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EXAMINATION OF ANNUAL REPORTS

REPORT OF THE UNITED STATES OF AMERICA ON THE ADMINISTRATION OF THE
TRUST TERRITORY OF THE PACIFIC ISLANDS FOR THE
PERIOD 1 JULY 1949 TO 30 JUNE 1950

Note by the Secretary-General: The following letter dated 4 January 1951 from the Representative of the United States to the United Nations has been received by the Secretary-General and is hereby circulated to the Members of the Council with two copies of the Report on the Administration of the Trust Territory of the Pacific Islands for the period 1 July 1949 to 30 June 1950. The report was received by the Secretary-General on 5 January 1951.

The Representative of the United States to the United Nations presents his compliments to the Secretary-General of the United Nations and has the honor to inform the Secretary-General that the Government of the United States is transmitting under separate cover four hundred copies of a report on the Administration of the Trust Territory of the Pacific Islands for the period July 1, 1949 to June 30, 1950 under the Trusteeship Agreement which entered into force on July 19, 1947.

This report on the Administration of the Trust Territory of the Pacific Islands is submitted in pursuance of Article 13 of the Trusteeship Agreement which states that the provisions of Articles 87 and 88 of the Charter shall be applicable to the Trust Territory, provided that the Administering Authority may determine the extent of their applicability to any areas which may from time to time be specified by it as closed for security reasons.

In view of the decision taken by the Trusteeship Council at its Third Special Session to examine the annual reports for both 1949 and 1950 on the African Trust Territories at its Ninth Session, the United States is prepared, if the Council so desires, to have the examination of the report transmitted herewith undertaken at the Eighth Session of the Council rather than at the Ninth Session as would normally be the case.

T/820
S/1982

TRUST TERRITORY OF THE PACIFIC ISLANDS

REPORT ON THE TRUST TERRITORY OF THE PACIFIC
ISLANDS FOR THE PERIOD JULY 1, 1949, TO JUNE 30, 1950,
TRANSMITTED BY THE UNITED STATES TO THE
UNITED NATIONS, PURSUANT TO ARTICLE 88 OF THE
CHARTER OF THE UNITED NATIONS



OPNAV P22-100-J
JUNE 1950

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

REPORT
ON THE ADMINISTRATION OF THE
TRUST TERRITORY OF THE PACIFIC ISLANDS

FOR THE PERIOD
JULY 1, 1949, TO JUNE 30, 1950
TRANSMITTED BY THE
UNITED STATES
TO THE
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PURSUANT TO ARTICLE 88 OF THE
CHARTER OF THE UNITED NATIONS



OPNAV P22-100-J
JUNE 1950

Prepared by the
DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS

UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1950

FOREWORD

This year, July 1949 to July 1950, has been a period of continuing development in the training of the people of the Trust Territory for the assumption of greater responsibilities for their political, economic, social, and educational advancement. Increased stability of administration has made possible additional long-range planning especially in political and judicial affairs. Earlier economic planning has shown results in the greater use of natural resources and in the further development of trade and commerce. Educational programs have been expanded and the schools have touched still more of the population. In October 1949, the Staff Headquarters of the Trust Territory were moved from Guam to Pearl Harbor, Oahu, Territory of Hawaii, thereby facilitating contact with the office of the High Commissioner. A Field Headquarters was established on Guam pending construction of new quarters on Truk. On July 1, 1950, the Field Headquarters was moved to Truk; a liaison office remains on Guam.

The outstanding achievement politically has been the development of self-government, especially on the local or municipal level. Municipal officials are solving local administrative problems in a more democratic manner and with less assistance from Civil Administration. The Marshallese Congress was organized on July 4, 1949, and plans were made for the first session of this bicameral group in July 1950. The Saipanese drew up a Charter for their proposed Congress and, although not feasible in the form presented, it showed the desire of the people for increased participation in government. A charter for a Congress in the Ponape District was written and is now under consideration. The Palau Congress has completed its third year of functioning as an advisory body to the Civil Administrator of that District. Noteworthy in Palau is the interest of women in social problems, strikingly indicated this past year by the presentation to the Visiting Mission of the United Nations of a petition signed by 200 Palauan women concerning the problem of drunkenness from a local intoxicant. A Civil Administration Conference was held in Guam in the fall of 1949, and was attended by Administration

officials and by indigenous representatives from each of the five districts who were familiar with economic conditions in their respective areas.

The judicial organization for the Trust Territory was expanded by the appointment of an Associate Justice. The penal facilities were improved by the construction of new prisons at Koror and Saipan. The policy for settlement of land claims was clarified to the extent that the satisfactory settlement of these claims may be possible within the next year. New rules for criminal procedure patterned on the United States federal rules adjusted to fit indigenous situations were drawn up and are to go into effect in the summer of 1950. A new *Interim Regulation* on divorces, annulments, and adoption has been prepared. The organization of the Insular Constabulary has been under review and present plans for its revision will improve police training and methods and penal organization for the area.

The Administering Authority issued two *Interim Regulations* during the year, *Interim Regulation 1-50* providing for the appointment of indigenous Notaries Public for the Trust Territory, and *Interim Regulation 2-50* listing the regulations for the control of criminal offenses committed outside the Trust Territory.

In the economic field the Island Trading Company of Micronesia has continued its encouragement of indigenous participation in industry. Indigenous industry and the development of natural resources received substantial financial assistance as a result of the establishment of the Economic Development Fund of \$100,000 from ITC funds. A Copra Stabilization Fund was set up which will tend to protect the producer from extreme fluctuations in the world market price of that commodity. The fund aggregated \$60,610 on 30 June 1950. The assistance given by the Administration to boat building projects has been productive, especially in the Marshall Islands, where transportation under the control of the indigenes is increasing. The Angaur Mining Agreements, concluded during the past year, have assured the Angaurese of protection of their agricultural land and a substantial income from their

phosphate. In only one area has the economic situation deteriorated. The closing of military establishments on Saipan caused considerable unemployment. This problem is being partially solved by a back-to-the-farm movement, the revitalization of coconut plantations, and the colonization of Agrihan and Alamagan.

Social problems are receiving more technical attention. The number of anthropologists in the field has been increased during the past year and as a result more and detailed studies of local situations will be available for use in the formulation of policy. A complete ecological survey of Arno Atoll in the Marshalls was instituted in the summer of 1950 to determine the carrying capacity of a typical atoll. Housing conditions continued to improve. Construction suitable for the climate is recommended by the Administration and often, when necessary, material assistance is given. A model village of homes, public buildings, and a taro pit is now being constructed on Ebeye Island, three miles distant from Kwajalein Island, for the Marshallese who work on Kwajalein.

Conspicuous progress continues to be made in the field of public health. The U. S. S. *Whidbey* has continued its medical and nutritional survey during the past year, examining some 11,000 people in the Marshalls and Eastern Carolines. The total number of people examined since the survey began amounted to 23,000 people on June 30, 1950. The medical, dental, and nurses' training schools at Guam and the training and refresher courses given the health aides and nurse's aides at the District dispensaries are assuring greater medical facilities in the outlying islands. Health education is a never ending responsibility of all medical personnel.

The advancement of the education program for the Trust Territory has continued during the past year. Popular support of education has been evidenced by requests for higher education and by the construction of several new indigenous-type elementary schools, some of them built as community projects. Elementary education is widespread and effective and almost entirely in charge of indigenous teachers. Almost universal elementary school attendance by children of school age has been attained except at a few outlying points. The need for more opportunities for secondary education has been partially met by plans to expand the Pacific Islands Teacher Train-

ing School (PITTS) on Truk. PITTS will be departmentalized to include schools of General Education, Teaching, Business, Government, Agriculture, and Communications. The Communications School, established in September 1949, offers a three-year course to prepare radiomen capable of operating and maintaining a small radio station with a minimum of outside assistance. Graduates of this school will be employed at the Civil Administration Units and at small communications units to be set up on remote but logistically important islands. Twenty-nine students representing each District in the Trust Territory attended the Communications School during the past year.

A General Education School will be opened at PITTS in September 1950. The first PITTS summer session was held in 1949 with 71 indigenous teachers reporting for refresher training. The second summer session opened 19 June 1950 with an enrollment of 83 teachers. During the 1949 PITTS summer school, the Micronesian Educational Association was formed to further the professional standing of the teachers and to supplement the present widespread educational program. At the present time more than one-half of the educational personnel of the Territory are members of the Association. Local District Teachers Associations are now being formed.

The Fourth Education Conference convened in January 1950 at the Headquarters of the High Commissioner. All District Education Administrators and several indigenous superintendents of schools representing all Districts met for 4 days and discussed problems of specific and general interest.

Scientific surveys of the Territory have been continued. The Pacific Science Board, the Scientific Investigation of Micronesia and the United States Geological Survey have specialists in the field collecting information in all branches of natural science pertinent to the solution of economic and social problems.

Visits of outstanding nonindigenous groups to the Territory during the past year emphasized, to the people, the international interest in their area and its problems. The Visiting Mission of the United Nations toured the islands in the spring of 1950 and met and talked with numbers of the inhabitants. A subcommittee of the Public Lands Committee of the House of Representatives of the

United States Congress visited the Trust Territory late in 1949 for the purpose of gathering information useful in the preparation of organic legislation. Near the close of the year the High Commissioner and members of his staff inspected the Territory and met with the people.

The willing cooperation which the citizens of the Trust Territory have given the Administering Authority in carrying out the objectives of Trusteeship is gratifying. This cooperation undoubtedly was superficial at first—the United States seemed to the people just another in a long line of

foreign administrators who would probably subjugate them as had been done in the past. Initially their attitude was one of deep reticence marked by cheerful acquiescence to whatever the Administration suggested. The prime objective of the Administering Authority in its program for the advancement of the people of the Trust Territory has been and will continue to be, respect for their culture and the development of their political, economic, social, and educational life on the basis of their own experiences and in accordance with the requirements of the modern world.

NOTES

LINE INDICATE TERRITORIAL AREA,
AND DISTRICTS OF JURISDICTION AND
ARE NOT TO BE INTERPRETED AS
BOUNDARIES

- CIVIL ADMINISTRATOR
- CIVIL ADMINISTRATION REPRESENTATIVE
- X UNINHABITED

POPULATION 1966
28 ISLANDS AND ISLETS
103 SQ MILES OF LAND AREA

TRAPEZOIDAL
VOLCANIC ISLANDS
700 SQ MILES
100 MILES OF COAST

MAJOR POPULATED ISLANDS AND ATOLLS			
TRUK	9,721	DOUGLON	1,216
PONAPE	6,149	KOROR	1,207
SAIPAN	4,998	FEFAN	1,184
BABELTHUAP	3,872	ARNO	1,078
YAP	2,694	JALUT	988
MOEN	2,051	UMAN	974
KUSAE	1,797	PELELIU	846
MAJURO	1,506	EBON	781
		ALINGLAPALAP	725

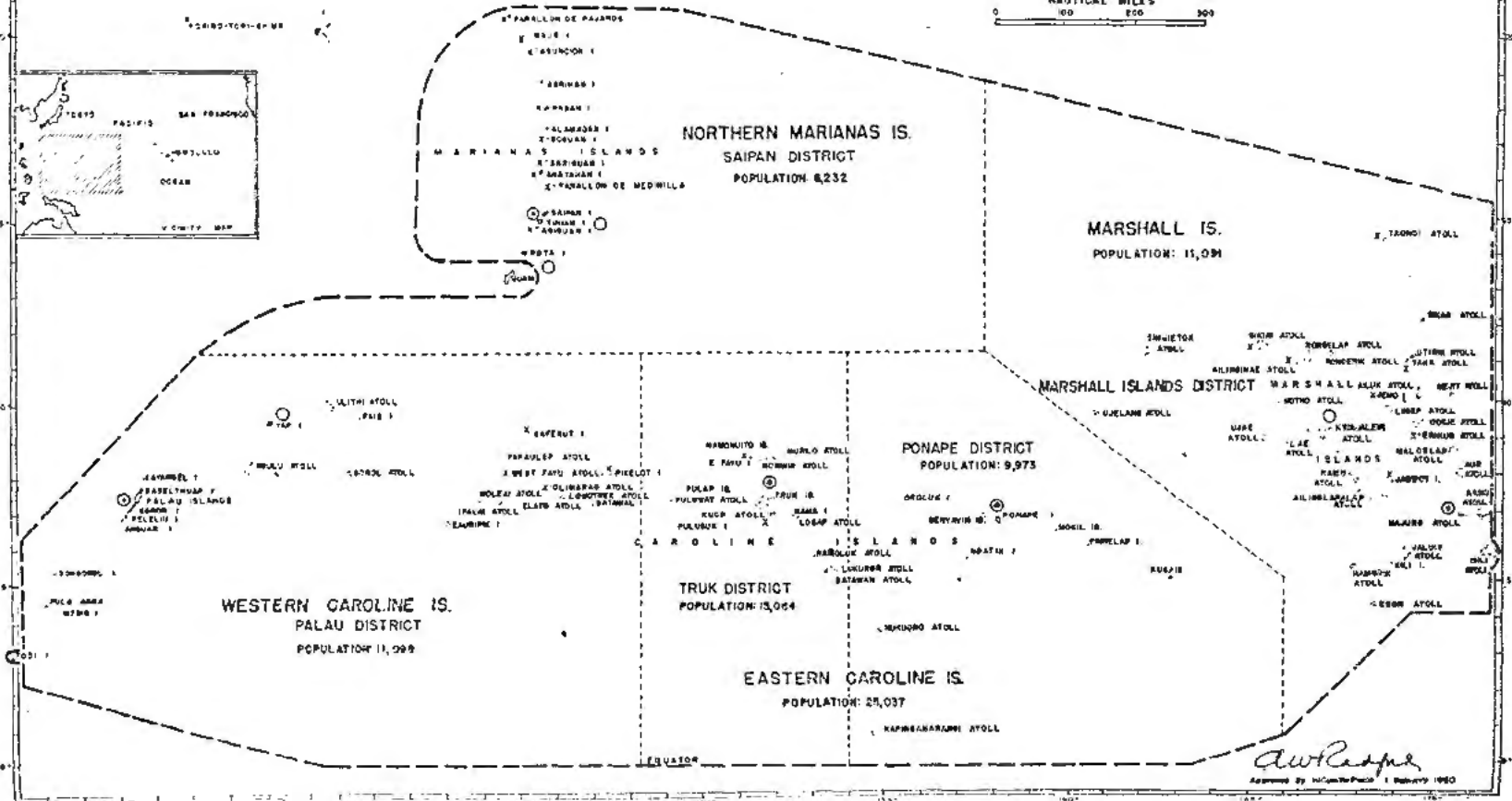
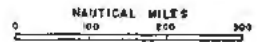
57 UNINHABITED ATOLLS AND SEPARATE ISLANDS
OCEAN AREA APPROX 3,000,000 SQ MILES

TRUST TERRITORY of the PACIFIC ISLANDS

NORTHERN MARIANAS, CAROLINE and MARSHALL ISLANDS

TOTAL NATIVE POPULATION: 53,458

1,460 ISLANDS
687 SQ. MILES OF LAND AREA



dw
Approved by the President February 1960

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Chapter I

DESCRIPTION OF AREA

The Trust Territory of the Pacific Islands occupies a vast oceanic zone of the Western Pacific north of the equator. The area contains 96 distinct island units composed of 1,460 individual islands and has a combined land area of approximately 687 square miles. The islands form the three Micronesian groups: The Marshalls, the Carolines, and the Marianas (except Guam). The territory, stretching from latitude 1° to 20° north and from longitude 130° to 170° east, covers some 3,000,000 square miles. The distance from Tobi Island in the extreme west of the Carolines to Mili Island in the extreme east of the Marshalls is approximately 2,400 nautical miles or 2,727 statute miles. At its greatest width the area extends 1,300 miles north and south.

Extent (Ia).

The islands can be classified broadly as "high" volcanic or "low" coral islands. Most of the volcanic islands lie in the western part of the Trust Territory and are the exposed peaks of a submerged volcanic ridge which stretches from Japan southward through the Bonin Islands, the Marianas, Yap, and the Palaus in the Western Carolines to New Guinea. On many of these islands the igneous rock of which they are composed is overlaid with limestone. Eastward of this ridge lies a series of submarine elevations which form the rest of the Carolines and the Marshalls. With the exception of the volcanic outcroppings at Truk, Ponape, and Kusaie in the Caroline group, these islands to the east are of coral formation, mostly in the form of atolls.

Physical Characteristics (Ia).

The climate of the Trust Territory is tropical with small seasonal changes. Temperature and barometric pressure are relatively uniform. Throughout most of the area the mean annual temperature averages about 75° to 85° F. with a diurnal range of less than 10° F. Humidity is generally high and ranges from an average of 77 percent in the Palaus to 86 percent at Ponape. Visibility is good; fog, haze, and mist are rare. Clouds are mostly of the cumulus type and are regularly present to a high degree.

Climate and Weather (Ia).

Weather conditions are subject to great local variation and to rapid change, especially on the high islands. Rainfall is heaviest in the belt between 1°30' and 8°30' north latitude, where the average annual precipitation is over 120 inches. On the high islands within this zone the precipitation is considerably greater, being augmented by orographic rain. On the northern islands and atolls of the Marshall group there is a pronounced dry season during which water scarcity becomes a problem.

The wind systems are influenced by three major factors; the interplay of the trade wind systems of the Northern and Southern Hemispheres, the equatorial low pressure belt, and the monsoon system of the Asia-Australia area. Although local squalls and thunderstorms are frequent during the summer months, the most serious storms to which the area is subject are of the typhoon or tropical cyclone type. These moving storms, with intense cyclonic circulation and winds of hurricane force, are particularly destructive on the low islands which may at the same time be vulnerable to high waves. Typhoons may develop in any month but they occur with greatest frequency between July and

November. The islands in the southern and western portions of the Territory are most subject to destructive typhoons; Truk and the islands to the eastward are relatively free of these disturbances.

Flora (4).

The islands are well covered with plants and forests almost everywhere. Soil conditions are not always favorable but the fairly high rainfall makes tropical vegetation possible. Except on islands which at one time were extensively cleared for cultivation, as in the Marianas, or were cleared for wartime airstrips, as at Kwajalein and Peleliu, the indigenous flora is reasonably intact. The volcanic islands have mangrove association on the tidal flats, coconut association on the coastal slopes, and mixed forest association on the uplands. On the larger inhabited islands, in prewar days, cultivated fields lay between the coconut trees and the forests. During the war most of these fields were abandoned and today rapid revegetation is taking place. On some of the islands which have both limestone formation and volcanic soil areas there are two distinct types of plant formations: Forests on the limestone area and grassland or scrub grasslands on the volcanic soil areas. The coral atolls are predominantly a coconut association. The other plant life on the low islands consists of breadfruit and pandanus trees and halophytic plants of a strand character, junglelike in their growth. The lagoons and other shallows of the islands have a marine plant life characteristic of tropical Pacific waters.

Fauna (4).

The animals found in the Trust Territory can be classed in three groups: Types indigenous to the area, types introduced by migrating islanders in the pre-European period, and types introduced subsequent to the arrival of Europeans. The only land mammal indigenous to the islands is the bat and even this is not found on some of the low islands, including the Marshalls. It is questionable whether species of dog, pig, and rat were brought by other islanders or whether they were carried by winds and currents across the ocean on natural rafts of trees or masses of vegetation. Howsoever they arrived, they were rare and have now become crossbred or replaced by species brought in by outsiders. Since the arrival of Europeans, water buffalo, deer, horses, cattle, goats, and cats have been introduced. Harmful reptiles are scarce. There are a few crocodiles in the Palaus and some poisonous sea snakes. Three species of land snakes which have been found are harmless. Lizards, geckos, skinks, sea turtles, and large toads are plentiful. Marine and shore birds, typical of the tropical Pacific, are numerous, but land birds are relatively few, especially on the low islands. Insects are exceptionally numerous. It has been estimated that there are 7,000 species of which perhaps 15 percent have been introduced by human beings. About 45 percent of the total kinds of insects are distributed throughout the islands; the rest are endemic to their specific area. The tropical waters of the sea, reefs, lagoons, and shore abound in marine fauna. There are bonito, tuna, barracuda, sea bass, sharks, eels, flying fish, porcupine and scorpion fish, octopi, sea slugs, many kinds of crustacea and mollusks, porpoises, and sea cows.

Natural Resources (4).

Agriculture.

Natural resources of the Trust Territory are meager and only a subsistence economy has been possible. Agriculture is a constant struggle against nature. Much of the soil is of low fertility, thin and susceptible to erosion. Rainfall in certain areas is not well-distributed. Insect pests, diseases, and weeds are a constant menace to crops; with grain or pod crops there are difficulties in pollination and curing the seed. These natural limitations have restricted agriculture of the area to localized subsistence gardening, which produces a fair range of root and fruit crops. The range is larger on the high islands than on the low

On the low islands the people grow tree crops of breadfruit, pandanus, coconut, papaya, and banana, and root crops of arrowroot and taro; they gather fish and shell fish and raise their own pigs, chickens, and ducks. On the high islands less emphasis is given to marine products and additional food crops are grown: yams, sweet potatoes, manioc, sugarcane, squash, melons, beans, citrus fruits, corn, and pineapples. On certain high islands, a tropical version of commercial agriculture appears feasible, but such a program must be pursued along agricultural lines suitable to the area.

Indigenous livestock is nonexistent and the numbers of imported livestock are limited. Cattle, pigs, goats, chickens, ducks, and dogs were introduced to many of the islands by early explorers and traders, but they never became plentiful and were seriously depleted in numbers during the course of World War II military operations. Since then cattle and hogs and poultry have been imported from the United States.

Livestock.

Forest resources are almost nonexistent on the low coral islands. Substantial stands of timber still exist on some of the higher islands and, with care in utilization, it is believed that the Territory can supply most of its own needs for lumber with a possible export surplus of certain types of wood. Copra, or dried coconut, has been the traditional export from the area. During the war, however, the number of coconut trees decreased on many islands because of military activities and since that time the inroads of coconut beetles have caused additional destruction.

Forests.

The mineral resources of the Trust Territory are few and generally of inferior quality. Phosphate, bauxite, and manganese are the only minerals which were extracted in commercial quantities in the pre-World War II era and of these phosphate and bauxite were economically exploited. Iron, copper, nickel, and limonite have been found on some of the high islands but are not of economic importance.

Minerals.

The marine resources are adequate for subsistence fishing. It is possible that in some areas profitable commercial fishing may be developed from the resources of bonito, tuna, mackerel, sardine, shark, turtle, trepang, sponges, trochus shell, and pearls.

Fishing.

The Trust Territory is divided for administrative purposes into four sub-areas: The Western Caroline Islands, the Eastern Caroline Islands, the Marshall Islands, and the Northern Mariana Islands; and the five Districts of Palau in the Western Carolines, Truk and Ponape in the Eastern Carolines, the Marshalls, and Saipan in the Marianas. The headquarters of the above Districts are located respectively at Koror, Truk (Moen Island), Ponape, Majuro, and Saipan. The Office of the High Commissioner of the Trust Territory of the Pacific Islands is located at Pearl Harbor, Oahu, Territory of Hawaii. The Field Headquarters is located on Truk and a Liaison Office is maintained on Guam.

Administrative Divisions (1b).

The indigenous population of the Trust Territory on June 30, 1950, was 54,299. Three-fifths of the population live on the six principal island units: Saipan, the Palaus, Yap, Truk, Ponape, and Majuro; the other two-fifths are widely scattered. Many of the isolated islands and atolls are inhabited by only a few dozen people and many more are entirely uninhabited. Population density is greatest on the low islands. There are no incorporated cities or towns in the Territory. With the exception of several well-defined communities on Saipan, most of the people live in small settlements and farmsteads scattered over the individual islands and island groups.

Population (1b).

Race (2).

The inhabitants of the Trust Territory are broadly classed as Micronesians; that is, people of the tiny islands. They are divided into a number of regional and local groupings and differ more or less widely in physical characteristics, language, and customs. Together with other Pacific peoples they have complicated ethnic lines in which are interwoven genetic elements associated, in the adjacent South and East Asian countries with Mongoloid and Caucasoid racial types and, to a smaller extent, with Negritoid and Australoid types. The Micronesian stock is characterized by medium stature, brown skin, straight to wavy hair, little face and body hair, and rather high cheekbones. Certain Mongoloid features are more pronounced in the people of the west and central areas; Australoid characteristics are encountered in the southwest islands; Polynesian types occur in the Marshalls. The inhabitants of the islands of Nukuoro and Kapingamarangi in the southernmost Eastern Carolines are Polynesians who arrived there at the time of some migratory movement. The Chamorros in the Marianas are a racial blend akin to peoples of Malaya and the Philippines and represent a distinct ethnic group in contrast to the other Micronesians.

Social Structure (3).

Within the framework of the communal life which exists in the Territory and which gives the outward appearance of extreme simplicity, a complex pattern of individual and group relationships exists which is fully as intricate as that found in a metropolitan society. In small hamlets the people are linked by kinship and by neighborhood relationships. A scattered group of such hamlets may have traditional ties which approximate those of a village community. Larger, more diversified settlements are joined in subdistrict and district organizations. The most pervasive type of kinship ties in the island societies, apart from local family organization, is that associated with clans of the matrilineal type. There is a strong tradition of hereditary class structure with the rule of hereditary chiefs or nobles tempered by councils of family heads or elders. Social distinctions based on family, clan, age, seniority, or achieved position are strictly observed.

Culture (3).

The native cultures of Micronesia vary markedly among island groups and even among islands and atolls in the same geographic area. This cultural variation is further complicated by differing degrees of acculturation acquired from contacts with Spaniards, Germans, Japanese, and Americans. Certain general characteristics exist such as those resulting from proximity to the sea, specialized skills in the use of common local materials, cults of ancestors, and complex class distinctions under hereditary chiefs. Cultural differences far outweigh these similarities, however.

Language (2).

The greatest disparity among the Micronesians exists in language. Although all the island languages are Malayo-Polynesian, eight individual languages are spoken within the Territory and most of these are subdivided into distinctive local dialects.

Religion (3).

Originally religion was an added source of difference and although, today, most of the islanders have accepted Christianity, the remnants of endemic religious beliefs persist in many areas and condition the extent and manner of the adoption of Christianity. When the geographical factor of the great distances between the islands is considered in conjunction with the cultural and linguistic differences of the area, the ethnocentricity of the people appears as the chief problem in the political, social, and economic adjustment of the Territory to the modern world.

Prehistory (5).

The prehistory of Micronesia is largely a matter of conjecture. It is prob-

able that these islands were settled by canoe-voyaging immigrants who came from the marginal islands of Malaysia before the Christian era or at least several hundred years before the coming of Europeans. The regional differences in racial and cultural characteristics suggest a number of migrations. The islanders themselves have no clear records of such migrations in their legends which generally picture them as originating in the areas they occupy. There is concrete evidence available for partial reconstruction of the past in prehistoric remains which still survive, notably on Ponape, Kusaie, and Tinian.

The first voyage of exploration in the Pacific missed the islands of the present Trust Territory. Magellan, in 1519-20, passed through the Straits which bear his name, sailed northwestward for 98 days through hundreds of Pacific islands and encountered none of them until he sighted Guam. Magellan's men named the place "Las Islas de Las Ladrones." Later explorers became familiar with other islands near Guam and in 1564 the group was named "Las Islas de las Velas Latinas," after the triangular "lateen" sails used in the region. Many years later the islands were renamed for the queen of Philip IV, Maria Anna.

Exploration (5).

Meanwhile the Portuguese, searching for the Spice Islands, had established themselves at key points in the Malaysian area. From there they fanned out and touched at various Micronesian islands. In 1526 they discovered Yap and Ulithi; later Spanish voyagers sighting these and many others of the islands in the central and southwestern area, named the archipelago "Carolina" for Charles II of Spain.

Islands in the group now known as the Marshalls were discovered by the Spanish in 1529 and subsequent Spanish explorations during the century discovered many others in the group. They were later named for the English Captain Marshall who in 1788 made a voyage of exploration in the area.

No serious efforts were made in these early times by Spain or other European powers to assume effective control of the Pacific Islands. Spain, in 1565, did make the port of Agana on Guam a regular food and water stop for vessels plying between Mexico and the Philippines and continued to claim sovereignty over the Marianas, the Carolines, and the Marshalls. However, for nearly two centuries after the early explorations, the islands were lost to history. Not until the late eighteenth and early nineteenth centuries did explorers, traders, whalers, missionaries, and pirates rediscover the islands and gradually open up the area.

Spanish Period (5).

By the middle of the nineteenth century the islands had become involved in European colonial rivalries. German traders especially were active and when Spain attempted to control their trade, the Germans moved toward seizure of political control. The least substantial claim of Spanish sovereignty existed in the Marshalls, and in 1885 the Germans assumed a protectorate over those islands. This precipitated disputes with both Spain and Great Britain, but by 1886 both nations had formally conceded the Marshalls to Germany.

Spain was able to keep control of the Carolines, however. In 1885, the same year in which the Marshalls were seized, Germany sent a gunboat to various spots in the Carolines and claimed formal possession of the islands. Spanish reaction was violent, and serious international complications were avoided only when the issue was referred to Pope Leo XIII for adjudication. The Pope confirmed the claim of Spain to sovereignty over the Carolines on condition that she maintain an orderly government there, but he awarded Germany the right to trade, to fish, and to establish settlements and coaling stations in the islands.

No further change in the political administration of Micronesia occurred

until 1898 when the United States, during the course of its war with Spain, seized Guam. The next year Spain decided to withdraw from the Pacific and sold the Marianas, except Guam, and the Carolines to Germany for 25,000,000 pesetas.

German Period (5).

Spanish colonial policy in the Pacific had been autocratic and limited to the pacification and Christianization of the Marianas and maintenance of control over them. At no time did the Spanish make more than half-hearted attempts to exploit the islands in an economic sense. German administration, although autocratic, was moderate and efficient. Every encouragement was given to the development of trade and the expansion of production. Emphasis was placed on economic exploitation for the benefit of Germany but it was tempered by a policy of enlightened self-interest.

Japanese Period (5).

German control of Micronesia was abruptly terminated by the outbreak of World War I. In October 1914, Japanese naval squadrons took military possession of the undefended Marshalls, Carolines, and Northern Marianas. At the conclusion of the war, Japan became the Mandatory Power for these islands under the Mandates System of the League of Nations. The Mandate was confirmed by the Council of the League of Nations on December 17, 1920. The United States gave its consent to this arrangement in a Treaty with Japan signed on February 11, 1922.

In 1922, Japan substituted civil rule by the South Seas Government (Nanyo-Cho) for the previous military rule of the area and began at once to develop the islands economically, to prepare them for Japanese emigration and to indoctrinate the indigenous inhabitants through education, propaganda, and cultural change. In 1932 the League of Nations questioned Japan concerning reports that she was building military bases and other fortifications in the mandate but the Japanese denied any strategic exploitation. The announcement by Japan in 1933 of her 2-year notice of withdrawal from the League of Nations raised the question of whether or not she could keep the mandate when no longer a member of the League. Japan declared that under no circumstances would any other nation be allowed to control the islands. From 1935 on the civil government of the islands was dominated by the military, and the expansionist policies of Japan became the dominant factor in island affairs. Japan kept the islands, continuing to send in her annual report to the League through the year 1938. From then on they were treated as a closed military area and eventually developed for military purposes.

Japanese rule of the Pacific islands was complete and direct, and little use was made of the inhabitants in government. The basic laws of Japan were extended to the mandate and only the necessary modifications were made to meet local conditions. Educational facilities for the indigenes were limited and emphasis was placed upon teaching of the Japanese language and customs. Considerable attention was paid to the health of the people. Economic exploitation moved the inhabitants so far from a subsistence economy that, when the war began, many were dependent upon imported consumer goods. Japan took over practically all aspects of the economic life and in an unprecedented fashion squeezed every ounce of worth, real and artificial, out of the area.

World War II (5).

When Japan became a belligerent in World War II, the Japanese used the Pacific islands, which by then were fortified, as bases for Japanese aggression to the south and the east. In turn they served as a great barrier to the liberation of the Philippines and Wake and Guam. Not until November 1943, when the Gilberts were invaded, did United States forces begin to break through the

barrier. In January and February of 1944 the Marshalls were seized; in June and July the Marianas were invaded; by August the Eastern and Central Carolines were neutralized; in September the Western Carolines were captured. Many of the individual islands were bypassed and not until the war was over were most of these contacted.

The condition of the people on the few islands where landings had been made indicated the magnitude of the problem awaiting military administration. The natives were in a state of mental shock. Most of them had been in the midst of the fighting or had experienced its repercussions. Their industry and trade was gone and they were forced to return to a subsistence economy. They had been displaced from their homes and gardens and fishing grounds. Their food had been confiscated. They had had little medical care for years. Schools had been nonexistent since the war began. Everywhere there were dislocations and deprivations. In 1946 a survey group which investigated the economic situation judged that the living conditions of the islanders had been set back possibly a quarter of a century.

These were some of the problems of the people which United States Naval Military Government had to solve in addition to the strictly strategic and logistic problems of a war area. Military Government policies and activities were based on the assumption that the indigenous inhabitants should be reported as liberated people. The immediate problem was to furnish the people with food, water, clothing, shelter, and medical attention.

U. S. Naval Military Government (5).

The early administration was, of necessity, largely direct although, from the first, contacts were established with local leaders on each occupied island who were associated with administrative activities. Each Military Government Unit developed an appropriate system of indirect rule for community and district administration.

After the basic needs of the people had been met, it was possible to direct attention to other problems, including the restoration of displaced islanders to their homes, removal of natives from islands still held by the Japanese, housing, employment, encouragement of fishing and farming, establishment of schools, and construction of public works.

In the year following the cessation of hostilities, repatriation of the Japanese nationals, both military and civilian, and of the Koreans and Okinawans whom Japan had brought into the islands as laborers, was carried out. By the summer of 1946 the need for a government for the islanders, other than military government, became apparent. Because rapid demobilization of the armed forces had reduced the number of available military government officers, the United States Navy arranged with Stanford University to establish a school for the training of naval officers for the longer term tasks of civil administration. The first class was graduated on August 28, 1946, and these officers and those of succeeding classes took over the administration of the islands.

