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NAVY DEPARTMENT  
OFFICE OF THE CHIEF OF NAVAL OPERATIONS  
Washington 25, D.C.

18 FEB 1948

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From: Chief of Naval Operations.  
To : High Commissioner of the Trust Territory  
of the Pacific Islands.  
Deputy High Commissioner of the Trust Territory  
of the Pacific Islands.  
Governor of Guam.  
Governor of American Samoa.

Subject: Designation of civilian agency to assume civil  
administration of Guam, American Samoa and the  
Trust Territory.

1. In a communication dated February 11, 1948, the President informed the Secretary of the Navy of his intention, upon approval of organic acts for Guam, American Samoa and the Trust Territory, to designate the Department of the Interior as the civilian agency with general supervision over civil administration of these islands. Assumption by the Department of such responsibility will await transfer from the Department of the Navy, which should be effected at the earliest practicable date after approval of the organic acts.

2. This information is passed to the addressees in order that they may expedite preparatory planning for an orderly transition from the present administration to that of the Department of the Interior as the administering agency.

/s/ CHARLES WELLBORN, JR.  
Deputy Chief of Naval Operations (Administration)

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Program for Planning for Civilian Administration of Guam, American Samoa, and the Trust Territory of the Pacific Islands.

The Secretaries of State, the Army, the Navy, and the Interior recommended to the President on June 18, 1947, that responsibility for the administration of Guam, American Samoa, and the Trust Territory of the Pacific Islands be transferred at the earliest practicable date to a civilian agency of the Government. The Secretaries agreed that the President should designate the civilian agency which should assume this responsibility. Subsequently, draft organic legislation for these island areas providing for civilian administration was recommended by the interested Departments to the 80th Congress. By letter to the four Secretaries on February 11, 1948, the President stated that upon enactment of organic legislation he would designate the Department of the Interior as the civilian agency with general supervision over the administration of Guam, American Samoa, and the Trust Territory and requested that planning to effect the transfer from the Navy Department to the Department of the Interior be expedited.

A Joint Congressional Committee will study the legislative needs of these island areas during November and December 1948, and Congressional hearings on proposed organic legislation will doubtless be held during the 81st Congress. It is reasonable to assume, on the basis of the organic legislation recommended by the interested Departments and also that drawn up and introduced by members of the 80th Congress, that organic legislation for one or more of these areas will be enacted by the 81st Congress and that this legislation will provide for administration by a civilian agency.

The immediate problem is to develop effective plans for civilian administration, and in order to do so active cooperation by a number of Federal Departments

- 2 -

and agencies, which may be able to render technical advice and services to the island governments, is necessary. It is believed that such cooperation can best be obtained through the establishment of an Interdepartmental Committee on Pacific Island Administration...the membership of this Committee should consist of representatives designated by the heads of the Departments and agencies primarily concerned with this problem. Provision should be made for representatives of Departments or agencies which do not have membership on the Committee to participate in Committee activities of interest to them.

It would also seem desirable for the Committee to establish working groups, composed of specialists, which might draw up technical, detailed plans for its consideration. Functional working groups are proposed in the fields of Economics; Transportation and Communication; Courts, Police, and Prisons; Health; and Education. A Staff Coordinating and Administrative Working Group is proposed in order to achieve coordination of planning at the working level, and consolidation of plans for submission to the parent committee; since planning for administrative services such as personnel and public works is dependent on functional plans, this activity is assigned to the same working group. The suggested terms of reference of these working groups are set forth in the Appendix.

In view of the President's decision to transfer administrative responsibility for Guam, American Samoa, and the Trust Territory to the Department of the Interior, it would seem appropriate for representatives of that Department to serve as chairman and executive secretary of the Committee and for the Department of the Interior, in consultation with other Departments concerned, to designate the steering members of the working groups. Representation of Departments and agencies on the Committee and the working groups should be determined after further consultations. Non-governmental experts in the various functional fields should be consulted

at each stage of the planning process. The executive secretariat should maintain close liaison with responsible officers in the Navy Department and in the island governments for the purpose of obtaining information required for planning purposes.

- 4 -

## A P P E N D I X

Working GroupsStaff Coordinating and Administrative Working GroupPremise for Planning:

The objective is to ensure sound direction, coordination and economy in the overall administration and financing of the Governments of Guam, American Samoa, and the Trust Territory and to effect an orderly transfer of administrative responsibility to the Department of the Interior.

