for both public and mission schools as of 31 March 1949:

<u>DISTRICT</u>	<u>NATIVE POPULATION</u>	<u>NUMBER OF ELEMENTARY SCHOOLS</u>	<u>NUMBER OF ELEMENTARY TEACHERS</u>	<u>NUMBER OF INTERMEDIATE SCHOOLS</u>	<u>NUMBER OF INTERMEDIATE TEACHERS</u>	<u>TOTAL NUMBER STUDENTS</u>
W. Carolines	11,799	26	69	2	6	1,500
Truk	14,845	41	44	1	7	2,316
Saipan (No. Marianas)	6,045	5	21	1	9	1,172
Marshalls	10,647	38	50	1	6	1,327
Ponape	9,708	17	39	1	1	1,374
TOTAL	<u>53,244</u>	<u>127</u>	<u>223</u>	<u>6</u>	<u>29</u>	<u>7,689</u>

Intermittent classes of adult education have been in session with a total enrollment of about 650 adults, in addition to the above.

MISSION SCHOOLS (Elementary only)

<u>DISTRICT</u>	<u>NUMBER OF SCHOOLS</u>	<u>NUMBER OF TEACHERS</u>	<u>TOTAL NUMBER STUDENTS</u>
Western Carolines	2	5	96
Truk	5	13	412
Saipan (No. Marianas)	0	0	0
Marshall Islands	3	14	180
Ponape	5	24	435
TOTAL	<u>15</u>	<u>56</u>	<u>1,123</u>

Organization of the Department of Education

The public school system of the Trust Territory is administered by the Division of Education under the authority of the High Commissioner. The Staff of the Division of Education is presently comprised of an Educational Administrator, an Assistant, a text writer, and a secretary. Immediately subordinate to the Civil Administrators of the Northern Marianas, the Marshall Islands, the Ponape District, the Truk District, the Western Caroline Islands, and the Civil Administration Representative at Yap, are District Educational Administrators. These Administrators have the general responsibility of overseeing and expanding the educational programs of their respective regions and of supervising their programs in accordance with policy directives and professional assistance from higher authority. In liaison with them are indigenous superintendents of schools who are rapidly absorbing many educational responsibilities.

Actual costs of education are somewhat misleading as large amounts of cost-free surplus war materials have been available. Such materials are no longer procurable. Actual expenditures for education through the fiscal year 1949 are divided into the various education programs shown below:

These expenditures constituted 24.3 per cent of total expenditures from U.S. appropriated funds and the Trust Territory Treasury.

EDUCATIONAL BUDGET FOR FISCAL YEAR 1950:

Breakdown by types of schools and functions excluding Elementary School teachers' salaries paid from local municipal funds:

Public Elementary and Intermediate Schools	\$195,951.00
Public Advanced (Schools on Guam)	167,154.00
Public Advanced (PITTS at Truk)	44,188.00
Missionary and Private	0
Administration (including Publications)	28,825.00
Other Expenses	36,632.00
TOTAL	<u>\$472,750.00</u>

Breakdown by object items excluding Public Advanced Schools on Guam and Elementary School teachers' salaries paid from local municipal funds:

Personnel, including indigenous	\$137,774.00
Publications	9,500.00
Supplies and Equipment	11,750.00
Scholarships and Student Subsistence	99,880.00
Subsidies to municipalities to aid in the payment of Elementary teachers	10,060.00
Other Expenses	36,632.00
TOTAL	<u>\$305,596.00</u>

## School Buildings and Equipment

The principal building program undertaken currently has aimed to repair and improve existing school buildings. The Koror Elementary and Intermediate School has recently been remodeled. Two new four-room concrete-slab intermediate school buildings have been completed at Ponape and at Yap. Nine new native constructed elementary schools have replaced old buildings. A concrete-block building project is under way for additional intermediate school buildings at Ponape and at Majuro. Other programs of using native materials for local school-building projects are presently planned in all areas.