On November 6, 1946, President Truman announced that the United States was prepared to place under trusteeship, with the United States as administering authority, the Japanese Mandated Islands. On the same date copies of a draft trusteeship agreement were transmitted for information to other members of the Security Council and to New Zealand and the Republic of the Philippines.

U. S. Trusteeship (6).

The draft trusteeship agreement was formally submitted to the Security Council on February 17, 1947, and, after slight modification, was unanimously approved on April 2, 1947 (Documentary Supplement I).

This Agreement came into being on July 18, 1947, when, pursuant to au-

thorization by the Congress the President approved it on behalf of the United States. On the same day the President, by Executive Order 9875, delegated responsibility for the civil administration of these islands, on an interim basis, to the Secretary of the Navy and commissioned the Commander in Chief of the United States Pacific Fleet as High Commissioner of the Trust Territory of the Pacific Islands. By Proclamation Number One of July 18, 1947, the High Commissioner assumed his duties (Documentary Supplement No. II).

The Secretary of the Navy ordered the United States Naval Military Government of the ex-mandated islands disestablished as of July 18, 1947, and directed the High Commissioner to institute civilian administration of the Trust Territory, effective July 18, 1947, in accordance with the terms of the *Trusteeship Agreement*.

Chapter II

STATUS OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

The Trust Territory of the Pacific Islands is administered under the international trusteeship system, by the United States.

The basis in international law for this administration is the *Trusteeship Agreement for the Former Japanese Mandated Islands* (Documentary Supplement No. I) which became effective on July 18, 1947. By this agreement the Administering Authority has full powers of administration, legislation, and jurisdiction over the Territory subject to the provisions of the Trusteeship Agreement, and may apply to the Territory, with any modifications considered desirable, laws of the United States which are considered appropriate to local conditions and requirements (*Trusteeship Agreement*, Article III).

As yet there is no organic legislation for the Territory. Draft organic legislation was introduced into the Eightieth Congress but no action was taken upon it. Recently the Executive Departments of the Federal Government have reviewed the proposed organic act with a view to submitting a new draft to the present Congress.

The people of the Trust Territory are, at present, unofficially described as "Citizens of the Trust Territory." Their national status will be legally defined in the organic act. Meanwhile all inhabitants have the same type of citizenship and enjoy the same human rights and freedoms pursuant to Article 76c of the *Charter of the United Nations*, Article 7 of the *Trusteeship Agreement*, and the Bill of Rights which is Section 5 of *Interim Regulation No. 4-48*. The Bill of Rights guarantees: (1) freedom of conscience, speech, press, assembly, worship, religious teaching, and petition; (2) no slavery or involuntary servitude; (3) protection against unreasonable search and seizure; (4) no deprivation of life, liberty, or property without due process of law; (5) no ex post facto law; (6) no excessive bail, excessive fines, or unusual punishments; (7) no discrimination on account of race, sex, language, or religion; (8) freedom of migration and movement; (9) the maintenance of a general system of education. The same protection of their persons and property is guaranteed the people of the Trust Territory when in the United States or any of its possessions. In turn, the indigenous inhabitants have certain responsibilities in respect to local administration, health and sanitation, and education. The problem of the status of immigrant communities is nonexistent for no such groups are in the Trust Territory.

A system of careful maintenance of vital statistics of the population has been instituted and designed to produce uniform records in conformance with local customs insofar as feasible. A population census is taken under the direction of the Political Affairs Department as of the first of July in each year and is supplemented by interim (quarterly) totals of vital statistics. A "civilian registrar" is required to be designated in each island community, with responsibility for maintaining birth and death registration within his

Basis for Administration (6).

Organic Legislation (6).

Status of people (8).

Rights, Privileges, and Responsibilities (9) (136) (145).

(10) (11).

Records (12) (196) (245).

community. Each Civil Administration Unit is also required to designate an officer as Central Registrar whose duties include: (1) the collection of certificates of birth and death from all civilian registrars; (2) the preparation of a permanent central register of births and deaths; and (3) issuance of certificates, transcripts, and other records. No exceptions to these rules are made. It is the legal responsibility of parents and of the registrar in each community to see that each livebirth and stillbirth is registered. In case of death, it is made a responsibility of the physician or any other person having knowledge of it to submit all pertinent information to the registrar. Official birth and death certificates have been provided for each such registrations; the latter make reference to cause of death, when known.

The census-taking procedures and the recording of vital statistics have been developed to the point where such records are now considered to be reasonably accurate, however further improvement is expected. (See Statistical Appendix No. I.)

The inhabitants of the Trust Territory are being educated to increasing consciousness of the interdependence of all peoples. Eventually, as cultural contacts among the various peoples of Micronesia increase through centralized educational bodies and through better communications, they will become more regional-minded. One of the strongest influences for regional understanding and cooperation within the Trust Territory itself is the intermediate and higher educational systems instituted by the Administering Authority.

Intermediate schools, located at each Civil Administration headquarters, bring together young people from all areas of a District. On a higher educational level, students from all parts of the Trust Territory study and work together at the Pacific Islands Teacher Training School. The recognition of their status as citizens of a territory under international supervision will assist them in developing a still broader outlook. Further assistance comes from their daily contacts with representatives of the Administering Authority and from their occasional meetings with United Nations representatives. An example of the latter is the Mission of the Trusteeship Council of the United Nations which visited the Trust Territory of the Pacific Islands in the spring of 1950. The people have numerous contacts with the neighboring territory of Guam where many of their imports and exports are transhipped, where some of their children attend school, and where they themselves visit. The Territory of Hawaii is the headquarters of the High Commissioner; there, at times, certain of their officials go for conferences and a few of their children for university training.

The Administering Authority, under the Charter of the United Nations and the Trusteeship Agreement for the Territory, cooperates with the organs of the United Nations in discharging the obligations of trusteeship in the Territory as set forth in those documents.

There are at present no programs under way in the Trust Territory organized by the Specialized Agencies. The Territory, however, has cooperated through the provision of information to those Specialized Agencies seeking data with regard to the Trust Territory.

At present the Administering Authority is reviewing the international treaties, conventions, and agreements to which it is a party in order to determine which of these may be considered applicable to the Trust Territory. Although none has been put into effect, many of those which can be applied are being followed in practice. The International Sanitary Conventions

Development of Regional and International Relations (16).

(15) (10).

International Cooperation (14) (172).

International Treaties (13).

(172).

and other agreements in the field of Public Health are followed; although again, no organized activities in this field are carried on with other governments or with international organizations. The international narcotic agreements made at the Hague International Convention of 1912, the Geneva Convention for the Limitation of the Manufacture of Narcotic Drugs of 1931, and the Protocol signed at Lake Success on December 11, 1946, are being followed. The question of the application of Conventions and recommendations of the International Labor Organization remains under study by the Administering Authority.

(193).

(150) (197).

Cooperation with neighboring territories and with the metropolitan country and its dependencies is mainly in the fields of scientific investigation, of trade, and of plant and animal quarantine. The agencies of the Pacific Science Board are providing studies in archaeology, anthropology, botany, entomology, geology, sociology, and zoology. The United States Geological Survey is making a geological and geographic survey of the Northern Marianas. The Administering Authority has made no arrangements to associate the Trust Territory with other territories administratively or financially. There is no customs union with the United States nor its dependencies, nor are there any trade or customs agreements with neighboring territories except an informal agreement which allows free trade between the Trust Territory and Guam. Diseases of plants and animals are controlled by quarantine measures and regulations approved by the United States Department of Agriculture and included in *Interim Regulation No. 4-48* (Section 14).

Cooperation with neighboring Territories (242).

(245).

(17).

(6) (67) (102).

The Administering Authority has a strong interest in the South Pacific Commission, a regional organization sponsored by the various governments having dependent territories in the Pacific south of the equator, and recognizes that many of the problems faced by the non-self-governing territories of the members of this Commission are similar to those of the Trust Territory.

South Pacific Commission (16).

The Trusteeship Agreement provides that the Administering Authority, in discharging its obligations under Article 76 (a) and Article 84 of the Charter, shall insure that the Trust Territory shall play its part in the maintenance of international peace and security. To this end the Administering Authority is entitled to: (1) establish naval, military, and air bases and to erect fortifications in the Trust Territory; (2) station and employ armed forces in the Territory; and (3) make use of volunteer forces, facilities, and assistance from the Trust Territory in carrying out its obligations toward the Security Council. Such forces may also be used for local defense and the maintenance of law and order within the Territory itself (*Trusteeship Agreement*, Article 5).

International Peace and Security (18).

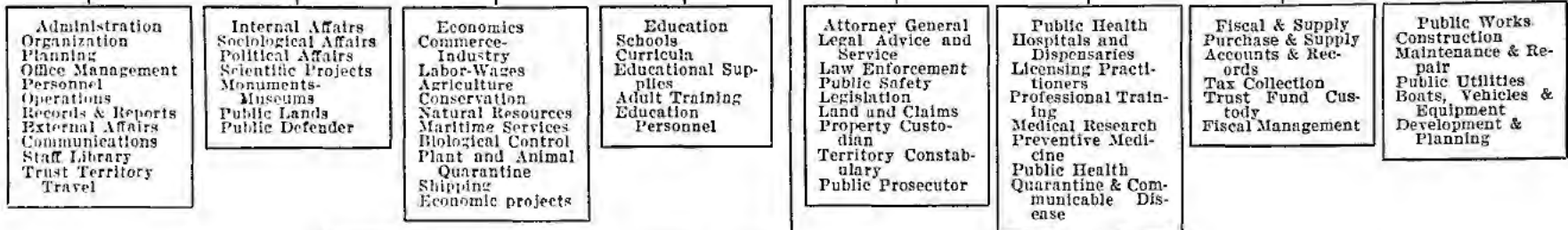
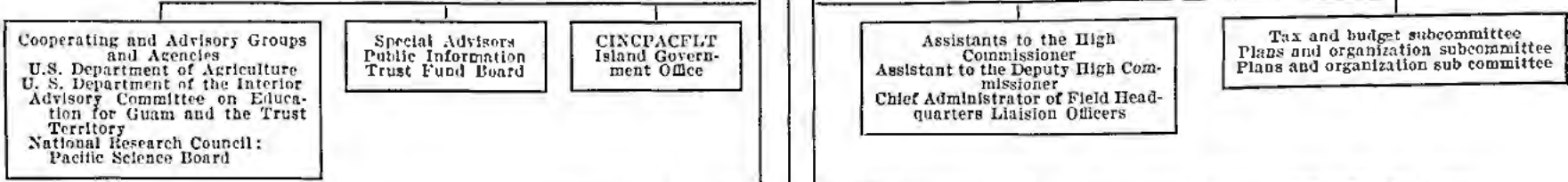
(19).

TRUST TERRITORY OF THE PACIFIC ISLANDS

SECRETARY OF THE NAVY

HIGH COMMISSIONER

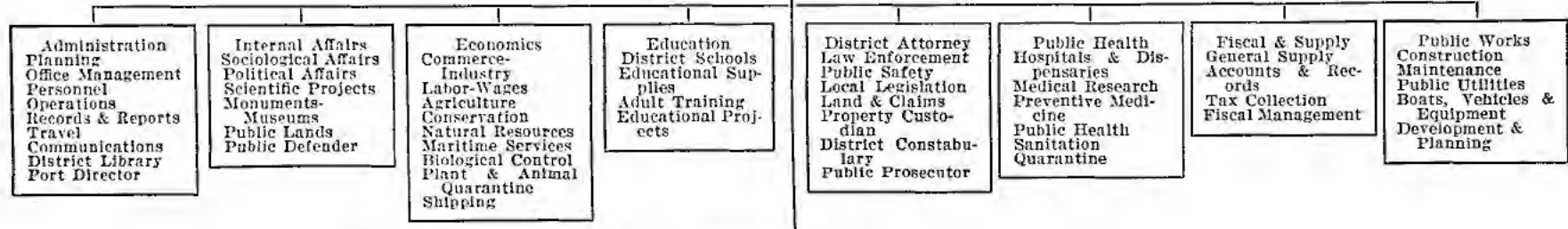
DEPUTY HIGH COMMISSIONER



Subarea Governors
Subarea Policy Matters
Appointment Superior Courts

District Civil Administrators
Deputy Civil Administrators

Indigenous Legislative Councils



CIVAD Representatives
Tinian Rota Yap Kwajalein

Municipalities
Magistrate Treasurer

Chapter III

POLITICAL ADVANCEMENT

A. General Administration

All powers of government and jurisdiction in the Trust Territory and over its inhabitants, and final administrative responsibility are vested in the High Commissioner of the Trust Territory of the Pacific Islands, subject to the direction of the Secretary of the Navy. These powers are exercised by direction of the High Commissioner through subordinate administrators appointed by him. The chief executive officer is the Deputy High Commissioner whose orders are carried out via the chief of staff by the heads of the Staff Divisions: Administration, Field Social and Scientific Affairs, Economics, Political Affairs, Finance and Supply, Public Works, Public Health, and Education. The Chief Justice of the Trust Territory, who has cognizance of all judicial matters, is appointed by and is directly responsible to the Secretary of the Navy. (See *Interim Regulation No. 4-48*, Sections 1 and 3.)

High Commissioner (7a) (22) (27).

Staff.

The headquarters of the Trust Territory Government was originally established at Guam, Mariana Islands, but in October 1949 the Deputy High Commissioner and the majority of the staff moved to Pearl Harbor, Territory of Hawaii, where the High Commissioner, in his capacity as Commander in Chief, Pacific, and Commander in Chief, United States Pacific Fleet, is located. The Chief Justice and the heads of the divisions of Field Social and Scientific Affairs and of Public Health, together with certain technical specialists, remained at Guam until July 1, 1950, when they moved to Truk where the new office of Chief Administrator of Field Headquarters of the Trust Territory of the Pacific Islands was established.

(23).

For administrative purposes, the Trust Territory is divided into four Sub-Areas: the Northern Mariana Islands, the Western Caroline Islands, the Eastern Caroline Islands, and the Marshall Islands. Each of the Subareas is headed by a governor appointed by the High Commissioner and responsible to him for the administration of the islands of the Subarea and their territorial waters. The governors function chiefly in the fields of policy control, inspection, logistic support, and coordination between the Civil Administration Unit and other activities of the area. Headquarters of the Sub-Areas are at Saipan in the Northern Marianas, Koror in the Western Carolines, Truk (Moen Island) in the Eastern Carolines, and Kwajalein in the Marshalls. (See *Interim Regulation No. 4-48*, Section 3.)

Sub-Areas (7a) (22) (27).

The Territory is also divided into five Civil Administrative Districts: Saipan in the Northern Marianas, Palau in the Western Carolines, Truk and Ponape in the Eastern Carolines, and the Marshall Islands. Each District is headed by a Civil Administrator who is appointed by the High Commissioner and is responsible to him for the proper administration of the District. The Civil Administrators of the Palau and Truk Districts are also the Governors of the Western and Eastern Carolines Sub-Areas, respectively. The District

Civil Administrative Districts (7a) (22) (27).

headquarters are located at Saipan, Koror, Truk, Ponape, and Majuro. In three of the Districts representatives of the Civil Administrators are located on islands at some distance from the headquarters: Tinian and Rota in the Northern Marianas, Yap in the Western Carolines, and Kwajalein in the Marshalls.

The Civil Administrator and his staff constitute a Civil Administration Unit which is divided into seven departments: Operations, Policial Affairs, Economics, Public Works, Public Health, Finance and Supply, and Education. The Civil Administrator promulgates the regulations of the High Commissioner and implements them by orders on local affairs. All matters relating to native affairs are a distinct responsibility of the Civil Administrator. (See *Interim Regulation No. 4-48*, Section 4.)

Personnel (27).

The assumption of responsibility for the administration of the Trust Territory involved assignments for which the United States Navy had few officers specifically qualified. Since most of the military government officers had been released shortly after the surrender, a School of Naval Administration (SONA) was established at Stanford University early in 1946 and officers were sent there for 5 months intensive preparation for island civil administration. In September 1948, SONA was moved to the Naval General Line School at Monterey.

Training (27).

The school's curriculum was based on a careful compilation of information submitted by existing military government units in the field and of historical and anthropological studies which had been made of similar peoples. This material was meager at the outset but reports, correspondence, and the results of investigations and surveys were gradually made available to the school and each of these was studied thoroughly in order to develop proper background and philosophies of administration. Instruction was given each officer in the following subjects:

- The Islands as a Setting for Administration
- Island Populations
- History and Government
- Comparative Colonial Administration
- Naval Administration
- International Law and Organization
- Role of the Islands in Basic and World Politics
- Social Conditions and Problems
- Economic Conditions and Problems
- Political Conditions and Problems
- Health Conditions and Problems
- Education and Public Opinion
- Language Learning
- Technique of Investigation and Administration

(27).

Approximately 300 officers were trained at the school before its discontinuance in August 1949. The results of this training have been apparent throughout the period of the Navy's administration of the Trust Territory. The officers went into the field better equipped, in general, to understand the social and economic implications of native cultures and to cope with the problems inherent in the administration of a people who had but few contacts with the modern world. (See Statistical Appendix No. II for data concerning Administrative positions.)

Indigenous Political Institutions (7) (26).

The Administering Authority has consistently fostered the political advancement of the inhabitants. There are two endemic institutions, widespread throughout the Territory, which influence the development of self-

government: first, the strong tradition of hereditary class structure in native societies, based on rule by hereditary chiefs; second, the council, instituted within the native cultures and consisting usually of family heads or elders. These councils often function as sounding boards of public opinion and limit the powers of the chiefs.

At the present time, self-government has reached its greatest development in the municipalities; there the local administration is based upon the indigenous governmental system of the inhabitants. Through a program of education and civil guidance based at this local level, the people are being taught the rights and obligations of democratic government. No pressure has been used to force the people to discard their customs in favor of modern western institutions since it is believed that only confusion and social disintegration will result if the indigenes are required to adopt foreign practices without proper preparation. Rather, certain functions have been assigned to the local governments and, through a program of political education and instruction, communities have been offered the opportunity to modernize their political procedures as they desire. During the past 2 years an increasing number of municipalities have begun to choose their local officials through electoral procedures.

Municipalities (7) (21).
(26) (27).

The plan for self-government on the municipal level is based on the concepts that a minimal number of officials should be required and that the authority and duties of the municipalities should be simply but precisely defined. Accordingly, each municipality designates a minimum of two officers: an executive head, usually called the Magistrate, and a Treasurer. A Community Court Judge may be appointed by the Civil Administrator or elected, or the Magistrate may function in the capacity of judge. Frequently a council of elders serves as an advisory body to the Magistrate. The Magistrate and the Treasurer may be paid by the municipality, but whether or not they receive salaries, and the amounts of such salaries paid, depend upon the wishes of the community. The municipalities have the responsibility for local enforcement of territorial and district laws, particularly with regard to sanitation and education; they are empowered to make local rules; to levy, collect, and expend local taxes; and to keep records on matters of municipal finance and vital statistics.

(7) (26) (27).

At the present time there are a total of 116 municipalities in the Trust Territory. A certain number of communities in isolated island groups which are designated as municipalities are very loosely organized or, rather, the inhabitants have designated their hereditary chiefs as Magistrates and community life proceeds according to old established patterns, except that the Magistrate collects certain authorized taxes to pay the municipal officials. This is particularly true of the 11 islands and atolls south and east of Yap, in the Palau District.

(26).

Municipal officers are designated in one of three ways: where the people prefer to recognize the hereditary rights of a chief they do so and the chief is recognized as Magistrate by the Administration; in some few instances officers are appointed by the Administration, after consultation with community chiefs and elders; in a continually increasing number of instances, municipal officials are elected by popular vote with a secret ballot. The following tabulation shows the number of incumbent Magistrates and the means by which they were selected:

(7b) (24) (26).

District	Elected	Appointed	Hereditary	Total
Saipan.....	3	2	0	5
Palau:				
Palau Islands.....	15	0	1	16
Yap Islands.....	7	0	3	10
Outer Islands.....	0	0	11	11
Truk.....	20	11	8	39
Ponape.....	3	5	3	11
Marshall Islands.....	20	2	2	24
Total.....	68	20	28	116

Regional Government (7) (21)
(24) (26) (27).

Palau.

On the regional or district level, advances in the field of self-government are being made, although they are proceeding more slowly than on the municipal level. Factors which have to be overcome to develop regional or district government by the native inhabitants stem from the ethnocentricity of the people themselves, a situation which is derived from their linguistic and cultural differences and their lack of communication. The greatest progress in regional self-government has been made in the Palaus where the Palau Congress has functioned as an advisory body on island affairs since July 4, 1947. This Congress is composed of the 16 district magistrates, congressmen elected from each municipality on a representative basis (1 from a municipality of less than 200 people, 2 where the population ranges from 200 to 499, and 3 from municipalities counting more than 500 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 the chiefs. It is noteworthy that the Palau Congress contains two elected Congresswomen. Ordinarily women, although they have equal rights in voting and are encouraged by the Administering Authority to participate in the democratic processes, take little active part in government.

Yap (21) (26) (140).

In Yap, a more conservative community, the Chiefs' Council has been supplemented and liberalized by the formation of a "Young Men's Council," consisting of representatives elected by the young men's groups, which sits separately on some occasions, and with the Council of Chiefs at other times, to discuss the problems of the island.

Western Carolines (140).

In the Western Carolines the "Seinen-dan" (young people's groups originally organized under Japanese administration) have been revived by indigenes. These organizations, while organized for the purpose of promoting public works projects, social and sports events, have in a few instances indicated an interest in political affairs.

Marshall (7) (21) (26).

The first organized session of the Marshallese Congress is scheduled for July 4, 1950. It has been established as an advisory body to the Civil Administrator of the Marshall Islands District to express the desires of the Marshallese people 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 iroij laplap (paramount chief) in accordance with the traditions, usages, and customs of the Marshallese people. Members of the House of Assembly are representatives of each municipality who have been elected by the people in accordance with established procedure. Representation in the House of Assembly is in proportion to population on the basis of 1 representative for populations less than

600, 2 representatives for populations of over 600 but less than 1,000, and 3 representatives for municipalities whose population is in excess of 1,000.

The people of the Northern Marianas have 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. The Congress provided for by the Charter would have full legislative powers and would be, in effect, the full organ of government in the Saipan District. Although the Saipanese have made excellent progress in political development, it is not believed that at this time they are prepared to assume the broad powers of government included in the Charter. It is anticipated that within the next year the people of Saipan will avail themselves of the same opportunity for expression enjoyed by the Palauans and the Marshallese.

Saipan (7) (21) (26).

In the Truk District, a premature attempt to establish a unified political structure for the District, initiated during the military government days, proved unsuccessful, as the Trukese are not prepared to cope with the complexities of centralized government. It has been found necessary to discard this artificial atoll organization, and to restore to the communities their individual responsibilities and rights. In June 1950 the 39 Truk municipalities were working efficiently and well, but 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.

Truk (7) (21) (26).

A charter for a Congress in the Ponape District is presently under consideration by the Administration and will in all likelihood be approved in its present form or with slight modification. This Congress plans to serve as an advisory group to the Civil Administrator of the Ponape District. It is proposed that its members be elected for a term of 2 years with representation in proportion to population.

Ponape (7) (21) (26).

Thus far, regional and district organizations existing and proposed have been given only advisory powers, but as the people master the techniques and procedures of legislation the Congresses will be accorded more authority.

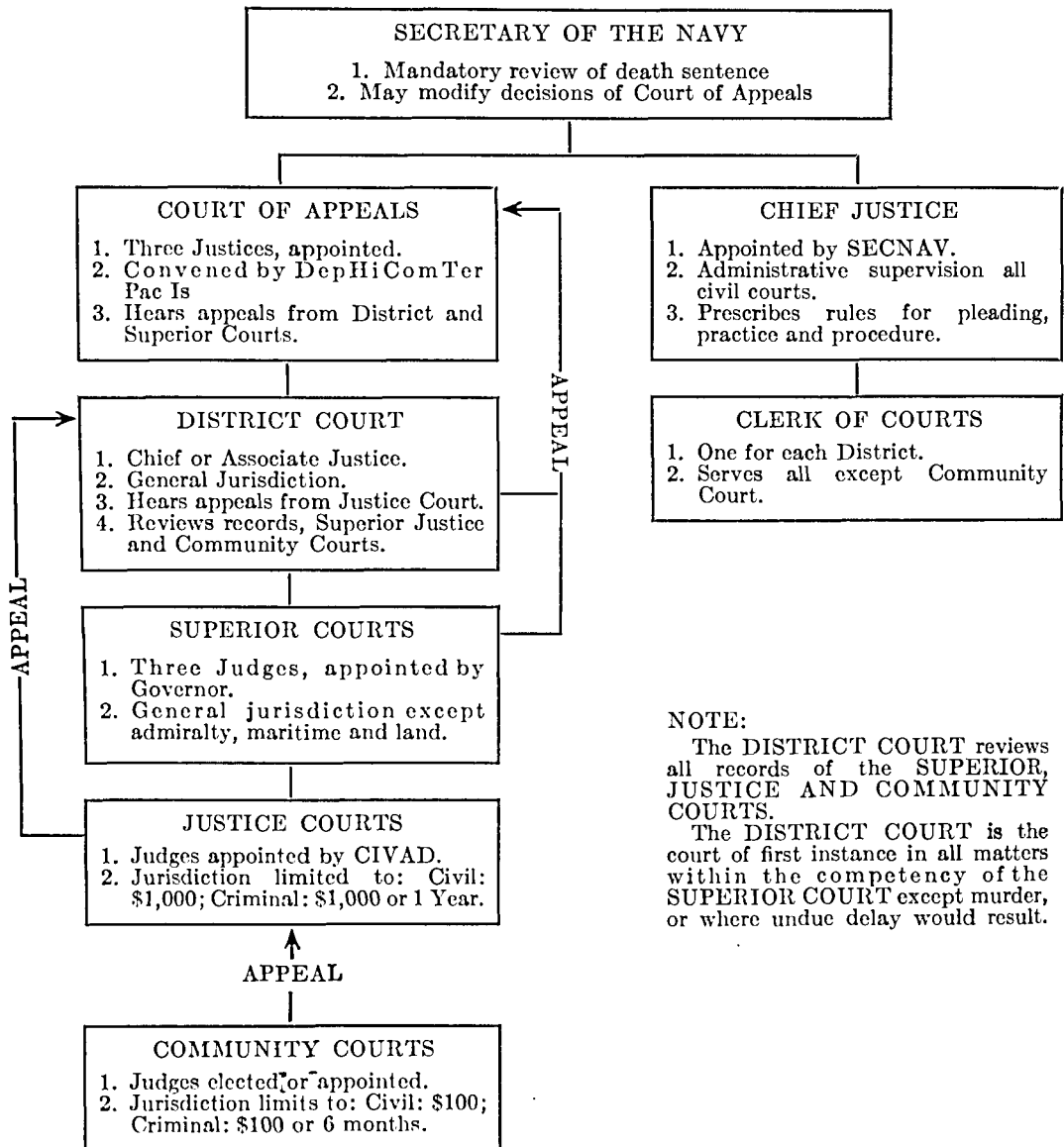
Powers (7) (21).

A Territory-wide legislative body is included in the long-range plans of the administration but problems of transportation, communication, and, even more important, the problem of ethnocentricity, must be solved before the plan can be carried out effectively. It is hoped that the Staff Legislative Advisory Committee will gradually be augmented by including indigenous representatives from the various Districts and that in time the Staff members will be replaced entirely by Micronesians, who will then be trained and equipped to develop and carry out legislative proposals for the Trust Territory as a whole. In October 1949 a Civil Administration conference, to discuss economic affairs primarily, with appointed indigenous representatives from all the Districts in attendance, was held in Guam. While this group could not, in a strict sense, be considered a Territory-wide legislative body, representatives were given the opportunity of presenting local attitudes and problems. Results of this conference were gratifying and indicate that meetings of this nature may soon develop in the people a sense of responsibility in matters of Territorial interest.

Territorial Government (21).

Civil Administration Conference (7) (21) (26).

COURT STRUCTURE OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS



B. Judicial Organization

Under the terms of the Trusteeship Agreement, the Administering Authority is given full powers of jurisdiction over the Territory subject to the provisions of the Agreement. Judicial Administration (7) (28).

The Chief Justice of the Trust Territory of the Pacific Islands is appointed by and is responsible to the Secretary of the Navy. He has administrative supervision over all Civil Administration Courts and may make rules for their procedure. A Clerk of Courts for each District and other necessary court officers are appointed by him. During the past year an Associate Justice for the Trust Territory has been appointed by the Secretary of the Navy. Both the Chief Justice and Associate Justice are nonindigenous personnel. Officials.

The judicial organization of the Trust Territory is set forth in *Interim Regulation No. 1-49*; the Criminal Code in *Interim Regulations No. 5-48* and *No. 2-50*. These have been drawn up in accordance with the *Charter of the United Nations* which provides for the just treatment of the people, their protection against abuses (Article 73), and the encouragement of respect for human rights and for fundamental freedoms for all (Article 76). Organization (7) (28).

The Civil Administration Courts are: (1) the Court of Appeals, (2) the District Court, (3) the Superior Court, (4) the Justice Court, and (5) the Community Court. All people in the Trust Territory, regardless of race, sex, or nationality, are subject to the same laws and are guaranteed equal treatment through the courts, in the administration of justice. Courts (28) (29) (34) (146).

The Court of Appeals is convened by the Deputy High Commissioner and consists of at least three persons including the Chief Justice unless he is disqualified or not available. Its jurisdiction extends to the whole or any part of the Trust Territory and it is competent to try all civil or criminal cases on appeal from the District Court or Superior Court. Its members may be indigenous or nonindigenous. Court of Appeals.

The District Court has jurisdiction over the whole of the Trust Territory. It holds sessions in each Civil Administration District and is presided over by the Chief Justice, Associate Justice, or any other member of the Court of Appeals who is employed primarily for judicial duties. The District Court is competent to try originally all proceedings, civil or criminal, at law or in equity, except murder. District Court.

The Superior Court has jurisdiction over the whole of the Civil Administration Subarea in which it is located. It is convened by the Governor of the Subarea and consists of one or more persons, at least one of whom shall be an officer or employee of civil administration. This Court can try: (1) all civil cases beyond the limitations of Justice or Community Courts; (2) all criminal offenses against civil administration or generally recognized native customs, beyond the lower courts, and for which any lawful punishment may be given. The Superior Court has exclusive original jurisdiction over murder cases in the first or second degree. Superior Court.

A Justice Court has jurisdiction over the whole or any part of the Civil Administration District in which the Court is located. It is convened by the Civil Administrator of the District and consists of one or more persons. The Justice Court has power to try: (1) all civil cases beyond the limitations of Community Courts where the amount at issue does not exceed \$1,000; (2) all criminal offenses against civil administration or generally recognized native customs, beyond the limitations of Community Courts, the lawful punishment Justice Court.

for which does not exceed a fine of \$1,000 or 1 year imprisonment or both; (3) all civil or criminal cases on appeal from Community Courts.

Community Court.

A Community Court has jurisdiction over the indigenous inhabitants of the community in which the Court is located. It consists of one or more judges appointed or elected. Community Courts are competent to try: (1) all civil cases where the amount at issue does not exceed \$100; (2) all criminal offenses against civil administration or generally recognized native customs, the lawful punishment for which does not exceed a fine of \$100 or 6 months' imprisonment or both.

Indigenous Participation (29)
(32) (33).

The indigenous inhabitants of the Trust Territory are taking an increasing part in the judicial system. The Administering Authority has constantly emphasized that the islanders should be utilized in the Civil Administration Court system to the maximum degree consistent with proper administration (*Interim Regulation No. 1-49*, Article IV, Section 6). All elements of the population are entitled to participate and officiate in the courts. At the present time indigenous personnel are members of all courts but the District Court and the Court of Appeals. Community Courts are composed exclusively of indigenes and the Civil Administrators can and do constitute Justice Courts of qualified indigenous personnel who are willing to serve as members. As of June 30, 1950, there were 102 Community Courts with 127 indigenous judges, 8 Justice Courts with 9 indigenous and 6 nonindigenous judges, 4 Superior Courts with a total of 8 indigenous and 5 nonindigenous judges. Indigenous personnel also serve as clerks and assessors in all courts. Community Courts, composed as they are of indigenous personnel, can inflict punishment for violations of unwritten but generally recognized local customary law. Such sentences are carried out by the indigenous authorities.

Judges (29).

The Civil Administrator appoints the Community Court judges who are not elected, and the Justice Court judges. The Governor appoints the Superior Court judges. Judges hold office at the pleasure of the Civil Administration official by whom they are appointed. In some localities, especially on the smaller islands, the local head men or chiefs perform judicial as well as administrative and legislative functions. It is the policy of the Administering Authority, however, to separate judicial from administrative and legislative functions as soon as a sufficient number of capable indigenous personnel are available to fill all positions.

Law and Order (20).

The maintenance of law and order is one of the minor problems in the Trust Territory. There has never been an instance of collective violence or disorder involving indigenous inhabitants. Crime is rare and offenses mostly of a minor nature. (See Statistical Appendix III, A.) If a crime or offense is committed, the Bill of Rights governs the power to arrest and guarantees the protection of arrested persons. The Criminal Code declares false arrest a crime and provides penalties therefor.

Arrest (144).

The Criminal Code for the Trust Territory of the Pacific Islands is set forth in *Interim Regulations No. 5-48* and *No. 2-50*. In conformance with the general policy of the Administering Authority stated in the *Trusteeship Agreement*, native customs are recognized by the Criminal Code and by the Courts in all instances except where such customs might lead to a serious miscarriage of justice, to a violation of the basic rights of the individual or of the *Trusteeship Agreement* or of Civil Administration enactments, or to a situation endangering public health or morals. During the past year new Rules of Criminal Procedure have been prepared and will be promulgated shortly. Until now, proce-

Criminal Code.

Recognition of Local Law
(31).

dures set forth by military government directives and modified by the *Interim Regulations* have been in use.

