

HOUSE OF REPRESENTATIVES  
APPROPRIATIONS COMMITTEE  
VISIT TO  
THE TRUST TERRITORY OF THE  
PACIFIC ISLANDS  
November 24 - December 10, 1951

ELBERT D. THOMAS  
HIGH COMMISSIONER

The Office of the High Commissioner, Trust Territory, wishes to contribute to the purposes of the visit of the Congressional Party. The entire staff is happy over this visit, and each member stands ready to answer questions and to serve in any way to make certain a successful journey.

That which follows is information which you all may already have but which the staff hopes will prove helpful.

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MICRONESIAN MONTHLY VOLUME I NUMBER I

ITINERARY

	<u>Place</u>	<u>Time</u>	<u>Distance</u>	<u>Flight Time</u>
<u>November</u>				
Sa Sun	Depart Arrive	Barbers Point ) Kwajalein )	240800 251800	2120 mi. 12 hrs.
Mon Tue	Depart Arrive	Kwajalein ) Majuro )	260800 261000	238 " 2 "
Wed Thu	Depart Arrive	Majuro ) Kwajalein )	261500 261700	238 " 2 "
Fri Sat	Depart Arrive	Kwajalein ) Ponape )	270800 271030	576 " 5 "
Sun Mon	Depart Arrive	Ponape ) Truk )	281400 281700	377 " 3 "
Tue Wed	Depart Arrive	Truk ) Guam )	301300 301730	575 " 5 "
<u>December</u>				
Thu Fri	Depart Arrive	Guam ) Saipan )	031000 031100	130 " 1 "
Sat Sun	Depart Arrive	Saipan ) Guam )	041500 041600	130 " 1 "
Mon Tue	Depart Arrive	Guam ) Haneda )	051000 051600	1391 " 8 "
Wed Thu	Depart Arrive	Haneda ) Midway )	101530 100800	2209 " 12½ "
Fri Sat	Depart Arrive	Midway ) Barbers Point )	100930 101700	1134 " 6½ "

TABLES OF DISTANCES

(Copied from High Commissioner Thomas' desk)

Mileage from Honolulu to:

Australia.....	4500	miles
South America.....	5250	"
North America.....	2150	"
Orient.....	4150	"
Manila.....	4870	"
Sydney.....	4420	"
Cape Horn.....	8305	"
Tahiti.....	2381	"
Los Angeles.....	2228	"
Berlin.....	10530	"
San Francisco.....	2090	"
New York.....	4980	"
Chicago.....	4351	"
Alaska.....	2385	"
Rio de Janeiro.....	4800	"
Midway.....	1150	"
Shanghai.....	4330	"
Tokyo.....	3450	"
London.....	9490	"

Trust Territory Mileage:

From: Koror	to	Yap	258	miles
Yap	to	Guam	451	"
Guam	to	Saipan	125	"
Guam	to	Majuro	1624	"
Guam	to	Truk	568	"
Koror	to	Truk	1045	"
Truk	to	Ponape	385	"
Ponape	to	Majuro	766	"
Majuro	to	Kwajalein	200	"
Kwajalein	to	Honolulu	2135	"
Kwajalein	to	Ponape	570	"

POINTS COVERED IN THE FOLLOWING  
STATEMENT BY THE HIGH COMMISSIONER

THE TRUST TERRITORY OF THE PACIFIC ISLANDS, SOMETIMES CALLED MICRONESIA, IS DIVIDED INTO THREE MAIN GROUPS - - THE MARSHALLS, THE CAROLINES AND THE MARIANAS EXCEPTING GUAM.

THESE SMALL ISLANDS DOT A SEA AREA LARGER THAN THE CONTINENTAL UNITED STATES.

THEY WERE FORMERLY A JAPANESE MANDATE UNDER THE LEAGUE OF NATIONS.

DURING WORLD WAR II, AMERICAN FORCES, AFTER GREAT LOSS OF LIFE, CAPTURED THEM FROM THE JAPANESE.

AFTER THE FORMATION OF THE UNITED NATIONS, A STRATEGIC TRUSTEESHIP UNDER UNITED STATES ADMINISTRATION WAS APPROVED BY THE UNITED NATIONS AND THE CONGRESS OF THE UNITED STATES.

UNDER THE PROVISIONS OF THE TRUSTEESHIP AGREEMENT, THE UNITED STATES IS RESPONSIBLE FOR THE ECONOMIC, EDUCATIONAL AND POLITICAL ADVANCEMENT OF 55000 MICRONESIANS.

THE DISPARITIES IN THOUGHT AND CUSTOMS, REPRESENTED BY ELEVEN OR MORE DIFFERENT LANGUAGES AND DIALECTS, ARE GRADUALLY BEING OVERCOME AS THE PEOPLE LEARN ENGLISH.

UNITY IN LANGUAGE WILL ASSIST IN DEVELOPING OTHER UNITIES.

THE AMERICAN ADMINISTRATORS ARE ENDEAVORING TO HELP THE PEOPLE RAISE THEIR STANDARD OF LIVING, ASSUME THE RESPONSIBILITIES OF GOVERNMENT AND BECOME MORE ECONOMICALLY SELF-SUFFICIENT. LEADERSHIP AND PATIENT GUIDANCE WILL HELP THE MICRONESIANS INTEGRATE THE STILL-USEFUL FEATURES OF THEIR NATIVE CULTURES WITH THOSE ASPECTS OF WESTERN CIVILIZATION WHICH WILL CONTRIBUTE TO HAPPIER, FULLER LIVES.

THE UNITED STATES IS MORE THAN ITS "BROTHER'S KEEPER". THE TASK OF THE UNITED STATES TRANSCENDS THE WELFARE OF THE PEOPLE OF THESE ISLANDS. AS ADMINISTERING AUTHORITY FOR THIS STRATEGIC TRUST TERRITORY, THE UNITED STATES HAS ASSUMED AS ITS PARAMOUNT OBJECTIVE THE MAINTENANCE OF PEACE IN THE PACIFIC.

THE ACCEPTANCE OF THE TRUSTEESHIP BY THE UNITED STATES IS MORE THAN AN INDICATION OF FAITH IN THE UNITED NATIONS. IT IS A VITAL CONTRIBUTION TO THE PEACE OF THE WORLD.