Equipment and supplies of the Trust Territory schools is by no means complete but is being supplemented within limited budgetary allowances.

## Curricula

The program throughout 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 Education

The Elementary School Program includes the teaching of correct conversation, reading, spelling, composition and writing in the local languages; oral English, arithmetic, health and hygiene, social studies, music, art, handwork and gardening.

### 2. Intermediate Education

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, handicrafts, vocational training, recreational activities including sports, games, hobbies, clubs, music, speech and drama.

Adult 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 seaman receives instruction in basic English and seamanship.

### 3. Higher Education

Professional training schools have been established at Guam by the United States Government for the education of selected islanders. These schools are equipped to train medical and dental assistants and nurses. All these professional students receive instruction in English in addition to their technical training. The Guam program of medical and related education and the PITTS program of teacher training on Truk represent the highest level of professional attainment in the Trust Territory school system.

A two-year course established at PITTS includes the following curriculum:

(Junior Year)			
<u>First Semester</u>	<u>Credit</u>	<u>Second Semester</u>	<u>Credit</u>
English I	3	English I	3
Reading	2	Reading	2
Mathematics	2	Mathematics I	2
Oral Expression I	3	Oral Expression I	3
Health and Hygiene	2	Introduction to Teaching	2
Geography and History of Micronesia	2	World Geography	2
Art	1	Art	1
Industrial Arts I	2	Industrial Arts II	2
Agriculture	2	Agriculture	2
	<u>        </u>		<u>        </u>
Total	19	Total	19

(Senior Year)

<u>First Semester</u>	<u>Credit</u>	<u>Second Semester</u>	<u>Credit</u>
English II	3	English II	3
School Business and Activities	1	School Business and Activities	1
Mathematics II	2	Mathematics II	2
Oral Expression II	3	Oral Expression II	3
General Science	2	General Science	2
Educational Methods	2	Educational Methods	2
Practice Teaching	2	Practice Teaching	2
Industrial Arts III	2	Vocational Elective	3
Agriculture	2		—
Total	19	Total	18

Minimum number of points required for graduation ..... 70

It is intended to expand the above program and credit hours as education develops in the area. Plans for the further development of PITTS call for erection of a practice school to be used in giving advanced students practical teaching experience. A Communication School has been established, and opened in September, 1949, with a capacity for forty students. It is included under the administration of PITTS.

Languages as Media of Instruction

The teaching of primary pupils is conducted almost entirely in the vernacular, along with some instruction in oral English. As the pupil advances through elementary, intermediate and higher level educational programs, English is increasingly stressed. While the lingua franca of the islands is still Japanese there is an increasing trend toward the general use of English.

Facilities for Higher Education

Other than the schools for teachers, communication operators, nurses, medical and dental assistants, there are no facilities for higher education in the Territory. Public and private scholarships for higher education elsewhere are available for a few qualified students. Four students have progressed sufficiently to merit higher education. Two of these attend universities in Continental United States and one attends the University of Hawaii. The fourth has completed missionary training in Hawaii.

Teachers' Organizations

The Micronesian Educational Association was organized at PITTS during the Summer School Session of 1949, the objectives being a more effectual educational program in the Trust Territory and the professional and physical betterment of the teachers. The Marshallese Teachers' Association was organized in 1948 with the objective of furthering education in the Marshall Islands.

Illiteracy and Mass Education

Illiteracy is being combatted by providing a system of general education for all children of the Territory and of adult education for interested persons. The percentage of illiteracy in the Territory is not yet known.

Adult education, although necessarily modified by local conditions, is generally provided and encouraged throughout the Trust Territory. Due to geographical conditions and lack of transportation facilities in the islands, education for all is not as yet practicable.