Court procedure is set forth in *Interim Regulation No. 1-49*. All court proceedings are public unless otherwise ordered by the court. The defendant is entitled to have a copy of the charges upon which he is to be tried; to consult counsel before the trial and to be represented at the trial by counsel of his own choosing; to have witnesses; to give evidence in his own behalf; and to have the proceedings translated for his benefit if he is unable to understand them. The official language of the lower courts which are presided over by indigenous personnel is the language of the area; the language of the higher courts is English. Interpreters are always used when necessary. Rules of pleading, practice, and procedure are issued by the Chief Justice; local courts may make their own rules where not covered by the general rules. Trial is by judge or judges. There is no trial by jury in the Trust Territory.

Court Procedure (30).

Language (28).

(30).

Penalties for crime are provided for in the Criminal Code (*Interim Regulation No. 5-48*). Penalties imposed are usually restricted to fines or imprisonment. However, the Court of Appeals, the District Court, or the Superior Court may issue orders as to residence in lieu of or in addition to any other lawful punishment (*Interim Regulation No. 1-49*, Article IX, Section 3). In the case of murder in the first degree the death penalty may be imposed. A maximum penalty is specified for each type of offense and the matter of imposing a lesser sentence is discretionary with the court. There is no corporal punishment nor deportation nor any confinement at a long distance or outside of the Territory. All penalties are applicable equally to indigenous and nonindigenous personnel. The question of imprisonment of juveniles seldom arises. Major juvenile delinquency problems do not exist in the Territory and in the few cases where juveniles have violated the law, punishment applied in accordance with local customs by parents or by the other members of the community usually has been sufficient to prevent repetition of the offense.

Penalties (213).

(212).

(213).

(209).

Law enforcement in the Trust Territory is a district or local affair. The only active law-enforcement agency in the area is the Central Pacific Insular Constabulary, a unit of which is located at each of the Civil Administration Headquarters. All members of the Constabulary are selected from volunteers, indigenous to the District where they are employed. In addition to its police work the Constabulary carries out the Public Safety program and does the fire fighting. Each unit is supervised and trained by a specially selected United States Marine Corps noncommissioned officer, the only nonindigenous person in a district employed in police work. The Marine noncommissioned officers are responsible to the Public Safety Officer of the Civil Administration Unit.

Law Enforcement: Constabulary (19).

(207).

The sizes of the units vary according to the population of the District and to the duties involved. No difficulty is experienced in keeping the forces up to strength because members of the Constabulary invariably enjoy high prestige in their community.

(207).

Each unit headquarters consists of a police station, a jail, a fire station, and barracks for the Constabulary. The members live in the area and when not performing actual police duties are trained in English, law, police methods, fire fighting, military drill, and military courtesy. A typical organization is that of the Marshall Islands District where on June 30, 1950, the Constabulary force consisted of 1 sergeant-major, 4 desk sergeants, 6 corporals, 14 privates first class, and 1 private. Nineteen of the members were stationed at the Civil Administration Headquarters at Majuro, the other seven were on duty at Kwajalein. As of June 30, 1950, the other District Constabulary Units had

(207).

the following membership: Saipan 29; Palau 37; Truk 42; Ponape 35. The annual expenditure for the public safety program for the fiscal year ending June 30, 1950, was \$108,497.88.

Jails (208).

The jails are clean, light, and airy with sufficient area to allow for comfortable movement. The sleeping space per prisoner averages approximately 600 cubic feet. Adequate provision is made for the separation of women prisoners. (See Statistical Appendix III, B.) Sanitary facilities, typical to the area, are available. Medical facilities of the Civil Administration Unit are available to the prisoners and periodic medical inspections of the jails are made and their condition reported to the Civil Administrator. Basic foods provided are the same as those served in the United States Navy messes. Since native foods are usually preferred by the prisoners, these foods are made available from prison or Civil Administration farms or are brought by visiting relatives. Facilities are provided for their preparation. (See Statistical Appendix III, C.)

(208).

Vicious criminal types are almost nonexistent and classification of prisoners is not considered necessary. Very few women have been imprisoned and then only for short periods and in separate rooms or buildings.

(215).
(214).

During the past year new prisons have been constructed at Saipan and Koror and facilities improved at other units. No prison legislation has been passed during this year nor are any extensive changes in the penal system considered necessary in the immediate future.

Prison Discipline (216) (210)
(211).

Prison discipline is not severe; no extreme or unusual punishments are imposed. Prisoners are expected to perform work in keeping with their physical condition and ability, regardless of length of sentence or type of crime for which imprisoned. Prison labor is usually utilized beyond the confines of the jail and in such tasks as road construction and repair, maintenance of Civil Administration Units, janitorial duties, and gardening. The prisoners work 8 hours a day except Sunday and although treated with consideration, receive no direct remuneration. After working hours, if conditions permit, they may do outside work for pay.

(217).

Rehabilitation of Prisoners
(208) (217).

Rehabilitation of prisoners is receiving increasing attention from the Civil Administration. At present, educational facilities in the form of handcraft, woodworking, and native crafts are provided and any income derived from this activity is used for the benefit of the prisoners.

Pardon and Parole (217).

In certain instances prisoners may be pardoned or released prior to the expiration of their sentence by the High Commissioner. Pardon or parole may be granted also by the Governor of a Subarea in cases of misdemeanor and by the Civil Administrator of a District in cases where the offense is punishable by not more than 6 months' imprisonment or one hundred dollars (\$100) fine. The only procedure required for consideration of request for pardon or parole is the presentation of an informal petition. Each case is considered on its merits. In the past, several cases of parole have been handled and in each case the Civil Administrator concerned took an active interest in procuring the requested consideration. (See Documentary Supplement No. VII.)

Probation (218).

No system of probation is prescribed by law. However, the Civil Administrator and the Legal Officer of the area in which the prisoner is granted freedom exercise constant supervision to insure his good conduct and compliance with any conditions that may have been attached to his release.

Chapter IV

ECONOMIC ADVANCEMENT

A. Industry, Trade, and Commerce

The economic situation of the Trust Territory of the Pacific Islands is improving slowly but the time when the primary aim of the Administering Authority to create a self-sustaining economy can be fulfilled is still in the distant future. Under the most favorable circumstances the islands can never be rich because the meagerness of their natural resources precludes little more than a subsistence economy.

General Economic Situation
(35).
(39).

The people themselves lack the training to develop, spontaneously, additional sources of revenue and methods of diversifying their economy. Also, to some degree, the area is still suffering from the dislocations and destruction of World War II and rehabilitation continues to be a necessary objective of the economic policy. The cost of modern administrative and social services, the introduction of which the Administering Authority considers at this time to be the most important responsibility of its trusteeship, will further retard the realization of financial self-sufficiency for many years to come. The efforts of the Administering Authority to diversify the agricultural, industrial, and commercial life of the area have been assisted by the enthusiastic cooperation of the inhabitants.

(40).

In only one area has there been a new economic stress during the past year. The closing of military installations on Saipan has caused the return to an agricultural economy, in lieu of one based primarily on wage labor. Many of the Saipanese have moved from urban centers to farms and a few have gone to Guam where employment is available. In order to assist the people to make the necessary adjustment, the Administration instigated an economic survey of the Northern Marianas and now is acting upon the specific recommendations made by the survey.

(35).
(28).

Economic affairs for the Trust Territory are under the general direction of the Economics Officer on the Staff of the High Commissioner. (See *Interim Regulation No. 4-48*, Section 13.) One officer on the Staff of each Civil Administrator is assigned the immediate responsibility for the economic welfare of each District. To date the Administering Authority has not sought assistance from international economic agencies but has employed many scientific and technical experts. The recommendations resulting from their investigations have proved of great value in formulating policies.

Administration (39).

The amount of private indigenous capital available to foster and promote economic advancement in the Trust Territory is limited. The Island Trading Company of Micronesia has provided subsidies, loans, and credit to local enterprises. A few nonindigenous businesses established prior to the present administration and registered locally, have private investments in the Territory amounting to \$25,807 as of June 30, 1950. This is an increase of \$6,355 over the previous year's investments.

Capital for Investment (36)
(39) (111) (112).

Nonindigenous Economic Activity (41).

(79) (80).
(44) (45).

(41) (42) (112).

Natural Resources (88).

Nonindigenous private enterprise is permitted in the Territory only to perform desirable economic functions beyond the present ability of the inhabitants to accomplish, and then only under such conditions as will result in the maximum benefit to the inhabitants.

Long-term leases and monopolies have been discouraged and any proposition which might lead to permanent economic activity in the area by a non-indigenous group has been disapproved. Primarily for purposes of agricultural experimentation and colonization on the then uninhabited island of Tinian, a business license and short-term lease on land was granted in 1947 to three citizens of the Administering Authority to establish a commercial agricultural project. This venture did not prove a success and all rights have reverted to the Trust Territory government. The Island Trading Company of Micronesia cannot be considered a nonindigenous enterprise inasmuch as it is the principal economic arm of the Trust Territory government itself. The Island Trading Company is incorporated under the laws of Guam and its stock is held by the Deputy High Commissioner by virtue of his office.

Nationals of members of the United Nations other than the Administering Authority are allowed to engage in business in the Trust Territory under the same conditions which regulate nationals of the Administering Authority. At the present time four such licenses have been granted: Two to Belgian wholesalers on Ponape, one to a Czechoslovakian retailer on Ponape, and one to a Russian restaurant operator on Yap, all of whom have been in the Territory for many years. The phosphate deposits on the island of Angaur are being worked by a Japanese syndicate under the direction of the Supreme Commander for the Allied Powers and under agreements between SCAP, the High Commissioner of the Trust Territory, and the indigenous population concerned. Operations are carried on under controlled conditions which insure maximum benefits to the inhabitants.

The following table shows the distribution of land in the Trust Territory and its natural economic potentialities:

	Number of islands	Lagoon area	Dry-land area	Distribution percentages				
				Arable ¹	Forest	Pasture	Mineral	Waste ²
		Square miles	Square miles	Percent	Percent	Percent	Percent	Percent
Marshall Islands.....	1, 156	4, 506	70	70	5	5	Nil	20
Caroline Islands.....	963	3, 291	463					
Western.....				28	10	20	2	40
Eastern.....				40	20	30	Nil	10
Marianas Islands.....	22	None	154	45	15	20	Nil	20

¹ Arable land is that which can be cultivated by local methods.

² Waste land includes low lands and mangrove swamps, high mountains and inaccessible areas.

Conservation Programs (37)
(38) (81) (82) (245).

Conservation programs are aimed at continuing productivity of renewable resources and judicious use of nonrenewable ones, and are in conformance with the recommendations of the Conservation Committee for Micronesia, an advisory committee of scientists organized to render technical advice to the High Commissioner. A postwar economic survey by the United States Commercial Company and recent geological studies in the Western Carolines and the Marianas by the United States Geological Survey have supplied much essential data. A comprehensive geological and hydrological survey of Angaur

was made during the past year and its findings and recommendations utilized in drafting the Angaur Phosphate Agreement. At present, a group of 10 scientists, jointly sponsored by the United States Navy and the Pacific Science Board, are engaged in an ecological study of Arno in the Marshall Islands to provide data for determining the population supporting capacity of a typical atoll. A complete geological survey of the atoll is a part of this project.

Specific conservation programs are being developed. The Staff Conservationist has recently completed a survey on erosion. A land reclamation program, including the replanting of areas devastated by war and typhoons, is being carried on. Plans for the preservation of native fauna and flora provide for the establishment of parks, preserves, and sanctuaries. Mineral resources will continue to be mined under careful supervision. A long-range investigation of the marine life of Micronesia is underway. Regulations for the conservation of trochus and other marine life have been promulgated in *Interim Regulations No. 2-48* and *No. 3-49*. Research in agronomy is being conducted at agricultural experimental stations on Ponape and Saipan and at the University of Hawaii.

(37) (38) (82) (243) (245).

(37) (38).

The Scientific Investigation of Micronesia (SIM) program which was begun last year is being continued. This program, directed by the Pacific Science Board of the National Research Council, is conducting investigations in natural science, some of which are directly associated with current economic problems. Studies are being made of the Giant African Land Snail in the Northern Marianas, of rat control on Saipan, and of the improvement of commercial sponge culture in the Marshalls. SIM scientists, the Bishop Museum of Honolulu, and the University of Hawaii have made scientific collections of insects, plants, shells, and birds.

(37) (38) (82) (243) (245).

Studies and experiments in the control of the coconut beetle are continuing. The Marianas beetle (*Brontispa Mariana* Spaeth) appears to have been checked effectively on Saipan by a parasite (*Tetrastichodes Brontispa*). However, on Moen Island in Truk Atoll an infestation has appeared which to date has resisted efforts to control it. Experiments with wasps (*Scolia*) to control the rhinoceros coconut beetle (*Oryctes rhinoceros*) are still being conducted in the Palau Islands.

(32) (38) (245).

Major factors complicating the settlement of land problems have been the destruction of records and survey markers during the war years. The Administering Authority has an active program for reconstruction of land records and land boundaries, and the homesteading of public domain lands. It is expected that an increasing number of land title cases will be settled within the next year, but the general problem will be a continuing one for several years to come.

Land Problems (84).

The only formal law affecting land tenure now in effect is a land titles registration regulation which provides for voluntary registration of title. Title registration for all lands will have to await further study of the customary land laws and reconstruction of the land records. The customary land laws vary from group to group, with lands on a single island sometimes subject to several different systems of tenure. The traditional methods of land tenure usually do not impede the development of improved methods of agriculture suitable for subsistence farming. The land areas in most of the islands are not suitable for large scale farming methods. On those islands where such methods might be employed there are large areas of public domain lands which can be used. The Administration plans to arrange for the purchase or exchange

(83).

of lands which otherwise would interfere with future conservation projects.

(87).

Indigenous inhabitants hold about 240 square miles of the Trust Territory land. Most of this is held under a system of clan or lineage ownership, varying in detail in different parts of the Territory, in which individuals have certain rights of possession and use. In turn, these rights are subject to other successive underlying rights vested in the head of the family lineage or clan or, in some instances, in a "High Chief." Individual private ownership in fee exists in certain localities but this is not a usual condition. Ownership of trees and buildings is often separate from that of the land.

(87).

The Administering Authority holds about 450 square miles, including public domain and land under cognizance of the Alien Property Custodian. The exact extent of this land depends upon the outcome of numerous pending claims by private individuals and groups.

(87).

The Administering Authority is presently treating as public domain all lands formerly owned by the Japanese government or its agencies, by Japanese corporations, or by Japanese nationals. Former owners of lands which were taken by the Japanese government or by private individuals without compensation will be reimbursed. Where only partial compensation was paid adjustment will be made on an equitable basis. Some lands have been returned to former owners pending adjudication of titles. The public lands not required for governmental purposes will be used to homestead landless persons under a plan that will provide, insofar as practicable, for future population expansion. A homesteading program has been established on Tinian and other programs are under consideration. Land which is not made available for homesteading will be developed by government sponsored projects or under lease arrangements.

(86).

Where privately owned lands are required for military purposes the owners will be compensated for the use of the land. Exchange of private land for public domain will be made where feasible. No permanent arrangements have been completed as of June 30, 1950. No additional land has been acquired during the past year but some lands formerly used for military purposes have been returned to the owners.

(84) (87).

Present policy does not permit the acquisition of land by nonindigenous persons or organizations. This has been made a point of basic policy in accordance with the obligation of the Administering Authority to "protect the inhabitants against the loss of their lands" (*Trusteeship Agreement*, Art. 6.2). Non-Japanese nonindigenous titles established prior to the Trusteeship are recognized. The major nonindigenous claim, by Belgian nationals, involves about three square miles on Ponape. The land was acquired by the Japanese prior to World War II and the Belgian claim is still pending.

Population Pressure (85).

Despite a high density of population on some of the small low islands (see Statistical Appendix No. I, D), population at present levels creates few serious economic problems. In any analysis of the subsistence economy of the Pacific Islands, population densities should be considered in relationship to lagoon areas as well as land areas since the inhabitants derive an important part of their subsistence from lagoon fishing. As population growth creates economic stress in the future, the high islands will be able to absorb a considerable migration from the low islands. The long range plan of the Administering Authority to accommodate population growth is the extension of local production potentials rather than the compulsory relocation of people. However, unused lands of the public domain on the high islands have already been made available to groups who of their own accord, have desired to migrate.

Agriculture and fishing offer the greatest economic possibilities for the people of the Trust Territory. Copra continues to be the chief agricultural product and as war damage to coconut groves is gradually repaired, production is increasing. Productive land that is not producing copra, is given over to the growing of nonexport crops which form the bulk of the islanders' food supply. Foods for a complete and balanced diet can be raised on most of the high islands. Coffee, sugar, and rice can be grown locally but are now largely imported. Tobacco is grown in many areas but the younger people prefer the imported product. (See Statistical Appendix No. IX, A, 1.)

Traditional laws of land tenure and inheritance have, on some islands, resulted in reduction of size of individual plots and in scattered holdings. This, however, is not seriously detrimental since topographic and soil conditions throughout most of the territory are not suited for modern machine-farming techniques. (83).

Modern methods of land cultivation are practically nonexistent in the Territory. Because of limited space, rugged and stony terrain and shallow soil, few areas are suitable for plowing. Land is worked with hand tools, usually the traditional digging-stick, the Okinawan hoe or the large metal bush knife. Limited irrigation is practiced. (99).

No coercion is used in the promotion of agriculture. Wherever assistance is necessary to facilitate and improve agriculture, specialists are made available. Seeds and fertilizers are supplied with instructions for their use and in some areas improved species of existing plants are introduced. The spread of plant disease is controlled by quarantine regulations approved by the United States Department of Agriculture. Procedures for the elimination of insect pests is dealt with by the Insect Control Committee of Micronesia. (101) (37) (39).

Fish from the seas surrounding the islands provide a potentially important industry that requires extensive capital and skilled fishermen for its development. Reef and lagoon fish supply all local requirements and provide limited amounts for export. During the Japanese regime, commercial deep-sea fishing and processing of tuna were important in the Palaus, Truk, and Saipan. Unfortunately fishing was conducted entirely by Japanese and Okinawans so that few if any of the islanders acquired knowledge of the necessary skills and techniques. Reestablishment of the industry would require large investments of capital, and material support of the operations would pose a problem in such relatively remote areas. In addition, extensive research and training of operators would be required. (102).

A major factor in the development of commercial fishing has been the lack of interest shown by the indigenes. The Administering Authority provided vessels and equipment where needed for subsistence fishing and, also, where the inhabitants indicated a desire to fish commercially. The Saipanese are, at present, being aided in setting up ice making and refrigeration facilities to preserve their catch for transport to Guam. The gathering of trochus or Nilotic top shell, which is the only important commercial shellfish in the Territory, provides additional seasonal income to the inhabitants. Several hundred tons of this shell are exported annually for the manufacture of buttons and similar items. (See Statistical Appendix No. IX, D.) (96).

A long-term objective of the Administering Authority is to develop a commercial fishing industry, based primarily on the tuna resources of the waters of the Trust Territory, under such conditions as will result in the maximum ultimate benefit of the inhabitants. (104).

- Livestock (105).
(90).
(96).
(100).
(106).
Forests (91).
(90).
Minerals (92).
Mine Legislation (94).
Angaur Phosphate (93) (93).
(95).
Industry (109).
- Livestock in the Pacific Islands was seriously depleted and in certain areas virtually eliminated during the war years so one of the main problems has been that of restoring herds and flocks in the whole area. Today considerable numbers of chickens, hogs, and goats, some ducks, and a few cattle are raised for food; carabaos are raised primarily as beasts of burden. (See Statistical Appendix No. IX, A, 2.)
- The number of cattle in the islands has always been limited. One of the few herds remaining in the Territory at the close of the war was on Saipan and that District has become the principal center for the redistribution of cattle and for investigations relating to animal husbandry. Superior strains of breeding stock, particularly Brahma, have been imported to build up the quality of existing herds. Animal diseases are being controlled by spraying cattle with DDT, vaccinating hogs against cholera, and exercising constant vigilance against the outbreak of epidemics. Continued importation and redistribution of cattle throughout the islands will have a beneficial effect on the diet of the inhabitants and in the Marianas may supply the basis for a small meat processing industry.
- Forest resources are limited both actually and potentially. Certain trees such as the coconut, breadfruit, and pandanus are sources of food and building material. The small coral islands have no forest resources and offer no prospect for development. In the high islands some limited hardwood stands exist. As yet no forest laws have been promulgated; however, the existing stands of timber will not be cut for export until comprehensive surveys are made and a safe cropping rate established. At the present time plans are being made for such surveys to be conducted.
- Minerals are few in number; only phosphate, bauxite, iron, and manganese are known to exist in quantity. The only mineral deposits of known commercial value are phosphate on Angaur and bauxite on Babelthuap. The phosphate is being worked by Japanese and indigenous labor under an agreement with the Supreme Commander for the Allied Powers and is exported to Japan for use in fertilizers. (See Statistical Appendix No. IX, B.)
- No laws in respect to minerals have been evolved. However, specific agreements have been made with the Angaurese to protect the people and the phosphate resources against exploitation. Two agreements (see Documentary Supplement No. VI) were rewritten during the past year to guarantee further protection for the people against destruction of productive land and to increase severance fees. A severance fee is paid to the High Commissioner as Trustee for the Angaur people and a processing tax of 15 percent is paid to the Trust Territory Treasury. The severance fees are held in a trust fund managed by the Trustee in accordance with a Trust Agreement subscribed to by the Angaurese and which provides for the payment of income during the lifetime of all present residents and final disbursement of residual funds. Restrictions have been established regarding the areas to be mined and provision made for continuous supervision by competent hydrologists to assure that excavation will not damage the underlying fresh water lens. Certain excavated areas will be back-filled to reestablish planting areas and to prevent encroachment by salt water.
- No large-scale industrial developments are planned for the Trust Territory. There exist neither the raw materials, nor the machinery, the technical skills, nor the skilled labor on which to base such development at this time. However, light industries are encouraged and assisted by the Administration. (See Statistical Appendix No. IX, C.) The making of handicraft based upon

traditional local crafts is the most important of these industries. The Administration is sponsoring a program of standardization of design under the direction of a handicraft expert and material improvement in the products is evident. Handicraft is marketed in Guam, Hawaii, and to some extent, in the United States. Capital for development of the handicraft program is a negligible problem since the work is performed by individuals in their homes. (108).

Other industries producing for local consumption consist of small soap factories on Truk and Ponape, a soya sauce factory on Saipan and several small sawmills. Saipan is more nearly industrialized than any other area in the Trust Territory. Saipanese shoemakers, blacksmiths, silversmiths, tailors, seamstresses, machinists, and electricians provide a fairly active home industry for the island. (107).

Boat building has assumed an important position in the Marshall Islands. Many individuals and groups of Marshallese have purchased United States Navy surplus 26-foot whaleboats and 40- and 50-foot motor launches and have converted them into trim sailing vessels, some of which have auxiliary power. These vessels are rapidly becoming the merchantmen of the Marshalls, transporting a substantial percentage of passengers and cargo between the small islands and the central transshipment points. Since January 1, 1950, a total of 89 ex-Navy hulls have been distributed throughout the Trust Territory.

The commercial activity of the Trust Territory is built around the Island Trading Company of Micronesia, the indigenous wholesale trading companies at the Civil Administration centers, and the small indigenous trade stores scattered throughout the area. (See Statistical Appendix No. VI.) During the immediate postwar years there was a great demand for most kinds of consumer goods lost or expended during the war. Today the local markets demand constant replacement and supply of the basic types of consumer goods: hand tools, textiles, certain foods, and minor luxury items. A limited demand for such capital goods as boats and simple machinery has developed. Commerce (69). (130).

The Island Trading Company (ITC) is the government-controlled trading agency in the Trust Territory. All capital stock is held by the Deputy High Commissioner of the Trust Territory by virtue of his office and all officers of the company are appointed by him. Major operating and financial policies and procedures must be approved by the High Commissioner and in some cases by the Department of the Navy. All reports are reviewed by the Fiscal Director of the Navy and the books are audited by certified public accountants. Island Trading Company (39) (73).

The objectives of ITC are to provide essential imports to the people of the Territory and markets for their exports; to foster the establishment of local business enterprises; and to assist in the development of industries and new sources of income for the people. (70).

ITC stocks trade goods for Trust Territory consumption, freighting them via Guam or Kwajalein on ships or planes servicing the area. District warehouses distribute to local wholesale and retail traders, and station vessels make distribution to outer islands not served by private wholesalers. On islands where there are no stores, representatives of ITC may sell directly to the consumers. ITC encourages the export of locally produced goods by purchasing handicraft, copra, and other products for resale in outside markets; by providing centers for collecting, warehousing, and shipping and by providing instruction for improvement in quality of products. (75).

The Island Trading Company was initially financed by the Government of the United States. The original investment has been liquidated and the (70). (108).

company has no outstanding indebtedness beyond normal commercial credit. In July 1948 a dividend of \$100,000 was paid into the Treasury of the Trust Territory and was used in the furtherance of economic development programs. In addition, in March 1950, ITC established an Economic Development Fund of \$100,000 to be used to promote and diversify indigenous economic activities. This money may be advanced as grants or loans for the development of new industries under private management or for government-operated pilot industries. Enterprises now authorized to receive aid from this source include boat-building, commercial fishing, soap manufacturing, the production of cocoa, papain, ramie, and other potential agricultural products for export.

(78). During the fiscal year of 1950 a net profit of \$59,611.96 was earned by ITC. In the same period, trade goods sold in the several branches amounted to \$1,152,027.51; the cost price of island products purchased amounted to \$920,801.41. Of this latter amount copra represented \$782,043.20; handicraft \$77,201.97; trochus \$45,650.96; other products (fruits, vegetables, fish, coconut oil, tortoise shell, trepang, timber, etc.) \$15,905.28. Copra purchases totaled 9,720 short tons at an average cost of \$80 per ton. The world prices of copra increased toward the end of the 1949 calendar year and the price paid was increased \$10 per ton effective February 14, 1950. During the reporting period, a Copra Stabilization Fund of \$100,000 was established by ITC to protect copra producers against extreme fluctuations in the world price of copra. As an incentive to encourage local transportation, an allowance of from \$2.50 to \$7.50 per ton, depending upon the distance hauled, is made on copra delivered to ITC District warehouses by locally operated vessels. This is over and above the former differential of \$5 per ton paid for delivery to ITC warehouses. In addition, ITC pays a 15 percent processing tax to the Trust Territory on all copra exported.

(43). At the present time the Island Trading Company handles the major part of the import and export trade of the Trust Territory. This situation exists because it was necessary to create an organization to fill the commercial vacuum which existed in the Pacific Islands at the end of the war. However, to eventually replace ITC, private trading companies are being established and their development aided. These companies, now in operation at all the Civil Administration centers, are assuming an increasing proportion of the economic activities in the Trust Territory. In the interim it may be necessary for ITC to expand its services in some fields. ITC has never operated on Saipan and the entire importing and export business there is carried on by the Saipanese.

Indigenous Trading Companies (71).
Trade Stores (43).
(72). Indigenous trading companies operate both wholesale and retail establishments. Most of their trade goods are purchased from the Island Trading Company stock of more than 700 items although they are free to purchase where they desire. Most of the retail business of the Territory is carried on by the small trade stores scattered throughout the area which are owned either by individuals or communities. Continual effort is being directed to improving the services offered by these small stores and, as their capital increases and more transportation is provided by indigenous shipping, the distribution of domestic and imported products will become more effective.

Monopolies (80). Some of the local stores are community controlled. To some degree they may be considered as private monopolies in that the Government tacitly approves restriction of all trade to these establishments by not allowing other stores to be opened. This action has been taken to enable small communities to develop and maintain their own cooperative trade stores without harmful competition during the formative period of their operation.

It has been found that since few islanders possess sufficient capital to launch individual businesses, joint-stock companies are the most effective means for establishing private enterprise. Although these companies are often referred to as "cooperatives" or "cooperatively owned," these terms are actually used to describe a form of joint-stock company in which shares are widely held throughout the area in which they operate. None of these is a true cooperative in the generally accepted sense. One of the wholesale firms known as the "Ponape Cooperative Company" is organized as a normal business corporation except for limitations on ownership and transfer of stock and for a provision that each stockholder shall have but one vote regardless of the amount of his stockholding. There are no cooperatives for the marketing of exports.

Private corporations operating in the Trust Territory are as follows:

(76).

Firm	Business	Incorporated under laws of—
Flores Bros., Inc.....	Shipping.....	Guam.
Bordallo, Inc.....	do.....	Do.
Mid-Pacific, Inc.....	do.....	Do.
Northern Marianas Development Co.	Copra production and general trading.	Trust Territory.
Ponape Cooperative Co.....	General trading.....	Do.
Truk Trading Co.....	do.....	Do.
Western Carolines Trading Co.....	do.....	Do.
Saipan Fishing Co.....	Fishing and trading.....	Do.
Saipan Importers, Inc.....	General trading.....	Do.

(76).

No income or property taxes are presently being levied by the Trust Territory Government. Indirect taxes are paid as applicable to merchandise handled.

The following firms are doing business of a temporary nature in the Territory:

Firm	Business	Incorporated under laws of—
Japanese Phosphate Co. of Angaur.....	Mining.....	Japan.
Byrne Organization.....	Construction.....	U. S. Navy NoY 13950.
Brown Pacific Maxon.....	do.....	U. S. Navy NoY 13931.

(See Statistical Appendix No. VII.)

The Trust Territory does not form a part of a customs union with the United States nor have any formal customs or trade agreements been negotiated with other countries. By informal arrangement with the Government of Guam, free trade is permitted between the Trust Territory and Guam. No formal international agreements with respect to trade have been entered into during the past year.

Trade (66) (67) (68) (77).

Products of the territory are presently subject to the same customs duties as products of other foreign countries; exports from the United States to the territory are free of export controls.

(77).

No import or export licenses are required in the Trust Territory except in the case of establishments reexporting items from the United States or its possessions which are subject to United States export controls, and in the case

of articles subject to quarantine regulations. Persons lawfully engaged in retail trade are authorized to import for their own use or for sale in their own businesses without further license. Substantial amounts of goods for private use are imported by mail from mail-order houses in the United States without license. United States export controls, which originally applied to exports of certain articles from the United States to private businesses in the Trust Territory, were lifted as of June 28, 1948. (See *Interim Regulation No. 8-48*.)

Subsidies (77).

The Navy has authorized transportation of commercial freight in Naval vessels between Guam and each Civil Administration Unit, except Saipan, and between Civil Administration Centers and outlying islands, at \$0.0075 per short ton per sea-mile. This rate includes stevedoring, except at Guam and Saipan. Since it does not represent the actual shipping cost, it may be considered a partial subsidy. In addition, the differential in the purchase price of copra maintained by the ITC acts as a promotional subsidy to native shipping.

B. Transportation, Communication, and Public Works

General Situation (110) (113)
(114) (115).

Transportation and communication services in the immense area of the Pacific which the Trust Territory covers necessarily present a basic problem in the administration of the area. The United States Navy controls such facilities, except native small boat shipping, which have been established and has made such facilities available to the population wherever feasible. There is no tourist traffic at present, and none is expected to develop in the foreseeable future.

Air Transportation.

Air transportation is essential to effective administration of the territory. The bulk of passenger and mail traffic as well as a considerable portion of cargo is carried by Navy planes between the main centers. There are no civil air fields; the fields which are in use are either of prewar Japanese construction or were built by American forces after their occupation of the area. Seaplanes are especially suitable for use at atolls where land area is limited, but where lagoons provide adequate landing areas.

Sea Transportation.

The Navy provides ship transportation between the Trust Territory and external points through Guam on a regular schedule. Two commercial steamship lines maintain service between Guam and Hawaii. The only ships which make regular calls within the Trust Territory are Naval vessels. At least once every 3 months these vessels call at the Civil Administration Centers and the outlying islands, delivering mail, parcel post, and freight, and picking up copra, handicraft, trochus shell, and agricultural products. These ships also supply passenger service for the islanders. Civil Administration personnel travel by these ships to the outer islands on their regular inspection tours. Port facilities are almost entirely lacking except at administration centers. Elsewhere ships must frequently lie outside the reefs and small boats are used for lightering ashore. There are no inland waterways in the area other than navigable lagoons.

(114).

A limited amount of shipping is operated by indigenes on locally granted permits. A number of sailing craft work among the islands and atolls of the Marshalls. Permission for aliens to operate shipping facilities must be obtained from the High Commissioner. At the present time nonindigenes operate a few small shipping lines serving Guam and the Northern Marianas.

Roads.

The roads throughout the Territory are poor except on Saipan, Tinian, and Kwajalein where American military forces constructed a military road

system. The islanders use an extensive network of foot trails which connect adjacent settlements. There are no railroad facilities.

Air and sea postal service is provided by the Administration. Air-mail service is available to Civil Administration centers weekly, and mail for remote islands is carried by the field trip vessels on their periodic visits. Telephonic service is available at the Administrative Headquarters to administration personnel only except at Saipan where control of the telephone system was recently turned over to the municipality. Telegraphic service is available through the use of United States Navy class "E" messages. Each Administration Unit operates a radio station and maintains a regular communication schedule with Guam.

Communication Services.

Meteorological services consist of United States Naval facilities at the airfields and administration headquarters.

Meteorological Services.

During the fiscal year 1950 a total of \$365,625 was appropriated for the physical maintenance and upkeep of Civil Administration establishments.

Special projects financed in 1950 were:

Public Works (116).

- (1) Move of administrative field headquarters from Guam to Truk (\$50,000).
- (2) Consolidation of facilities at Palau (\$5,000).
- (3) Consolidation of facilities at Saipan (\$13,000).

Projects completed in 1950 were:

- (1) Tinian Leprosarium.
- (2) Move of headquarters from Guam to Truk.

All these projects relate to essential facilities used by the indigenes or contribute indirectly to their general welfare.

C. Public Finance, Money, and Banking

The ordinary and extraordinary expenses of administering the Trust Territory are met by appropriation of funds by the Administering Authority through the Department of the Navy and by funds derived from local revenues.

Appropriation of Funds (50).