Task of Working Group:

To prepare a coordinated administrative plan and budget for the government of each island area, based on the functional plans prepared by other working groups; to analyze the community organization and staff needs of the administration; and to prepare an overall schedule for the orderly transfer of administrative responsibility to the Department of the Interior. Details should be included as to the present situation where appropriate and as to future requirements with respect to the following:

1. Organization, including number and types of personnel, at the local, territorial, and Washington level, to carry out the following community organization and staff services:
  - (a) Community organization (including community analysis, i.e., applied social science research; development of local self-government; social welfare; community recreation; miscellaneous local affairs; and preparation of UN and other reports).
  - (b) Administrative services:
    - (1) Finance (including budgeting; collection, custody and disbursement of funds; accounting; auditing; files; printing and binding).
    - (2) Personnel (including recruitment, training, classification, local merit system; and personnel actions).
    - (3) Purchasing and supplies.
    - (4) Public works, including construction and maintenance.
    - (5) Administrative research and planning.
2. Services of various Federal agencies, including additional legislative authorizations and cooperative agreements required.
3. Direct and indirect costs of services noted in subparagraph 1 above.

- 5 -

4. Personnel and functional organization charts for the Governments of Guam, American Samoa, and the Trust Territory, including all levels of Government.
5. Total present and estimated future costs of governing these island areas, including direct and indirect costs, classified by function and object of expenditure.
6. Present and estimated revenues, classified by source.
7. Plan, including time schedule, for effecting an orderly transfer of administrative responsibility to the Department of the Interior.

Economics Working Group

Premise for Planning:

The objective is to provide administrative services, technical guidance, credit, and, where appropriate, corporate management facilities, with a view to protecting local land, natural resources, and labor, promoting self-sufficiency of the local inhabitants, and in other ways developing the local economy in the interests of the islanders.

Task of Working Group:

To analyze the economic problem in the islands and to prepare administrative plans for the protection and development of the local economy, including details as to the present situation and future requirements with respect to the following:-

1. Organization for economic development, taking account of the possible administrative needs in connection with:
  - (a) Land surveys and records.
  - (b) Agriculture.
  - (c) Forestry.
  - (d) Fisheries.
  - (e) Conservation.
  - (f) Labor and social security.
  - (g) Arts and crafts.
  - (h) Trading stores and other local small businesses.
  - (i) Mining and other industries.
  - (j) Public utilities.
  - (k) Postal savings and credit.

(Note: Interisland transportation and public finance will be considered by other working groups.)

2. Number and type of personnel.
3. Special arrangements for training local personnel.
4. Building facilities and equipment, including living quarters for personnel.
5. Individual, community, and government corporation credit requirements.
6. Arrangements for agricultural and industrial research and experimentation.
7. Services of various Federal agencies, including additional legislative authorizations and cooperative agreements required.

8. Direct and indirect costs for economic development.

**Note:** The only policies which should be decided for planning purposes are those having significant personnel and budgetary implications (e.g., government ownership and operation of trading stores vs. local or outside ownership and operation).

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### Health Working Group

#### Premise for Planning:

The objective is to ensure adequate health protection and medical services, using local personnel and resources to the fullest extent possible.

#### Task of Working Group:

To analyze the health and problem and to prepare plans for the administration of public health and medical services, including details regarding the present situation and future requirements with respect to the following:

1. Organization for health administration.
2. Number and types of personnel in all aspects of health administration.
3. Training programs and opportunities for medical practitioners, medical aides, nurses, and doctors, including optimum number of local inhabitants which should be trained annually in the area and in mainland universities. Experience of the Navy in this important field.
4. Number, location, size, and nature of construction of hospitals, and dispensaries.
5. Regular and emergency interisland transportation and communication for health purposes.
6. Arrangements for medical research.
7. System for recording and reporting vital statistics.
8. Services of various Federal agencies, and additional legislative authorizations and cooperative agreements required.
9. Direct and indirect costs of health program.

NOTE: The only policies which should be decided for planning purposes are those having significant personnel and budgetary implications (e.g., maintaining training facilities for nurses and medical practitioners, or contracting with the United Kingdom Government for training such personnel at the Fiji Medical School).