## ADMINISTRATION OF TRUST TERRITORIES

### AN AMERICAN CONTRIBUTION TO PEACE IN THE PACIFIC AREA

(Prepared by the High Commissioner for  
Congressional Party's visit, Nov - Dec, 1951)

The United States assumed a major responsibility when it agreed to administer the Trust Territory of the Pacific Islands as a strategic trusteeship under United Nations' authority and supervision. This vast area north of the equator and reaching almost to the Bonins has become more important for our own security and of increased significance in the strategy of keeping world peace. The general Treaty with Japan and the recent Mutual Defense Pacts with New Zealand, Australia, the Philippines, and Japan greatly enlarge that responsibility. Two probable additional trusteeships, the Ryukyus and the Bonins have been added by the General Treaty with Japan.

The Trust Territory of the Pacific Islands is not an American territory. It was lent to the United States by the United Nations to administer. The purposes behind the United Nations' action and the obligations the United States assumed are to keep peace in the Pacific and to administer the government in the interest of the native peoples. In order that these great objectives can be accomplished, the United Nations designated the territory as a strategic trusteeship. America, therefore, has rights in the islands as well as responsibilities. Those rights and responsibilities are all outlined in law. In all that America is doing to advance the peace of the world, there is no other great expanse of land and water which means so much to America and to the United Nations' purpose of keeping the Pacific free from hostile intent as the Trust Territory.

The Trust Territory of the Pacific Islands consists of hundreds of small islands, collectively called Micronesia, scattered over a sea area larger than the continental United States and about equal to the land area of the Japanese Empire when through war it had expanded over much of the Asiatic mainland and included Indonesia and the Philippines. The combined land area of the Trust Territory is small, less, in fact, than that of the State of Rhode Island. The population is about fifty-five thousand, living on some sixty or more islands of the approximately two thousand islands and islets.

These islands have been known to western civilization since the days of Magellan. Since that time, the island inhabitants have been governed by and exposed to the cultures of the Spaniards, the Germans, the Japanese, and the Americans. Western influence has been so great that the Micronesians have forgotten most of the cultural patterns which are generally found among primitive peoples.

A general educational program has been established. The teachers are Micronesians and Americans from outside the islands. Instruction is in the island languages and in English. The experience of the past few years shows that the Micronesians take rapidly to English. It is now replacing Japanese as the "lingua franca".

General competence in the use of a common language is of vital importance to the success of the administration in uniting these culturally-diversified peoples. Under the Trusteeship Agreement, the United States must help the people to develop economically, culturally, socially, and politically. It is expected that democratic processes and techniques will prevail. This means overcoming the disparities in thought, custom, and the many different dialects. To overcome distance is a difficult problem, but to bridge ideological gaps is even more difficult. To prepare the people to govern themselves seems an impossible task, but that is America's mission under the trusteeship theory.

It must be left to the imagination what is in the minds and hearts of the older, thoughtful inhabitants who have been under the political control of four alien cultures and who have seen these influences come and go. Many of them must ask the question, at least to themselves, "How long will the Americans and their language be with us?" That question, of course, cannot be answered. The United States Trusteeship will not be very long with them if the United Nations ceases to be a force in the world. But if peace can be maintained in the world, and especially in the Pacific, the islands will loom large in importance, and the influence of the United States will remain with the peoples of the Trust Territory for a long time.

The aim will be to stimulate the people to become as nearly economically self-sufficient as possible, and to encourage them to integrate the still-useful features of their own native economy with those aspects of western life which will enable them to live happier, fuller lives.



Progress has been started in establishing representative government. For administrative convenience, the territory is divided into six districts, each headed by a District Administrator who is the direct representative of the High Commissioner. These districts are subdivided into areas, each of which is a physically separate island or atoll, or, in some cases, separate political entities deriving from the ancient cultures. These subdivisions are organized with their own administrative and judicial functions.

These local governments are now administered by Micronesians with helpful supervision but very little interference by the district administrative staffs. Progress has been made toward the formation of island group councils. Island councils of chiefs and others have met since 1946 on Saipan which has a population of 6,000; on Yap since 1948 where there are 2,800 people. District Advisory Congresses have convened in the Palaus since 1947, and in the Marshalls since 1949. The records of these meetings show that a consciousness of more than local self-government is being developed.

Looking forward to achieving the objective of representative government for the entire Trust Territory, a meeting of Micronesian leaders from each district and the District Civil Administrators was called to meet with the Deputy High Commissioner on Guam, September, 1949. This first meeting of representatives from the entire area was highly successful.

The Treaty of Versailles, which terminated World War I, awarded the Marshall, Caroline, and Mariana Islands to Japan as a mandate under the League of Nations. The Mandate System was the first attempt at international supervision. The Trusteeship System is its successor. In 1938, after Japan had withdrawn from the League of Nations, Japan announced that the mandatory status of the islands had ceased and that from then on, they were a part of the Japanese Empire. International supervision ceased. All foreigners and foreign activities were excluded. The islands became a part of the Japanese defense and imperialistic expansion system.

Before the attack on Pearl Harbor, Japan's military strategy had been mainly concerned with the defense of the Japanese Islands and Korea. The Japanese navy was like our own, a defensive navy. But with the Pearl Harbor and Midway attacks, the Japanese altered their naval strategy. After that time, every Japanese naval action was related in some way to one or more of the bases in the Trust Territory.

As we all know too well, much American blood was shed and many American lives were lost in the capture of these bases from the Japanese. As soon as the Americans captured the islands, they could see final victory over Japan. To the Americans who fought there, it is not necessary to explain the strategic worth and absolute necessity of keeping all hostile influences out of this vast area. The strategic importance of the Trust Territory of the Pacific Islands has been nationally recognized. It must continue to receive primary attention.

In establishing the Strategic Trusteeship of the Pacific Islands by the United Nations, the international importance of the area was well understood. This was the only strategic trusteeship authorized. The United States was granted the right to set aside strategic areas within the islands found necessary for defense purposes and considered necessary for our national and for international security. Under the agreement, all that is required of the United States is to notify the Security Council of the United Nations that certain strategic areas within the Territory are closed.

The responsibilities imposed upon administrators of non-self-governing territories are established by the Charter of the United Nations (Chapter XI, Article 73).

"Members of the United Nations which have or assume responsibilities for the administration of territories whose peoples have not yet attained a full measure of self-government recognize the principle that the interests of the inhabitants of these territories are paramount, and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the present Charter, the well-being of the inhabitants of these territories....."

When the United States agreed to accept responsibility for the administration of the Strategic Territory of the Pacific Islands, a formal agreement was approved by the United Nations and the Congress of the United States. This document is based upon the United Nations Charter and the trusteeship provisions. The aims of the Trusteeship System are enumerated in Chapter XII of the United Nations Charter which describes the Trusteeship System. The basic objectives enumerated in Article 76 are:

- "a. to further international peace and security;
- "b. to promote the political, economic, social, and educational advancement of the inhabitants, and their progressive development towards self-government or independence....;
- "c. to encourage respect for human rights....." and the recognition of "the interdependence of the peoples of the world....."