The amount of the funds appropriated is ascertained by making a thorough study of expenditures for previous years, of estimates submitted by the individual Civil Administration Units, and of future programs, proposed by the various staff administrative divisions. Based on past history and current trends, an estimate of local revenue is made and included in the over-all budget. The funds necessary to supplement the local revenue are requested by the High Commissioner and included by the Department of the Navy as a part of the request for appropriations under United States budgetary procedures and are ultimately appropriated by the United States Congress. There have been funds advanced by the Administering Authority for two projects which might be considered grants-in-aid. The first of these involved the construction of a model native village on the island of Ebeye in the Kwajalein Atoll, for which over \$15,000 was granted. Another \$15,000 was granted to the Civil Administration Representative at Kwajalein to finance the local Marshallese boat-building company during the period when boats were urgently needed and local income was insufficient to pay for reconditioning. The amounts of local revenue, funds available for expenditure, and actual expenditures for the fiscal years 1948, 1949, 1950, and 1951 (estimated) are shown in the Statistical Appendix No. IV.

Budget (49).

Grants (51).

The principal sources of local government revenue are taxes, license fees, and court fines and fees. The following specific items accrue to the local municipal treasuries:

- (1) Head tax (\$2 per annum).
- (2) Business licenses fees.
- (3) Sales taxes on luxury items.
- (4) Property taxes.
- (5) Utility fees and service charges on municipally owned property.

Local Expenses.

The principal items of local municipal expenses are the salaries of municipal officials and the maintenance of municipal buildings, roads, walks, bridges, and wharves. Occasionally local revenue is insufficient to meet these expenses and the Civil Administrator may, at his discretion, grant financial assistance to meet the deficit.

The principal items of government expenditure and the amount of both revenue and expenditure are detailed in the budget for the past year and are included in Statistical Appendix No. IV. There is no public indebtedness of the Trust Territory.

(52).

As of June 30, 1950, the Trust Territory had \$65,546.84 in cash on hand, and \$55,865.00 on deposit in the Naval Working Fund representing accumulation of local revenues. In addition, the Treasurer of the Trust Territory holds certain trust funds which belong to the indigenous population and amount to \$176,465.57. This is the first year that figures on the capital position of the Territory have been available so no comparison can be made with figures for earlier years. As yet no national income estimates are available.

(46).

Currency (53) (55).

The Trust Territory has no separate currency system. Financial dealings among the indigenes themselves may be carried on according to their customs, but United States currency is the only official medium of exchange. Therefore, no laws and regulations governing currency and exchange are necessary. The amount of United States currency in circulation amounted to \$1,055,000 on June 30, 1950.

(54) (58).

Banks (53) (79).

Prior to June 1950 the only banking establishment in the Trust Territory was the Saipan Branch of the Bank of Guam, which was owned and controlled by the Government of Guam. Coincidental with the transfer of the government of Guam from the Department of the Navy to the Department of the Interior, the Bank of Guam was liquidated simultaneously with the opening of a Guam branch of the Bank of America National Trust and Savings Association of San Francisco. This organization also took over the Bank of Guam's Saipan operation.

(56).

Credit (53) (57) (89).

The present banking needs of the Trust Territory are minimal. The Island Trading Company through its normal operations provides merchandise credit to meet the needs of wholesale and retail merchants. The recently established ITC Economic Development Fund will provide capital loans for approved non-commercial and industrial ventures. Subsequent to the close of the reporting period the High Commissioner received the approval of the Secretary of the Navy for an expansion of the activities of the Island Trading Company to provide a deposit banking service.

(89).

There is no problem of rural indebtedness in the Trust Territory.

D. Taxation

There are two tax systems applied in the Trust Territory: Trust Territory taxes and municipal taxes.

Tax Systems (59).

Trust Territory taxes are levied and expended by the High Commissioner of the Trust Territory of the Pacific Islands and, except for the head tax, are collected by the Civil Administrators for transfer to the Treasurer of the Trust Territory. These taxes are:

Trust Territory Taxes.

(1) Internal Revenue Taxes:

- (a) Twenty-five (25) percent *ad valorem* on cosmetics, face powders, and perfume.
- (b) Twenty (20) cents per carton on cigarettes.
- (c) Twenty (20) percent *ad valorem* on cigars and other tobaccos.

No article on which a United States, Guamanian, Bonin Island, or Trust Territory internal revenue tax has been paid is subject to further internal revenue tax. It should be noted that no internal revenue taxes are levied on alcoholic beverages because the importation of such beverages is not allowed except to Saipan where beer may be imported.

(195).

(2) Processing Tax of fifteen (15) percent *ad valorem* on all copra sold in or exported from the Trust Territory. (65).

The internal revenue tax and the processing tax on copra are the only indirect taxes in force in the Territory. Internal revenue taxes apply to imported goods as well as to those domestically produced.

(3) Head tax of two (2) dollars from each male resident between the ages of 18 and 60 inclusive. This tax, although imposed by the Administration, is collected and expended by the municipalities.

Municipal taxes are levied and expended by each municipality in accordance with authorization of the Civil Administration. They are:

Municipal Taxes.

(1) License fees for businesses carried on wholly within the municipality.

The amounts of these fees are fixed by the Civil Administration.

(2) Sales taxes on luxuries sold at retail within the municipality.

(3) Property taxes on property within the municipality. Movable property may be subject to property tax only in the municipality where it is normally kept.

(4) Fees for private use of municipal property, services, and facilities.

Each municipality determines, subject to the approval of the Civil Administration:

(59).

(1) What items, if any, are subject to the sales taxes on luxuries and the rate of such taxes. No tax may be imposed on the necessities of life.

(2) What fees, if any, are charged for private use of municipal property, services, or facilities.

(3) The classes of property, if any, subject to property taxes and the rate of such tax. For example, power boats, canoes, bicycles, trucks, livestock, and dogs are some of the classes taxed by municipalities.

(63).

No portion of the municipal taxes is handed over to tribal authorities or communities in the nature of tribute. School teachers and some magistrates and scribes are paid from tax income derived from their own municipalities. Some persons who are chiefs are employed by the Administration but none receives payment simply because he is a chief.

Tribal Obligations (59).

(64).

The municipal taxes also are in addition and entirely separate from any tribal or clan property obligations which, paid under established native custom, may bear some similarity to a tax. Customary exaction of tribute by chiefs or headmen is permitted, but it is handled by the inhabitants themselves and is separate and distinct from government taxes. This tribute, representing, for example, a share of copra production, the first fruits of harvest or the first catch of fish, is in recognition of the Chief's or head man's hereditary claim to the land.

Direct Taxes (60).

(61).

Direct taxes consist of the head tax and the four categories of municipal taxes. They are paid individually in money and are applicable to all indigenuous inhabitants without distinction. Only the head tax is the same in all areas; other direct taxes vary with the economic status of the municipalities. (See Statistical Appendix No. V.) Taxes remaining unpaid for 30 days or more after they fall due bear interest at 6 percent per annum until paid.

Application of Tax Laws (60).

Tax laws are applied indiscriminately to all permanent residents of the Trust Territory and all persons engaged in business therein. Foreign individuals or companies are not subject to special tax measures other than those applicable to nationals of the Administering Authority. Administrative appeal is by petition through administrative channels; judicial rights of appeal are in accordance with general court procedures.

(61).

(62).

If it is determined by the proper authorities that payment in money of the tax levied would cause undue hardship to an individual, he may work off his tax by labor at rates currently established by the Civil Administration. There is no data available regarding the number of individuals who work off their taxes.

Chapter V

SOCIAL ADVANCEMENT

A. Social Welfare and Social Security

The Administering Authority is carrying out continually expanding programs for the development of self-government, economic self-sufficiency, medical care and education, all aimed at the betterment of social conditions. These, together with the customs of the local social systems, provide the necessary guaranties for social welfare and social security.

General Program (118).

Primarily the social welfare of the people is assured by the system of relationships which exist within their society. Ties of family, clan, neighborhood, and tradition link the people in complex relationships where every individual is assured of assistance when needed. The care of widows, orphans, and abandoned children, the poor, the ill, and all unfortunate people is the accepted responsibility of indigenous society. Such a social system has removed fear of individual want or incapacity. To this indigenous pattern of security and always within the bounds of native custom, the Administration has added the knowledge and facilities of modern science.

Indigenous Social System
(121) (198) (202).
(200).

The basic social customs and conditions are under continuous review. Working most closely with the problem is the Staff Anthropologist, who is stationed at Field Headquarters, and five additional anthropologists, one of whom is attached to each Civil Administration Unit. The Civil Administrator and the Welfare Officer in each district have the immediate responsibility for the social welfare of the people. They are advised by the anthropologist whose duties consist of fact finding on specific current problems, translations, interpretation, and codification of indigenous laws and customs, studies of land use, investigation of claims, and recommendations for education programs.

Administration (117) (245).

Funds for social welfare are provided by the Administering Authority and amount to a high percentage of the appropriation. The total revenue collected by the municipalities is barely sufficient to pay the salaries of indigenous administrators. Local funds over and above administrative expenses are administered by the municipal governments for their own welfare. The Administration has not asked the people of any locality for voluntary contributions on behalf of their welfare program. Assistance in social work is given the Administration by the American Board of Foreign Missions and the National Catholic Welfare Conference through their missionaries. The American Red Cross and the Junior Red Cross have contributed educational material for the schools and Christmas gifts for the children.

Funds (117).

(119).

Assistance (142).

(118) (201).

There is no apparent need for further extension of social service work in the Trust Territory. So thoroughly is the problem of social security solved by the people themselves that investigations have uncovered little reason for the Administration to enter the field or make plans for its improvement.

(197) (199) (200).

(201).

The benefits of the social welfare program are available to all. The provision in the Bill of Rights which states that there shall be no discrimination on account

(136).

of sex, race, or religion in the Trust Territory is as scrupulously observed in welfare measures as it is in political and judicial affairs.

There is no written law regarding the legal capacity of women other than the Bill of Rights but in practice no occasion has arisen which would make a ruling on this necessary. The Administration recognizes no occupational barriers or legal restrictions against the employment of women because of their sex and they receive equal pay for equal work. By local custom women do not engage in certain activities in the community life such as fishing and boatbuilding which are considered men's jobs. Women are not discriminated against educationally and they have eagerly sought the chance for selection and training for government service in nursing and teaching. There is an increasing desire on their part to participate in the management of local affairs and the Administering Authority encourages such participation.

Full freedom of thought and conscience and free exercise of religious worship and instruction are guaranteed to all people. The majority of the inhabitants of the Trust Territory are adherents of some form of Christian religion and there are many indigenous pastors. Catholic and Protestant churches and schools are located throughout the area and are free of any regulations by the Administration except in regard to curriculum standards. Indigenous religions, which for the most part are primitive island faiths, are extant in certain areas, mainly Yap and the Palaus. Few of the aboriginal beliefs which could be detrimental to the social objectives of the Administration remain and no measures have been taken either to curb or to promote ancient religious practices. There are approximately 67 nonindigenous missionaries distributed throughout the Trust Territory. The American Board of Commissioners for Foreign Missions and the Society of Jesus represent the predominant mission groups. The majority of these missionaries have been assigned from the United States; a small group of German missionaries in the Caroline Islands and a few Spanish missionaries in the Carolines and Marianas remain from an earlier era.

Freedom of the press is guaranteed by the Bill of Rights. News bulletins are mimeographed and distributed at some of the Civil Administration Units. Although these bulletins are designed primarily for the use of American personnel, they do have a limited circulation in those native communities adjacent to the District Headquarters. One newspaper, edited and published by a resident of Saipan, with a moderate circulation in the Marianas, does not exert any great influence on public opinion. The Administration places no restrictions on the rights of nonindigenes who may be authorized to visit or work in the area to write and publish material for dissemination abroad.

No slavery nor any practices akin to slavery exist in the Trust Territory. Restrictions on the personal freedom of the inhabitants have been made only in the case of medical quarantines or in proper criminal proceedings against individuals.

The inhabitants of the Trust Territory are guaranteed freedom of migration and movement, subject only to the requirements of public order and security (*Trusteeship Agreement*, Article 7). Permission to travel within and outside the Territory is usually granted to the people as a matter of routine insofar as transportation is available. Because of the interrelationships of these people there is no vagrancy problem and therefore vagrancy is not a penal offense.

The only appreciable displacement of population entailing social and economic consequences has been the voluntary movement of Saipanese from urban areas to farms and of a limited number of Saipanese to Guam. Coloni-

Position of women (132).
(134).

(132).

(135).

Freedom of Religion (141).

(121).

(143).

Missionaries (142).

Freedom of the Press (137)
(139).

(138).

(148).

Slavery (122).
Personal Freedom (123) (147).

Freedom of Migration and
Movement (124).

(128).

Displacement of Population
(125).

zation of Agrihan and Alamagan and the revitalization of their coconut plantations have aided in the economic advancement of the Saipan District. While some discomfort may be experienced by the Saipanese during their readjustment to agricultural life, the people themselves feel that this readjustment will ultimately be to their benefit.

The ex-Bikini population which was settled on Kili during 1948 has shown indications of restlessness which, after exhaustive investigation, proved to stem from the people's wish to break away from the established Marshallese customs of land ownership and use. It is the desire of the Administration that problems of this nature, which evolve from within the social organization of the people, shall be reconciled by the indigenous groups concerned with the aid of the Administration. Development of this situation is being carefully watched by the Administration to ascertain its possible effects upon other areas.

Problems such as arise from the return of ex-service men and women or from immigration do not exist in the Trust Territory. There are no ex-service personnel and in the interest of the indigenous inhabitants, immigration to the Territory is by special permission of the High Commissioner. The vastness of the area and the very limited transportation facilities minimizes the possibility of illegal entry into the area. Control of immigration into the Territory applies equally to all members of the United Nations including the United States. Ordinarily no limitation is placed on the emigration of any person in the Trust Territory regardless of nationality.

(120) (240).
Immigration.

(126) (127).

Living conditions are continually being improved although no legislation affecting housing or town planning has been enacted during the year. Housing in the more populous areas is undergoing a change with homes of thatch construction gradually being superseded by those of frame and corrugated iron, patterned after small Western-style dwellings. Progress in the building of these more adequate homes has been hampered, however, by lack of material. In the one mining area in the Territory, on Angaur, the Japanese workers are housed in barracks. At the Metalanin coconut plantation in the Ponape District, which is the only plantation operated as an indigenous commercial unit in the area, housing in barracks or Western-style dwellings is provided for the workers.

Housing (204).

(203).

The Civil Administration has assisted in improvement of housing by making available surplus materials and war-generated building scrap, and by reestablishing sawmills at Koror, Truk, and Ponape for the production of lumber from local timber. The Island Trading Company stocks basic hand tools, nails, screening, paint, and other building accessories for sale to local inhabitants at reasonable prices. All types of houses are being made more healthful through native concurrence with the advice of Civil Administration Public Works Officers that they be elevated above the ground and screened, that drainage facilities be constructed, and that land around homesites be cleared. (See Statistical Appendix No. VIII.)

(205).

(203).

Town planning projects include the establishment of a model village near the Civil Administration Headquarters on Moen Island in the Truk District. A complete community of dwellings, water catchments, sewage, and drainage facilities is being constructed on Ebeye Island of Kwajalein Atoll to house the Marshallese workers formerly residing on Kwajalein Island.

Town Planning (206).

Since a money economy is not the prevailing condition of life in the Territory at the present time, it has not been deemed practicable to conduct cost-of-

Cost of Living (129).

living surveys or family living studies, or to prepare and publish cost of living indices. (See Statistical Appendix No. XI.)

Standard of Living (47)
(131).

The standard of living of the inhabitants of the Trust Territory is improving in proportion to developments in the fields of education, health, and economics. The principal economic achievement of the Territory has been an increase in the amount of income which the inhabitants can realize from their own efforts. This fact, together with better education and improved health, has materially improved their way of life.

The standard of living varies from one part of the Territory to the other. Education and health standards are better than before the war. Living conditions in outlying islands which before the war were removed from the Japanese centers of economy are at least up to prewar levels. In communities which were near Japanese centers, and where the purely economic aspects of the standard of living depended directly upon a money economy, it is still below prewar levels. However, the greater opportunity for employment for wages and for the sale of local products for the support of Japanese economy which existed under the Japanese regime in these areas, should be weighed against the freedom now enjoyed by the inhabitants and the fact there are no longer large numbers of nonindigenous persons using the major portions of the local resources.

B. Labor

General Situation.

(149).

Problems of labor and of working conditions as they exist in the modern industrial society of the Western World are unknown in the Trust Territory of the Pacific Islands. In a subsistence economy such as the islands have, all but a few of the people are engaged in farming and fishing. Scarcely 2,000 persons are gainfully employed for wages. Of this number about three-fifths work for the Civil Administration Units; the balance engage in light business enterprises or in public works construction or salvage operations for the military or civilian contractors. Working conditions are uniformly good, and, as in all aspects of social welfare, the benefits of the indigenous social system and of the Civil Administration program are available to all. (See Statistical Appendix No. X.)

Administration (152).

(156).

(151m).

The Division of Economics on the Staff of the High Commissioner has cognizance of labor, wages, and associated functions. In the Civil Administration Units the Economics Officer is responsible for labor affairs. In addition to handling the general details of labor administration, all requests and applications for work are screened in his office. On the basis of recommendations, interviews, and demonstrations of qualifications, indigenous laborers are classified according to the type of work which they prefer and which they are qualified to perform. Vocational training is given by the schools and supplemented by in-service training.

(152).

It is the practice of the Administration to employ nonindigenous personnel, other than naval personnel, only when the necessary professional or technical knowledge and experience cannot be found among the indigenes. The expenses in connection with labor functions are met by general administration funds.

Labor Legislation (151).

Fundamental legislation controlling labor in the Trust Territory is stated in *Interim Regulation No. 4-48*, Section 5 (Bill of Rights) and Section 13 (Economic Controls). These laws, while not extensive and of a general nature, have to date proved adequate because of the small amount of industrial em-

ployment within the Trust Territory and the lack of any large industry controlled by indigenes or a government agency. The Administration itself is by far the largest employer of labor; consequently, it has been possible to regulate labor relations satisfactorily by administrative action alone. This would be totally inadequate in a more complex society or in one more highly organized industrially. The policy of equal remuneration for work of equal value in a District applies to all indigenes regardless of sex, race, nationality, religion, or tribal association. Indebtedness among wage earners does not represent a serious problem.

Equal Pay (165) (166).
(167).

Work hours, rest periods, and holidays are generally controlled by established native customs; government employment is based on a 40-hour week, work hours being adjusted where necessary to conform with native customs. Health and sanitary conditions of employment are an integral part of the Administration's health program. No medical inspection is required in connection with employment other than the inspection of food handlers as part of the health program. In general, employees of the Administration enjoy better living and health conditions than they experience in their home environment.

Working Conditions (151d, e, f, g).

Employees of the United States Government, including those indigenous to the Trust Territory, are entitled to the benefits of the United States Employees' Compensation Act of September 7, 1916, as amended.

Workers' Compensation (151h).

Contracts of employment are of 1 year duration with the option of retention and carry only a civil obligation. No sanctions are applied. If non-indigenous personnel are brought from the United States, they are paid according to the standards of compensation in that country plus any overseas differential customary and prevailing.

Contracts and Sanctions (151a).

Labor problems which are not covered by legislation are solved by certain policies which the Civil Administration has adopted. To reduce absenteeism and raise the efficiency standard of island employees, the Administration directs the workers' attention to the responsibilities they assume upon accepting employment; has established a system of rotation for workers to allow time for the harvesting of food supplies; has adopted a wage scale which rewards punctuality and the progressive development of skills; presents opportunities to develop skills through on-the-job training; and provides opportunities to progress to higher job classifications on the basis of a merit system. Studies of labor problems and standards are constantly in progress at the various Civil Administration Units.

Labor Problems (154).

Industrial relations has never been a problem. Freedom of association and of petition to the government are guaranteed by the Bill of Rights and the need for further formalization of these procedures or for formulating conciliation or arbitration laws has not yet arisen. Trade-unions, although not prohibited, are nonexistent. Because of the predominately nonindustrial character of the area, the need for trade-unions, collective-bargaining processes, and the right to strike has not become evident. No employers or employees were charged with or convicted of any offense against labor laws and regulations during the past year.

Industrial Relations (151b).

(155).

(153).

The problem of finding employment for the indigenous people is practically nonexistent except on Saipan. Since most of the inhabitants can support themselves with a minimum of labor and without depending upon a daily wage, the difficulty lies in procuring sufficient labor to satisfy the local demands of the Civil Administration Units or of the military establishments. Often

Employment (163).

(156).

(157). the procurement of additional laborers has to be arranged through the local village or island chiefs. The procurement of labor has been stimulated by several upward revisions of the wage scale, designed to make employment more attractive, and by making available for purchase greater quantities of the consumer goods which are most in demand.

(161). Ample opportunities exist in the Territory for the employment of both skilled and nonskilled laborers. The former especially are in demand. The number of positions open to electricians, carpenters, machine operators, office workers, and cabinetmakers far exceeds the number of trained personnel available to fill them. Only the Saipan District has an excess of skilled labor. This problem has been partially solved by the migration of Saipanese to Guam where wage scales are advantageous and where there will be no problem of discrimination since the Guamanians, like the Saipanese, are of the Chamorro race. The problem of finding employment for manual workers is practically nonexistent. Those not employed by nonindigenous establishments are absorbed by the many activities of the indigenous economy.

(161). As of June 30, 1950, these indigenes were employed for wages by the
 (25). Civil Administration Units, the Central Pacific Insular Establishment, and private nonindigenous employers:

District	Civil Administration Unit	Central Pacific Insular Establishment	Private Nonindigenous Employers
Saipan.....	121	29	40
Palau.....	223	48	90
Truk.....	267	43	36
Ponape.....	202	29	65
Marshall Islands.....	137	26	270
Total.....	950	175	501

Civil Administration indigenous employees work in the various departments of the Civil Administration Units: Administration, Operations, Public Affairs, Economics, Public Works, Public Health, Finance and Supply, and Education. The Central Pacific Insular Establishment consists of members of the Constabulary and seamen. Indigenous employees of private nonindigenous employers include domestics and workers employed by the Missions, the Island Trading Company, and the military other than Civil Administration. No figures are compiled for indigenes employed by other indigenes. (See also Statistical Appendix No. I, C.)

(151a). This total of 1,626 indigenous employees for wages is increased by approximately 200 to 500 other wage earners engaged in small businesses and temporary or seasonal occupations such as handicraft making, copra gathering, and fishing. There is no industrial homework in the Territory, the nearest approach to it being home manufacture of handicraft which is on a private enterprise basis.

Housing.
 (151c). Where large numbers of laborers are employed as in Kwajalein and Majuro, living quarters have been provided and messing facilities set up. All are under the direct supervision of a representative of the Civil Administration Unit concerned.
 (157).

(166). Where necessary, explicit regulations have been enacted to insure that the local inhabitants who are on the administration payroll suffer no indignities and

are given an equal share of the desirable and undesirable jobs. For example, islanders hired as seamen aboard ships engaged in interisland traffic are protected by a directive which states that not more than 50 percent of the personnel assigned to tasks generally considered as undesirable shall be islanders.

The Administration does not hire persons under 14 years of age. Government employment is open to both sexes on an equal basis but local customs so closely regulate the occupations entered into by men and women that sex discrimination is rarely a problem for the employer or the Administration.

All labor is voluntary except penal labor. This type of labor is utilized by the Administration for municipal projects.

Freedom of movement within the Territory is guaranteed by the Bill of Rights and is subject only to the requirements of public health, order, and security. There have been no instances of indigenous inhabitants leaving the Territory in search of employment apart from the movement of a few individuals and small groups to Guam. No serious problems have been created by this instance of labor migration. The Administration does not allow large numbers of laborers to leave the area and thus deplete local manpower. Because of the constant need in local communities for workers to engage in fishing and subsistence farming, the prolonged absence of a high percentage of able-bodied men from any village would be detrimental economically as well as socially. All laborers who volunteer for work away from their homes are carefully screened to eliminate men whose absence would work a hardship on the community. The contract labor system does not exist in the Trust Territory.

Workers recruited from outside the Trust Territory consist of civilian employees of the Civil Administration, employees of civilian contractors performing services for the Administering Authority, and laborers in the Angaur phosphate mine. Civilian employees of the Civil Administration are teachers, dentists, and specialists in problems of the area. They are hired under contract according to United States Government employment regulations. Housing is furnished them by the Civil Administration.

Employees of civilian contractors are recruited in the country in which the employer is registered and under the employment regulations of that country. The majority of the 227 workers employed on June 30, 1950, were American. The nonindigenous laborers in the Angaur phosphate mine consist of 405 Japanese, recruited in Japan according to an agreement made between the Angaur clans, the High Commissioner, and the Supreme Commander for the Allied Powers in Japan. All nonindigenous workers are returned to their homeland upon the expiration of their contract and are not permitted to settle in the Trust Territory. There were no deaths among the workers during the past year.

Separate camps are maintained for the nonindigenous labor crews and housing and messing arrangements are provided by the organization or company employing them. Because housing is of the barracks type, wives are not allowed to accompany the laborers. No instances of trouble between nonindigenous workers and the inhabitants have arisen.

C. Public Health

The public health program for the Trust Territory of the Pacific Islands continues to be of high priority. Its general objectives are to control preventable diseases and to elevate public health standards (*Interim Regulation*

Child Labor (1511).
Employment of Women.

Compulsory Labor (159).

Labor Migration (124).

(151k, 1).

(164).

(158).

Recruitment of Labor (160).

(151j).

(160).

(160).

Objectives of program.

No. 4-48, Section 7). Although this is a long-term program, the work accomplished each year is bringing it closer to realization more rapidly than was originally believed possible.

Legislation (171).

The public health policy and program are stated in: *Health Service Policy for the Trust Territory of the Pacific Islands*, issued on August 5, 1947; *Interim Health Service Program for the Trust Territory of the Pacific Islands*, *Public Health Rules and Regulations for the Trust Territory of the Pacific Islands*, and *Medical Practice in the Trust Territory*, all promulgated on November 28, 1947 (Documentary Supplement No. (V)); and *Interim Regulation 4-48*, Sections 2 and 7. No additional legislation affecting medical and public health affairs was passed during the year. To date the Administration has no organized health activities in cooperation with other governments or international organizations including the World Health Organization. However, international sanitary conventions are observed.

(172).

Administration (169).

The Division of Public Health of the Staff of the High Commissioner has cognizance of all health matters in the Trust Territory. The program is under the general direction of the Director of Public Health who is also the Medical Officer of the Staff of the Commander in Chief Pacific. The immediate control of health affairs is the responsibility of the Field Medical Officer who is located at Truk. He is responsible for the administration of personnel, hospitals, and dispensaries and for the medical training of indigenous personnel. The Civil Administrators are directly responsible for the enforcement of all health and sanitation regulations in their respective Districts. The expenses of the medical program are met, for the most part, by appropriated funds. Only a minute amount of the cost is paid for fees occasionally collected for medical service. Health, epidemiological, and vital statistics are carefully compiled and are increasing in thoroughness and accuracy each year. (See Statistical Appendix No XII.)

Statistics (173).

Personnel (174).

The Administration will provide medical and dental officers and medical administrative personnel to conduct the health program until indigenes are sufficiently trained to assume the work. The nonindigenous personnel in the field consist of United States Navy Medical and Dental Corps officers, Medical Service Corps officers and hospital corpsmen, and civilian dentists. Indigenous employees are medical and dental assistants, nurses, health aides, and nurse's aides. There are no medical missionaries in the area.

(142).

Training (175).

Medical, dental, and nursing training for inhabitants of the Trust Territory is provided at the United States Naval Medical Center, Guam. Health aides and nurse's aides are trained at the dispensaries, one of which is located at each District Headquarters. These students, who come from outlying islands, receive a 3-month course in sanitation and first aid. At the end of that period they return to their home islands to supervise local sanitation and provide simple medical care for their people. Laboratory workers also are trained in the District dispensaries and at Guam to do routine laboratory tasks and to assist in the pharmacy. These training programs are open without discrimination to the indigenous people.

Hospitals (181) (185) (186).

All hospital facilities for the inhabitants of the Trust Territory are operated by the Civil Administration. They are available at the District dispensaries, and at the Naval Medical Center, Guam. Leprosy cases are treated at the Leprosarium on Tinian; other tropical diseases and venereal diseases are treated at the dispensaries.

A majority of the small islands have dispensaries manned by health aides

and equipped to do first aid. Medical, dental, and hospital corps personnel visit these islands on regularly scheduled field trips and provide additional treatment for the people. Those needing hospitalization are taken to the District dispensaries.

Dispensaries (186).

The principal existing diseases treated in the Trust Territory are or relate to tuberculosis, yaws, intestinal parasites, filariasis, and leprosy. Preliminary surveys of the islands indicated that approximately 90 percent of the inhabitants were afflicted with active yaws, 50 percent with intestinal parasites, and 5 percent with filariasis. The incidence of tuberculosis could not be gaged until more thorough examinations were possible. Now, each year, substantial reductions are evident in the incidence of disease. Tuberculosis statistics are not yet complete but those already compiled indicate a possible incidence of the disease in 1½ percent of the entire population. Active yaws has been reduced until now an open lesion is seen in less than one-half percent of the patients who present themselves for treatment. The incidence of intestinal parasites varies markedly in different areas of the Territory although repeated studies and treatment have reduced the over-all number of cases. A total of 99 cases of leprosy have been diagnosed. All of these are being treated at the leprosarium on Tinian where facilities for isolation, housing, and treatment have been set up in accordance with the most modern therapeutic standards. The staff is headed by a United States Navy Medical Corps officer who has had training and experience in treatment of the disease.

Diseases (177).

(178).

Research programs in tropical medicine are being expanded as more medical statistics become available. Special studies are being made of filariasis, intestinal parasites, and epidemic encephalitis. The most valuable sources of material for study are the reports compiled by the medical survey ship, the U. S. S. *Whidbey*. This ship, equipped as a floating clinic and laboratory and staffed by medical and dental officers and technicians, is traveling from island to island giving physical examinations, chest X-rays, vaccinations and inoculations for smallpox, tetanus, and typhoid fever, making seriological and other analyses, and setting up individual health records for all the inhabitants. To date approximately 23,000 people have been processed. The survey of the Northern Marianas, the Western Carolines, and part of the Marshalls has been completed; the remaining area in the Marshalls and the Eastern Carolines will be covered within the next year.

Research (171).

(181) (245).

U. S. S. *Whidbey*.

During the past year the U. S. S. *Whidbey* has surveyed 26 islands and given 11,091 physical examinations. As a result of the examinations there have been reported: 99 active and 106 suspected cases of tuberculosis; 53 active and 1,997 inactive cases of yaws; 3,708 cases of intestinal parasites; 12 cases of filariasis; 1 case of leprosy. Further studies of Truk indicate there is an incidence of filariasis in the atoll of approximately 33 percent.

(170).

Maternal and child health are excellent. Prenatal, maternity, and child health clinics are held in each District dispensary. All women who live near a District dispensary have the services of a medical officer available to them during confinement although, by custom, most prefer midwives. In the smaller islands trained midwives practice under the supervision of medical officers. The regulations concerning midwifery are contained in *Medical Practice in the Trust Territory*, Section 14. The medical facilities for children of preschool and school ages are the same as for adults. No records are available concerning the percentage of children who receive medical care but the number of those ill is small.

Maternal and Child Health (182).

Prostitution (179).

Prostitution is a punishable offense but a minor problem in the area. Those infected with venereal disease are hospitalized until treatment is completed. Educational courses dealing with prostitution and venereal disease are part of the organized program of each District dispensary.

Indigenous Practitioners
(176).
(180c, d).

The islanders by and large accept the modern medical service provided for them. It is never forced upon them and the doctors have succeeded in obtaining the confidence and cooperation of the people. To a certain extent there is still some belief that physical health, sickness, and death are controlled by supernatural forces and these ideas cannot be modified easily except through long-term education. Undoubtedly some unqualified medical practitioners are continuing their unsanctioned work but their influence is declining in proportion to progress in health education. The Administration has adopted a policy of noninterference toward these practitioners since much of their practice is carried on as a matter of family tradition and any comprehensive system of regulatory law would be difficult to enforce. When it becomes necessary to eradicate a dangerous or injurious practice, Civil Administration medical personnel and local officials meet and attempt to resolve the problem.

Nutrition (131) (183) (184).

The nutrition problems in the Trust Territory are constantly being studied. The island diet consists primarily of fish, taro, sweet potatoes, yams, manioc, breadfruit, coconuts, arrowroot, papayas, pandanus, and corn. This is supplemented occasionally by other fruits, chicken, fresh pork or beef, and imported items such as canned milk, canned meats and fish, flour, lard, and sugar. A program to provide school children with supplementary foods has been started. The Administration, as part of its program in promoting the welfare and economy of the Territory, protects and develops indigenous food resources and, through the Island Trading Company, maintains a supply of basic commodities at all times. All persons engaged in handling food are given periodic physical examinations; establishments preparing and dispensing food must be licensed and inspected periodically.

(189).

Survey.

The U. S. S. *Whidbey* is combining a survey of nutritional standards with its medical survey and the results are gratifying. Of the 11,091 people examined in the last year, only 140 were found to be suffering from malnutrition.

Sanitation (180b) (187).

The sanitation program established by the Administration is an important factor in the improvement of health conditions. The rules for sanitation are a part of the system of government regulations for each island and an infraction of these regulations is a punishable offense. Continual inspection of sanitary facilities by medical personnel has resulted in reasonably satisfactory conditions at the Civil Administration centers. Inspections of outlying islands are possible only when a field trip is made. However, on these small islands, the policy and health aides have been instructed in sanitation measures and made responsible for carrying out the program.

(187).

All villages have been instructed to build toilets. These approved are the screened-pit latrine and the over-the-water type which uses tidal action for flushing. Drainage is not a difficult problem since most of the islands are small.

Food and Water Inspection
(189).

Water supply varies with the type of island. Most of the high islands have adequate spring-fed or surface water. The low islands, however, have to rely on catchments of rainwater and shallow wells, both of which may easily become breeding grounds for mosquitoes. In a few instances the Administration has water distillation plants but the amount of water which they can supply is limited. Rigid standards are observed in the inspection of the water distribution systems and this has been effective in combating typhoid fever and

other water-borne diseases in urban areas. Amoebic dysentery was formerly prevalent throughout the region, partly as a result of Japanese methods of fertilization of crops, but cases of it now are infrequent.

