

Address reply to
High Commissioner
Trust Ter. Pacific Islands,
Pearl Harbor, T. H.
c/o Fleet Post Office
San Francisco, California

TRUST TERRITORY OF THE PACIFIC ISLANDS
Office of the High Commissioner

Serials 002

24 MAY 1949

SECRET

From: High Commissioner of the Trust Territory of the Pacific Islands,
To: Chief of Naval Operations,

Subject: Capital site for the Trust Territory of the Pacific Islands and
Headquarters of the Deputy High Commissioner.

Reference: (a) CNO Secret Mr GUSP22 dated 29 April 1949.

1. Reference (a) requested comments and recommendations on at least two possible sites within the Trust Territory that would be suitable as headquarters for the Deputy High Commissioner of the Trust Territory of the Pacific Islands. In particular, comment was desired with regard to the following specific factors involved in such a move:

- (a) construction effort;
- (b) logistic support;
- (c) command relationship.

2. Reference (a) further stated that it was expected that if the headquarters was relocated in the Trust Territory, the site chosen might eventually be designated as the capital of the area. Furthermore, it was reiterated in reference (a) that the directive prohibiting permanent construction in the Trust Territory continued in effect and it was suggested, because of this, an interim site, presumably where the best supporting facilities are actually in being, be designated.

3. The two possible sites recommended for headquarters in the Trust Territory are Saipan and Truk. Of these, the former is considered the only possible permanent site, so long as the ban on permanent construction remains in effect. Truk, on the other hand, would be the logical choice for a permanent capital pending the cost of construction and logistic support was no deterrent. The following table compares Saipan and Truk as possibilities using the factors set forth in reference (a):

COMPARISON TABLE

Saipan (a) Interim site— Adequate interim buildings and quarters now exist for Trust Territory headquarters and housing accommodations for staff. The estimated cost of an interim move to Saipan, including rehabilitation of buildings and quarters is \$200,000. This estimate assumes use of CB labor and since CB's on Saipan are scheduled to be gradually reduced by 1 July it also assumes an early decision to make the move. The estimated time to

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212/1106/12

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completion of the move, after receipt of a firm directive, in
three months, a considerable shorter period than would be
possible in a move to Truk. A possible alternate site on
Saipan is the Marine Corps Facility, currently occupied by the
Army Garrison Force but probably available by 1 July 1950.

(b) Permanent site - There are no buildings on Saipan suitable for
permanent office space or housing. It is estimated that the
cost of an adequate permanent capital, including housing, would
be from fifteen to eighteen million dollars, spread over a period
of five to six years. If the construction of such a headquarters
is to be started by the Navy prior to assumption of Trust Terri-
tory responsibility by a Civilian Agency, it could be more easily
implemented on Saipan because:

- (1) Navy contractor personnel are available in the Guam area,
- (2) interim housing and buildings for contractor personnel
are available on Saipan,
- (3) Guam is the military and commercial shipping and air
transportation focal point for the entire area and
Saipan is but a short haul away,
- (4) Saipan can provide communications, a deep water pier,
a road network, and air strips in usable condition, all
helpful to a large construction project,
- (5) assuming that Saipan is selected as the interim site,
great savings in cost and effort would be realized in
converting that site to a permanent headquarters.

Truk:

(a) Interim site - Truk is believed entirely unsuitable as an interim
site for the following reasons:

- (1) Interim housing and administration buildings are totally
inadequate for present staff of Departmental staff, even
on a crowded basis,

SECRET

- 2 -

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8/11/06/1/2

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- (2) It would seem economically unwise to build temporary
interim structures on Truk when these are already
available on Saipan.
- (3) Any kind of a construction program on Truk would be greatly
hindered by the lack of supporting facilities such as a
deep water pier, road network, communications, long haul
from Guam and lack of suitable labor for construction.
- (4) **Permanent site** - If expense is no deterrent, Truk, because of
its central geographical and strategic location is the best
permanent site for the Trust Territory. Were it possible to
assume that the cost of the permanent headquarters (estimated
to be much greater for Truk) would be borne by the Civilian
Agency and that after such agency had taken over administra-
tion, minimum logistic support would be required from the
Navy, Truk is the more desirable site. However, so long as
the Navy has to operate utilities, facilities, base and
inter-area shipping, and aircraft essential to the support
of headquarters, Saipan would seem the best location because
of operating economies in personnel and material. Even for
the permanent headquarters would probably be somewhat less
of a problem on Truk than on Saipan because of the military
requirements on the latter island. The overall cost of
permanent construction on Truk would probably be much greater
or than on Saipan because of:
 - (1) Lack of a deep water pier necessitating lightering for
all ships larger than an AG,
 - (2) Truk is eccentric to normal supply and terminal facilities,
 - (3) no contractor personnel are readily available and no
labor facilities for their own island,
 - (4) Lack of power, water, roads and other facilities would
make the task more tedious as well as expensive.

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ISLANDS REVIEW

Naipan: Many of the factors which would aid in interim or permanent construction on Naipan remain important for continued logistic support. Naipan's advantages are listed as follows:

- (a) geographically contiguous to Guam, the center of supply, communications, shipping and commercial air,
- (b) has adequate communication facilities for a headquarters, which include a small communication station, message center, supply-center, transmitting and receiving station. A duplex public teletype circuit with Guam and several local circuits could easily be provided,
- (c) has a deep water pier for cargo handling and a road network for distribution,
- (d) has a healthy, comparatively cool climate, and existing and potential recreation facilities, superior to those on Truk.

Truk: The problem of logistic support for Truk depends somewhat on the means used. As pointed out above, if the Navy was divorced from the responsibility for furnishing such support and it was supplied by commercial shipping and airlines it might very well become a focal point in its own right. This assumes, of course, establishment of adequate harbor and air facilities. Under such conditions the location of Truk as a capital, to provide intra-Trust Territory logistic support, would be ideal. However, so long as the Navy remains responsible for logistic support, Truk, as a capital, would be more difficult and more expensive to supply and maintain for reasons which have been fully discussed above.

SUMMARY RECOMMENDATION

It is considered desirable, upon removal of RepHICenterFuels from Guam to divorce him from all command relationship with Comdarrivans or the Governor of Guam. This would leave him with the sole title and responsibility of RepHICenterFuels, a condition which would facilitate eventual

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Transfer to a Civilian Agency of the government or to an interim civilian administrator under the Navy Department. Logistic support for the headquarters would be furnished by the local Civil and area support for the Trust Territory by the Navy as at present. It is believed that this change of command relationship is desirable no matter where the headquarters is located.

1. In summary, it is believed that Saipan is the only desirable interim site within the Trust Territory for the headquarters of the Deputy High Commissioner. It is likewise the most desirable permanent site for the capital of the Trust Territory unless expense is no object. It is recommended that if the Navy is to have any long range responsibility, either for construction or logistic support (whether or not on a reimbursable basis) that Saipan rather than Truk be supported as the capital site.

2. Since housing on Guam is critical and is currently under assignment it is requested that an early decision on the proposed move be made. An early decision is particularly important if Saipan is designated as the interim site in order to make use of currently available CD labor.

3. Transmission by United States registered mail or registered post mail is authorized in accordance with article 7-3, United States Regulations Manual for Classified Matter.

A. W. RADFORD

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