As administrators of the Strategic Trust Territory under the Trusteeship Agreement of the United Nations Charter, our objectives are twofold: first, to make the Pacific an area of peace; second, to develop the people to those stages in government, in education, in health, and in economy where they can maintain themselves free from the conflicting ambitions of world competition.

The fundamental conception of the trusteeship theory, in regard to economic rivalry, is to control economic conditions in such a way as to avoid clashes, but at the same time, to administer affairs for the benefit of the indigenous peoples; not for the benefit of any outside interests. Exploitation of the native peoples, their lands, and their resources is not permitted.

The establishment of the Trusteeship System after the Second World War may be regarded by students of history as terminating what has been an important cause of war since the white man began spreading himself over the globe. The application of the trusteeship theory may spell the end of colonialism and mercantilism and end the exploitation of what were termed "backward peoples".

The responsibility assumed by the United States for the welfare of the Micronesian people cannot be cheaply or easily discharged. The "white man's burden" is no longer solely the white man's task. It is now shared with the brown, the black, and the yellow peoples who comprise the United Nations. Backwardness has not been overcome, but the trusteeship theory is designed to protect and help non-self-governing peoples, not to exploit them. "Too idealistic," say the cynics. Idealism is necessary if people are to be led to a position where they can maintain themselves in a competitive world. Distance and time are now lesser barriers. Isolation has become comparative. The Trust Territory islands are small, but the area is vast, and its administration represents a great Twentieth Century concept.

The acceptance of trusteeship by the United States is more than an indication of our faith in the United Nations. It is a vital contribution to the peace of the world.

This area has recently become more important to the United States than it was before the summer of 1951. The area is so situated that many of the sea and air routes across the wide Pacific Ocean pass through or near it. America's administration of these islands makes her a neighbor to Japan, China, the Philippines, Indonesia, Australia, New Zealand, and other Pacific Trust Territories. It would be easy for the United States to become involved in disputes between the surrounding economically rival nations.

The terms of the general Treaty of Peace with Japan and the United States of America - Japanese Security Treaty, assign definite responsibilities to the United States. Among these are the defense of Japan, the administration under trusteeships of a part of the Ryukyu Islands, the Bonin Islands and a few outlying islands.

The words of the Treaty do not specify the type of trusteeship for these islands. This is for future proposal from the United States and for the United Nations' consideration. The United States will have to administer the Ryukyus and Bonins until a trusteeship agreement is approved by the United Nations. This situation might continue for some years.

Until a trusteeship agreement is approved by the United Nations, the President and Congress of the United States can set up any administrative organization they choose. Among the alternatives are these:

- a. The Army could be continued in charge of the civil government for the Ryukyu.
- b. The Navy could be continued in charge of the Bonins.
- c. The Department of Interior could be placed in charge of either or both the Ryukyus and the Bonins.
- d. An existing government agency, or a newly created one, could be given the responsibility.

The text of the United States of American-Japanese Security Treaty (signed September 8, 1951, by the United

States and Japan) recognizes that Japan does not have the effective means to exercise its inherent right of self-defense because it has been disarmed. Japan desired a Security Treaty with the United States as a provisional arrangement for its defense. It is agreed that the United States of America will maintain armed forces in and about Japan so as to deter armed attack upon Japan.

Article I of the Security Treaty states:

"Japan grants, and the United States of America accepts the right, upon the coming into force of the treaty of peace and of this treaty, to dispose United States land, air, and sea forces in and about Japan.

"Such forces may be utilized to contribute to the maintenance of international peace and security in the Far East and to the security of Japan against armed attack from without, including assistance given at the express request of the Japanese government to put down large-scale international riots and disturbances in Japan, caused through instigation or intervention by an outside power or powers."

These treaty provisions indicate that the United States has agreed to continue great responsibilities for the protection of Japan and for promoting peace in the Far East. These responsibilities are included in and are in addition to our obligations as a member of the United Nations.

In the present United Nations' police action in Korea, our forces are carrying the major role. These troops have bases in Japan, in Okinawa and other places in the Pacific. As long as conditions are threatening in the Far East, bases in the Ryukyus and Bonins are vital. ✓ It seems, therefore, if a proposal was made to the United Nations for trusteeships, it would certainly be for strategic trusteeships similar to the Trust Territory of the Pacific Islands. ✓

America's experience in administering the Strategic Trusteeship of the Pacific Islands is not only timely but even vital in assuring success in the added responsibilities which are ours in the Pacific.

HEADQUARTERS PERSONNEL

High Commissioner	THOMAS, Elbert D.
Deputy High Commissioner	McCONNELL, James A.
Liaison Officer	LEEBRICK, Karl C.
Administrative Assistant	COOK, Elsie
President, ITC	STEWART, Charles C.
Director of Personnel	WEBER, Frederick W.
Director of Finance and Supply	GRIFFIN, Paul R.
Treasurer	LARSEN, H. Gordon
Supply Officer	PROVENCHER, Simeon F.
Director of Administration	HURT, Alfred M.
Operations Officer	WILLSON, Robert C.
Administrative Officer	CROSBY, Winifred M.
Director of Public Works	WOLFGRAM, Henry C.
Ass't Director of Public Works	THOMAS, James K.
Director of Education	GIBSON, Robert E.
Ass't Director of Education	TAYLOR, John L.
Director of Political Affairs	HERON, Donald D.
Anthropologist	BARNETT, Homer G.

Director of Economic Affairs  
Agriculturist

BAKER, Homer L.  
BUTTON, Milton H.

Director of Public Health  
Hospital Administrator

MARSHALL, H. L.  
LAYCOCK, George W.

Attorney General  
Attorney Advisor

MARSHALL, Horace G.  
GRIFFIN, Mildred T.

NON-INDIGENOUS TRUST TERRITORY PERSONNEL BY

DISTRICT and DEPARTMENTS

16 Nov 1951

	Adminis- tration	Finance & Supply	Public Works	Public Health	Education	Internal Affairs	Legal	ITC	Weather Bureau	Total
Majuro	5	4	9	6	4	3	1	1	0	33
Ponape	6	4	8	5	5	2	0	3	2	35
Truk	6	4	9	6	9	3	0	2	2	41
Yap	6	0	2	4	3	1	0	2	2	20
Koror	6	4	9	6	5	3	1	2	2	38
Saipan	8	4	11	6	7	4	0	1	0	41
Guam	3	5	0	0	0	0	0	6	0	14
HiCom in Field	3	0	14	4	8	5	6	0	0	40
Total	43	25	62	37	41	21	8	17	8	262



## CONDITIONS IN THE TRUST TERRITORY

The members of the Congressional Visiting Mission are already familiar with conditions in the Trust Territory reported in the Annual Reports to the United Nations as presented by the United States Representative. While overall conditions have not changed materially, it is felt that progress has been made in the fields of economics, political advancement, education, in health and sanitary conditions. This presentation attempts to supplement, very briefly, the last annual report.