Pests dangerous to human health are rare in the Trust Territory. Mosquitoes and flies are the most numerous but they have been reduced through liberal use of DDT. Occasionally it has been necessary to use oil on the stagnant pools which are found on the high islands. Bushing, burning, or burying all refuse and garbage and disposing of coconut shells have all minimized the fly and mosquito menace. The hookworm has been practically eliminated as a source of disease.

Control of Pests (189).

The people of the Trust Territory are not addicted to the use of narcotic drugs. The only narcotics used in the area are administered by United States Navy medical officers under military control and for medical purposes. Regulations relative to the importation, sale, manufacture, and distribution of drugs and pharmaceuticals are contained in *Interim Regulation No. 4-48*, Section 7. International regulations relating to narcotics are followed in practice although they have not been formally extended to the Trust Territory.

Drugs (190) (191) (192)
(193).

Alcoholic beverages are not manufactured on a commercial scale in the Trust Territory. Manufacture by individuals for personal use in accordance with indigenous tradition is permitted subject to community control. The importation of spiritous beverages for the use of the indigenes is illegal except in the Saipan District where beer, without limitation as to alcohol content, is allowed to be imported. During the past year the value of the beer brought into Saipan amounted to \$90,077.10.

Alcohol (194).
(195).

The success of the Trust Territory health program depends to a great extent on community education in health affairs. Good health habits are taught elementary school students as part of their course of study. Students at the intermediate and teacher training schools receive instruction in public health and sanitation from Civil Administration medical personnel. Island chiefs are instructed in the need for solution of the health problems of their islands and their assistance enlisted in convincing the people of the worth of the program. Visual education has been attempted in certain areas through the media of health posters and motion pictures. It is gratifying to be able to report that the people are interested and eager to join with Administration in all measures for the improvement of general health conditions.

Health Education (180a).

Chapter VI

EDUCATIONAL ADVANCEMENT

The success of the political, judicial, economic, and social programs for the Trust Territory is dependent upon the educational advancement of the people. Therefore, the educational objective of the Administering Authority is to give the inhabitants of the Pacific islands an appreciation of the value of these programs, the skills to participate in them, and the knowledge necessary to assume full direction of them at some future time. (See *Interim Regulation No. 4-48*, Section 8, and *Statistical Appendix No. XIII*.)

Policy and Aims (219).

A free public school system has been established in the Trust Territory to accomplish this end. The Department of Education, located at the Headquarters of the High Commissioner at Pearl Harbor, is directly responsible for the administration of the schools. The Education Staff is composed of the Director of Education, the Assistant Director of Education who is also the Field Educational Administrator, and the Supervisor of Publications. A Supervisor of Agricultural Education, a Supervisor of Libraries, and a Supervisor of Linguistics have been provided for in the budget but not yet employed.

Department of Education (221).

In the field there is an Educational Administrator for each District and for the island of Yap who is directly responsible to the Civil Administrator. The District Educational Administrator directs the conduct of educational affairs, implements the educational policies of the Administering Authority, and is responsible for expanding and supervising the educational programs within his respective District. Each District also has an indigenous Superintendent of Schools who works closely with the Educational Administrator and who is rapidly taking over many of the educational tasks of his District.

Educational Administration.

The Department of Education is advised in educational affairs by the Advisory Committee on Education for Guam and the Trust Territory. This Committee, established in November 1947, is composed of distinguished educators from Hawaii who have met twice a year, once at the University of Hawaii and once in the field. Its members make recommendations concerning the professional and technical phases of public education and educational administration, review the progress of the program, and screen candidates for teaching positions.

Advisory Committee (220). (221).

Elementary schools, staffed by indigenous teachers, are in operation throughout the whole area. Eventually these schools will attain a 6-year course of study. This past year they approximated the requirements of a 5-year program of studies.

School Systems Elementary Schools (220).

The general curriculum for the elementary schools is as follows:

<i>Grade I</i>	
(Approximate Age 8 Years)	
Vernacular	2 periods daily.
Conversational English	1 period daily.
Recreational Activities	1 period daily.

Elementary School Curriculum (226).

Grade II

(Approximate Age 9 Years)

Vernacular	3 periods daily.
Conversational English.....	1 period daily.
Recreational Activities.....	1 period daily.

Grade III

(Approximate Age 10 Years)

Vernacular	1 period daily.
Conversational English.....	1 period daily.
Reading and Writing of English.....	1 period daily.
Arithmetic	1 period daily.
Social Studies, including Geography, Science, and Health.....	1 period daily.
Recreational Activities.....	1 period daily.

Grade IV

(Approximate Age 11 Years)

Vernacular	1 period daily.
Conversational English.....	1 period daily.
Reading and Writing of English.....	1 period daily.
Arithmetic	1 period daily.
Social Studies, including Geography, Science, and Health.....	1 period daily.
Arts and Crafts.....	1 period daily.
Recreational Activities.....	1 period daily.

Grade V

(Approximate Age 12 Years)

Conversational English.....	1 period daily.
Reading, Spelling and Writing of English.....	1 period daily.
Arithmetic	1 period daily.
Social Studies, including Geography, History, Science, and Health.....	1 period daily.
Arts and Crafts.....	1 period daily.
Gardening	1 period daily.
Recreational Activities.....	1 period daily.

Grade VI

(Approximate Age 13 Years)

Reading and Conversational English.....	1 period daily.
Spelling, Writing and Composition.....	1 period daily.
Arithmetic	1 period daily.
Social Studies, including Geography, History, Science, and Health.....	1 period daily.
Arts and Crafts.....	1 period daily.
Gardening	1 period daily.
Recreational Activities.....	1 period daily.

Intermediate Schools (220).

Intermediate schools have been established at the headquarters of each Civil Administration District and at Yap. The intermediate school offers a 3-year program of studies in one of the following: (1) Terminal education for graduates of elementary schools and other students in subjects especially adapted to the needs of the District, including teacher training; (2) preprofessional education for students desiring higher education.

The basic curriculum for the intermediate school is as follows:

Terminal Education

- English (conversation, reading, writing and spelling, grammar and composition).
- Arithmetic.
- Social Studies (health, hygiene and sanitation, local civics, history and geography).
- Teacher Training (on an in-service and interim basis).
- Commercial Subjects.

Intermediate School Curriculum (226).

- Industrial Arts and Homemaking (including indigenous arts and crafts).
- Agriculture.
- Vocational Training (carpentry, masonry, seamanship, boat making, and fishing).
- Recreational Activities (sports, games, hobbies, music, art).

Preprofessional Education

- English (conversation, reading, writing and spelling, grammar and composition).
- Arithmetic.
- Social Studies (health, hygiene and sanitation, local civics, history and geography).
- General Science.
- Agriculture.
- Industrial Arts and Homemaking (including indigenous arts and crafts).
- Recreational Activities (sports, games, hobbies, music, art).

Approximately 565 scholarships including free subsistence and stipends to cover costs of incidentals have been provided for intermediate school students. About 60 students have been able to attend the intermediate schools at their own expense. Student selections are made by a scholarship committee which has been established in each District. This committee is composed of three members including the indigenous Superintendent of Schools, the District Educational Administrator, and one person designated by the District Civil Administrator. Selection factors and tests are gradually being improved so that the most promising students may benefit from the educational opportunity.

Scholarship Aid (230).

Advanced education within the Trust Territory is available at the Pacific Islands Teacher Training School (PITTS) at Truk. At the present time PITTS includes two schools, the School of Teacher Training, established in November 1947 to prepare teachers for the Territory schools, and the School of Communications, established in September 1949 to train indigenous radio operators. Teacher Training, including practice teaching, is a 2½-year course; Communications is a 3-year course. The study of English is emphasized to as great a degree as is that of professional and technical subjects. The students attending these schools are carefully selected from ranking intermediate school students. Currently there are 98 students at PITTS.

Advanced Education (220).

The curriculum of the School of Teacher Training is as follows:

FIRST YEAR				Teacher Training Curriculum (226).
<i>First Semester</i>		<i>Second Semester</i>		
<i>Subject</i>	<i>Credits</i>	<i>Subject</i>	<i>Credits</i>	
English I.....	5	English II.....	3	
Reading I.....	2	English Composition I.....	2	
Spelling I.....	2	Mathematics II.....	3	
Mathematics I.....	3	General Science II.....	2	
Occupational Study.....	1	Industrial Arts II.....	2	
General Science I.....	2	Introduction to Education.....	3	
Industrial Arts I.....	2	Child Psychology.....	2	
Physical Training.....	1	Physical Education.....	1	
	—		—	
Total.....	18	Total.....	18	

SECOND YEAR

<i>First Semester</i>		<i>Second Semester</i>	
<i>Subject</i>	<i>Credits</i>	<i>Subject</i>	<i>Credits</i>
English III.....	3	English IV.....	3
Oral Expression I.....	3	Oral Expression II.....	3
Mathematics III.....	2	Mathematics IV.....	2
Social Studies I.....	2	Social Studies II.....	2
School and Classroom Operation I.....	1	School and Classroom Operation II.....	1
Teaching Methods I.....	2	Teaching Methods II.....	2
Practice Teaching I.....	2	Practice Teaching II.....	2
Physical Education.....	1	Physical Education.....	1
Agriculture.....	2	Agriculture.....	2
Art I.....	2	Art II.....	2
Total.....	20	Total.....	20

The above curriculum is being expanded as the educational program develops. It is planned to establish the School of General Education in September 1950 to meet the growing need for secondary education.

In addition to the regular teacher training course, students are expected to attend one session of summer school before graduation. Teachers from all districts of the Territory also attend the summer sessions for further training and refresher courses. Each summer course offered is the equivalent of one credit hour. Students may take not more than six credit hours during the 6-week term.

These courses are offered for credit in the summer school:

Summer School.

Summer School Curriculum (226).

- Oral English
- English Composition
- English Reading
- Teaching of English
- Teaching of Reading
- Teaching of Social Studies
- Teaching of Arithmetic
- Teaching of Music
- Planning of Workshop
- Government
- Industrial Arts
- Educational Methods
- School Administration

Special instruction without credit is offered in the following courses in classes of eight or more students:

- Mathematics
- Government
- Micronesian Economics
- Drama
- Teaching of Art
- Physical Education and Coaching

The curriculum of the School of Communications is as follows:

FIRST YEAR				School of Communications Cur- riculum (226).
<i>First Semester</i>		<i>Second Semester</i>		
<i>Subject</i>	<i>Credits</i>	<i>Subject</i>	<i>Credits</i>	
English I.....	5	English II.....	3	
Reading I.....	2	English Composition I.....	2	
Spelling I.....	2	Mathematics II.....	3	
Mathematics I.....	3	Elementary Electricity I.....	3	
Occupational Study.....	1	Radio Telegraphy I.....	2	
General Science.....	2	Drafting I.....	2	
Industrial Arts I.....	2	Industrial Arts II.....	2	
Physical Training.....	1	Physical Training.....	1	
Total.....	18	Total.....	18	
SECOND YEAR				
<i>Third Semester</i>		<i>Fourth Semester</i>		
<i>Subject</i>	<i>Credits</i>	<i>Subject</i>	<i>Credits</i>	
English III.....	3	English IV.....	3	
Oral Expression I.....	3	Communications Procedures I.....	2	
Meteorology I.....	3	Meteorology II.....	3	
Mathematics V.....	2	Mathematics VI.....	2	
Electricity II.....	3	Electronics III.....	3	
Theory of Radio I.....	2	Radio Repair II.....	2	
Radio Telegraphy II.....	2	Radio Telegraphy III.....	2	
Physical Training.....	1	Physical Training.....	1	
Total.....	19	Total.....	18	
THIRD YEAR				
<i>Fifth Semester</i>		<i>Sixth Semester</i>		
<i>Subject</i>	<i>Credits</i>	<i>Subject</i>	<i>Credits</i>	
Communications Procedures II.....	2	Meteorology IV.....	3	
Meteorology III.....	3	Applied Radio Station Operation IV.....	3	
Radio Maintenance III.....	3	Electronics V.....	3	
Electronics IV.....	3	International Procedure I.....	2	
Radio Telegraphy IV.....	2	Radio Telegraphy V.....	2	
Morse Code Practice IV.....	0	Morse Code Practice V.....	0	
Radio Telephony I.....	2	Radio Telephony II.....	2	
Social Studies I.....	2	Physical Training.....	1	
Physical Training.....	1	Total.....	16	
Total.....	18			

The inclusion of the United Nations as a subject of study in the curriculum has been fully implemented. Subject material pertaining to the United Nations Organization is included in the curriculum under Social Studies. In the Pacific Island Teacher Training School (PITTS) at Truk, an extensive coverage of this subject is given to all teacher candidates to equip them with the basic information for proper presentation in the elementary and intermediate schools. Several folders and pamphlets dealing with the United Nations Organization have been furnished for distribution at the various Civil Administration educational offices.

The health of school students is carefully watched. Physical examinations are given without charge to all students and training in good health habits and physical education are important parts of the curricula. Insofar as practicable food served is the type of food to which the students have always been accustomed.

Health of Students (230).

School Locations (230).

Schools are easily accessible to the students. Elementary schools are located in all major population centers or villages. Transportation to the intermediate schools and to the schools on Truk and Guam is furnished by the Administering Authority at the beginning and close of each term.

School Attendance and Population.

The number of students enrolled in the schools represents more than 90 percent of the children of school age. Attendance is about 95 percent of those enrolled.

The following table indicates the extent to which the public school system has developed in each District:

School Distribution (229).

Public School System Including Population, Number of Schools, Teachers, and Students, by District as of March 31, 1950

District	Indigenous population	Elementary schools	Elementary teachers	Intermediate schools	Intermediate teachers	PITTS	PITTS teachers	Total teachers	Total students
Western									
Carolines.....	11, 339	36	78	2	14	0	0	92	1, 593
Truk.....	15, 617	38	42	1	9	1	8	59	2, 128
Ponape.....	10, 024	18	35	1	7	0	0	42	1, 350
Marshalls.....	11, 033	34	47	1	7	0	0	54	1, 284
Northern									
Marianas..	6, 286	4	19	1	9	0	0	28	1, 083
Total..	54, 299	130	221	6	46	1	8	275	7, 438

Advanced Education Outside Territory (220) (228).

Advanced education outside the area is provided at Guam where the Trust Territory medical, dental, and nursing schools are located. These schools are a part of the United States Naval Medical Center, Guam, and are under the administration of the United States Naval Government of Guam. In addition to the professional training which they give, emphasis is placed upon the study of English. The School for Medical Assistants offers a 4-year course in medicine which parallels, in a more limited although basic fashion, the standard program of medical schools in the United States.

Schools for Medical Assistants, Dental Assistants, and Nurses.

The School of Dental Assistants presents a 4-year course in dentistry similar to that available in dental schools in the United States. The School of Nursing provides a 3-year course in nursing similar to that received by graduate nurses in the United States. Students for these schools are selected without discrimination from the various island groups and, when graduated, return to their native localities to practice their professions under the supervision of Civil Administration Medical and Dental Officers. At the present time there are 38 students in the School of Medical Assistants, 25 in the School of Dental Assistants, and 43 in the School of Nursing.

(228).

Other than for the advanced schools at Truk and Guam, there are no facilities in the immediate area for higher education for the people of the Territory. However, students who meet the qualifications for American universities are eligible for scholarships from the Administering Authority, the universities and private sources. Equal educational opportunities are extended to both sexes. At the present time 19 students are attending schools and universities outside the Territory; 4 are at universities and high schools in the United States and Hawaii, five are at universities in the Philippines and 10 are attending high school at their own expense on Guam.

Training for skilled and professional work other than teaching, communications and medicine has taken the form of apprentice training. In general, apprentice training has been conducted throughout the Territory since the inception of the United States Naval Military Government and continued through the present administration. From groups originally trained by Military Government the Civil Administration has obtained truck drivers, mechanics, electricians, refrigerator repairmen, rodent and insect control squads, warehousemen, stevedores, road workers, and painters. Other young islanders, selected on the basis of natural aptitude, have received instruction in agriculture and basic business procedures. Only a small percentage of the total trained population is required to assist in the Civil Administration Units; the greater proportion of the workers contribute directly toward the economic and social advancement of the Territory.

Vocational Training (162).

Adult education is encouraged and provided for in the intermediate schools of the Trust Territory. The program emphasizes the study of English, health, and public safety. Its development is modified by local conditions and limited by a lack of trained teachers. During the past year, 183 adults were enrolled in the various classes in the intermediate schools.

Adult Education (26).
(234).

A greater number of the adult population can be reached through other educational media such as visual aids, radio, films, and newspapers, but as yet these facilities are limited. Health charts, both in English and the vernacular, have been published and distributed to the field. Radio broadcasting has been developed at Truk, Kwajalein, and Saipan and programs for the indigenous population have been broadcast over these stations. The major problem in the use of radio is the lack of available electric power and the extremely short life and high cost of dry cell batteries in wet climates. Until some simple, consistent source of power is developed, the use of radio communication can be available only to a very small percentage of the people of the Trust Territory.

There are no theaters in the Trust Territory. The only indigenous owned and operated cinema is on Saipan. However, the inhabitants attend motion pictures shown by the Civil Administration at the various District Headquarters.

Theaters and Cinemas (241).

In most of the native communities adjacent to the centers of Civil Administration activities, American newspapers and periodicals are available and read to some extent. At present a number of mimeographed newspapers have been published in the various districts either as school papers or local affairs publications.

Newspapers and Periodicals
(238).

Libraries are still few in number. The only ones now in existence are at the intermediate schools and at PITTS and are for the use of the public as well as for the students. They are being augmented and expanded as funds become available and as the educational advancement of the people enables them to use such facilities. The position of Supervisor of Libraries, already provided for in the Department of Education will soon be filled by a trained librarian whose duties will consist of organizing and developing the educational library system in the Trust Territory.

Libraries.

(239).

Acquiring teachers for the public schools of the Trust Territory is often a difficult problem. The elementary schools are staffed entirely by indigenes whose preparation for teaching varies from no formal education to study at an American university. Approximately half the intermediate school teachers are indigenous. The average indigenous teacher is a graduate of an intermediate school and has received teacher training at that level. Efforts are constantly being made to implement this training and eventually all elementary teachers

Indigenous Teachers (231).

Qualifications.

Supply.

(135).

Nonindigenous Teachers.

Qualifications.

Licenses.

Teachers' Salaries (232).

will be PITTS-trained. The source of supply of suitable indigenous teachers for the elementary schools is expected to remain adequate to meet present and future needs. During the summer of 1949 the course at PITTS was increased to include a summer session beyond the presently prescribed course required for teacher training. Each District provides teacher training courses at its intermediate school to up-grade elementary teachers during the regular school year and during the summer months. As of March 31, 1949, the indigenous teachers totaled 221 in the elementary and 22 in the intermediate public schools. Twenty percent of these teachers were women, all of whom were teaching in the elementary schools.

Nonindigenous teachers are either naval or civilian personnel and their dependents, or contract employees. Three naval officers, two enlisted men, and fourteen wives of naval and civilian personnel are now teaching in the intermediate schools and at PITTS. All are high school graduates and some have college degrees. Seventeen contract employees are attached to the school program. The latter hold the positions of Educational Administrators for five School Districts, principal of PITTS, specialized teachers and staff members. Professional qualifications are approximately the same as those for similar positions in the United States. Applicants are screened by the Education Staff at Pearl Harbor and by the Advisory Committee on Education for Guam and the Trust Territory. They are licensed in that they must have credentials from a recognized school in the United States. During the past year an average of 24 non-indigenes taught in the intermediate schools of the Trust Territory.

Salary scales for American and indigenous teachers are listed below. Salary scale for American teachers procured from Hawaii or the United States and contracted by the High Commissioner on a non-civil service basis:

	<i>Civil service equivalent</i>	<i>Per annum</i>
Educational Administrator.....	GS-11	\$6,750
Educational Administrator.....	GS-9	\$5,750
Principal.....	GS-7	\$4,751
Teacher.....	GS-5	\$3,875

Salary scale for dependents of American personnel within the Territory whose training and experience in education ranges from that of a high school graduate to that of a well qualified teacher :

<i>Rating</i>	<i>Classification</i>	<i>Per annum salary</i>
1A.....	Instructor.....	\$4,150.00
1B.....	Instructor.....	3,775.00
1C.....	Instructor.....	3,400.00
11A.....	Instructor.....	3,150.00
11B.....	Instructor.....	2,900.00
11C.....	Instructor.....	2,650.00
111A.....	Instructor's Aide.....	2,400.00
111B.....	Instructor's Aide.....	2,175.00
111C.....	Instructor's Aide.....	1,950.00
111D.....	Instructor's Aide.....	1,825.00

Salary scale for indigenous teachers and school administrators:

<i>Classification</i>	<i>Salary range per annum</i>
Superintendent of Schools.....	\$900 to \$1,570
Principals.....	\$240 to \$1,254
Teachers.....	\$180 to \$1,254

The wide range in the scale of indigenous teachers' salaries is due to the extreme differences in the monetary economy among the five Districts in the Territory.

A District teachers' association has been formed in the Marshall Islands and the establishment of similar organizations is planned for the Ponape, Truk, and Palau Districts. The Micronesian Education Association, composed of teachers from all districts, was organized at PITTS in July 1949 "in order to produce a more effective educational program in the Trust Territory of the Pacific Islands, and for the professional and physical betterment of the indigenous educator." The Micronesian Educational Association publishes the *MEA Journal*.

Teachers' Associations (140)
(233).

Considerable impetus has been given to the school construction program during the past year. Six new elementary school buildings, three of coral block and three of indigenous thatch, have been built. The intermediate school building program has shown the greatest progress during the year. Ponape has completed, from concrete block and steel, one building housing a student cafeteria, library and recreation hall and four student dormitories. Truk is constructing a student activities building which will include a cafeteria, student body center and recreation area. In the Marshall Islands several Japanese-type buildings on Rita Island in Majuro Atoll were remodeled for an intermediate school and in September 1949 the school was moved from its former location on Laura Island to the new site on Rita. At PITTS a dining hall and two dormitories have been constructed and the Communications School classrooms have been remodeled from former buildings. Other building programs stressing the use of indigenous materials are being planned in all areas.

School Construction (223).

The standards of equipment of the average Trust Territory school are gradually being improved. Temporary blackboards and other furnishings are being replaced as rapidly as possible with permanent equipment. Teaching aids and beginners' textbooks, which reflect conditions in the Territory, are being prepared within budgetary allowance.

School Equipment (223).

The expenditures for public education in the Trust Territory for the fiscal year 1950 amounted to \$376,520 or 29 percent of the total expenditures from United States appropriated funds and the Trust Territory Treasury. The figures for the cost of education are somewhat misleading because considerable amounts of cost-free surplus war materials are still being used. For a breakdown by programs of the actual expenditures for education for the fiscal year 1950 see Statistical Appendix No. XIII.

Cost of Education (221).

All facilities and materials of the public schools are free to the people of the Trust Territory. Expenses in connection with the instruction and subsistence of students attending schools above the elementary level may be met by the funds available for education. During the past year a total of \$85,934 was spent on scholarships for the students attending the six intermediate schools and PITTS and for one student attending the University of Hawaii.

(230).

Each municipality is responsible for the payment of the salaries of its elementary school teachers. Recently the Ponape and Truk Districts have, with the consent of the municipal officials, placed a luxury tax of 20 cents per carton on cigarettes to defray cost of public education on the municipal level. Out of the collected revenue, teachers' salaries and many other local educational needs are met.

(222).

In addition to the public schools of the Trust Territory there is a total of 14 mission schools located in all districts except Saipan. Eight of the schools

Mission Schools.

(224).

are Catholic and six are Protestant. These are the only private schools in the Territory. The establishment of private schools is not prohibited nor is their operation curtailed. The only regulation which applies to them is that all private schools offering secular education must operate within the minimum educational standards established by the Administration.

(225).

None of the mission schools teaches the subjects above the elementary level except those of a purely religious nature. There are 45 missionaries and 18 indigenes engaged in mission education. For statistical information on missionary schools see Statistical Appendix No. XIII.

(142).

No government subsidies nor grants-in-aid are given the Mission schools. However, if these schools conform to the regulations and standards prescribed for public schools, they may be furnished with text materials in the same proportion per capita as is supplied to the public schools.

A small portion of the financial support of the Mission schools is donated by the indigenes while the larger portion is obtained from outside the Territory. The proportions of these amounts of support are unknown.

The following table gives statistics concerning the mission schools:

Mission Schools Including Number of Schools, Teachers, and Students as of March 31, 1950

District	Number of schools	Number of teachers	Total number of students
Western Carolines.....	2	10	242
Truk.....	5	11	446
Northern Marianas.....	0	0	0
Marshall Islands.....	3	20	306
Ponape.....	4	22	445
Total.....	14	63	1,439

Illiteracy (235).

The educational program is gradually reducing illiteracy. A study of the problem was recently made in which literacy was judged as the ability to read and write in any language including the vernacular. The average percentage of illiteracy, computed and averaged on the basis of District population ratios, was 25.1 percent as of 31 March 1950.

The percentage by Districts was:

District:	Percentage of Illiteracy
Western Carolines.....	30
Truk.....	20
Ponape.....	25
Marshall Islands.....	20
Saipan.....	25

The greatest amount of illiteracy was among women, especially those over 30 years of age. Since the percentage of illiteracy is relatively low, the present educational program is considered capable of solving this problem. No assistance has been requested from any international anti-illiteracy agency.

The problem of language is the most difficult obstacle still to be overcome in education. Languages spoken in the Territory may be classified generally into eight distinct groupings, some of which may be in turn subdivided into local dialects. None is Territory-wide in usage. Language studies and attempts at

Language (237).

standardization made by various foreign groups since the time of early Western exploration and settlement in the area have not proven satisfactory. During World War II the United States made a systematic attempt to survey the field from a practical standpoint and published a Civil Affairs Study entitled *The Languages of the Japanese Mandated Islands*. The present Administration has encouraged and sponsored research in all major language groups of the Territory, and dictionaries, orthographies, and grammars have been prepared. Thus, some progress in language standardization is being made. The position of Supervisor of Languages on the Educational Staff of the High Commissioner has been budgeted for fiscal year 1950-51. The duties of this position will be to standardize each major language through research and use of data assembled by scientists in the field.

The vernacular is taught and used as the primary language in the first 2 years at the elementary school. English is taught only conversationally until the third year when a shift in emphasis is made and its study is increasingly stressed. English is the media of instruction at the intermediate level, but lack of proficiency in English does not disqualify a student from attending an intermediate school. There is an increasing trend toward the general use of English, which is fast becoming the *lingua franca* of the area.

Teaching of Language (227).

The Administering Authority has prepared and is distributing textbooks and other reading material especially adapted in vocabulary and content for use in the Territory. This material is written in English and some of it is being translated and printed or mimeographed in the vernacular. The American Red Cross and other organizations and private persons outside the Territory have made substantial donations of general literature. Mission groups have translated portions of the Bible and the Catechism into several of the vernacular dialects.

Supply of Literature (238).

In the entire educational program the Administering Authority emphasizes the preservation and fostering of indigenous art and culture. Immediately after United States forces occupied the islands which now constitute the Trust Territory, it was proclaimed that the existing customs of the local people would be respected. That policy was reaffirmed by the High Commissioner's first proclamation for the Trust Territory and again in the Bill of Rights and it has been adhered to consistently. Moreover, *Interim Regulation No. 4-48*, Section 8, provides that the educational program shall respect local cultural patterns, foster and encourage the study of local languages, history and arts and crafts, and establish vocational training in the arts and crafts and in the trades.

An archaeological investigation, part of the Scientific Investigation of Micronesia program, is now being conducted in the Mariana Islands. Laws for the establishment and maintenance of the major archaeological sites as permanent monuments are being drafted.

Archaeology (242).

Active encouragement has been given to the preservation of indigenous music, dances, folklore, arts, and handicraft. Assistance has been given in the reconstruction on Palau and Yap of destroyed men's houses, the traditional centers of community life. The production of handicraft articles is being stimulated by the development of ready markets on Guam or in the United States. Boat-building with modern tools has been rendered profitable by the demand for transportation. During the past year a number of indigenous persons from all areas cooperated with the Department of Education in furnishing material for two volumes of Micronesian legends which will be published next year as

(241)

Legends of Micronesia. One Marshallese contributed a modern fishing story which is also being adapted for use in the elementary schools.

The encouragement of such common intellectual and cultural activities is the most important single influence in the development of a feeling of interdependence among the people of the Trust Territory. The mingling of young people from all areas at educational centers within and without the Territory, increasing facility in a common language, teacher's associations, contact by radio, and distribution of films, news and literature, all will better acquaint the Micronesians with one another and contribute to a recognition and solution of their similar problems.

CONCLUSIONS AND RECOMMENDATIONS OF THE TRUSTEESHIP COUNCIL

The following table contains page references to the materials in this report indicating the actions taken by the Administering Authority with regard to the conclusions and recommendations approved by the Trusteeship Council at its Fifth Session on July 21, 1949, with respect to the Trust Territory of the Pacific Islands (S/1358, pp. 12-14):¹

¹ Reference is not made in this report to the conclusions and recommendations with respect to the Trust Territory of the Pacific Islands approved by the Trusteeship Council at its Seventh Session on July 14, 1950, since the period covered by this report is the year ending June 30, 1950.

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STATISTICAL APPENDIX

I. Population

These Statistics Cover Permanent Residents Only

A. The dynamics of the past population growth and present numbers

Trust Territory Over-all Population:

Nationality	1947 ¹			1948 ²			1949 ^{3*}			1950 ³		
	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total
American ⁵	16	15	31	14	14	28	25	11	36	33	15	48
Native.....	24,308	23,015	47,323	26,050	25,189	51,239	26,894	25,762	52,656	27,734	26,565	54,299
Other.....	55	25	80	121	87	208	⁶ 402	33	435	⁷ 459	37	496
Grand total..	24,379	23,055	47,434	26,185	25,290	51,475	27,321	25,806	53,127	28,226	26,617	54,843

¹ Figures for 1947 are based on incomplete field reports and on best estimates where required.

² Figures for 1948 are based on fairly accurate field reports.

³ Figures for 1949 and 1950 are based on census reports believed to be accurate.

⁴ Includes 405 Japanese laborers on Angaur.

⁵ "Americans," exclusive of Administration or Military personnel.

⁶ Includes 357 Japanese laborers on Angaur.

⁷ 1949 census figures are adjusted to show later corrections.

(2) Trust Territory Native Population:

Race	1947 ¹			1948 ²			1949 ³			1950 ⁴		
	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total
Chamorro.....	2,026	1,937	3,963	2,400	2,350	4,750	2,526	2,446	4,972	2,607	2,524	5,131
Carolinian.....	18,182	17,335	35,517	18,266	17,728	35,994	18,492	17,594	36,086	19,202	18,271	37,473
Marshallese.....	4,100	3,743	7,843	5,384	5,111	10,495	5,473	5,329	10,802	5,590	5,443	11,033
Polynesian.....							403	393	796	326	336	662
Grand total..	24,308	23,015	47,323	26,050	25,189	51,239	26,894	25,762	52,656	27,725	26,574	54,299

¹ Figures for 1947 are based on incomplete field reports and on best estimates where required.

² Figures for 1948 are based on fairly accurate field reports.

³ Figures for 1949 have been adjusted to show later corrections.

⁴ Figures for 1950 are based on reports believed to be accurate.

B. Birth and Mortality Rates, etc.

(1) Birth and death rates:

- (a) Births—33.5 per thousand of population.
- (b) Deaths—13.1 per thousand of population.
- (c) Infant mortality—64 per thousand live births.

Accurate records of infant mortality are difficult to assemble because of the many small remote communities reporting. The accuracy of these local reports probably will be open to question for some years. It may be noted that the figures reported for 1949 were based on the number of deaths of children under 5 years of age per 1,000 population. The method adopted in 1950, which will be used in future reports, is that used by the United States Public Health Service. It indicates the annual death of infants of 1 year of age or less per thousand live births.

(2) Mean expectation of life (estimated):

- (a) Males—50-55 years.
- (b) Females—53-55 years.

(3) Prospects of population growth:

Extremely good, since the birth rate is nearly 3 times the death rate.

C. Population Distribution by Occupation and Educational Levels

Statistics not available.

Only a relatively small percentage of the population has received any formal education in either Japanese or English. Production of copra, trochus and handcraft and subsistence agriculture and fishing are the main occupational pursuits. Less than 5 percent of the population is engaged in other activities such as administrative and professional work or employment by the Administering Authority.

D. Population Density and Distribution

The most accurate picture of distribution of population, from the demographic point of view, is to be found in a breakdown by islands and atolls. It will be noted that there is a significant over-all difference in density between the "high" and the "low" islands. The following table gives populations both by districts and by islands or atolls:

District	Population	Area (square miles of dry land)	Density per square mile
SAIPAN DISTRICT			
Saipan.....	4,943	47.46	104.0
Tinian.....	368	39.29	9.4
Rota.....	686	32.90	20.9
Alamagan.....	135	4.35	31.0
Agrihan.....	154	18.29	8.4
District total.....	6,286	142.29	¹ 44.2
PALAU DISTRICT			
Palau Islands (group).....	6,596	189.00	34.9
Yap Islands (group).....	2,709	38.67	70.1
Ulithi Atoll.....	433	1.80	240.6
Ngulu Atoll.....	53	.17	311.8
Fais Island.....	225	1.08	208.3
Sorol Atoll.....	14	.36	38.9
Eauripik Atoll.....	138	.09	1,533.3
Ifalik Atoll.....	237	.57	415.8
Fanauelp Atoll.....	117	.16	731.2
Lamourek Atoll.....	148	.38	389.5
Satawal Island.....	207	.51	405.9
Elato Atoll.....	37	.20	185.0
Woleai Atoll.....	399	1.75	228.0
Merir Island.....	10	.35	28.8
Pulo Anna Island.....	16	.31	51.6
District total.....	11,339	235.40	¹ 48.1
TRUK DISTRICT			
Truk Atoll.....	10,252	37.00	277.1
Etal Atoll.....	226	.73	309.6
Lukunor Atoll.....	817	1.09	749.5
Losap Atoll.....	717	.39	1838.5
Namoluk Atoll.....	234	.32	731.2
Satawan Atoll.....	1,209	1.76	738.1
Nama Island.....	544	.29	1875.9
Murilo Atoll.....	259	.50	518.0
Nomwin Atoll.....	261	.72	362.5
Namonuito Atoll.....	354	1.71	207.0
Pulap Atoll.....	187	.38	492.1
Puluwat Atoll.....	261	1.31	199.2
Pubusuk Island.....	206	1.08	190.7
District total.....	15,617	47.28	¹ 330.3
PONAPE DISTRICT			
Ponape Island.....	6,316	129.04	48.8
Kusaie Island.....	1,865	42.32	44.1
Mokil Atoll.....	311	.48	647.0
Pingelap.....	618	.68	908.8
Ngatik Atoll.....	252	.67	376.1
Nukuoro Atoll.....	208	.64	325.0
Kapingamarangi Atoll.....	454	.52	873.1
District total.....	10,024	174.35	¹ 57.4

¹ Average.