Distribution of Literature and Texts

The Administering Authority has prepared and is distributing textbooks and other reading material especially adapted in vocabulary and content for use in the Territory. This material is in English and in the vernacular. The American Red Cross, 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 vernacular dialects. A textbook writer is employed by the Division of Education to prepare material for the school system to be adaptable to island culture.

### Indigenous Languages

Languages spoken in the Territory may be classified generally into eight distinct groupings, most of which are in turn subdivided into local dialects. None is territory-wide in usage. The present Administration has encouraged and sponsored research in all major language groups of the Territory; dictionaries, orthographies and grammars have been prepared. Readers and other text materials are being translated into the indigenous languages.

### Inter-Island Interdependence

Although only limited transportation facilities are available and distances involved are vast, yet some feeling of interdependence among the residents of the islands is being engendered. Inter-island interest and amity are increasing, especially through the friendly association of more and more of the youth of the islands in the higher schools at Guam and at PITTS where such feeling is fostered. The recently organized Micronesian Education Association is an important advance in this direction.

### Libraries

Several intermediate schools and PITTS have small libraries which are available to the general public at no cost and will be expanded in accordance with the educational advancement of the people.

### Indigenous Culture

Immediately after occupation by United States forces 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 since and has been reaffirmed by the Administration in the High Commissioner's Proclamation Number One for the Trust Territory as well as in the Bill of Rights (Section 5 of the Interim Regulations - Enclosure C). Moreover, Section 8 of the Interim Regulations (Education) 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, as well as establish vocational training in the latter and in the trades.

Active encouragement has been given to the preservation of indigenous music, dances, folklore, arts and handicraft. Assistance has been given in the reconstruction (on Palau and Yap) 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 through the school programs.

### Religion

The great majority of the people in the Trust Territory are now Christianized. Only on Yap, and in the west Truk, and Palau Districts are there any substantial groups still unconverted to either Catholic or Protestant faiths.

Protestant and Catholic missions appear to have about equal followings in the Territory. Recent statistics show that there are 21,179 Protestants and 20,984 Catholics.

The Chamorro people have been Christians for generations. Nearly all are Catholics; however, there are a few Baptists, a denomination which has a small following among the Chamorros on Guam in the Marianas. There are three Catholic churches on Saipan, one on Rota and one under construction on Tinian. These are in charge of the American Capuchin mission with an American priest in charge. The Baptist work is directed by a Baptist minister.

Protestant missionary activity in the Caroline and Marshall Islands is carried on under the auspices of the American Board of Foreign Missions while the work of the Catholic missions is directed by the Jesuits assisted by nuns from the Sisters of Mary and Maryknoll Sisters organizations.

The first Spanish Catholic mission contacts date in the Marianas as far back as 1596, but systematic conversion of the Marianas people started with the missionary expedition of the Jesuit Sanvitores in 1668. Under somewhat forcible circumstances, Christianization was completed by the early eighteenth century. From then into modern times Chamorro social and educational life has been largely centered in the church.

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 from the United States, with the encouragement and help of the Navy.

Within the perspective of their local means, 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.

Medical Background

The administration of the islands in accordance with the terms of the Trusteeship Agreement and within the resources provided for the purpose presents many problems. This chapter is concerned with those connected with health and sanitation. The islanders living in the Trust Territory may be classified as a primitive race who, before the arrival of the white man from Europe and America and the yellow man from Asia, 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 Palaus were sterile. The reasons for this were never determined but it is known that the venereal disease rates in the Palaus are extremely high and may be an important factor. These islands which fell under the domination of Spain experienced wars of extermination and various 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.

Their unhappy experiences of the past have had very little effect upon their racial docility and friendliness. In common with all primitive people they are conservative about adopting new ideas, particularly when they are at variance with their native habits and customs. They are blessed with a high degree of intelligence which affords the mental equipment for education, not only on the grade school level but on that of higher education as well. They are quick to accept the elements of civilization that benefit them, interest them or amuse them. They accept medical care for their ailments without question because they have learned that this is of benefit to them. The game of American baseball which they learned from the Japanese interests them everywhere and almost every island has its team whose skill is demonstrated repeatedly by the ease with which visiting teams from ships and stations are defeated. They have become enthusiastic devotees of the movies but they are discriminating in their choice of pictures. They are completely charmed and fascinated by the old-fashioned horse opera and the animated cartoons but they will walk out on pictures dealing with romance, crime and the problems of civilized life.