### GENERAL

The population of the Trust Territory on June 30, 1951, was 56,071.

The headquarters of the Deputy High Commissioner, which had previously been at Guam, was consolidated with that of the High Commissioner at Pearl Harbor, Territory of Hawaii, on October 7, 1949. Senator Elbert D. Thomas was appointed High Commissioner, January 3, 1951. He worked with the Naval Administration at Pearl Harbor preparing for the transfer of authority to the Department of the Interior, July 1, 1951. Headquarters was moved to buildings at Fort Ruger, June 30, 1951. It is anticipated that this headquarters will be maintained until Congress appropriates money for the establishment of a capital in the Trust Territory.

The change-over from the Naval Administration was made with a minimum of confusion. The new staff is now at approximately 90 per cent strength and is functioning efficiently. Additional staff is badly needed in the fields of Public Health, Economic Affairs, Political Affairs, and Legal Affairs.

There are six administrative headquarters. It is planned for you to visit those at Majuro, Ponape, Truk, and Saipan. District headquarters at Yap and Koror will not be visited. The present staff numbers as follows:

Non-Indigenes:	295
Indigenes:	<u>1652</u>
Total:	1947

## POLITICAL ADVANCEMENT

Progress in regional self-government has been made in the Palaus where the Palauan Congress has functioned as an advisory body since July 4, 1947. This Congress is composed of sixteen District Magistrates and Congressmen elected for a two-year term from each municipality on a representative basis (one from a municipality of less than two hundred people, two when the population ranges from two hundred to four hundred ninety-nine, and three from municipalities containing more than five hundred persons).

The inclusion of both hereditary and elective members has met with the approval of all sectors of the population and has liberalized the former hereditary authority of chiefs. This Congress meets once a year and remains in session until the business at hand is completed. It has discussed taxes, the prohibition of intoxicating liquors, qualifications for legal residence, preventive measures for control of the coconut beetle, land ownerships and the formulation of a wholesale cooperative trading company.

The Second Session of the Marshallese Congress was held at Majuro, Marshall Islands, August 18 through 24, 1951. This Congress has been established as an advisory body to the District Administration of the Marshall Islands in order that the Marshallese may express their desires on matters affecting the laws and government of their islands. It is composed of two houses, the House of Iroij and the House of Assembly. The House of Iroij consists of all persons holding the position of an Iroij laplap (paramount chief) in accordance with the traditions and customs of the Marshallese people. Five women are members of the House of Iroij. Members of the House of Assembly are representatives of each municipality who have been elected by the people. Representation in the House of Assembly is in proportion to population on the basis of one representative for populations of less than six hundred, two representatives for populations of over six hundred but less than one thousand, and three representatives for municipalities whose population is in excess of one thousand.

During its Second Session, the Marshallese Congress discussed and formulated its views on such matters as local maritime practices, ownership of lands, cooperation in the settlement of land claims, marriage customs and regulations, and taxation programs.

The people of the Northern Marianas indicated their desire to form a governmental body for the Saipan District, and early in 1950 they submitted a proposed charter for the consideration of the administration. Since it is the policy of the administration to encourage a gradual development of democratic processes, the abrupt assumption of such broad powers of government as suggested by the proposed charter for the indigenous inhabitants would overtax their present political capacity. At the present time the Saipanese are considering a revised charter which provides initially for a congress with advisory powers. The Municipality of Saipan has been organized on a local basis.

The Provisional Ponape Congress met for the first time at Kolonia, Ponape, from March 12 to 14, 1951. The delegates to the Congress adopted several resolutions expressing their desires concerning the organization of a permanent form of the Congress and requested the High Commissioner to prepare a charter which would incorporate these resolutions. The charter was drawn up in accordance with the resolutions of the delegates and the suggestions of the district anthropologist who had conducted studies specifically for this purpose. The Provisional Congress was again called into session on November 14, 1951, and is now discussing the suggested charter.

There is no unified political structure for the Truk Atoll; however, as of June, 1951, the thirty-nine Truk municipalities were working efficiently and well. The prospects of a district-wide political organization will have to be held in abeyance until such time as the community leaders have a broader understanding of democratic governmental responsibilities.

We are submitting the following tabulation showing the number of municipalities by districts, incumbent magistrates, and the means by which they were elected:

District	Number of				Total
	Municipalities	Elected	Appointed	Hereditary	
Marshalls	24	24	0	0	24
Palau	16	15	1	0	16
Ponape	11	5	5	1	11
Saipan	5	3	2	0	5
Truk	39	24	7	8	39
Yap	10	10	0	0	10
Total	105	81	15	9	105

to be exploited, it will have to be done by commercial interests capable of financing this expensive operation.

Mining: With the exception of phosphate rock and bauxite deposits in the Western Carolines, the mineral resources of the Territory are very limited. Phosphate mining was resumed on Angaur in 1946 by a Japanese company under the supervision of SCAP. Mining is continuing at the present time and is providing a source of income for the residents of Angaur and a small income in the form of a processing tax for the Territory. During the year ending June 30, 1951, 143,738 tons of phosphate having a value of \$741,935 were taken from the Island of Angaur. The present mining agreement will be concluded upon the coming into effect of the Treaty of Peace with Japan unless sooner replaced by new contract. Negotiations are presently underway with the Angaurese and the Japanese Government with a view to continuing mining operations. Prior to and during the war, the Japanese mined bauxite on the Island of Babelthuap. It is hoped that mining operations will be resumed if the indigenes so desire and suitable terms for conducting the operations can be arranged.

#### THE ISLAND TRADING COMPANY OF MICRONESIA

In the period of military government in Micronesia during and immediately after the war, the work of restoring trade and rebuilding the economic life of the islands was carried on by the United States Commercial Company. After the present Trusteeship Agreement was approved by Congress and the Department of the Navy was made the interim administering agency for the Trust Territory, the United States Commercial Company wished to withdraw from the area. Since some organization for trading purposes was deemed necessary in order to carry out the responsibilities with respect to economic welfare and development assumed by the United States under the trusteeship, the Secretary of the Navy directed the High Commissioner to form a new company to be known as the Island Trading Company of Micronesia. The headquarters of the Civil Administration under the Navy was located at the outset on Guam, with the Deputy High Commissioner in charge. The new company was accordingly chartered under the laws of Guam on December 6, 1947.

