

TRUST TERRITORY OF THE PACIFIC ISLANDS
Office of the High Commissioner

8 August 1949

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Serial: 005

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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.

References: ✓ (a) CMO Secret ltr ser 0012P22 dtd 29 April 1949.
✓ (b) HiComFerPacIs Secret ltr ser 002 dtd 24 May 1949.
✓ (c) CMO Secret desp. 161310Z of June 1949.
✓ (d) HiComFerPacIs Secret desp. 180236Z of July 1949.
✓ (e) CMO Secret desp. 251500Z of June 1949.
✓ (f) HiComFerPacIs Secret desp. 010545Z of July 1949.
✓ (g) CMO Secret desp. 012020Z of July 1949.
✓ (h) CMO Secret desp. 071211Z of July 1949.
✓ (i) HiComFerPacIs Secret desp. 210101Z of July 1949.

1. The Chief of Naval Operations by reference (a), to HiComFerPacIs, indicated that the Navy Department wished to take under consideration the factors involved in the removal of the Headquarters of DepHiComFerPacIs from Guam to a location within the Trust Territory, and requested HiComFerPacIs to submit comments and recommendations on at least two possible sites within the Trust Territory suitable for such headquarters. By reference (b) the incumbent HiComFerPacIs, who at that time had held the office for only a few days and had never personally inspected the sites under consideration, recommended Saipan as the only desirable interim site within the Trust Territory for the Headquarters of DepHiComFerPacIs.

2. In reference (c) CMO indicated that, if certain logistic requirements could be met, a transfer of DepHiComFerPacIs Headquarters to Saipan was considered desirable during fiscal 1950, since the State Department was in favor of a move and Interior Department personnel would begin to infiltrate into DepHiComFerPacIs Staff in about one year. It was inferred that it would be desirable to have this infiltration take place at a location outside of Guam because of the expected presence there of a large number of Interior personnel for the purpose of taking over the Guam Government. After a review of the logistic problems raised by reference (c), in particular the possibility of deactivation of NAS Tanapag, and a personal inspection of facilities on Saipan, HiComFerPacIs by reference (d), doubted the desirability of moving DepHiComFerPacIs Headquarters there, subject to further study. While this study was being coordinated, CMO by reference (e), indicated the Navy Department's intention, in view of the expected release of a report by Ambassador Sayre stressing the desirability

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of moving the capital into the Trust Territory, to announce a move of DepHiCenterPacIs Headquarters to Saipan. HiCenterPacIs, after a personal inspection of Truk, recommended in reference (f), that certain members of the staff of DepHiCenterPacIs be established in an administrative Headquarters at Truk and that the remainder of the staff, including DepHiCenterPacIs, be moved to Pearl Harbor. It was the considered recommendation of HiCenterPacIs that such a move would result in the greatest overall efficiency and economy of operation from every standpoint, with the added advantage of establishing an advance capital in the Trust Territory in a location most likely to become the permanent capital. Before the details of this plan could be forwarded by letter, CNO by reference (g), requested reconsideration of the proposed Oahu-Truk move in view of the contemplated small scale method of operation should DepHiCenterPacIs be moved to Saipan and the high probability that the Interior Department, backed by State, would insist that the civilian High Commissioner (when appointed) reside in the Trust Territory.

3. While study was being made of the practicability of the proposed method of operation of DepHiCenterPacIs Headquarters on Saipan, CNO by reference (h), requested a despatch estimate of the cost of moving the entire staff of DepHiCenterPacIs to Truk. This estimate was provided by reference (i), and proved to be so expensive to the Navy and would take so long to complete, that HiCenterPacIs was constrained to recommend against such a solution.

4. It is noted that the Trusteeship Council, in its recommendations with respect to the annual report of the Administering Authority, recognized

"..the desirability of the closest possible contact between the Administering Authority and the inhabitants."

The Trusteeship Council further noted that the Administering Authority is giving consideration to the possibility of transfer of the seat of Government from Guam to within the Trust Territory itself, and stated the belief that this would

"..facilitate closer association between the Administering Authority and the indigenous inhabitants."

While this is not a positive recommendation that such a move be made immediately,

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it was based, in part, on a recommendation of the representative of Iraq that

"..the Council should express the hope that as soon as the transfer of the Administration to a permanent and wholly civilian basis is carried out this arrangement for the government of the Trust Territory from outside its borders should be made to disappear" (underlining added).

The representative of the Philippines made a similar recommendation in that he stated

"..the Council should therefore recommend that early steps be taken to effect a real transfer of the control of the administration to a civilian agency and that at the same time the headquarters of the senior officials of the Trust Territory Government and the location of all branches of the Government should be established within the Trust Territory itself and not to a large extent outside of it, as at present." (underlining added).

In commenting on these observations by the representatives of Iraq and the Philippines, the United States representative stated:

"..the suggestion of the representative of Iraq that the seat of Government should be transferred to the Trust Territory is one which I think I may say has been under consideration by the Administering Authority for sometime. The logic of it is clear. Initial practical difficulties -- of housing, of transportation, of communication -- have prevented making a transfer as yet, but the matter is now under very active consideration by the Administering Authority."