District	Popula- tion	Area (square miles of dry land)	Density per square mile
MARSHALLS DISTRICT			
Ailinglapalap Atoll.....	745	5. 67	131. 4
Ailuk Atoll.....	398	2. 07	192. 3
Arno Atoll.....	1, 156	5. 00	231. 2
Aur Atoll.....	524	2. 17	241. 5
Ebon Atoll.....	773	2. 22	348. 2
Jaluit Atoll.....	1, 093	4. 38	249. 5
Kili Island.....	188	. 36	522. 2
Kwajalein Atoll.....	1, 081	6. 33	170. 8
Lae Atoll.....	146	. 56	260. 7
Lib Island.....	50	. 36	138. 9
Likiep Atoll.....	704	3. 96	177. 8
Malcelap Atoll.....	471	3. 79	124. 3
Majuro Atoll.....	1, 275	3. 54	360. 2
Mejit Island.....	342	. 72	475. 0

District	Popula- tion	Area (square miles of dry land)	Density per square mile
Mille Atoll.....	294	6. 15	47. 8
Namorik Atoll.....	462	1. 07	431. 8
Namu Atoll.....	369	2. 42	152. 5
Rongelap Atoll.....	95	3. 07	30. 9
Ujae Atoll.....	247	. 72	343. 1
Ujelang Atoll.....	150	. 67	223. 9
Uterik Atoll.....	166	. 94	176. 6
Wotho Atoll.....	32	1. 67	19. 2
Wotje Atoll.....	272	3. 16	86. 1
District total.....	11, 033	61. 00	¹ 180. 9
Total.....	54, 299	660. 32	¹ 82. 2

¹ Average.

II. Administrative Structure of Government

OFFICE OF THE HIGH COMMISSIONER

Position	Civilian (rate)	Officer (rank)	Race (white)	Sex	
				Male	Female
High Commissioner.....		ADM.	×	×	
Deputy High Commissioner.....		RADM.	×	×	
Aide.....		LT.	×	×	
Secretary to Deputy High Commissioner.....	GS-4		×		×
Chief Administrator of Field Headquarters.....		CAPT.	×	×	
Secretary to Chief Administrator of Field Headquarters.....	GS-4		×		×
Guam Liaison Officer.....		CDR.	×	×	
Secretary to Guam Officer.....	GS-3		×		×
ADMINISTRATIVE DIVISION					
Assistant Chief of Staff to the Deputy High Commissioner.....		CDR.	×	×	
Assistant for Personnel.....		LT.	×	×	
Assistant Island Government Officer.....		LTJG.	×	×	
Administrative Assistant.....	GS-7		×	×	
JUDICIAL AND LEGAL DIVISION					
Chief Justice.....		CDR.	×	×	
Associate Justice.....	GS-13		×	×	
Court Reporter.....	GS-6		×		×
Attorney General.....		LCDR.	×	×	
Assistant Attorney General.....		LT.	×	×	
Land Appraiser.....	GS-10		×	×	
Land Investigator.....	GS-12		×	×	
Secretary to the Attorney General.....	GS-4		×		×
Interpreter.....	GS-3		(¹)	×	
FIELD, SOCIAL AND SCIENTIFIC DIVISION					
Field, Social and Scientific Officer.....		LCDR.	×	×	

¹ Japanese.

OFFICE OF THE HIGH COMMISSIONER—continued

Position	Civilian (rate)	Officer (rank)	Race (white)	Sex	
				Male	Female
ECONOMICS DIVISION					
Economics Officer.....		CDR.....	×	×	
Conservationist.....	GS-13.....		×	×	
Agriculturalist.....	GS-11.....		×	×	
Entomologist.....	GS-11.....		×	×	
Assistant Entomologist.....	GS-4.....		×	×	
Quarantine Officer.....	GS-11.....		×	×	
Fishing Commissioner.....	GS-12.....		×	×	
Agricultural Extension Agent.....	GS-8.....		(²)	×	
POLITICAL AFFAIRS DIVISION					
Political Affairs Officer.....		LCDR.....	×	×	
PUBLIC HEALTH DIVISION					
Public Health Officer.....		CAPT.....	×	×	
Dental Officer.....		CAPT.....	×	×	
EDUCATION DIVISION					
Education Officer.....		LCDR.....	×	×	
Secretary to Education Officer.....	GS-3.....		×		×
Assistant Education Officer.....		LTJG.....	×	×	
Clerk-Typist.....	GS-2.....		×		×
Publications Officer.....	GS-11.....		×		×
FINANCE AND SUPPLY DIVISION					
Supply Officer.....		LCDR.....	×	×	
Treasurer, Trust Territory.....	GS-11.....		×	×	
Accounting Clerk.....	GS-6.....		×		×
ISLAND TRADING CO.					
President.....		CDR.....	×	×	
Secretary to the President.....	GS-4.....		×		×
Vice President.....	GS-13.....		×	×	
Treasurer.....		LT.....	×	×	
Assistant Treasurer and Assistant Warehouse Manager.....		LCDR.....	×	×	
Warehouse Manager.....	GS-11.....		×	×	
Trade Specialist.....	GS-9.....		×	×	
Storekeeper.....	GS-5.....		×	×	
Storekeeper.....	GS-5.....		×	×	
Storekeeper.....	GS-5.....		×	×	
Storekeeper.....	GS-5.....		×	×	
OFFICE OF THE GOVERNOR					
Governor, Eastern Carolines.....		LCDR.....	×	×	
Governor, Western Carolines.....		CDR.....	×	×	
Governor, Marshalls.....		RADM.....	×	×	

² Guamanian.

OFFICE OF THE CIVIL ADMINISTRATOR, TRUK

Position	Civilian (rate)	Officer (rank)	Race (white)	Sex	
				Male	Female
Civil Administrator		LCDR	×	×	
Deputy Civil Administrator		LT	×	×	
Economics Officer		LT	×	×	
Native Affairs Officer		LT	×	×	
Education Officer		LTJG	×	×	
Principal, Pacific Islands Teacher Training School	GS-7		×	×	
Principal, Intermediate School	GS-4		×	×	
Instructor, PITTS	GS-4		×		×
Instructor, PITTS	GS-4		×		×
Instructor, PITTS	GS-4		×		×
Instructor, Intermediate School	GS-4		×		×
Instructor, Intermediate School	GS-4		×		×
Instructor, Intermediate School	GS-2		×		×
Anthropologist	GS-9		×	×	
Anthropological Field Consultant	GS-4		×	×	
Island Trading Company Supply Officer		LCDR	×	×	
Supply Officer		LT	×	×	
Public Works Officer		LTJG	×	×	
Assistant Public Works Officer		ENS	×	×	
Medical Officer		LCDR	×	×	
Assistant Medical Officer		LTJG	×	×	
Dispensary Administrative Officer		LTJG	×	×	

OFFICE OF THE CIVIL ADMINISTRATOR, SAIPAN

Civil Administrator		CDR	×	×	
Deputy Civil Administrator		LCDR	×	×	
Native Affairs Officer		LT	×	×	
Economics Officer		LT	×	×	
Agriculturist (Rota)	GS-11		×	×	
Educational Administrator	GS-8		×	×	
General Instructor	GS-4		×	×	
General Instructor	GS-3		×		×
General Instructor	GS-3		×		×
General Instructor	GS-3		×		×
General Instructor	GS-2		×		×
Public Works Officer		LT	×	×	
Assistant Public Works Officer		LTJG	×	×	
Operations Officer		ENS	×	×	
Medical Officer		LTJG	×	×	
Assistant Medical Officer		LTJG	×	×	
Sanitation Officer		LTJG	×	×	

CIVIL ADMINISTRATOR'S REPRESENTATIVE, TINIAN

Civil Administrator's Representative		LTJG	×	×	
Medical Officer (Leprosarium)		LTJG	×	×	
Sanitation Officer		CWOHG	×	×	

OFFICE OF THE CIVIL ADMINISTRATOR, PALAU

Position	Civilian (rate)	Officer (rank)	Race (white)	Sex	
				Male	Female
Civil Administrator		CDR	×	×	
Deputy Civil Administrator		LCDR	×	×	
Native Affairs Officer		LTJG	×	×	
Anthropological Field Consultant	GS-4		Nisei	×	
Economics Officer		ENS	×	×	
Operations Officer		LTJG	×	×	
Public Works Officer		LTJG	×	×	
Educational Administrator	GS-11		×	×	
General Instructor	GS-4		×		×
Medical Officer		LTJG	×	×	
Assistant Medical Officer		LTJG	×	×	
Assistant Medical Officer		LTJG	×	×	
Sanitation Officer		LTJG	×	×	
Dentist	GS-11		×	×	
Supply Officer		LT	×	×	
Branch Manager Island Trading Co.	GS-10		×	×	
Assistant Branch Manager Island Trading Co.	GS-4		×		×

CIVIL ADMINISTRATOR'S REPRESENTATIVE, YAP

Civil Administrator's Representative		LT	×	×	
Medical Officer		LT	×	×	
Educational Administrator	GS-5		×	×	
Branch Manager Island Trading Co.	GS-7		×	×	

OFFICE OF THE CIVIL ADMINISTRATOR, MARSHALL ISLANDS

Civil Administrator		CDR	×	×	
Deputy Civil Administrator		LT	×	×	
Native Affairs Officer		LTJG	×	×	
Economics Officer		ENS	×	×	
Educational Administrator	GS-11		×	×	
Principal Intermediate School	GS-4		×	×	
General Instructor	GS-4		×	×	
General Instructor	GS-2		×		×
Public Works Officer		LTJG	×	×	
Assistant Public Works Officer		ENS	×	×	
Supply Officer		LTJG	×	×	
Supply Officer, Island Trading Co.		LT	×	×	
Branch Manager, Island Trading Co. (Majuro)	GS-11		×	×	
Medical Officer		CDR	×	×	
Assistant Medical Officer		LTJG	×	×	
Medical Finance Officer		LTJG	×	×	
Dentist	GS-11		×	×	

CIVIL ADMINISTRATOR'S REPRESENTATIVE, KWAJALEIN

Civil Administrator's Representative		LCDR	×	×	
Supply Officer, Island Trading Co.		LT	×	×	

OFFICE OF THE CIVIL ADMINISTRATOR, PONAPE

Position	Civilian (rate)	Officer (rank)	Race (white)	Sex	
				Male	Female
Civil Administrator.....		LCDR.....	×	×	
Deputy Civil Administrator.....		LT.....	×	×	
Native Affairs Officer.....		LTJG.....	×	×	
Economics Officer.....		LT.....	×	×	
Agricultural Demonstration Agent.....	GS-7.....		×	×	
Plantation Manager (Metalanim).....	GS-11.....		×	×	
Public Works Officer.....		LTJG.....	×	×	
Educational Administrator.....	GS-7.....		×	×	
General Instructor.....	GS-2.....		×		×
Branch Manager, Island Trading Co.....	GS-11.....		×	×	
Assistant Branch Manager, Island Trading Co.....	GS-4.....		×		×
Secretary to the Branch Manager, Island Trading Co.....	GS-3.....		×		×
Supply Officer.....		LTJG.....	×	×	
Medical Officer.....		LTJG.....	×	×	
Assistant Medical Officer.....		LTJG.....	×	×	
Public Health Officer.....		LTJG.....	×	×	
Dentist.....	GS-11.....		×	×	

III. Justice and Penal Administration

TABULATION OF CONVICTIONS FOR MAJOR OFFENSES DURING YEAR ENDING JUNE 30, 1950

A. Major offenses	Number of cases	Penalty imposed
Sodomy.....	1	2 years.
Rape.....	1	5 years.
Rape.....	2	6 months and 6 months' restriction to home municipality.
Burglary and grand larceny.....	1	2 years (last year suspended).
Burglary.....	2	One offender, 1 year's imprisonment and 1 year's probation; the other, 1 year's imprisonment and 6 months' probation.
Voluntary manslaughter and obstructing justice.....	1	3 years.
Carnal knowledge.....	1	6 years (3 years on each of two counts; sentences to run successively).
Carnal knowledge.....	1	1 year suspended.
Carnal knowledge and adultery.....	1	3 years (last 2 years suspended).
Attempted carnal knowledge.....	1	4 years.
Attempted grand larceny.....	5	3 months suspended and \$25 fine each.
Aggravated assault.....	1	2 years.
Aggravated assault.....	1	3 years (last 2½ years suspended).
Larceny from a dwelling.....	1	8 months (4 months on each of two counts; sentences to run successively).
Larceny from a dwelling.....	1	1 year (last 8 months suspended).
Larceny from a dwelling.....	1	3 years (last 18 months suspended).
Escape.....	3	1½ years (6 months on one count and 1 year on another; sentences to run successively).

PRISON INFORMATION FOR PERIOD JULY 1, 1949, TO JUNE 30, 1950

B.	Saipan	Marshalls	Palau		Truk	Ponape
			Koror	Yap		
Total number persons committed.....	57	23	39	22	34	21
Average number inmates.....	9	2	20	20	15	10
Females committed.....	0	0	4	0	3	1
Number of cells and wards:						
Cells.....	20	2	2	2	1	9
Wards.....	3		1	1	3	
Number of cubic feet sleeping space per prisoner.....	413	324	377	168	1,703	615
Breakdown into Chamorros, Carolinians, others-not indigenous to particular area committed:						
Chamorros.....	26					
Carolinians.....	29					
Marshallese.....		21				20
Filipino.....		1	(1)	(1)	(2)	
United States.....		1				
Gilbertese.....						1
Other.....	2					

¹ Not applicable.

² No persons not indigenous to area.

C. Dietary scale for prisoners

Dietary scale for all Civil Administration jail prisoners is 2,500-3,000 calories or more per day. Prisoners in the Saipan jail receive the diet served in the Civil Administration Dispensary mess. Prisoners in the Marshall Islands jail receive the same diet as native Civil Administration Unit em-

ployees. At other Civil Administration jails prisoners are allowed to have native food contributed by their families and friends to supplement that provided by Civil Administration. Local foods are used as far as practicable, imported foods to the extent necessary to maintain the above minimum.

IV. Public Finance

A. Local revenues	1948	1949	1950	1951 estimate
Internal revenue tax.....	\$26,698.32	\$44,525.27	\$28,593.76	\$40,000.00
Processing tax.....	120,042.97	109,956.34	131,962.58	160,000.00
Import tax.....	12,524.18	3,340.76		
Rent of land and facilities.....	1,538.89	530.88	575.95	500.00
Alien property fund.....	767.22	76,396.78		
Fines and court fees.....	965.00	17,192.00	10,531.76	15,000.00
Fees and service charges.....		9,442.32	15,565.31	25,000.00
Miscellaneous sales.....		1,592.55	116.00	
Dividends (ITC).....		100,000.00		
Miscellaneous collections.....	37.00	4,974.74	149,382.33	69,500.00
Total.....	162,573.58	367,951.64	336,727.69	310,000.00

¹ This item was almost entirely the previous revenue developed under military government but not turned over to Trust Territory until fiscal year 1950.

B. Amounts Available for Expenditures

The amounts available for expenditure each fiscal year depend upon the sum appropriated by the United States Congress for the Trust Territory and that portion of the current and past local

revenue which is approved for spending during the fiscal year involved. Thus, in essence, a limitation is placed upon the use of locally derived revenue regardless of the amount available or developed during year.

	1948	1949	1950	1951
Appropriated funds.....	\$1, 021, 656	\$1, 125, 000	\$795, 000	\$1, 014, 000
Local funds for which approval granted by Congress for use in meeting costs of administration.....		275, 000	605, 000	310, 000
Total.....	1, 021, 656	1, 400, 000	1, 400, 000	1, 324, 000

C. Expenditures

Although figures are available covering the expenditure from local funds as opposed to those from appropriated funds, it is more practical to treat the funds coming from the two sources as one fund. Expenditures from local funds are of

the same general type as those from appropriated funds; thus there is no reason to differentiate between them. Therefore, the expenditures are added together and indicate how the moneys available have been apportioned among the six programs.

Program	1948	1949	1950	1951 estimate
Gen. Adm.....	\$164, 524. 27	\$168, 115. 28	\$151, 267. 81	\$165, 000. 00
Leg. & Pub. Saf.....	85, 837. 92	110, 473. 07	125, 298. 64	170, 000. 00
Pub. Education.....	168, 177. 00	338, 048. 49	376, 520. 00	390, 000. 00
Com., Ind., & Agric.....	83, 664. 41	140, 001. 73	112, 237. 97	100, 000. 00
Med. C., P. H., & San.....	249, 862. 02	385, 417. 90	295, 811. 46	289, 000. 00
Pub. Works.....	198, 071. 46	242, 398. 77	180, 946. 93	210, 000. 00
Total.....	950, 137. 08	1, 384, 455. 24	1, 242, 082. 81	1, 324, 000. 00

V. Taxation

There are two types of taxes in the Trust Territory:

A. Trust Territory Taxes:

- (1) Internal Revenue Taxes.
 - (a) 25 percent ad valorem on cosmetics, face powder, and perfume.
 - (b) 20 cents per carton on cigarettes.
 - (c) 20 percent ad valorem on cigars and tobacco.
- (2) Processing Tax of 15 percent ad valorem for all copra sold in or exported from the Trust Territory.
 - (1) and (2) are levied, collected, and expended by the Trust Territory Administration.
- (3) Head Tax of \$2 per annum, payable by each male resident between the ages of 18 and 60 inclusive.

A. Trust Territory Taxes—Continued

(3) is levied by the Trust Territory Administration and collected and expended by the municipalities.

B. Municipal Taxes:

- (1) License fees for businesses carried on wholly within the municipality (rates fixed by Civil Administration; \$10 maximum).
- (2) Sales taxes on luxuries sold at retail within the municipality.
- (3) Property taxes on property within the municipality.
- (4) Fees for private use of municipal property, services, and facilities.

Municipal taxes are levied, collected, and expended by the municipalities. These taxes may vary with each locality. At the present time it is impossible to list the exact percentages levied in each of the 116 municipalities.

VI. Trade

A. Total Volume of Trade:

(1) Imports and re-exports of Bullion and Specie:

(a) There were no imports or exports of Bullion.

(b) Currency imports fiscal
1950..... \$141, 135. 00

Currency exports fiscal
1950..... 268, 299. 73

The above figures represent Island Trading Company's operations only; most imports of currency are made through military agents and the Bank of Guam and are not reported here.

(2) Imports:

Through Island Trading

Company..... \$781, 877. 84

Through Other Importers... 466, 023. 42

Mail Order (estimated) --- 100, 000. 00

Total..... 1, 347, 901. 26

(3) Reexports of Trade Goods, \$80,853.04.

(4) Phosphate: 134,741 long tons, \$671,578.31.

B. Imports of Principal Commodities:

Same as A. (2) above. \$174,374.76 of the Island Trading Company imports represents purchases from Japan.

C. Exports of Principal Commodities:

Exports	Amount	Percent to—			
		Japan	South America	Canada	United States
Copra ¹	\$796, 714. 92	36	45	11	8
Handicraft.....	77, 201. 97				100
Trochus.....	45, 650. 96	100			
Phosphate ²	671, 578. 31	100			
Fruits and vegetables.....	25, 314. 30				100
Fish.....	11, 815. 20				100
Others ³	15, 905. 28				100

¹ Valued at price realized by original producers.

² Valued at price of Florida phosphates FOB mines.

³ Others include charcoal, canoes, sponges, trepang, molasses, coconut oil, tortoise shell.

D. Reexport and Transit Trade Duties:

None.

E. Tariff Schedule Covering Imports and Exports:

There are no tariffs effective on imports and exports.

VII. Enterprises and Business Organizations

A. Number of incorporated industrial and trading establishments and enterprises in urban and rural areas:

Seven.

B. Number of cooperative societies, credit unions (consumers, agricultural, trading, dairy, credit, housing, other) and their membership:

None.

VIII. Housing

A. Number of dwellings (in hundreds) and number of persons per room in urban areas:

There are no urban areas.

B. Number of dwellings commenced and completed during the year:

Salpan District.....	67
Palau District.....	99
Truk District.....	41
Ponape District.....	149
Marshalls District.....	70

Total..... 426

C. Number of public structures (Council houses, municipal schools, churches, men's houses, etc.) built during the year:

Salpan District.....	3
Palau District.....	13
Truk District.....	0
Ponape District.....	14
Marshalls District.....	22

Total..... 52

IX. Production

A. Agriculture:

(1) Acreage devoted to principal crops, etc.:

Crop	Estimated Acreage	Harvest Short Tons
Maize.....	75	90
Sorghum.....	5	3
Taro, yautia, arrowroot.....	500	2, 201
Sweetpotatoes.....	647	2, 001
Cassava.....	855	3, 440
Sugarcane.....	35	140
Copra.....	19, 818	9, 900
Breadfruit.....	6, 000	5, 000

Crop	Estimated Acreage	Harvest Short Tons
Oranges	37	19
Mango	1,200	2,500
Limes	100	50
Bananas	250	1,344
Plantains	25	81
Coffee	400	4
Papaya, etc.	No census	

(2) Number of livestock by principal categories:

	Number
Horses	5
Cattle	1,012
Carabao	126
Swine	3,775
Goats	1,529
Chickens	11,550
Ducks	550
Beehives	10

B. Mines:

- (1) Principal minerals exploited, etc.: Phosphate 134,741 long tons, \$671,578.31.
- (2) Number of mines, etc.: 1 Phosphate. Number of workers: 405. Tons per worker: 333 tons (per year).

C. Industries:

- (1) Principal industries by type, number, etc.

There are no industries in the factory sense in the Trust Territory. Economic activity centers around the production of copra, trochus shell, boats, and handicraft articles. It is conducted on an individual basis. No surveys of workers by sex or race have been made, since nearly all of the native people participate in these activities (with the exception of boat building).

D. Fisheries:

- (1) Commercial fishing vessels, fish and shell.

Commercial fishing, to any extent, is not conducted in the Trust Territory. The largest commercial fishing company presently in operation is the Saipan Fishing Association, which has three small vessels. Other persons are licensed to fish but the operations are sporadic and seasonal.

X. Labor

A. Employment:

- (1) Number of workers employed:
 - (a) Civil Administration Employees (as of June 30, 1950).

District	Wage earners	Salaried workers
Saipan	111	10
Truk	134	33
Ponape	149	24
Marshalls*	259	129
Palaus	151	50

*Includes employees of naval activities at Kwajalein.

- (b) Professional employees.

District	Medical	Educational
Saipan	50	9
Truk	79	17
Ponape	36	7
Marshalls	47	7
Palaus	13	14

- (c) Palaus (Angaur).

Phosphate Mining Workers—405 Japanese Nationals.

- (2) Thirty-eight Saipanese were employed for 5 months in construction work at the Tinian Leprosarium. One hundred twenty-six noncontract workers are employed at short distances from their homes in Civil Administration Centers. All are males. The figures on indigenes employed on Guam are not available.

Ponape	6
Truk	2
Saipan	200

¹ Estimated.

- (3) Average rates of wages:

- (a) The following table is applicable to the entire Trust Territory, except Saipan:

Group	Classification	Hour	Week	Month
I.	Apprentice	\$0.05	\$2.00	\$8.00
II.	Laborers	.09-.12	3.60-4.80	14.40-19.20
III.	Labor, semiskilled	.13-.16	5.20-6.40	20.80-25.60
IV.	Labor, skilled	.165-.175	6.60-7.00	26.40-28.00
V.	Supervisors, clerical			37.50-50.00
VI.	Administrative ass'ts.			50.00-105.00
	Accountants			
	Interpreters			

- (b) The following rates apply to Saipan:

Group	Classification	Hour	Week	Month
I.	Helper trainee	\$0.185-\$0.30	\$7.40-\$12.00	\$29.60-\$48.00
II.	Laborers	.37	14.80	59.20
III.	Labor, semiskilled	.44-.48	17.60-19.20	70.40-76.80
IV.	Labor, skilled	.52	20.80	83.20
	Storekeepers	.6200	27.25	109.00
	Snappers	.68		
V.	Foremen	.72		
	Senior clerk	.793	31.75	127.00
	Technicians	.59	23.625	94.80
VI.	Jr. administrative assistant	.91	36.50	146.00
	Head agriculturalist	1.00	40.00	160.00
	School principal	.938	37.50	150.00
	Head administrative assistant	1.119	44.75	179.00

(4) Average hours of work per day and per week:

The normal actual hours of work per day and per week are 8 and 40 respectively. Overtime is not a general practice.

(5) Average earnings per week:

See above tables.

(6) Ration scales in force:

No rations are paid in lieu of money, except that domestics receive subsistence in addition to wages. This subsistence consists of a daily diet including 2,500 to 3,500 calories.

(7) Number of industrial accidents:

(a) Fatal, 2.

(b) Nonfatal, 2.

(8) Number of cases of illness or death due to occupational diseases, etc.:

None.

(9) Number and duration of industrial disputes, etc.:

B. Unemployment:

None. See answer to question 163.

XI. Cost of Living

The following, list C, of representative items from the Island Trading Company Records will roughly indicate general price levels in effect throughout the Trust Territory. It is not a true index of prices in relation to the cost of living, however, since the bulk of the population relies substantially upon subsistence agriculture and fishing. Generally, except for municipalities close to the Civil Administration Centers, only a small portion of food which makes up the native diet is purchased with money.

A. The following prices prevail:

	Unit	Price generally	At Saipan
Taro.....	Pound.....	\$0.02	\$0.05
Bananas.....	do.....	.04	.05
Bread.....	do.....	.40	.15
Deer meat.....	do.....	.25	-----
Soap (locally produced).....	do.....	.09	-----
Coconut oil.....	Gallon.....	.90	-----
Fish.....	Pound.....	¹ .125	.25
		² .15	.15
Pork.....	do.....	.25	.40
Scimit (cord).....	do.....	.70	-----
Coconuts.....	each.....	.01	.05
Tapioea.....	Pound.....	.02	.02

¹ Lagoon.

² Deep sea.

B. Excerpts from Island Trading Company of Micronesia Records:

In the interest of brevity, the entire records of the Island Trading Company have not been made a part of this report. However, the following items chosen at random are representative of price ranges. All importers have the option of purchasing from ITC or any other supplier who can undersell ITC.

Item	Unit	Wholesale	Retail	Consumer
Rice.....	Pound.....	\$0.10	\$0.11	\$0.12
Sugar.....	do.....	.13	.14	.15
Flour.....	do.....	.09	.10	.11
Standard cigarettes.....	Package.....	.14	.15	.16
All Jacks cigarettes.....	do.....	.08	.09	.10
Copra bags.....	Each.....	.17	.18	.19
Grey shirts.....	do.....	1.15	1.25	1.40
Kerosene.....	Gallon.....	.26	.28	.30
Soap, laundry.....	Barrel.....	.06	.07	.08
Soap, toilet.....	do.....	.08	.09	.10
Sardines.....	Pound.....	.13	.14	.15
Knife, copra.....	Each.....	.31	.32	.35
Shortening.....	Pound.....	.36	.38	.41
Biscuit.....	do.....	.29	.31	.34
Corned beef.....	12 oz.....	.61	.64	.70
Milk, evaporated.....	Can.....	.21	.22	.23
Coffee.....	Pound.....	.54	.56	.62
Cloth, cotton.....	Yard ave.....	.49	.51	.56
Sewing machine.....	-----	74.90	78.65	86.14

XII. Public Health

A. Number of Medical Personnel

1. United States Medical Personnel:		
Medical officers (official registered physicians).....		14
Dental officers (official registered dentists), part time.....		2
Civil service dentists (official registered dentists).....		5
Medical service corps officers (administrative assistants and sanitation officers).....		7
Nurse Corps officers (additional duty, American female).....		4
Hospital corps enlisted (men):		
Sanitation personnel.....		7
Laboratory assistants.....		5
X-ray technicians and assistants.....		5
Operating room assistants.....		7
Ward corpsmen.....		21
Clinic assistants.....		7
Total.....		52

2. Residents of Micronesia employed by Trust Territory Medical Department:	
Nonofficial registered physicians and surgeons_	0
Number of medical assistants trained in Trust Territory schools.....	1
Medical practitioners trained in Suva, Fiji.....	1
Medical practitioners trained by Japanese.....	6
Dental practitioners trained by Japanese, private practice and part time.....	3
Midwives (authorized to practice but not licensed to date).....	25
Health aides, trained, male (9-12 months' training in sanitation and care of sick and injured at Civil Administration Unit).....	118
Nurse's aides, trained, female (9-12 months' training at Civil Administration Unit dispensaries followed by supervised field duty).....	35
Health aides, untrained, male (less than 9 months' training but still undergoing training).....	28
Nurse's aides, untrained, female (less than 9 months' training but still undergoing training).....	23
Health aides, dental, trained, male.....	9
Nurses, graduates school of nursing, Guam Memorial Hospital.....	10

B. Hospitals, Dispensaries, and Clinics

1. Guam Memorial Hospital: (250-bed general hospital for special or difficult cases; staff, 9 medical officers).....	1
2. Civil Administration Unit dispensaries: (50-75 bed general dispensary; staff, 3 medical officers).....	5
3. Civil Administration Unit subdispensary: (10-25 bed general dispensary; staff, 1 medical officer).....	2
4. Civil Administration Unit subdispensary: (8 beds for in-patient care; staff, 1 medical practitioner and 2 health aides).....	1
5. Civil Administration Unit subdispensaries: (No facilities for in-patient care; staffed by health aides and nurse's aides).....	94
6. Logistic ships carrying medical officers and personnel and serving as mobile clinics; visit inhabited islands regularly (medical personnel are from local Civil Administration Units) ..	7
7. Medical Survey Ship: Mobile clinic complete with X-ray and laboratory equipment; staffed with 2 medical officers, 1 dental officer; 1 MSC officer and 12 hospital corps enlisted technicians.....	1
8. Tinian Leprosarium: Staffed by 1 medical officer, 1 hospital corps officer, and 4 hospital corps enlisted men; 1 trained and 1 untrained indigenous nurse's aides; facilities for 100 lepers.....	1

C. and D. Hospital and Clinic Staffs and Facilities

1. Civil Administration Unit dispensary, Saipan:	
Number of wards.....	8
Number of beds.....	75
Number of medical officers.....	¹ 3
Number of medical service corps officers.....	¹ 2
Number of hospital corps enlisted.....	¹ 11
Number of medical practitioners trained in Japan.....	2
Number of dental practitioners trained in Japan	1
Health aides, male.....	19
Nurse aides, female.....	¹ 31
In-patient treatments (Micronesian), patient-days.....	¹ 53, 585
Out-patient treatments (Micronesian), patient visits.....	13, 833
In-patient treatments (American and European).....	0
Out-patient treatments (American and European).....	0
Number of visits of inspection by administration.....	8
Qualified nurse (Indigenous).....	1
2. Civil Administration Unit dispensary, Koror: ²	
Number of wards.....	4
Number of beds.....	² 90
Number of medical officers.....	3
Number of medical service corps officers.....	1
Number of hospital corps enlisted.....	11
Health aides, male.....	29
Nurse's aides, female.....	14
In-patient treatments (Micronesian), patient-days.....	20, 030
Out-patient treatments (Micronesian), patient visits.....	8, 710
In-patient treatments (American and European).....	48
Out-patient treatments (American and European).....	260
Number of visits of inspection by administration.....	7
Qualified nurses (indigenous).....	7
3. Civil Administration Unit dispensary, Truk:	
Number of wards.....	4
Number of beds.....	60
Number of medical officers.....	2
Number of medical service corps officers.....	1
Number of hospital corps enlisted.....	10
Number of dentists trained by Japanese.....	1
Health aides, male.....	59
Nurse's aides, female.....	5
In-patient treatments (Micronesian), patient-days.....	6, 733
Out-patient treatments (Micronesian), patient visits.....	63, 256
In-patient treatments (American and European).....	70
Out-patient treatments (American and European).....	480
Number of visits of inspection by administration.....	9
Qualified nurses (Indigenous).....	2

¹ Tinian Leprosarium statistics included.

² Includes 20-bed Subdispensary—Yap.

4. Civil Administration Unit dispensary, Ponape: ³	
Number of wards.....	3
Number of beds.....	3 63
Number of medical officers.....	2
Number of medical service corps officers.....	1
Number of hospital corps enlisted.....	10
Number of medical practitioners trained in Suva.....	1
Health aides, male.....	22
Nurse's aides, female.....	7
In-patient treatments (Micronesian), patient-days.....	6, 917
Out-patient treatments (Micronesian), patient visits.....	11, 998
In-patient treatments (American and European).....	75
Out-patient treatments (American and European).....	250
Number of visits of inspection by administration.....	0
5. Civil Administration Unit dispensary, Majuro (Marshall Islands):	
Number of wards.....	4 6
Number of beds.....	4 80
Number of medical officers.....	3
Number of medical service corps officers.....	1
Number of hospital corps enlisted.....	10
Medical assistant trained in Trust Territory schools.....	1
Health aides, male.....	41
Nurse's aides, female.....	3
In-patient treatments (Micronesia), patient-days.....	3, 415
Out-patient treatments (Micronesian), patient visits.....	25, 831
In-patient treatments (American and European).....	50
Out-patient treatments (American and European).....	260
Number of visits of inspection by administration.....	7

³ Includes 8-bed subdispensary—Kusaie.