The Island Trading Company of Micronesia, usually known simply as ITC, began its operations on January 1, 1948, by relieving the United States Commercial Company of its functions in the Trust Territory. The objective

of ITC in general terms is defined in its charter as follows: "The purpose of the Company shall be to promote the economic advancement and self-sufficiency of the inhabitants of the Trust Territory in compliance with Article 6(2) of the Trusteeship Agreement." The ownership and control of the Company was prescribed in the charter in these terms: "The Company shall be wholly owned by the Government of the Trust Territory of the Pacific Islands and all the stock shall be issued to the Deputy High Commissioner of the Trust Territory of the Pacific Islands...and the interest of the Deputy High Commissioner shall pass automatically to any successor in office." It can be seen that ITC is in all respects an agency of the Government of the Trust Territory of the Pacific Islands controlled by the High Commissioner. At the headquarters level the officials of the Government and the Company work very closely together, and no Company policy is put into effect without the approval of the High Commissioner.

The Department of the Navy provided an initial working fund to enable the Company to commence operations. Naval personnel were also provided to conduct the business. This working fund has been repaid out of operating profits, and there are no appropriated funds invested in the Company or being used by it. The Company is now staffed entirely by civilians.

On June 28, 1951, the Deputy High Commissioner appointed the following directors:

<u>Members</u>	<u>Incumbent</u>
Deputy High Commissioner, Chairman President, Island Trading Company of Micronesia	J. A. McConnell
Director of Finance & Supply	C. C. Stewart
Director of Economic Affairs	Paul R. Griffin
Director of Public Health	H. L. Baker
Attorney General	Dr. H. L. Marshall
Treasurer, ITC	H. G. Marshall W. A. Lee

A provision of the charter of ITC requires that the Company conduct its operations so as to make a profit if possible. Aside from maintaining the solvency of the company, a strong reason for this is found in the primary objective of encouraging economic development and native business enterprise in the Trust Territory. In the absence of native business firms able to carry on essential trading operations, ITC has necessarily engaged widely in trade. Native firms which are now being fostered must hence start in competition with

ITC, and price structures which make it possible for the new enterprises to make a profit are hence necessary if the program is to succeed. Native enterprises are taking over a substantial part of the import business in several localities. ITC was able to withdraw from retail trade throughout the Territory as native firms developed and now sells almost exclusively to native dealers.

The profits of the Island Trading Company are looked upon as belonging to the inhabitants of the Trust Territory, since the funds have been derived from trade with the indigenes. The Company uses these funds to advance the economic development of the islands to improve native welfare. A total of \$250,000 has been set aside for use in development projects designed to start new industries in the Trust Territory. As part of this program, three sailing vessels have been purchased for use in inter-island trade. Native crews are trained to operate these vessels and one has already been sold to Marshallese operators. Other projects include the cultivation of cacao and coffee, the growing of poultry, the making of coir fiber from coconut husks, a marine railway, and a copra drying plant.

In order to implement the Trust Territory Government plan to stabilize the field price of copra and to insure adequate collection facilities for copra from all islands in good times and bad, the Island Trading Company has been made the sole exporter of copra from the Trust Territory. With respect to all other imports and exports, the competition of private business is encouraged. The Company assists native firms to locate independent sources of supply and engage in direct trade with foreigners. In the copra trade, ITC buys from native copra dealers and also directly from producers. The structure of copra prices within the Trust Territory is designed to encourage the establishment of native dealers and collecting points so that indigenes can participate in the trade and learn the business.

For the conduct of its business, the Island Trading Company maintains a central office at the Trust Territory Government Headquarters in Honolulu, an office and warehouse at Guam, and branches in the Trust Territory at Kwajalein, Majuro, Ponape, Truk, Koror, Yap, and Saipan. The Company's total sales in fiscal 1951 were \$4,026,352.21. Of this amount \$1,706,515.10 represents general merchandise and the remainder represents Trust Territory products, principally copra.

Since July 1, 1951, the Company has operated commissary stores and hotels for the benefit of Americans in the Trust Territory. These activities were formerly carried on directly by the Navy. The Company now employs 48 Americans and approximately 150 natives of the Trust Territory. In addition, some 25 Guamanians and Filipinos are employed at Guam.

Roster of Island Trading Company Branch Managers:

Kwajalein	Henry E. Wahl
Majuro	Henry E. Blodgett
Ponape	William H. Charlock III
Truk	John M. Spivey
Koror	James K. Clapper
Yap	Leonard B. Smith
Guam	Emile Joullin

HEALTH ADVANCEMENT

A native of the Caroline Islands was recently asked, "What benefit, if any, have you noticed in living under United States Administration." After a moment's thought he replied, "Well, not so many babies die now as before."

As the rate at which babies die is an accurate index of the cultural level of any people, this islander's remark has considerable significance.

Through its health department, the Trust Territory administration aims to promote the health of the island people, to prevent as much diseases as possible, provide medical care for the sick, advance sanitation and utilize all forms of investigation and education relating to health and disease. As no such program can succeed unless it is supported by understanding and cooperation of the people, this educational phase of the work is considered basic. However, medical care of those already sick assumes the most conspicuous place in the health program. Each of the six district hospitals and the one specialized hospital has at least one American physician, an important part of whose duty is to demonstrate and to instruct the young island practitioners serving as interns in these hospitals. At present the Trust Territory has 54 island students studying at the British Central Medical and Dental School at Suva, Fiji. These will become interns on graduation. In addition there is a continuous in-service training program within the Territory for nurses, sanitarians, laboratory technicians, and health aids.

In the field of health, as in other fields, the aim is not to import Americans to perform services which the island people can be taught to perform.

### EDUCATION

The Pacific Islands Central School (PICS) on Truk, is slowly expanding to meet the increasing needs for secondary education in the Trust Territory. It is hoped to expand the Central School into a departmentalized institution offering programs of study leading to diplomas in General Education, Teaching, Business, Government, Agriculture, and Communications. This expansion has already begun with the Communication School instituted in September 1949. Agriculture, Business, and Pre-Nursing Education started in the fall of 1951.

In order to fulfill the obligation accepted by the United States in the Trusteeship Agreement to "improve transport and communications," a Communication School was established in September 1949 under the administration of the Pacific Islands Central School. It opened with 29 students representing each district in the Trust Territory. The purpose of this school is to prepare trained radio communications operators. The course will be three school years in length. Graduates from the school are to be employed by District Administration Units to replace non-indigenous personnel and to man small communication units on remote islands.