Medical Program Under the Navy

The Trusteeship Agreement which directed the administering nation, the United States, "to care for and improve the health of the inhabitants," in effect imposed no new obligation upon the Medical Corps. Medical care has been extended to the inhabitants living near military establishments during the war and attention had been given to the sanitation of their villages as a part of the program to protect the health of military personnel. These practices carried over into the post-war period under Military Government and were extended to include all the islands within the limits of available resources. The situation created by the Trusteeship Agreement, however, emphasized the need for a definite long range policy.

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



Trust Territory Leprosarium at Tinian, Marianas, Islands.



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 services among their own people, preferably on their native islands, where they will 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 should a civilian agency be required to relieve the Navy of the 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

It was felt that consideration should be given to the subject of medical research. There are several conditions known to exist in the islands that warrant intensive study, not only in the interest of the inhabitants but for their value to the medical profession as a whole. At the present time a suspected strain of encephalitis virus is present among the natives of Ponape. It apparently has been present on the island for many years. Its severity of symptoms and its relationship to seasons of the year are variable and the transmitting agents or vectors have never been determined. There are other problems, and as time goes on new ones will be discovered. The program adopted recognized the importance of research and established procedures for carrying out such studies when personnel and facilities become available.

The program was promulgated by the High Commissioner on 5 August 1947 as the Health Services Policy for the Trust Territory of the Pacific Islands and is given below:

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.

Accurate knowledge of the problems involved is fundamental to the successful execution of a program of this nature. There is reason to believe that tuberculosis is distributed widely throughout the Trust Territory and that it is the leading cause of death. Authentic data on morbidity and mortality rates are needed before an effective campaign to control the disease can be instituted. There are ninety-one diagnosed cases of leprosy under treatment at the leprosarium at Tinian and scattered reports of undiagnosed cases throughout the islands. Intestinal parasitism is probably universal but exact information on types of infestation is lacking. Very little is known about the public health practices on the remote outlying islands. These are matters of vital importance. Some information is available but it is incomplete and based solely upon routine observation. That which has been obtained by Civil Administration dispensaries for their immediate vicinities is accurate, but often incomplete. Medical personnel from these dispensaries make field trips to the outlying islands in their districts at intervals of about 2 months but transportation schedules rarely permit more than a few hours in each community. This allows for a little more than a general inspection of the inhabitants with treatment of the more seriously ill. Information collected under these conditions has little statistical value.

#### Medical Survey Ship - U.S.S. WHIDBEY

A health and sanitation survey of the inhabited islands has been undertaken. 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, facilities for complete physical examination and a dental examination department. 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 ten hospital corpsmen with technical ratings in clinical laboratory, x-ray, dentistry, epidemiology and clerical procedures.

The ship is operating 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 being conducted on board ship. The members of the sanitation crew, meanwhile, are carrying 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, 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 will afford an opportunity to base definitive action in the various fields of the health program upon information that is authentic.

No difficulty is anticipated in obtaining full cooperation of the islanders in the survey. The news that such a ship is operating in the Trust Territory has reached all the islands and has been received enthusiastically everywhere. One question which caused concern among some of the inhabitants was the fear that they might be required to strip and queue up awaiting their turns. Apparently they have had experiences of this nature under the Japanese and it is contrary to their native ideas of personal modesty. Fortunately, the medical spaces of the survey ship are arranged so that this procedure is not necessary and every consideration is being taken in respect to their sensibilities.