Education Working Group

Premise for Planning:

The objective is to provide a general system of elementary education, to foster literacy in English, to facilitate vocational training, to train local teachers, and to provide opportunities for higher education.

Task of Working Group:

To analyze the problem of education and to prepare plans for educational administration, including details regarding the present situation and future requirements with respect to the following:

1. Organization for educational administration above the teaching level.
2. Number and types of teachers, teaching assistants, school inspectors, administrative and other personnel.
3. Desired educational level of teachers, number of indigenous inhabitants now at that level, and program for teacher training.
4. Number, location, size, nature of construction, and type of schools and other building facilities, including living quarters for teachers and school equipment.
5. Regular interisland transportation and communication facilities for educational purposes.
6. Special administrative needs involved in the preparation and printing of texts.
7. Vocational and general adult education.
8. Other opportunities for higher education.
9. Services of various Federal agencies, and additional legislative authorizations and cooperative agreements required.
10. Direct and indirect costs of educational program.

NOTE: The only policies which should be decided for planning purposes are those having significant personnel and budgetary implications (e.g., boarding vs. day school education).

## Transportation and Communications Working Group

### Premise for Planning:

The objective is to provide adequate facilities to meet the transportation and communication requirements of the local government and inhabitants both within the respective island areas and between these areas and other parts of the world with which they have trade and other relations.

### Task of Working Group:

To analyze the problem of providing transportation and communication facilities between the three areas and other parts of the world, and also the problem of providing interisland facilities within each area, including details as to the present situation and future requirements with respect to the following:

#### 1. Transportation.

- (a) Description of the present network of scheduled air and sea transportation, both freight and passenger, linking Guam, American Samoa, and the Trust Territory with other Pacific island areas, Hawaii, continental United States, and other parts of the world.
- (b) Description of present interisland transportation within and between the three island areas.
- (c) Analysis of future air and sea transportation requirements, including landing and navigation facilities, to meet passenger, freight, postal, and civilian administration needs.
- (d) Determination of extent to which civilian transportation requirements can be tied into military patrolling, training, supply, and port operations in the Pacific area.
- (e) Recommendations as to the best means of fulfilling civilian air and sea transportation requirements.
- (f) Services of various Federal agencies, including additional legislative authorizations and cooperative agreements required.
- (g) Present and estimated future costs, both direct and indirect, of providing transportation.

2. Communications.

- (a) Description of present and required radio, telegraph, postal and other communication facilities, both within the three areas and between these areas and Hawaii and other centers of importance to the islands.
- (b) Organization for communications service, including personnel and training facilities.
- (c) Communication facilities available and required.
- (d) Services of various Federal agencies, including additional legislative authorizations and cooperative agreements required.
- (e) Present and estimated future costs, both direct and indirect, of providing communication facilities.

**Note:** The only policies which should be decided for planning purposes are those having significant personnel and budgetary implications (e.g., whether vessels of American registry should be subsidized or those of foreign registry permitted to handle interisland shipping; and what constitutes an "adequate" communications service).

- 12 -

Working Group on Courts, Police, and Prisons

Premise for Planning:

The objective is to provide an effective system for the administration of justice within the general framework of the organic legislation for each area recommended to the Congress and using local personnel as practicable.

Task of Working Group:

To analyze the problem of law enforcement and administration of justice in the islands and to prepare administrative plans, including details as to the present situation and future requirements with respect to the following:

1. Organization, including personnel, at the local, territorial and national level, for:
  - (a) Criminal investigations.
  - (b) Apprehension and detention.
  - (c) Public defender and prosecution.
  - (d) Justices and other court personnel.
  - (e) Penal and corrective institutions.
  - (f) Registration of births, deaths, marriages, and other "county clerk" functions.
2. Training requirements for local police, justices, and other personnel.
3. Building facilities and needs, including living quarters.
4. Emergency police transportation and communication requirements, if any.
5. Services of various Federal agencies, and additional legislative authorization.
6. Direct and indirect costs of police and judicial services and estimated revenues from fines, fees, etc.

Note: The only policies which should be decided for planning purposes are those having significant personnel and budgetary implications (e.g., jurisdiction of indigenous courts and whether prisons should be established in the area).