In 1949 the first Pacific Islands Central School summer session was convened with 71 teachers attending for refresher training. The summer session teaching staff consisted of five American instructors, each a specialist in separate fields of education. During this session the Micronesian Educational Association was formed voluntarily by the indigenous students for the purpose of furthering professional standing and social appreciation of indigenous teachers. Membership in the Association now includes over half of the professional teachers of the Trust Territory.

A language specialist was added in 1950 to the staff for the purpose of standardizing the orthography of indigenous languages and to direct teaching methods to overcome phonetic barriers in learning English. A new text for teaching English was introduced in the summer of 1949, and eight elementary readers have been printed for use in schools. Two new books, "Legends of Micronesia, Volume I and II," are now being printed.



The Micronesians whom you will soon meet, have, through evolutionary circumstances, developed markedly different characteristics in separated areas. The people of each district, and in some cases groups within the same district, represent distinctly different ethnic developments. Their languages, traditions, customs, and even their food habits vary.

The impact of western civilization has not been absorbed equally by all Micronesians. Due to the time limitations under which you are visiting the territory, the schedule allows for visits to very few outlying areas, the people observed will be, in general, individuals or groups that have had most frequent contact with the outside world. They are those most influenced by western acculturation. In spite of these cultural differences the Micronesians, particularly the Carolinians and Marshallese, exhibit many common traits. These common traits are most commonly observed as; a universally high degree of intelligence despite educational (in the western sense) handicaps; a keen interest in political events (this in apparent contradiction to their usual negative attitude toward the control of such events); and most prominently, a universally expressed desire to agree with any proposition expressed by western authority. They are generally happy, contented people; hospitable toward accepted guests to an unusual degree, carefree and industrious. Their industry, to the confusion of western administrators, is directed along the lines of their ancient subsistence habits within which often misunderstood emphasis is accorded events that, in modern life, are accepted as commonplace.

The Chamorros of the Marianas unquestionably have been affected to the greatest degree by western contacts. For centuries they have lived successively under Spanish, German, Japanese, and American influence. They have intermarried with their governors and with the labor forces imported by them. They have lived and worked with these aliens to such extent that much of their ancient culture has been forgotten. On the other hand the Carolines and Marshalls, which offered less attraction to western exploitation, have been influenced to a much lesser degree.

## INFORMATION ABOUT PLACES VISITED

### KWAJALEIN

Kwajalein Atoll is the hub of naval activities in the Mid-Pacific. There is a Naval Operating Base on Kwajalein Island as well as a terminal for the United States Military Air Transport Service. Kwajalein lies some 2,000 miles southwest of Hawaii and some 1,600 miles southeast of Guam. It is a low atoll consisting of 97 islands having a total dry land area of 6.3 square miles surrounding a lagoon area of 839 square miles.

The indigenous population of Kwajalein Atoll is about 1,100, of which almost half live in the Marshallese village on Ebeye Island.

Kwajalein Atoll supports 2 public elementary schools having a total enrollment of 55 students.

Key military personnel are:

RADM M. E. Arnold, Commanding Officer  
CDR H. C. Ferguson, Executive Officer  
CDR R. P. Minniear, Assistant to the Executive  
Officer  
LCDR C. J. Sullivan, Administrative Officer

### MAJURO

Majuro Atoll is in the Southern Marshall Islands 200 miles southeast of Kwajalein. It is a low atoll of 57 islands, having a total dry land area of 3.5 square miles surrounding a lagoon area 114 square miles.

Majuro is the administrative center of the Marshall Islands District and meeting place of the Marshall Islands Congress. The population of Majuro is 1506, the majority of whom are Protestants. There are 2 public elementary schools in the Majuro Atoll, having a total enrollment of 132 students; and the Marshall Islands Intermediate School has an enrollment of 85 students. There are 3 American teachers employed. Majuro also has a Protestant mission school with an enrollment of 156 students under the supervision of Reverend Eleanor Wilson.

A new pier has been constructed at Majuro to facilitate the loading of cargo vessels. Previously, vessels had to be loaded by barge.

Personalities:

GILFILLAN, Donald W.	District Administrator
LEYNSE, Humphrey W.	Administrative Assistant
HUGHES, Cecil L.	District Director of Education
KESLER, Benjamin R.	Internal Affairs Director
BROWN, John R.	District Director of Public Health
LAHR, Richard E.	Medical Officer
RIDLE, Raymond D.	District Finance & Supply Officer
VARNEY, Louis B.	District Director of Public Works

PONAPE

Ponape is the principal island of the Senyavin group. It is one of the largest islands in the Trust Territory, having an area of approximately 130 square miles and an elevation of 2600 feet. It is situated about 400 miles east of Truk. Ponape is the headquarters for the administration of the Ponape District. The population is 6149.

There are 5 municipalities on the island that have been formed from the 5 original indigenous districts. These 5 municipalities are each represented on the advisory council. The people of Ponape have formed a district-wide Congress which represents all municipalities of the Ponape District. Members of the Congress have been elected by popular ballot.

The principal sources of income to Ponape are copra production and trade. There are 3 wholesale trade organizations on Ponape; the "Ponape Cooperative," a wholly indigenous concern; Oliver Nanpei, an indigenous private trader; and Carlos Etscheit, a Belgian trader and plantation owner in the area since the days of German occupation. Ponape is rich in agricultural produce and livestock. It exports small quantities of fresh vegetables and fruit on a commercial basis.

There are 16 public elementary schools in Ponape District, enrolling 1061 pupils and employing 36 indigenous teachers. The Ponape District Intermediate School enrolls 117 pupils and employs 3 American and 5 indigenous teachers. There are also 2 missionary schools on Ponape, 2 Protestant schools enrolling 134 pupils and 4 Catholic schools enrolling 504 pupils.

On Ponape are located the most impressive archaeological ruins in the Trust Territory, the Nan Matal. This is an area of stone-walled islands cut by canals. The walls and structures are built of enormous basalt blocks, the largest walls being some forty feet in height.

The Trust Territory Agricultural Demonstration Station is located at Ponape a short distance from headquarters. The Metalanim Plantation is also on Ponape but is located some three hours from headquarters by small boat.