#### Civil Administration Dispensaries.

The organization for medical and dental care is built around the Civil Administration dispensaries which are located at the various District Headquarters, Majuro, Fonape, Truk, Koror, and Saipan. These are capable of furnishing routine medical and surgical care for a limited number of persons. The bed capacities, medical department personnel attached and native populations served are shown in the following table:

<u>Location</u>	<u>Beds</u>	<u>Medical Officers</u>	<u>Dental Officers</u>	<u>Nurses</u>	<u>MSC Officers</u>	<u>Hospital Corpamen</u>	<u>Islands/ Atolls Served</u>	<u>Native Pop. Served</u>
Majuro	80	3	0	0	2	10	22	10,802
Ponape	63	2	1**	0	2	10	7	9,798
Truk	60	2	1**	0	2	10	12	14,936
Yap*	25	1	0	0	0	2	4	2,686
Koror	90	3	0	0	2	10	16	9,153
Saipan	75	3	1**	1	2	8	5	6,071

\* Yap originally was the Civil Administration headquarters for a district made up of 12 outlying islands and was disestablished 1 July 1948. The dispensary has been continued because of the unusually low status of health and sanitation on the island.

\*\*Civilian dentists from the United States employed by the Civil Administration on a contract basis.

The above organization is considered the best that can be provided under existing conditions and is reasonably satisfactory. Lack of communications between the outlying islands and their District Headquarters, plus the limited transportation facilities, are a definite handicap. Medical Department functions on the outlying islands are carried on by native Health Aides.

Health Aides are selected men who have been given instruction of several months duration in first aid procedures and the fundamentals of sanitation at the District dispensaries. They are serving in an interim status and will be replaced eventually by the more completely trained Medical, Dental and Nursing Assistants as quickly as these become available. Their activities are supervised and augmented by the medical department personnel from the District dispensaries who visit their islands on field trips at which the patients requiring hospital care are picked up and returned to the District Headquarters. Air and surface transportation schedules between Guam and the various District Headquarters permit the transfer to the Guam Memorial Hospital of patients requiring facilities beyond the capacity of the District dispensaries. The Guam Memorial Hospital with 300 beds is maintained for the Guamanians but its facilities have been made available to the inhabitants of the Trust Territory. It is a component part of the Guam Naval Medical Center, which also includes the U. S. Naval Hospital, and is an arrangement which provides extensive diagnostic and treatment facilities.

#### Dental Care.

Dental care for the inhabitants living on outlying islands is particularly difficult to provide and it has been found necessary to hire civilian dentists to man dental billets at some District Headquarters. It has not been found practicable to train and use Dental Aids in the same manner that Health Aids are being trained.

#### Leprosy and the Tinian Leper Colony.

A leprosarium has been established on the Island of Tinian, Marianas Islands, with facilities for housing and isolation and treatment in accordance with the most modern therapeutic standards. The population of the leprosarium is ninety-one. All types of cases are reported. 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, before assuming his present duty. He is assisted by a Medical Service Corps officer, four enlisted Hospital Corps technicians, two interpreters, and two indigenous medical aid men. A great majority of the ninety-one 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, many having stated a desire that they never be forced to return to their former homes. Small farms and fishing facilities are made available so that these 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 within several generations.

#### Training Program.

The program for training the islanders to assume an active role in the Health Services is well under way. It is a continuation and expansion of one which had its origin at Guam before the war. The schools were reactivated shortly after the reoccupation of the island and the curriculum was modernized and the courses opened to inhabitants from Samoa, Koror and Saipan. The Health Services Policy later extended the privileges to all the islands of the Trust Territory.

Three schools currently are in operation, medicine, dentistry and nursing with Navy medical, dental, Nurse Corps officers and hospital corpsmen serving as instructors. The medical and dental courses are of four years duration and the nurses course three years and are planned so that the students are indoctrinated in the fundamental sciences upon which the individual professions are based, plus training in the practical aspects which it is believed they will be able to carry out in the field. Students are selected at the District Headquarters on the basis of their aptitude for the work, their character, intelligence and their capacities for 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 the general educational program in the islands proceeds, better qualified students will be available, but at the present time it is necessary to work with the materials that are at hand.