⁴ Includes Civil Administration Unit subdispensary—Kwajalein.

E. (1) Disease Statistics, Native Micronesians:

District and disease	Number treated	Number cured or arrested	Number unimproved	Fatalities
Truk:				
Yaws.....	1, 382	1, 382	0	0
Tuberculosis.....	49	4	18	94
Intestinal parasitism.....	6, 812	6, 812	0	0
Leprosy.....	0	0	0	0

District and disease	Number treated	Number cured or arrested	Number unimproved	Fatalities
Truk—Continued				
Gonococcus infection.....	48	48	0	0
Fungus infection, skin.....	3, 921	3, 921	0	0
Upper respiratory infections.....	4, 736	4, 695	0	41
Amebiasis.....	0	0	0	0
Saipan:				
Yaws.....	35	35	0	0
Tuberculosis.....	219	20	164	35
Intestinal parasitism.....	162	162	0	0
Leprosy.....	99	0	99	4
Gonococcus infection.....	3	3	0	0
Fungus infection, skin.....	965	965	0	0
Upper respiratory infections.....	954	940	0	14
Amebiasis.....	0	0	0	0
Majuro:				
Yaws.....	914	914	0	0
Tuberculosis.....	7	1	2	12
Intestinal parasitism.....	44	44	0	0
Leprosy.....	0	0	0	0
Gonococcus infection.....	209	209	0	0
Fungus infection, skin.....	315	315	0	0
Upper respiratory infections.....	924	904	0	20
Amebiasis.....	0	0	0	0
Ponape:				
Yaws.....	342	342	0	0
Tuberculosis.....	81	8	66	7
Intestinal parasitism.....	444	444	0	0
Leprosy.....	1 2	0	0	0
Gonococcus infection.....	38	38	0	0
Fungus infection, skin.....	200	200	0	0
Upper respiratory infections.....	735	734	0	1
Amebiasis.....	1	1	0	0
Palau:				
Yaws.....	183	183	0	0
Tuberculosis.....	95	9	71	15
Intestinal parasitism.....	611	611	0	0
Leprosy.....	1 12	0	0	0
Gonococcus infection.....	80	80	0	0
Fungus infection, skin.....	249	249	0	0
Upper respiratory infections.....	1, 238	1, 238	0	0
Amebiasis.....	15	15	0	0

¹ Transferred to Tinian Leprosarium.

NOTE.—It is doubtful that the "Cause of Death" in fatalities reported by health aides from outlying islands is accurate in every sense.

E. (2) Treatments Rendered to Indigenous Inhabitants Classified According to Age and Sex ¹

MALES TREATED

District	In-Patient			Out-Patient ²		
	0-8 years	8-16 years	Over 16 years	0-8 years	8-16 years	Over 16 years
Marshall Islands (Majuro and Kwajalein)	241	19	275	4,684	726	6,470
Ponape.....	111	52	211	2,474	1,056	3,959
Truk.....	76	188	328	5,944	8,256	18,549
Palau (Yap and Koror)	152	61	308	787	947	1,557
Saipan.....	88	20	164	1,507	714	851

FEMALES TREATED

District	In-Patient			Out-Patient ²		
	0-8 years	8-16 years	Over 16 years	0-8 years	8-16 years	Over 16 years
Marshall Islands (Majuro and Kwajalein)	120	20	161	3,750	795	5,905
Ponape.....	93	63	247	1,983	1,397	4,704
Truk.....	98	210	276	5,886	8,889	14,178
Palau (Yap and Koror)	132	59	396	626	580	2,300
Saipan.....	42	22	448	1,737	780	1,989

¹ This report is based on incomplete returns.

² The reported number of out-patient treatments represents total out-patient visits and not the number of individuals treated. This includes every separate visit to a dispensary or subdispensary including professional advice and minor treatment.

F. Number and Nationality of Missionaries Engaged in Medical Work in the Trust Territory:

None.

G. Missionary Societies Engaged in Medical Work in the Trust Territory and the Amount of Government Subsidies or Grants-in-Aid:

None.

excluding Elementary School Teachers' Salaries paid from local municipal funds:

Public Elementary and Intermediate Schools.....	\$180,747
Public Advanced (Schools on Guam).....	123,774
Public Advanced (PITTS at Truk).....	42,092
Missionary and Private.....	0
Administration HICOMTERPACIS (including Publications)	28,848
Other expenses.....	1,059
Total.....	376,520

XIII. Educational Statistics

Expenditures for Educational Program—Fiscal Year 1950

1. Educational Expenditures for Fiscal Year 1950:

These expenditures constituted 29 percent of total expenditures from United States appropriated funds and the Trust Territory Treasury.

2. Educational Budget for Fiscal Year 1950:

Breakdown by types of schools and functions

Breakdown by object items excluding Public Advanced Schools on Guam and Elementary Teachers' salaries paid from local Municipal funds:

Personnel, including indigenous.....	\$121,216
Publications	8,440
Supplies and Equipment.....	31,683
Scholarships and Student Subsistence.....	85,934
Subsidies to municipalities to aid in the payment of Elementary Teachers.....	4,414
Other expenses.....	1,059
Total.....	252,746

Number of schools as of March 31, 1950

District	Missionary nonassisted	Public elementary	Public intermediate	Higher professional	Total
Western Carolines.....	2	36	2		40
Truk.....	5	38	1	1	45
Northern Marianas.....		4	1		5
Marshall Islands.....	3	31	1		38
Ponape.....	4	18	1		23
Guam.....				3	3
Total.....	14	130	6	4	154

Number of pupils enrolled in all schools, except those in adult education, as of March 1950

District	Public elementary		Mission schools		Public intermediate		PITTS		Medical, dental and Nursing—Guam		High school on Guam		Schools abroad	Total students
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female		
Western Carolines.....	841	619	128	114	102	31	30	0	15	16	5	0	3	1,904
Truk.....	995	822	208	238	204	10	23	1	14	2	0	0	0	2,517
Northern Marianas.....	543	453	0	0	53	34	11	2	7	8	2	1	2	1,116
Ponape.....	673	571	210	235	98	8	14	0	8	8	0	0	5	1,830
Marshall Islands.....	654	544	177	129	75	11	16	0	18	9	0	0	1	1,634
Total.....	3,706	3,009	723	716	532	94	94	3	62	43	7	1	11	9,001

Number of teachers as of March 31, 1950

District	Elementary				Intermediate				Higher American				Total indigenous	Total nonindigenous
	Public indigenous		Mission ¹		Indigenous		American		Indigenous		American			
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female		
Western Carolines.....	70	8	5	5	10	0	2	2					90	12
Truk.....	34	8	5	6	2	0	1	6	1	1	3	3	46	24
Northern Marianas.....	9	10	0	0	3	0	1	5					22	6
Marshall Islands.....	39	8	8	12	3	0	3	1					66	8
Ponape.....	30	5	10	12	4	0	1	2					47	17
Total.....	182	39	28	35	22	0	8	16	1	1	3	3	271	67

¹ Includes indigenous and nonindigenous teachers.

Total number of school teachers, 338.

All public elementary school teachers are Micronesians, the indigenous race of the Trust Territory.

Missionaries engaged in educational work as of March 31, 1950

District	Total number	Nationality and number of each	Number of each denomination
Palau and Yap	8	6 American. 2 German.	2 Protestant. 6 Catholic.
Truk	11	2 American. 6 Spanish. 3 German.	4 Protestant. 7 Catholic.
Marshalls	4	4 American.	1 Protestant. 3 Catholic.
Ponape	22	5 American. 9 Spanish. 4 Ponapean. 4 other Micro-nesian.	5 Protestant. 17 Catholic.
Saipan	0	None.	None.

Missionary Societies engaged in educational work as of March 31, 1950

District	Number of church schools	Total number of students
Palau and Yap	1 (Maryknoll Sisters, Society of Jesus) Catholic. 1 (American Board of Foreign Missions) Protestant.	242
Truk	3 (Sisters of Mercy, Society of Jesus) Catholic. 1 (American Board of Foreign Missions) Protestant. 1 (German Liebenzeller) Protestant.	
Marshalls	2 (Sisters of Mercy, Society of Jesus) Catholic. 1 (American Board of Foreign Missions) Protestant.	306
Ponape	2 (Sisters of Mercy, Society of Jesus) Catholic. 2 (American Board of Foreign Missions) Protestant.	
Saipan	None	None

There are no government cash subsidies or grants-in-aid allowed missionaries.

Documentary Supplement No. I

TRUSTEESHIP AGREEMENT FOR THE FORMER JAPANESE MANDATED ISLANDS

PREAMBLE

WHEREAS Article 75 of the Charter of the United Nations provides for the establishment of

an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent agreement; and

WHEREAS under Article 77 of the said Charter the trusteeship system may be applied to territories now held under mandate; and

WHEREAS on December 17, 1920, the Council of the League of Nations confirmed a mandate for the former German islands north of the equator to Japan, to be administered in accordance with Article 22 of the Covenant of the League of Nations; and

WHEREAS Japan, as a result of the Second World War, has ceased to exercise any authority in these islands;

Now, THEREFORE, the Security Council of the United Nations, having satisfied itself that the relevant articles of the Charter have been complied with, hereby resolves to approve the following terms of trusteeship for the Pacific Islands formerly under mandate to Japan.

ARTICLE 1

The Territory of the Pacific Islands, consisting of the islands formerly held by Japan under mandate in accordance with Article 22 of the Covenant of the League of Nations, is hereby designated as a strategic area and placed under the trusteeship system established in the Charter of the United Nations. The Territory of the Pacific Islands is hereinafter referred to as the trust territory.

ARTICLE 2

The United States of America is designated as the administering authority of the trust territory.

ARTICLE 3

The administering authority shall have full powers of administration, legislation, and jurisdiction over the territory subject to the provisions of this agreement, and may apply to the trust territory, subject to any modifications which the administering authority may consider desirable such of the laws of the United States as it may deem appropriate to local conditions and requirements.

ARTICLE 4

The administering authority, in discharging the obligations of trusteeship in the trust territory,

shall act in accordance with the Charter of the United Nations, and the provisions of this agreement, and shall, as specified in Article 83 (2) of the Charter, apply the objectives of the international trusteeship system, as set forth in Article 76 of the Charter, to the people of the trust territory.

ARTICLE 5

In discharging its obligations under Article 76 (a) and Article 81, of the Charter, the administering authority shall ensure that the trust territory shall play its part, in accordance with the Charter of the United Nations, in the maintenance of international peace and security. To this end the administering authority shall be entitled:

1. to establish naval, military, and air bases and to erect fortifications in the trust territory;

2. to station and employ armed forces in the territory; and

3. to make use of volunteer forces, facilities, and assistance from the trust territory in carrying out the obligations towards the Security Council undertaken in this regard by the administering authority, as well as for the local defense and the maintenance of law and order within the trust territory.

ARTICLE 6

In discharging its obligations under Article 76 (b) of the Charter, the administering authority shall:

1. foster the development of such political institutions as are suited to the trust territory and shall promote the development of the inhabitants of the trust territory toward self-government or independence as may be appropriate to the particular circumstances of the trust territory and its peoples and the freely expressed wishes of the peoples concerned; and to this end shall give to the inhabitants of the trust territory a progressively increasing share in the administrative services in the territory; shall develop their participation in government; shall give due recognition to the customs of the inhabitants in providing a system of law for the territory; and shall take other appropriate measures toward these ends;

2. promote the economic advancement and self-sufficiency of the inhabitants, and to this end shall regulate the use of natural resources; encourage the development of fisheries, agriculture, and industries; protect the inhabitants against the loss

of their lands and resources; and improve the means of transportation and communication;

3. promote the social advancement of the inhabitants and to this end shall protect the rights and fundamental freedoms of all elements of the population without discrimination; protect the health of the inhabitants; control the traffic in arms and ammunition, opium and other dangerous drugs, and alcoholic and other spiritous beverages; and institute such other regulations as may be necessary to protect the inhabitants against social abuses; and

4. promote the educational advancement of the inhabitants, and to this end shall take steps toward the establishment of a general system of elementary education; facilitate the vocational and cultural advancement of the population; and shall encourage qualified students to pursue higher education, including training on the professional level.

ARTICLE 7

In discharging its obligations under Article 76 (c), of the Charter, the administering authority shall guarantee to the inhabitants of the trust territory freedom of conscience, and, subject only to the requirements of public order and security, freedom of speech, of the press, and of assembly; freedom of worship, and of religious teaching; and freedom of migration and movement.

ARTICLE 8

1. In discharging its obligations under Article 76 (d) of the Charter, as defined by Article 83 (2) of the Charter, the administering authority, subject to the requirements of security, and the obligation to promote the advancement of the inhabitants, shall accord to nationals of each Member of the United Nations and to companies and associations organized in conformity with the laws of such Member, treatment in the trust territory no less favourable than that accorded therein to nationals, companies and associations of any other United Nation except the administering authority.

2. The administering authority shall ensure equal treatment to the Members of the United Nations and their nationals in the administration of justice.

3. Nothing in this Article shall be so construed as to accord traffic rights to aircraft flying into and out of the trust territory. Such rights shall be subject to agreement between the administering

authority and state whose nationality such aircraft possesses.

4. The administering authority may negotiate and conclude commercial and other treaties and agreements with Members of the United Nations and states, designed to attain for the inhabitants of the trust territory treatment by the Members of the United Nations and other states no less favourable than that granted by them to the nationals of other states. The Security Council may recommend, or invite other organs of the United Nations to consider and recommend, what rights the inhabitants of the trust territory should acquire in consideration of the rights obtained by Members of the United Nations in the trust territory.

ARTICLE 9

The administering authority shall be entitled to constitute the trust territory into a customs, fiscal, or administrative union or federation with other territories under United States jurisdiction and to establish common services between such territories; and the trust territory where such measures are not inconsistent with the basic objectives of the International Trusteeship System and with the terms of this agreement.

ARTICLE 10

The administering authority, acting under the provisions of Article 3 of this agreement, may accept membership in any regional advisory commission, regional authority, or technical organization, or other voluntary association of states, may co-operate with specialized international bodies, public or private, and may engage in other forms of international co-operation.

ARTICLE 11

1. The administering authority shall take the necessary steps to provide the status of citizenship of the trust territory for the inhabitants of the trust territory.

2. The administering authority shall afford diplomatic and consular protection to inhabitants of the trust territory when outside the territorial limits of the trust territory or of the territory of the administering authority.

ARTICLE 12

The administering authority shall enact such legislation as may be necessary to place the pro-

visions of this agreement in effect in the trust territory.

ARTICLE 13

The provisions of Articles 87 and 88 of the Charter shall be applicable to the trust territory, provided that the administering authority may determine the extent of their applicability to any areas which may from time to time be specified by it as closed for security reasons.

ARTICLE 14

The administering authority undertakes to apply in the trust territory the provisions of any international conventions and recommendations which may be appropriate to the particular circumstances of the trust territory and which would be conducive to the achievement of the basic objectives of Article 6 of this agreement.

ARTICLE 15

The terms of the present agreement shall not be altered, amended or terminated without the consent of the administering authority.

ARTICLE 16

The present agreement shall come into force when approved by the Security Council of the United Nations and by the Government of the United States after due constitutional process.

Documentary Supplement No. II

GOVERNMENT OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

PROCLAMATION No. 1

To the people of The Trust Territory of the Pacific Islands:

Whereas the Trust Territory of the Pacific Islands has been placed under trusteeship system established in the Charter of the United Nations by means of a trusteeship agreement, approved by the Security Council of the United Nations on April 2, 1947, and by the United States Government on July 18, 1947, after due constitutional process; and

Whereas the United States of America, under the terms of the trusteeship Agreement, has been designated as the administering authority of the trust territory and has assumed obligations for the government thereof; and

PAROLE POLICY

(As set forth in HICOMTERPACIS ltr A17 ser 780 of 8 May 1950 to all Civil Administrators)

Subject: Parole of prisoners in CIVAD jails.
Enclose: (1) Specimen parole form.

1. It is the desire of HICOMTERPACIS that prisoners in Civil Administration jails be given every opportunity for parole for good behavior where the return to the community life under certain restrictions is deemed in the best interest of the prisoner and the people.

2. Each Civil Administrator should review the cases of all prisoners confined in the district jail to determine eligibility for parole. In general the following principles should be applied:

a. Prisoner has served at least half of the minimum sentence imposed.

b. Prisoner has conducted himself satisfactorily during term of confinement.

c. Prisoner is considered to have learned from confinement (i. e. is not apt to become "repeated").

d. Prisoner will not become burden on community on release.

e. People of community willing to accept prisoner.

f. Prisoner agrees to comply strictly with terms of parole. None of these items is controlling. The basic consideration is whether or not the return of the prisoner to regular community life under certain restrictions will be more beneficial in the long run to the man and to the community than continued confinement.

3. Enclosure (1) is a specimen parole form to be used as a guide for governors and civil administrators in granting paroles within their authority (Interim Regulation 5-48, sec. 5). This form may be used as is or modified to suit the circumstances of the individual case.

4. Two copies of each parole granted by governor or civil administrators shall be forwarded to HICOMTERPACIS together with brief summary of case.

5. Civil Administrators desiring parole of prisoners should submit recommendation to governors or HICOMTERPACIS as appropriate, giving summary of case and recommended action. Complete information on surrounding circumstances of case and attitude of party injured and

Whereas it has been necessary to establish an interim administration of the Trust Territory of the Pacific Islands, pending the enactment of appropriate legislation by the Congress of the United States providing for the future government; and

Whereas the President of the United States, by Executive Order of July 18, 1947 has terminated the military government in the former Japanese Mandated Islands, now the Trust Territory of the Pacific Islands, and has delegated the authority and responsibility for the civil administration thereof, on an interim basis, to the Secretary of the Navy; and

Whereas the President of the United States has appointed me to the office of High Commissioner of the Trust Territory of the Pacific Islands;

Now, therefore, I, Louis Denfeld, Admiral, United States Navy, Commander in Chief Pacific and United States Pacific Fleet, and High Commissioner of the Trust Territory of the Pacific Islands, do hereby proclaim as follows:

I

All powers of government and jurisdiction in the Trust Territory of the Pacific Islands, and over the inhabitants thereof, and final administrative responsibility are vested in me as High Commissioner of the Trust Territory of the Pacific Islands, and will be exercised through subordinate administrators by my direction.

II

Your existing customs, religious beliefs and property rights will be respected and existing local laws and all proclamations, regulations, ordinances, and orders of the former military government shall remain in force and effect, except insofar as they are not in consonance with the terms of the trusteeship agreement and the executive order, and insofar as it may be necessary for me in the exercise of my powers and duties to change them.

Given under my hand at Pearl Harbor, T. H. this 18th day of July, 1947.

L. E. DENFELD,

Admiral, United States Navy, Commander in Chief, Pacific, and United States Pacific Fleet, HIGH COMMISSIONER OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS.

community toward parole should be included so that additional correspondence will be unnecessary.

6. Any prisoner who has served half of his minimum term may petition the Civil Administrator, the Governor, or HICOMTERPACIS for parole; or anyone in the community may originate such a petition on behalf of the prisoner. The civil administrators are directed to give all possible assistance in such matters and to act on or forward such petitions without delay regardless of personal feelings on the subject. With each petition forwarded must be included a summary of the facts, the recommendation of the forwarding officer and the reasons therefor.

L. S. FISKE,
Deputy Hicomterpacis.

Authenticated:

F. H. SCHNEIDER,
Flag Secretary.

TRUST TERRITORY OF THE PACIFIC ISLANDS

PAROLE

WHEREAS _____ a _____
(Name) (Sex)
resident of _____,
district, was, on _____, convicted of
(Date)
the crime of _____ before the _____
court of _____ and sentenced to prison
in the _____ for the term of _____;
and

WHEREAS, the said _____ has conducted himself in a proper manner while in prison; and

WHEREAS, petitions have been presented to the (High Commissioner), vouching for the said _____, and expressing the opinion that he, the said _____, has profited from his term in prison and is now believed to be ready to resume his place in, and become a useful member of, the community; and

WHEREAS, the (High Commissioner of the Trust Territory of the Pacific Islands) has reviewed the past record of said _____, considered the petitions presented, and found that the best interests of the people of _____ District and the Trust Territory will be served by a release of the said _____ from confinement and return to his family and community:

Now, THEREFORE, the said _____ is ordered released from prison and is placed on parole in the custody of (such person as shall be designated by the Civil Administrator) _____ as parole officer for the supervision of the said _____, subject to the following terms and conditions:

(a) The said _____ shall not leave the Island of _____ without the writ-

ten permission of the Civil Administrator, _____, except for the purpose of fishing in the waters immediately adjacent thereto.

(b) The said _____ shall conduct himself at all times in a peaceful, moral and lawful manner; shall refrain from gambling and the use of alcoholic beverages; shall work diligently to provide for himself and his family; and shall not permit himself nor his family to become public charges by reason of his failure to so work.

(c) The said _____ shall report once each week to the parole officer designated by the Civil Administrator _____, and once each month to the Civil Administrator or his designated representative, at such times or places as shall be designated in writing by the Civil Administrator _____.

(d) Any and all violations of the parole or misconduct of the paroles will be reported in writing to the Civil Administrator by the parole officer immediately after they are brought to the attention of the said parole officer. A monthly report on the activities of the parolee and his compliance with the terms and conditions of the parole will be made by the parole officer, in writing, to the Civil Administrator. Copies of violation reports and monthly reports will be forwarded to the High Commissioner immediately upon receipt by the Civil Administrator.

(e) The Civil Administrator may at any time, by notice in writing to the parolee, impose such additional terms and conditions of parole as he may find necessary to insure the good behavior of the parolee and to protect the interests of the family of the parolee and the other members of the community. The High Commissioner shall be notified immediately of any additional terms imposed and the reasons therefor.

THIS PAROLE SHALL CONTINUE until (date of release on maximum sentence) (EXCEPT that after (date of release minimum sentence) the parolee may petition the Civil Administrator for a reduction in the limitations of the parole, which petition shall be forwarded to the High Commissioner for approval or other action).

Upon violation of any of the terms and conditions of this parole by the parolee, the Civil Administrator or the (High Commissioner) may direct that the parolee be returned to prison for the balance of the term which remains to be served on the date of this parole, or for any part thereof, at hard labor. In the event that the act, or acts, which constitute the violation of this parole also constitute a crime under the laws of the Trust Territory then, upon conviction by the proper court, the court may impose the penalty provided by law to be served at the completion of the present term or concurrently therewith.

SIGNED This _____ day of _____, 19____, A. D. by direction of the (HIGH COMMISSIONER OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS).

L. S. FISKE,
Deputy High Commissioner of the Trust
Territory of the Pacific Islands.

NOTE.—Portions in parentheses apply to particular case for which this form was prepared.

Documentary Supplement No. IV

Interim Regulation No. 1-48

CIVIL ADMINISTRATION COURTS

(Repealed and Superseded by Interim Regulation No. 1-49)

Interim Regulation No. 2-48

CONSERVATION OF TROCHUS

ARTICLE I

HARVESTING RESTRICTED

Trochus having been introduced and planted in the waters of the Trust Territory by the former government and being considered a valuable asset which should be conserved, the harvesting or in any way intentionally interfering with the growth of trochus in the waters of the Trust Territory is hereby prohibited except as provided herein.

ARTICLE II

TROCHUS SEASON

Each Civil Administrator may designate by District Order and vary from year to year an open season or seasons during May and June for the harvesting of trochus in his district, provided that such open season or seasons shall not total more than fourteen (14) days in any year. During such an open season, any permanent resident of the Trust Territory may dive for and harvest trochus, in the district to which the season applies, within those areas in which he has the right to fish under established local custom, provided that no trochus shall be taken whose shell is less than three (3) inches in diameter at the base. (Amended by *Interim Regulation 3-49*, 5 April 1949.)

ARTICLE III

ROYALTY

A royalty of one (1) cent per pound shall be paid to the Treasurer of the Trust Territory for all trochus shell, less than 10 percent wormy, removed from the waters of the Trust Territory. This royalty shall be due and payable by the person harvesting the trochus shell and shall be remitted, within ninety (90) days after the removal of the shell from the water, to the Commerce and

Industry Officer of the Civil Administration Unit of the district within which the shell is harvested, except that if the shell is sold to an authorized exporter within ninety (90) days after the removal of the shell from the water, the tax shall be paid by the exporter direct to the Treasurer of the Trust Territory within sixty (60) days after the sale, and the seller shall have no responsibility therefor. All royalties due hereunder remaining unpaid at the expiration of the period provided above for payment shall bear interest from that date at the rate of six (6) percent per year. Commerce and Industry Officers shall remit monthly to the Treasurer of the Trust Territory all royalties collected hereunder.

ARTICLE IV

REPLANTING OF BEDS

If a Civil Administrator determines that underwater operations which will interfere with an existing trochus bed are in the public interest, he may issue a written permit for the removal and replanting of such bed at the expense of the person or persons desiring to conduct the underwater operations. Removal and replanting of trochus covered by such permit is hereby authorized.

ARTICLE V

PENALTIES

Any person violating this regulation shall, upon conviction thereof, be imprisoned for a period not exceeding six (6) months or fined not more than one hundred dollars (\$100), or both.

Interim Regulation No. 3-48

CRIMINAL CODE

(Repealed and Superseded by Interim Regulation No. 5-48)

Interim Regulation No. 4-48

BASIC PROVISIONS

SECTION I

INTERIM GOVERNMENT OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

The Trust Territory of the Pacific Islands was placed under the Trusteeship system established

in the Charter of the United Nations by means of a trusteeship agreement, approved by the Security Council of the United Nations on April 2, 1947, and by the United States Government on July 18, 1947, after due constitutional process. The United States of America, under the terms of the trusteeship agreement, was designated as the administering authority of the Trust Territory and has assumed obligations for the government thereof.

It has been necessary to establish an interim administration of the Trust Territory of the Pacific Islands, pending the enactment of appropriate legislation by the Congress of the United States providing for the future government. The President of the United States, by Executive Order of July 18, 1947, terminated the military government in the former Japanese Mandated Islands, now the Trust Territory of the Pacific Islands, and delegated the authority and responsibility for the civil administration thereof, on an interim basis, to the Secretary of the Navy.

The President of the United States has appointed a High Commissioner of the Trust Territory of the Pacific Islands. Subject to the direction of the Secretary of the Navy, all powers of government and jurisdiction in the Trust Territory of the Pacific Islands, and over the inhabitants thereof, and final administrative responsibility are vested in the High Commissioner of the Trust Territory of the Pacific Islands, and will be exercised through subordinate administrators by his direction.

SECTION 2

STAFF OF THE HIGH COMMISSIONER

1. The High Commissioner will be assisted by such administrative assistants as he may see fit to appoint.

2. The Deputy High Commissioner will utilize the services of the following staff members in the exercise of his administrative duties, in accordance with the attached organization plan:

a. The Executive Assistant:

- (1) Full responsibility for the administration of the staff, and for the proper execution of all staff functions by the staff members.

b. Heads of the Staff Divisions:

- (1) The Division of Administration:
 - (a) The Division Head.
 - (b) Coordination of Staff Functions.
 - (c) Organization.
 - (d) Planning.
 - (e) Personnel.
 - (f) Reports.
- (2) The Division of Field Social and Scientific Affairs:
 - (a) Territorial Field Inspector.
 - (b) Property Custodian.
 - (c) Shipping.
 - (d) Scientific Projects.
 - (e) Welfare.
- (3) The Division of Economics:
 - (a) Economics.
 - (b) Taxation.
 - (c) Trade and Commerce.
 - (d) Monopolies.
 - (e) Natural Resources.
 - (1) Land
 - (2) Forests
 - (3) Mines
 - (4) Fishing
 - (f) Animal Husbandry
 - (g) Labor
 - (h) Wages
 - (i) Prices
 - (j) Industry
 - (k) Plant and Animal Quarantine
 - (l) Agriculture
- (4) The Division of Political Affairs:
 - (a) International Law
 - (b) International Relations
 - (c) Immigration and Emigration
 - (d) Judicial Matters
 - (e) Public Law and Order
 - (f) Customs
 - (g) Native Travel
 - (h) Resettlement
 - (i) Repatriation
 - (j) Citizenship
 - (k) Passports and Identification
 - (l) Claims

b. Heads of the Staff Divisions—Continued

(5) The Division of Finance and Supply:

(a) Supply Section:

- (1) Supply
- (2) Communications
- (3) Budget Planning
- (4) Budget Board
- (5) Economics Board
- (6) Postal Savings

(b) Fiscal Section:

- (1) Accounting
- (2) Finance
- (3) Allotments
- (4) Budget Planning
- (5) Budget Board
- (6) Money
- (7) Banking

(6) The Division of Public Works:

- (a) Development Planning
- (b) Public Works
- (c) Utilities
- (d) Construction
- (e) Surveys

(7) The Division of Public Health:

- (a) Preventive Medicine
- (b) Medical and Dental Care
- (c) Health and Training Program
- (d) Medical and Dental Scientific Research Program
- (e) Annual Health Survey
- (f) Health Quarantine

(8) The Division of Education:

- (a) Schools
- (b) Curricula
- (c) Publications
- (d) Training
- (e) Educational Supplies
- (f) Religion
- (g) Arts, Monuments
- (h) Museums

SECTION 3

ADMINISTRATIVE JURISDICTION

A. *The Northern Marianas Islands:*

The Governor of the Northern Marianas Islands, through the Civil Administrator of the Saipan District, shall be responsible for the administration of those islands of the Trust Territory of the Pacific Islands, and the territorial waters thereof, which lie north of 14 degrees north latitude, and

west of 150 degrees east longitude, which jurisdiction shall be known as the Northern Marianas Islands.

B. *The Western Caroline Islands:*

The Governor of the Western Caroline Islands, through the Civil Administrator of the Palau District, shall be responsible for the administration of those islands of the Trust Territory of the Pacific Islands, and the territorial waters thereof, which lie west of 148 degrees east longitude and south of 11 degrees north latitude, which jurisdiction shall be known as the Western Caroline Islands. (Amended by *Interim Regulation No. 6-48*, 7 August 1948.)

C. *The Eastern Caroline Islands:*

The Governor of the Eastern Caroline Islands, through the Civil Administrators of the Truk and Ponape Districts, shall be responsible for the administration of those islands of the Trust Territory of the Pacific Islands, and the territorial waters thereof, the jurisdictional boundary of which shall be particularly described as follows:

Beginning at a point at 0 degrees latitude 148 degrees east longitude, north to a point at 11 degrees north latitude 148 degrees east longitude, thence east to a point 11 degrees north latitude 158 degrees east longitude, thence southeast to a point at 5 degrees north latitude 166 degrees east longitude, thence south to a point at 0 degrees latitude 166 degrees east longitude.

This jurisdiction shall be known as the Eastern Caroline Islands and, within this area, the jurisdictional boundary between the Truk and Ponape Districts shall be along the line of the 154th meridian, east longitude.

D. *The Marshall Islands:*

The Governor of the Marshall Islands, through the Civil Administrator of the Marshall Islands District, shall be responsible for the administration of those islands of the Trust Territory of the Pacific Islands, and the territorial waters thereof, which lie east of jurisdictional boundary, which shall be described as follows:

Beginning at a point 11 degrees north latitude 158 degrees east longitude, thence southeast to a point at 5 degrees north latitude 166 degrees east longitude, thence south along the 166 degree east longitude meridian. This jurisdiction shall be known as the Marshall Islands. (Amended by *Interim Regulation No. 4-49*, 7 June 1949.)

SECTION 4

THE CIVIL ADMINISTRATION UNIT

1. The Civil Administration Unit is headed by the Civil Administrator who is appointed by the High Commissioner and who is responsible to him, through the Governor of the Area and the Deputy High Commissioner, for the proper administration of the District. All matters relating to native affairs are a distinct responsibility of the Civil Administrator.

2. The Deputy Civil Administrator will assist the Civil Administrator in the discharge of all of his duties, and in addition will coordinate the functions of the seven Departments of the District Administration, which shall function as follows:

a. The Department of Operations:

- (1) Aircraft Operations.
- (2) Port Director.
- (3) Communications.
- (4) Inter-Island Transportation.
- (5) Public Safety.
- (6) Central Pacific Insular Establishment.
- (7) Fish and Game Warden.
- (8) Post Office.
- (9) Passports and Identification.
- (10) Scientific Projects.

b. The Department of Political Affairs:

- (1) Legal Affairs.
- (2) Courts.
- (3) Property Custodian.
- (4) Land Tenure.
- (5) Land Transfer.
- (6) Chairman, Land and Claims Commission.
- (7) Supervisor of Municipalities.
- (8) Central Registrar.

c. The Department of Economics:

- (1) Commerce.
- (2) Industry.
- (3) Labor.
- (4) Price Controls.
- (5) Import-Export.
- (6) Agriculture.
- (7) Fishing.
- (8) Mining.
- (9) Private Business.
- (10) Natural Resources.
- (11) Market Development.
- (12) Licenses and Inspections.
- (13) Tax Collection.
- (14) Plant and Animal Quarantine.

d. The Department of Public Works:

- (1) Public Works.
- (2) Utilities.
- (3) Maintenance.
- (4) Construction.
- (5) Salvage.
- (6) Land Surveys.
- (7) Land Transportation.
- (8) Development Planning.
- (9) Member Land and Claims Commission.

e. The Department of Public Health:

- (1) Medical and Dental Care.
- (2) Sanitation.
- (3) Leprosaria.
- (4) Asylums.
- (5) Dispensaries.
- (6) Hospitals.
- (7) Health and Nurses Aides Training.
- (8) Health Quarantine.
- (9) Preventive Medicine.
- (10) Insect and Rodent Control.
- (11) Cemeteries.
- (12) Vital Statistics.

f. The Department of Finance and Supply:

- (1) Civilian Supply.
- (2) Navy Supply.
- (3) Accounting.
- (4) Disbursing.
- (5) Receipts.
- (6) Supervisory Auditory.
- (7) Expenditure Planning and Budgets.
- (8) Banks.

g. The Department of Education:

- (1) Schools—Maintenance and Supervision.
- (2) Teacher Training.
- (3) Curricula—Establishment and Supervision.
- (4) Preservation of Native Arts, Crafts, Cultures, and Languages.
- (5) Adult Education.
- (6) Vocational Training.
- (7) Parent-Teacher Associations.
- (8) Native Holidays, Festivals, and Recreation.
- (9) Liaison with Religious and Educational Institutions and Individuals.