Personalities:

CARROLL, Kevin M.	District Administrator
HALVERSEN, Robert	District Director of Education
FISCHER, John L.	Internal Affairs Director
BILLS, Frederick G.	District Director of Public Health
MACDONALD, H. Eugene	Medical Officer
LYNCH, John E.	District Finance & Supply Officer
BUBBINS, Albert J.	District Director of Public Works

TRUK

Truk is a complex island group comprised of numerous high volcanic islands surrounded by an extensive coral barrier reef. It lies about 500 miles southeast of Guam  $7\frac{1}{2}$  degrees north of the equator and is in the approximate geographic center of the Trust Territory. The total land area is  $38\frac{1}{2}$  square miles. The area of the lagoon within the barrier reef is approximately 900 square miles. Truk is the headquarters of the District Administrators of Truk District. The administrative establishments are located on Moen Island, one of the larger high islands within the lagoon. The population of Moen Island is 2051.

The people of the Truk District are organized into 39 municipalities, but as yet have taken no steps to form a district-wide central government.

The principal economic resource of the district is copra. Trading in the district is carried out by the Island Trading Company and the Truk Trading Company, an indigenous organization that has become well

In addition to being an important military base, Guam is also the center of airline traffic operating in the Pacific. Guam has been designated a defensive area by General Order No. 13 and by Executive Order 8683 and is closed to all vessels or other craft with the exception of public vessels of the United States unless authorized to enter by the Secretary of the Navy.

The climate is healthy and as a whole, pleasant. The northeast and east northeast tradewinds prevail for six months of the year, during which time there is little rain. The driest month is April and the yearly mean total of rainfall is about 81 inches.

The Guamanians are of Chamorro extraction and there are approximately 25,000 living on the island.

The Trust Territory of the Pacific Islands Liaison Office is located on Guam. It is the logistic center for the Trust Territory and is the hub for supplies, transportation and communications bounds for district centers. Operations, Supply, and Liaison Officers on Guam are maintained to expedite travel and movement of cargo through that port and to represent the interests of the Trust Territory on Guam.

The Island Trading Company of Micronesia maintains a branch office and trans-shipment office on Guam.

Guam is the home port of the logistic fleet that serves the Trust Territory and is the base logistic planes of the area.

#### Personalities:

WHITTEMORE, Myron E.	Liaison Officer
PROVENCHER, Simeon F.	Supply Officer
LAUFENBERG, Francis S.	Communications Officer
JOULLIN, Emile	Manager, ITC, Guam Branch

#### SAIPAN

Saipan is the headquarters for the District Administration in the Northern Marianas Islands.

The island is the largest and most important of the Marianas within the Trust Territory, being some 13 miles long by  $5\frac{1}{2}$  miles wide, with an area of over 70 square miles. It is dominated by Mount Tapotchau which is 1554 feet in elevation. The slopes, plateaus and

valleys of Saipan provide plentiful agricultural land, comparatively little of which is under cultivation. A good harbor with some dock facilities is maintained at Tanapag Harbor. Kobler Field is at the south end of the island.

The population of Saipan, 4993 persons, is largely Chamorro and resides in the villages of Chalan Kanoa, Tanapag, San Antonio, Aslito, and Oleai. The population, however, is organized into one municipality of Saipan, headed by Magistrate Elias Sablan. The Treasurer is Mr. Jesus Guerrero. Both were first elected in July, 1947, and have held office continuously since that date. The Saipan High Council is a body elected by the people to assist in the government of the municipality and to act as an advisory governing body to the District Administrator.

The people of Saipan are probably more acculturated in modern ways than any other group in the territory. This is due to longer and closer association with the Japanese, who heavily colonized the Marianas, and through continuous contact with large groups of American military personnel during World War II. They are also closely associated with the Chamorros of Guam and individuals visit between the two islands frequently. The primary source of income to the Saipanese is from trade and labor. The production of copra in the district is confined to the small islands of Alamagan and Agrihan which are being rehabilitated by the Northern Marianas Development Company, an indigenous enterprise. Trade in the area is conducted by 6 indigenous wholesale companies and 37 retailers. In addition, there are numerous restaurants, bakeries, ice cream manufacturers and other speciality retailers.

The District Administration maintains an agricultural experiment station, nursery, and a small herd of Brahma cattle to aid local farmers. Mr. Ignacio Benevente, a Saipanese, is manager of the station.

The public schools system of Saipan supports 3 elementary schools with an enrollment of 676 and one intermediate school with an enrollment of 129. There are 26 teachers in the Saipan school system; 6 of them are American and 20 indigenous. There are no mission or private schools.

Religious missions are maintained in Saipan by the Roman Catholic (Capuchin) and Baptist denominations.

There is also one teacher and 21 pupils on the Island of Alamagan. There are 2 teachers and 50 students on Agrihan Island. Thus, there are approximately 930 elementary and 12 intermediate school students, 26 indigenous elementary school teachers, 6 American intermediate school teachers including the principal and educational administrator, and 2 indigenous intermediate school teachers.

Personalities:

HEDGES, Henry M.	District Administrator
RILEY, William B.	Administrative Assistant
QUICK, Cyrus F.	District Director of Education
BROWN, Frank L.	Internal Affairs Director
RETTINGER, Leo M.	District Director of Public Health
MURRAY, Frank B.	District Finance & Supply Officer
POOLE, Frederick M.	District Director of Public Works

TINIAN

The island of Tinian is approximately 11 miles in length and  $4\frac{1}{2}$  miles wide and lies about 3 miles southwest of Saipan. The island is comparatively flat, the highest point being somewhat over 500 feet. A considerable portion of the land is suitable for agriculture. There is a small, well-protected harbor with good docks located on the west side of Tinian.

A specialized hospital for treatment of leprosy is located on Tinian. Throughout the Pacific basins, the disease of leprosy still claims its victims, although in slowly diminishing numbers. Advances in treatment, coupled with the knowledge that the disease is only mildly communicable, have robbed leprosy of much of its former terrors. In keeping with current practices, however, the Trust Territory maintains a modern leprosarium of about 100 patients on the Island of Tinian. As the disease becomes arrested under treatment, individuals are given their choice of returning to their home island under observation or of acquiring land and remaining on Tinian.

The population of Tinian is 385 persons, most of whom are Chamorros repatriated from Yap in 1948. The Municipality of Tinian is headed by Magistrate Henry Hoffschneider. The Municipal Treasurer is Mr. Henry Fleming. Both were elected to office in April 1948.

The public elementary school employs 2 indigenous teachers and enrolls 75 pupils. There are no mission schools on Tinian.