The future will demand the solution of other problems. Mention has been made of the probable widespread distribution of tuberculosis. The proper control of this disease is one which will require constant effort. No definite program has been decided upon yet and it is believed that none should be until the extent of the problem is revealed by the data acquired in the health survey. There is no information available at this time on the presence of mental disease among the inhabitants, hence no provisions have been made for the care of the insane. This is also a matter for future decision.

#### Preventive Medicine Program.

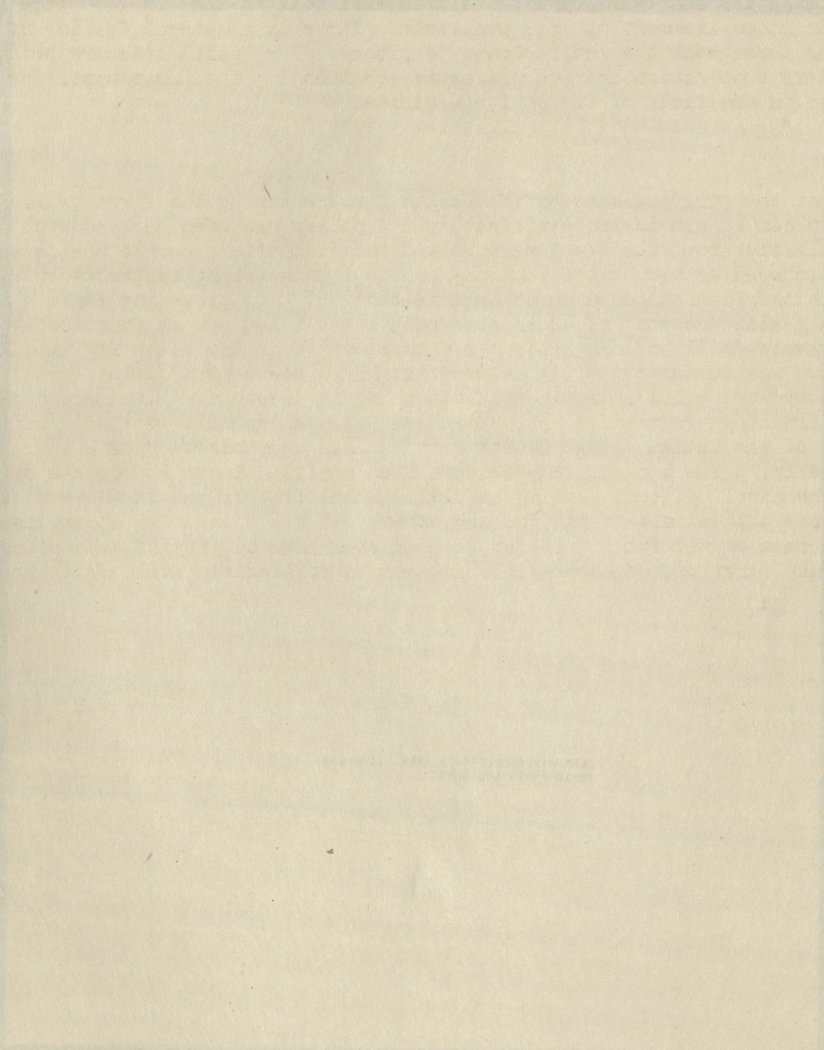
The Preventive Medicine program will require time for complete realization because it is the one most concerned with the native habits, customs, taboos and superstitions. Success in this field is based upon gaining the confidence of the native leaders and accomplishing the results desired through the 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 Aids 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 Service during the first years of 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, and 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 native 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.

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SPECIAL PERMISSION  
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