HiCenterPacIs believes that the fair essence of these recommendations is that the Administering Authority should make long range plans toward such a move which need not, however, be fully implemented until such time as a permanent

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civilian government has been established, and the difficulties of housing, transportation, and communications have been overcome. HiComFerPacis does not consider that the recommendations require a move into the Trust Territory during the interim administration of the Navy Department. The Administering Authority has evidenced its good faith in this matter by making the establishment of a permanent capital, wholly within the Trust Territory, a requirement of Organic Legislation now in the process of preparation. The Navy Department was charged with responsibility and administration of the Trust Territory purely on an interim basis, and it is considered that it is well within its rights and moral obligations to administer the Territory during this period with the least possible dislocation of its normal personnel and material facilities.

5. The reconsideration requested by CMO in reference (g) has been under continuous study and HiComFerPacis is still of the firm opinion that, for the period of interim administration by the Navy and transition to the Department of Interior, the shift of Government to Oahu-Truk is the best solution to the problem. HiComFerPacis has reached this conclusion for the following reasons:

- (a) It is believed that closer coordination of policy control and general administration of the Trust Territory would result from such a move. HiComFerPacis, subject to the direction of SecNav, is invested by the President with all powers of government and jurisdiction in the Trust Territory as well as final administrative responsibility. It is considered that these powers and responsibilities could be more efficiently discharged if the staff were located at the headquarters of HiComFerPacis. Under the present arrangement there is a lack of necessary information at the headquarters of HiComFerPacis and, more important, too little meeting of the minds in matters of policy and administration. Even after the appointment of a civilian High Commissioner, responsible directly to SecNav, it is considered that location of the staff in Pearl Harbor would have definite advantages. As indicated by CMO in reference (g).

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"..IT IS PROBABLE NAVY WILL BE REQUIRED TO CONTINUE SURFACE SHIP AND AIR LOGISTIC SUPPORT FOR INDEFINITE PERIOD".

This air and logistic support must be furnished by CinCPacFlt through appropriate subordinate commanders. It would seem both logical and desirable, at least until a permanent capital site is chosen and made livable, that the civilian High Commissioner should be located where the closest lateral cooperation with the Commander responsible for furnishing logistic support would be obtained.

- (b) Location of DepHiComTerPacIs and staff at Pearl Harbor also commends itself because of the opportunities for closer coordination between the staff and the Educational Advisory Committee, the Agricultural Extension Service, the Honolulu Branch of the Pacific Science Board, the Fish and Wildlife Service, and the University of Hawaii. All of these bodies act in an advisory capacity to the High Commissioner.
- (c) This plan envisages the establishment of an advance seat of Government at Truk which is the most probable location of the permanent capital of the Trust Territory. HiComTerPacIs concurs with the suggestion of CND that a senior officer be established on Truk to act in the absence of DepHiComTerPacIs. Such an arrangement would be further evidence of the good faith of the Administering Authority in planning to establish a permanent capital in the Trust Territory as soon as a permanent civilian government has been set up and funds are available to build such a capital.

6. If for policy reasons unknown to HiComTerPacIs it is not desired to make the move to Oahu-Truk, it is considered that maintenance of the status quo on Guam would be preferable to a move to Saipan. If economy is the chief factor in arriving at a decision on this matter, no doubt retention of DepHiComTerPacIs on Guam would offer the best solution. However, it is believed

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that the increased efficiency which would result from the proposed move to Oahu-Truk would overbalance the additional cost.

7. The sole advantage of moving DepHiComTerPacIs to Saipan would be to effect a temporary location of the seat of Government within the Trust Territory. It would involve considerable initial expenditure of money and relatively large continuing maintenance. Operation of the staff of DepHiComTerPacIs on Saipan, according to the modest scale envisaged by reference (g), and with the personnel level indicated therein, would render CivAd Saipan unable to carry out his mission, which includes support of CivAdRep Rota, CivAdRep Tinian, Tinian Leprosarium, Trust Territory Tubercular Sanitarium, the Benin Islands, and operation and maintenance of LST 1124, essential to this support. Additional housekeeping would be incurred, plus need for added transportation, communications, guards, and assumption of other operational functions. Deactivation of island-wide facilities would necessitate construction expense and installation of local units. It is considered that personnel estimated by reference (f) are minimal for DepHiComTerPacIs on Saipan. Moreover, even though support of island-wide facilities on Saipan is not contemplated, it is believed that it would develop because of impracticability of retaining such support within the bounds of the "modest scale" desired. Because of Saipan's eccentric ethnological and geographical location with respect to the rest of the Trust Territory, it is not likely to be chosen as a permanent capital, thus necessitating a second move to Truk at a later date with all of its attendant expense and dislocation. It should be remembered that Saipan is under the operational control of CinCPH, which, in the event of an emergency, would render uncertain the advisability of DepHiComTerPacIs' continued location on the island. From the standpoint of the Naval Establishment, a move to Saipan will endanger flexibility of future planning for reduction of naval activities on that island in the event such reduction becomes necessary. Finally, relocation on Saipan would render closer coordination between HiComTerPacIs and DepHiComTerPacIs even more difficult than it is at present.

8. HiComTerPacIs therefore, in the light of the foregoing, repeats his recommendation that the staff of DepHiComTerPacIs be moved to Oahu-Truk essentially as recommended in reference (f).

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9. Transmission by United States registered mail or registered guard mail is authorized in accordance with article 7-5, United States Navy Security Manual for Classified Matter.

A. W. RADFORD

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