Personalities:

DOWIDAT, Raymond W.	Physician in Charge
CARPENTER, Howard R.	Director of Public Works for the Island of Tinian

MIDWAY

Midway Island is at the end of the chain of small islands which extends northwest of Hawaii some 1300 miles from Honolulu; only uninhabited Ocean Island lies farther west. Midway Island is nearly circular and is about 6 miles in diameter within its encircling reef. The shallow lagoon includes 2 islands, Sand Island and Eastern Island. Sand Island is about one mile long and  $1\frac{1}{2}$  miles wide, containing 850 acres. The highest point is 43 feet above sea level.

The Pan American Hotel built on Sand Island was used as a stopping point by Pan American World Airways. The Commercial Pacific Company's cable station which discontinued operations October 18, 1951, was also located on Sand Island. Negotiations are presently underway to acquire all buildings and equipment of that company which would be of value to the Navy. This equipment includes furniture and office appliances, shop equipment, tools and implements.

Sand Island is the site of the United States Naval Station. Key officers of the unit are:

CDR BOYLE, P. F., USN	Commanding Officer
LCDR HICKMAN, H. W. USN	Executive Officer
CDR BEUERMAN, V. A. (MC) USN	Medical Officer
LCDR SHEA, F. E. (SC), USN	Supply Officer

Eastern Island is less than one-half the size of Sand Island - containing about 328 acres. Both islands are little more than sand dunes and are nonproductive.

The approximate population of these 2 islands is 750 including all military personnel and the civil service personnel who are connected with the naval station.



# PACIFIC ISLANDS

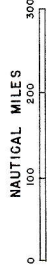
## NORTHERN MARIANAS, CAROLINE and MARSHALL ISLANDS

BABELTHUAP	3,672	ARNO	1,076
YAP	2,694	JALUIT	998
MOEN	2,051	UMAN	974
KUSAIE	1,797	PELELIU	846
MAJURO	1,506	EBON	761
		ALINGLAPALAP	725

97 UNINHABITED ATOLLS AND SEPARATE ISLANDS  
OCEAN AREA APPROX. 3,000,000 SQ. MILES.

97 UNINHABITED ATOLLS AND SEPARATE ISLANDS  
OCEAN AREA APPROX. 3,000,000 SQ. MILES.

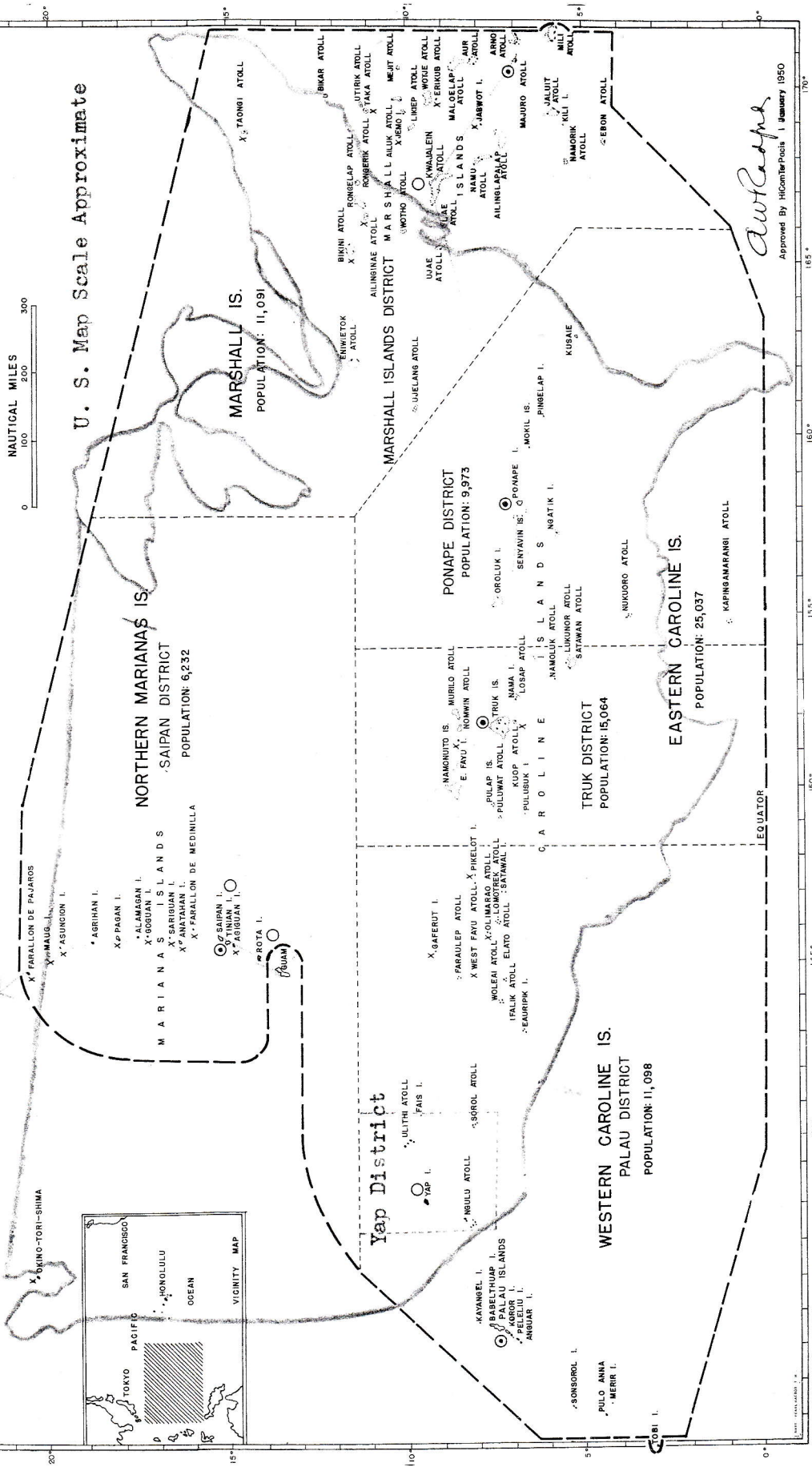
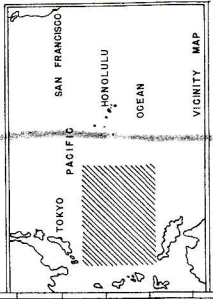
TOTAL NATIVE POPULATION: 53,458  
1,460 ISLANDS  
687 SQ. MILES OF LAND AREA



U. S. Map Scale Approximate

AND DISTRICTS OF JURISDICTION AND ARE NOT TO BE INTERPRETED AS BOUNDARIES.

- ⊙ CIVIL ADMINISTRATOR
- CIVIL ADMINISTRATION REPRESENTATIVE
- ✕ UNINHABITED



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Approved By Hicom/Tier/Photo 1 January 1950