SECTION 5

FUNDAMENTAL RIGHTS

1. The High Commissioner reaffirms the guaranties made in Proclamation No. 1 to the people of

the Trust Territory concerning all basic individual rights and freedom as follows:

"Your existing customs, religious beliefs, and property rights will be respected and existing local laws and all proclamations, regulations, ordinances, and orders of the former military government shall remain in force and effect, except insofar as they are not in consonance with the terms of the Trusteeship Agreement and the Executive Order, and insofar as it may be necessary for me in the exercise of my powers and duties to change them."

2. Pursuant to the obligations incurred under Article 76 (c), of the United Nations Charter and Article 7 of the Trusteeship Agreement, the High Commissioner guarantees to the inhabitants of the Trust Territory freedom of conscience, subject only to the requirements of public order and security, freedom of speech, of the press and of assembly; freedom of worship and of religious teaching; and freedom of migration and movement and in accordance with Article 13 of the Trusteeship Agreement he further guarantees the right of petition.

3. Basic humanitarian rights are guaranteed and protected by the following Articles of Government which will hereinafter be known as the Bill of Rights for the people of the Trust Territory of the Pacific Islands:

I

FREEDOM OF CONSCIENCE, SPEECH, PRESS, ASSEMBLY, WORSHIP, RELIGIOUS TEACHING, AND PETITION

No law shall be enacted in the Trust Territory respecting an establishment of religion or prohibiting the free exercise thereof, or abridging the freedom of conscience, or of speech, or of the press, or the right of the people to form associations and peaceably to assemble and to petition the government for a redress of grievances. No public money shall be appropriated or used for the support in any way, direct or indirect, of any religious establishment or of any school in which secular instruction is not subject to control by the Government of the Trust Territory.

II

SLAVERY AND INVOLUNTARY SERVITUDE

Neither slavery nor involuntary servitude except as a punishment for crime whereof the party

shall have been duly convicted, shall exist in the Trust Territory.

III

PROTECTION AGAINST UNREASONABLE SEARCH AND SEIZURE

The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches or seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and persons or things to be seized.

IV

NO DEPRIVATION OF LIFE, LIBERTY, OR PROPERTY WITHOUT DUE PROCESS

No person shall be deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use, without just compensation; nor shall any person be subject for the same offense to be twice put in jeopardy of life or limb; nor shall any person be compelled in any criminal case to be a witness against himself. In all criminal prosecutions the accused shall enjoy the right to a speedy and public trial; to be informed of the nature and cause of accusation; to be confronted with the witnesses against him; to have a compulsory process for obtaining witnesses in his favor, and to have the assistance of counsel for his defense.

V

NO EX POST FACTO LAW

No bill of attainder, *ex post facto* law, or law impairing the obligation of contracts, shall be enacted.

VI

EXCESSIVE BAIL, EXCESSIVE FINES, CRUEL AND UNUSUAL PUNISHMENTS PROHIBITED

Excessive bail shall not be required, nor excessive fines be imposed, nor cruel and unusual punishments inflicted.

VII

NO DISCRIMINATION ON ACCOUNT OF RACE, SEX, LANGUAGE, OR RELIGION

No discrimination shall be made in the Trust Territory against any person on account of race

sex, language, or religion; nor shall the equal protection of the laws be denied to any inhabitant of the Trust Territory.

VIII

FREEDOM OF MIGRATION AND OF MOVEMENT

Subject only to the requirements of public order and security, the inhabitants of the Trust Territory shall be accorded freedom of migration and of movement.

IX

EDUCATION

A general system of elementary education shall be maintained for the benefit of the inhabitants of the Trust Territory who shall be encouraged also to pursue higher education including training on the professional level.

SECTION 6

SELF-GOVERNMENT

1. Subject to the obligations of the High Commissioner of the Trust Territory of the Pacific Islands to higher authority, the inhabitants of the Trust Territory will be encouraged to participate in self-government to the maximum extent of their capabilities. To this end, they will be given a progressively increasing share in the administrative services of the Trust Territory in accordance with the development of their capabilities to exercise this prerogative effectively.

2. In accordance with this principle they will be encouraged to participate in, and will be expected to accept an increasing amount of responsibility in, all phases of local government.

3. The local native governmental systems will be recognized and respected unless it is necessary for the High Commissioner in the exercise of his powers and duties, to change them.

4. The right to express opinions regarding the selection or appointment of local government officials or regarding the conduct of all phases of local governmental affairs will not be denied the inhabitants of the Trust Territory.

5. The inhabitants of the Trust Territory are required to comply with the rules and regulations established for their community by their local municipal government.

6. The local municipal governments are authorized to enforce the orders from higher authority, particularly with regard to police sanitation and education.

7. The local municipal governments are authorized to levy, collect, and expend local taxes and make local rules, and will be required to keep accurate records which will be subject to inspection and audit by higher authority.

8. Each local municipal government will have an official who will perform the functions of Magistrate, and another who will perform the functions of Treasurer, and these officials will be identified by public notice.

9. The officials of local municipal governments may be removed for just cause at any time by the cognizant Civil Administrator.

10. Local municipalities may, with prior approval of the cognizant Civil Administrator, arrange to have certain details of their functions carried out by a tribe or clan within its limits, but the over-all responsibility of those functions will remain with the local municipalities.

SECTION 7

PUBLIC HEALTH

Objectives: (a) To control preventable diseases; (b) to elevate public health standards.

1. It shall be the responsibility of the Civil Administrator to promulgate and enforce the regulations set forth herein and to formulate such additional rules and regulations as may be deemed necessary for the furtherance of the Public Health objectives. In cases where there is an obvious conflict between these regulations and local habits and customs, the judicious use of education and local leadership to overcome existing local prejudices to modern methods is authorized in lieu of direct compulsion, provided that full compliance with these regulations can thus be assured.

2. It shall be unlawful for any person or persons to practice medicine or other of the healing arts for a fee unless duly licensed and/or authorized by the High Commissioner of the Trust Territory of the Pacific Islands, or his duly appointed representative.

3. It shall be unlawful for any person other than those properly accredited to import, sell, give, or dispense medicines, drugs, or other substances of a deleterious nature, which in the opinion of proper medical authority should be administered

only by authorized practitioners, physicians, or other medical personnel.

4. It shall be unlawful to import, sell, traffic in, purchase, give, or prescribe narcotics or medicine containing narcotics or other so-called habit-forming drugs except by specific authority of the Civil Administrator.

5. It shall be unlawful to knowingly and willfully conceal or fail to report to proper authorities, cases of communicable diseases. Persons suffering from contagious or communicable diseases or known contacts thereto, shall be isolated, treated, and if necessary, be confined by the civil authorities in accordance with standard preventive medicine procedures as outlined by the medical staff of Civil Government.

6. Persons desiring to travel between administrative districts shall be required to obtain a certificate of health from a medical practitioner, physician, or medical representative of the Civil Administration. This certificate shall certify that the individual has been examined and is apparently free of communicable diseases, that he has been vaccinated for smallpox and typhoid fever within the prescribed interval and shall include the findings of X-ray examination of chest if available. The provisions of this paragraph do not apply to travel between islands within an administrative district.

7. Vaccination and inoculations as prescribed by proper authority shall be compulsory.

8. Regulations and directives relative to control of rodents and other pests shall be promulgated by the Civil Administrator.

9. It shall be unlawful for any person or persons to prepare and dispense foods for public consumption unless specifically authorized by the Civil Administration. Establishments engaged in the preparing or dispensing of foods for public consumption shall be subject to periodic inspections by the Civil Administrator or his medical advisor. Failure to conform to standards of sanitation prescribed shall be cause for revocation of license.

10. Persons engaged in handling food for public consumption shall be examined at prescribed intervals or at other times by a duly authorized physician, practitioner, or medical representative of the Civil Administrator.

11. It shall be unlawful for any person to sell or dispense for human consumption food which is known to be contaminated, decomposed or adul-

terated, thereby rendering such food unfit for human consumption.

12. Participation in established Public Health Program for school children is compulsory.

13. Disposal of waste, sewage, and garbage by methods and in areas other than those prescribed by health authorities shall be unlawful.

14. The use of night soil (human excreta) as a fertilizer is prohibited.

15. Sanitary privies (benjos) shall be of a type and in areas designated by local authorities. Defecation in the immediate vicinity of any village other than those privies is prohibited.

16. Barber shops and beauty parlors shall be duly licensed and inspected periodically by a medical representative of the Civil Administrator.

17. A record of births and deaths will be maintained by the registrar of the Civil Administration Unit. All births will be reported to the registrar within seventy-two (72) hours after occurrence. In case of death when the deceased has not been attended by a practitioner, physician, or health aide during his terminal illness, burial will not take place until remains have been viewed by a representative of the Civil Administration. Death occurring under suspicious circumstances shall be reported to the Chief of the Village or magistrate for further investigation. All deaths will be reported within twenty-four (24) hours and burial will take place within thirty-six (36) hours after death has occurred. Forms VS-1 and VS-2 shall be completed and filed in each Civil Administration Unit.

18. Burial will take place only in specified areas and in a manner designated by the Civil Administration.

19. Persons violating any of the above regulations are subject to trial by such authorized courts of justice as now exist or may be established in the future, and shall, upon conviction thereof, be imprisoned for a period not exceeding six (6) months or fined not more than one hundred (\$100), or both.

SECTION 8

EDUCATION

In accordance with Chapter XII, Article 76, of the United Nations Charter, which provides that: "The basic objectives of the trusteeship system, in accordance with the purpose of the United Nations laid down in Article 1 of the present Charter.

shall be: “* * * to promote the * * * educational advancement of the inhabitants of the trust territories, * * *” the following specific regulations are promulgated:

1. The educational program shall be maintained to benefit the many and to assure a progressive development of each community within the local cultural pattern by improving food production, diet, health, conduct of their own government, management of their trade and industry and to take their rightful position in the world. In the promotion and development of educational programs the High Commissioner intends to avail himself of the services of the Advisory Committee on Education for Guam and the Trust Territory of the Pacific Islands. This Committee, with headquarters at Honolulu, Territory of Hawaii, operates upon the invitation of the High Commissioner and the Governor of Guam. Civil Administrators and other officers concerned with educational programs in the Trust Territory shall advise the High Commissioner of such problems as may arise and which may appropriately be referred to the Committee.

2. Schools shall foster and encourage:

a. The native languages, history, arts and crafts.
b. Instruction in the English language to inhabitants of all ages.

c. Preprofessional training in medicine, nursing, and teaching as well as vocational training in trades, arts, and crafts, agriculture, homemaking, and business.

d. Experimental and demonstrational projects in agriculture.

3. School attendance shall, whenever possible, be compulsory from ages 6 to 14. Exceptions may only be made under special circumstances and with the approval of the Civil Administrator.

4. Each Civil Administration Unit shall maintain an elementary-school program predicated upon at least 8 years of normal attendance.

5. The school term shall commence each year on the first Tuesday after the first Monday of September and will consist of 180 class days. Vacation periods applicable through the entire Trust Territory will be designated by the Educational Administrator, Staff, Deputy Commissioner of the Trust Territory of the Pacific Islands, while those applicable only within districts will be designated by the Civil Administrator concerned. He will take into consideration such determinants as

local seasons and customs, local holidays, seasonal economic pursuits, etc.

6. The school week shall consist of five class days.

7. The school day shall consist of a minimum of 3 hours of instruction for all first-year pupils and a minimum of 5 hours of instruction for all other elementary school pupils.

8. Elementary schools shall provide instruction in:

a. English.

b. Industrial Arts and Vocational Training.

c. Arithmetic.

d. Social Studies including History, Geography, Civics, Hygiene, and Sanitation.

e. Native Language, History, Arts, and Crafts.

9. Adult education shall be established in areas where and when facilities and conditions permit. This program will offer, when possible, educational opportunities in courses such as English and native language, arithmetic, geography, history, hygiene and sanitation, economics, homemaking, arts and crafts, trades, and public safety.

10. Public money shall not be appropriated by any municipal government for the support or benefit of any sectarian, denominational, or private school or to any school not under jurisdiction of the Department of Education, except that schools which conform to the regulations and standards prescribed for public schools, and qualify to teach secular education may be furnished standard prescribed text materials in the same proportion per capita pupil as supplied the public schools. All schools teaching secular education shall operate within the policies set forth by higher authority.

SECTION 9

FINANCE AND TAXATION

1. The legal tender of the Trust Territory shall be United States currency and fractional coins.

2. The budgetary requirements for the government of the Trust Territory of the Pacific Islands will be met, insofar as possible, by the inhabitants through the means of taxes, licenses, fines, fees, and duties, charges for concessions and surcharges upon the natural resources of the area.

3. Taxes and revenue producing measures for the support of the government of the Trust Territory will be derived from:

a. Area-wide taxes and revenue measures im-

posed by the authority of the High Commissioner; and

b. Taxes and revenue measures imposed by municipal authorities.

4. Internal revenue taxes, import and export duties, processing and head taxes are imposed by authority of the High Commissioner. All funds (less cost of collection) obtained from such taxes will be used for the benefit of the Trust Territory.

5. Between areas, districts, and islands of the Trust Territory, no import or export tax shall be imposed on any merchandise or other products originating in any other island within the territory.

6. Each municipality shall have an official who will be responsible to the municipality for all funds collected as municipal funds.

7. Municipal authorities shall be responsible for the following items of expenses for local government and shall submit to the Civil Administration Unit for approval an annual budget providing for:

a. Salaries of municipal officials including all present local officials whose duties are performed entirely within the municipality, except members of the Central Pacific Insular Establishment.

b. Repair and maintenance of all municipal public buildings.

c. Repair and maintenance of all public roads, walks, paths, bridges, and wharves within the municipality, except such main roads, bridges, or wharves, if any, as may be specifically designated by Civil Administration as its own responsibility.

8. A supplemental budget shall be similarly presented if need therefor arises. These budgets may be revised by Civil Administration but only in emergencies shall this be done without consultation with the officials of the municipality concerned. The decision of the municipality shall be overridden only for urgent cause. Approval of the budget shall authorize the municipality to proceed with the expenditures therein provided. Individual payments within the approved budgets shall be made by the municipal treasurer upon the order of the municipal magistrate. No payments shall be made from municipal funds except in accordance with an approved annual supplemental budget.

9. Funds collected by municipal authorities from any of the following sources will be paid into the respective municipal treasuries for the purpose of meeting budget requirements. All local tax

measures shall be approved by the Civil Administration prior to becoming effective.

a. Head taxes for residents.

b. License fees for businesses carried on entirely within the municipality.

c. Sales taxes on luxuries sold at retail within the municipality.

d. Property taxes on property within the municipality.

e. Fees for private use of municipal property services and facilities.

10. The head tax throughout the Trust Territory shall apply to all males between the ages of 18 and 60 years, inclusive. It shall be \$2 per man per year and may be paid in two equal installments at the option of the taxpayer.

11. License fees as a prerequisite to engaging in business and for other purposes, not to exceed \$10 per annum, may be levied by each Civil Administration Unit in the area under its jurisdiction. Schedules of license fees exceeding \$10 per annum shall be submitted to the Deputy High Commissioner for approval.

12. Facilities for the safekeeping of funds for the extension of credits to promote trade and industry will be provided by means of banks or other institutions under the control of the United States Government.

13. The head tax specified in this section and any levy or assessment for projects essential for the welfare of the community may be paid either in the legal tender of the Trust Territory or in labor in lieu of money, in conformity with local customs. (Amended by *Interim Regulation No. 7-48*, 24 August 1948.)

SECTION 10

CRIME

(Interim Regulation No. 5-48)

ARTICLE I

CLASSIFICATION OF CRIMES

Crimes are divided into two classifications: felonies and misdemeanors. Felonies are hereby defined as being those crimes which are punishable by death or by imprisonment for a period of more than 1 year. Misdemeanors are hereby defined as all other crimes.

Section 1. Murder in the First Degree: Whoever shall unlawfully take the life of another with malice aforethought, by poison, lying in wait, torture, or any other kind of willful, deliberate, malicious, and premeditated killing, or while in the perpetration of, or attempt to perpetrate, any arson, rape, mayhem, burglary, or robbery, shall be guilty of murder in the first degree, and upon conviction thereof, shall be sentenced to death or life imprisonment.

Section 2. Murder in the Second Degree: Whoever shall unlawfully take the life of another with malice aforethought, or while in the perpetration of, or attempt to perpetrate, any felony, but not as described in Section 1 of this Article, shall be guilty of murder in the second degree, and upon conviction thereof, shall be imprisoned for a period of not less than 5 years or for life.

Section 3. Voluntary Manslaughter: Whoever shall unlawfully take the life of another without malice aforethought, upon a sudden quarrel or heat of passion, shall be guilty of voluntary manslaughter, and upon conviction thereof, shall be imprisoned for a term of not more than 10 years.

Section 4. Involuntary Manslaughter: Whoever shall unlawfully take the life of another without malice, in the commission of an unlawful act not amounting to a felony, or in the commission of a lawful act which might produce death, in an unlawful manner, or without due caution and circumspection, shall be guilty of involuntary manslaughter, and upon conviction thereof, shall be sentenced to imprisonment for a term of not more than 3 years, or fined not exceeding one thousand dollars (\$1,000), or both.

Section 5. Mayhem: Whoever shall unlawfully and maliciously assault, strike, beat, wound, or maim another so that he shall lose a part of his body or be permanently disfigured, shall be guilty of mayhem, and upon conviction thereof shall be imprisoned for a period of not more than 10 years.

Section 6. Rape: Whoever shall unlawfully have sexual intercourse with a female, not his wife, by force and against her will, shall be guilty of rape, and upon conviction thereof, shall be imprisoned for a period of not more than 50 years.

Section 7. Carnal Knowledge: Whoever shall unlawfully have carnal knowledge of the person

of a female, not his wife, of less than 14 years of age, shall upon conviction thereof, be imprisoned for a period of not more than 20 years.

Section 8. Aggravated Assault: Whoever shall unlawfully assault, strike, beat, or wound another, with a dangerous weapon, with intent to kill, rape, rob, or to commit any other felony against the person of another, shall be guilty of aggravated assault, and upon conviction thereof shall be imprisoned for a period of not more than 10 years.

Section 9. Assault: Whoever shall unlawfully offer or attempt, with force or violence, to strike, beat, wound, or to do bodily harm to another, shall be guilty of assault, and upon conviction thereof, shall be imprisoned for a period of not more than 6 months; or shall be fined not more than one hundred dollars (\$100), or both.

Section 10. Assault and Battery: Whoever shall unlawfully strike, beat, wound, or otherwise do bodily harm to another, shall be guilty of assault and battery, and upon conviction thereof shall be punished in accordance with section 9 of this Article.

Section 11. False Arrest: Whoever shall unlawfully detain another by force and against his will, then and there not being in possession of authority to do so, shall be guilty of false arrest, and upon conviction thereof shall be imprisoned for a period of not more than 6 months, or shall be fined not more than one hundred dollars (\$100), or both.

Section 12. Abduction of a Female: Whoever shall unlawfully detain a female, or take her against her will, with intent to compel marriage either with himself or any other person; or to be defiled; or for prostitution or sexual intercourse; or for concubinage; shall be guilty of abduction of a female, and upon conviction thereof shall be imprisoned for a period of not more than 1 year; or, shall be fined not more than one thousand dollars (\$1,000), or both.

Section 13. Kidnaping: Whoever forcibly or fraudulently and deceitfully, and without authority by law, imprisons, seizes, detains, or inveigles away any person (other than his minor child), with intent to cause such person to be secreted within the Trust Territory of the Pacific Islands against his will, or sold or held as a slave or for ransom, shall be guilty of kidnaping, and upon conviction thereof shall be imprisoned for a period of not more than 20 years.

ARTICLE III

CRIMES AGAINST PROPERTY

Section 1. Arson: Whosoever shall unlawfully, willfully, and maliciously set fire to and burn the dwelling, office, warehouse, store, barn, shed, cook-house, boat, canoe, lumber, copra, or any other building or shelter, or other property the product of his own or another's land, shall be guilty of arson, and upon conviction thereof shall be imprisoned for a period of not more than 20 years.

Section 2. Burglary: Whosoever shall unlawfully and by force enter the dwelling house or other building of another, with intent to steal or commit any other felony therein, shall be guilty of burglary, and upon conviction thereof shall be imprisoned for a period of not more than 20 years.

Section 3. Grand Larceny: Whosoever shall unlawfully steal, take, and carry away personal property of another, of the value of fifty dollars (\$50) or more, without the owner's knowledge or consent, and with the intent to convert it permanently to his own use, shall be guilty of grand larceny, and upon conviction thereof shall be imprisoned for a period of not more than 5 years, or fined not more than one thousand dollars, or both.

Section 4. Petit Larceny: Whosoever shall unlawfully steal, take, and carry away personal property of another, of the value of less than fifty dollars (\$50) without the owner's knowledge or consent, and with the intent to convert it permanently to his own use, shall be guilty of petit larceny, and upon conviction thereof shall be imprisoned for a period of not more than 6 months, or fined not more than one hundred dollars, or both.

Section 5. Larceny from a Dwelling House: Whosoever shall unlawfully steal, take, and carry away the personal property of another, of any value whatsoever, from his or another's dwelling house, without the owner's knowledge or consent, and with the intent to convert it permanently to his own use, but without the force necessary to constitute a burglary, shall be guilty of larceny from a dwelling house, and upon conviction thereof shall be imprisoned for a period of not more than 10 years.

Section 6. Embezzlement: Whosoever, after having lawfully obtained possession of the personal property of another, shall take and carry away said property without the owner's knowledge and consent, and with the intent to convert it permanently to his own use, shall be guilty of em-

bezzlement, and upon conviction thereof shall be punished in accordance with the terms of Section 3 of this Article if the value of said property be fifty dollars (\$50) or more; and in accordance with the terms of Section 4 of this Article if the value of said property be less than fifty dollars (\$50).

Section 7. Robbery: Whosoever shall unlawfully steal, take, and carry away the personal property of another, of whatever value, from his person or in his presence and against his will, by the use of force or intimidation, with the intent to convert said property permanently to his own use, shall be guilty of robbery, and upon conviction thereof shall be imprisoned for not more than 20 years.

Section 8. Receiving Stolen Goods: Whosoever shall unlawfully take into his possession, with the consent of the donor, stolen or embezzled property, then and there knowing said property to have been stolen or embezzled, with fraudulent intent thereby or to aid in the theft, shall be guilty of receiving stolen goods, and upon conviction thereof shall be imprisoned for a period of not more than 1 year, or fined not more than one hundred dollars (\$100), or both.

Section 9. Forgery: Whosoever shall unlawfully and falsely make or materially alter a writing or document of apparent legal weight and authenticity, with intent thereby to defraud, shall be guilty of forgery, and upon conviction thereof shall be imprisoned for a period of not more than 10 years.

Section 10. Cheating: Whosoever shall unlawfully obtain the property or money of another by false pretenses, knowing the pretense to be false, and with the intent thereby to defraud permanently the owner thereof, shall be guilty of cheating, and, if the value of the property thus obtained be fifty dollars (\$50) or more, shall be imprisoned for a period of not more than 5 years; or if the value of the property thus obtained be less than fifty dollars (\$50), shall be imprisoned for a period of not more than 6 months, or fined not more than one hundred dollars (\$100), or both.

Section 11. Malicious Mischief: Whosoever shall unlawfully, willfully, and maliciously destroy, damage, or otherwise injure property belonging to another, shall be guilty of malicious mischief, and upon conviction thereof shall be imprisoned for a period of not more than 6 months,

or shall be fined not more than one hundred (\$100), or both.

Section 12. Trespass: Whosoever shall unlawfully violate or interfere with the peaceful use and possession of the dwelling house, premises, or property of another, whether by force or by stealth, but without committing or attempting to commit any of the before-mentioned crimes, shall be guilty of trespass, and upon conviction thereof shall be punished in accordance with the terms of the foregoing paragraph.

ARTICLE IV

CRIMES AGAINST THE PUBLIC HEALTH, SAFETY, COMFORT, AND MORALS

Section 1. Maintaining a Nuisance: Whosoever shall unlawfully maintain or allow to be maintained a condition of things which is prejudicial to the health, comfort, safety, property, sense of decency, or morals of the people of the Trust Territory of the Pacific Islands by an illegal act, or by neglect of legal duty, shall be guilty of maintaining a nuisance, and upon conviction thereof shall be imprisoned for a period of not more than 6 months, or shall be fined not more than one hundred dollars (\$100), or both.

Section 2. Bigamy: Whosoever being legally married, shall unlawfully and willfully marry another during the tenure of the marriage contract with his or her wife or husband, shall be guilty of bigamy, and upon conviction thereof shall be punished in accordance with section 6 of this Article; provided, however, that no person shall be found guilty of bigamy whose wife or husband has been absent for a period of 5 years, without being known by such person to be alive during that time.

Section 3. Adultery: Whosoever, being a married person, shall unlawfully and voluntarily engage in sexual intercourse with another who is not his or her wife or husband, or whosoever, being an unmarried person, shall unlawfully and voluntarily engage in sexual intercourse with a married person, shall be guilty of adultery, and upon conviction thereof, shall be punished in accordance with Section 1 of this Article.

Section 4. Incest: Whosoever shall unlawfully engage in sexual intercourse with another of such a close blood relationship or affinity that marriage between the two who so engage is prohibited by law or custom, shall be guilty of incest, and upon

conviction thereof shall be imprisoned for a period of not more than 5 years; provided that the burden of proof of such relationship or affinity shall rest with the prosecution.

Section 5. Sodomy: Whosoever shall unlawfully and voluntarily have any sexual relations with a member of the same or the other sex, that are of an unnatural manner, or who shall have any carnal connection in any manner with a beast, shall be guilty of sodomy, and upon conviction thereof, shall be imprisoned for a period of not more than 10 years; provided, that the term "sodomy" shall embrace any and all parts of the sometimes written "Abominable and detestable crime against nature."

Section 6. Abortion: Whosoever shall unlawfully cause the miscarriage or premature delivery of a woman, with the intent to do so, shall be guilty of abortion, and upon conviction thereof shall be imprisoned for a period of not more than 5 years.

ARTICLE V

CRIMES AGAINST PUBLIC JUSTICE AND AUTHORITY

Section 1. Perjury: Whosoever, having taken an oath or any legal substitute therefor before a competent tribunal, officer, or person, in any case in which a law of the Trust Territory of the Pacific Islands authorizes an oath or any legal substitute therefor to be administered, that he will testify, declare, depose, or certify truly, or that any written testimony, deposition, or certificate by him subscribed is true, shall willfully and contrary to such oath or legal substitute therefor state or subscribe any material matter which he does not believe to be true, shall be guilty of perjury, and upon conviction thereof shall be imprisoned for a period of not more than 5 years.

Section 2. Bribery: Whosoever shall unlawfully and voluntarily give or receive anything of value in wrongful and corrupt payment for an official act done or not done, to be done or not to be done, shall be guilty of bribery, and upon conviction thereof shall be imprisoned for a period of not more than 5 years, and shall be fined 3 times the value of the payment received; or, if the value of the payment cannot be determined in dollars, shall be imprisoned for a period of not more than 5 years, and fined not more than one thousand dollars (\$1,000).

Section 3. Misconduct in Public Office: Whosoever, being a public official shall do any illegal acts

under the color of office, or willfully neglect to perform the duties of his office as provided by law, shall be guilty of misconduct in Public Office, and upon conviction thereof shall be imprisoned for a period of not more than 1 year, or fined not more than one thousand dollars (\$1,000), or both.

Section 4. Obstruction of Justice: Whosoever shall unlawfully resist or interfere with any law-enforcement officer in the lawful pursuit of his duties, or shall unlawfully tamper with witnesses or prevent or attempt to prevent their attendance at trials, shall be guilty of obstructing justice, and upon conviction thereof shall be imprisoned for a period of not more than 1 year, or shall be fined not more than one thousand dollars (\$1,000), or both.

Section 5. Escape: Whosoever, being a law-enforcement officer, or other person having lawful custody of a prisoner, shall unlawfully, willfully, or negligently allow said prisoner to depart from such custody, except by due process of law; or, whosoever, being a prisoner, shall unlawfully and willfully depart from such custody, shall be guilty of escape, and upon conviction thereof shall be imprisoned for not more than 3 years.

Section 6. Rescue: Whosoever shall unlawfully, knowingly, forcibly, and willfully rescue any prisoner from the custody of any person lawfully having custody thereof, shall be guilty of rescue, and upon conviction thereof shall be punished in accordance with the provisions of Section 5 of this Article.

Section 7. Criminal Contempt: Whosoever shall unlawfully, knowingly, and willfully interfere directly with the operation and function of a court by open defiance of an order, in or near the courtroom; or by disturbing the peace in or near the courtroom; or by speaking or writing in such a manner as to intimate that the court is unfair or corrupt; or when a witness, by refusing to answer lawful questions; or shall resist or refuse, or fail to comply with a lawful order of the court; or shall interfere with an officer of the court in the pursuit of his official duties; shall be guilty of criminal contempt and upon conviction thereof, shall be imprisoned for a period of not more than 6 months, or shall be fined not more than one hundred dollars (\$100), or both.

Section 8. Compounding a Crime: Whosoever shall unlawfully, knowingly, and willfully, having knowledge that a crime has been, is being, or

is about to be committed, agree for a reward not to prosecute it, shall be guilty of compounding a crime, and upon conviction thereof shall be imprisoned for a period of not more than 1 year, or fined not more than one hundred dollars (\$100), or both.

Section 9. Conspiracy: If two or more persons conspire either to commit any crime against the Trust Territory of the Pacific Islands, or to defraud the Trust Territory of the Pacific Islands or the United States in any manner or for any purpose, and one or more of such parties do any act to effect the object of the conspiracy, each of the parties to such conspiracy shall be guilty of conspiracy, and upon conviction thereof shall be imprisoned for a period of not more than 2 years, or fined not more than two thousand dollars (\$2,000), or both.

ARTICLE VI

CRIMES AGAINST THE PUBLIC PEACE

Section 1. Disturbing the Peace: Whosoever shall unlawfully and willfully commit any acts which annoy or disturb other persons so that they are deprived of their right to peace and quiet, or to provoke a breach of the peace, shall be guilty of disturbing the peace, and upon conviction thereof shall be imprisoned for a period of not more than 6 months, or shall be fined not more than fifty dollars (\$50), or both.

Section 2. Drunken and Disorderly Conduct: Whosoever is drunk and disorderly on any street, road, or other public place from the voluntary use of intoxicating liquor, shall be guilty of drunken and disorderly conduct, and upon conviction thereof shall be punished according to the provisions of section 1 of this Article.

Section 3. Affray: Whosoever shall unlawfully and willfully engage in altercation or fight with one or more persons in a public place, so that others are put in fear or danger, shall be guilty of affray, and upon conviction thereof shall be punished according to the provisions of section 1 of this Article.

Section 4. Riot: Whenever three or more persons shall assemble, and, by force and violence, or by loud noise and shouting, shall unlawfully place others in fear or danger, they shall be guilty of riot, and upon conviction thereof shall be punished according to the provisions of section 1 of this Article.

Section 5. Criminal Libel (Calumny): Whosoever shall unlawfully, willfully, and maliciously speak, write, print, or in any other manner publish material which exposes another person to hatred, contempt, or ridicule, shall be guilty of criminal libel, and upon conviction thereof shall be punished in accordance with section 1 of this Article.

ARTICLE VII

GENERAL PROVISIONS

Section 1. Attempts: Whosoever shall unlawfully attempt to commit any of the crimes named in this code, which attempt shall fall short of actual commission of the crime itself, shall be guilty as though he actually committed the crime, and may be prosecuted for the attempt, and upon conviction thereof, shall receive the same punishment as if convicted of the crime itself; except that the death sentence cannot be invoked for attempted murder.

Section 2. Accessories: Whosoever shall unlawfully aid, assist, advise, or order the person or persons who commit a crime, before the crime is committed and who is not present when the crime is committed, shall be named an accessory before the fact. Whosoever, knowing a crime to have been committed shall unlawfully receive, comfort, harbor, aid, advise, or assist the person he knows committed the crime, shall be named an accessory after the fact. Whosoever shall be named accessory shall be equally guilty with the person who committed the crime, and shall receive the same punishment. No distinction is made between principals in the first and second degrees.

Section 3. Disability: Children under the age of 10 are conclusively presumed to be incapable of committing any crime. Children between the ages of 10 and 14 are also conclusively presumed to be incapable of committing any crime, except the crimes of murder and rape, in which cases the presumption is rebuttable. No persons judged by competent medical authority to be insane can be convicted of any crime because of the presumption that such person cannot have criminal intent.

Section 4. Threats as Excuse: Whosoever shall commit any crime, except murder, because he was forced to do so by threat of death or serious bodily harm, shall be excused upon proof thereof; *Provided*, That the force remain present and continuous until the crime has been committed.

Section 5. Pardons and Paroles:

(a) Any person convicted of any crime in the Trust Territory may be pardoned or paroled by the Deputy High Commissioner upon such terms and conditions, if any, as he shall deem best.

(b) Any person convicted of a misdemeanor in any sub-area of the Trust Territory may be pardoned or paroled by the Governor of the sub-area upon such terms and conditions, if any, as he shall deem best.

(c) Any person sentenced in any Civil Administration Unit District to imprisonment for not more than 6 months or to pay a fine of not more than one hundred dollars (\$100) may be pardoned or paroled by the Civil Administrator of the District upon such terms and conditions, if any, as he deems best.

Section 6. Limitation on Punishment for Violation of Native Customs: The penalty for any act which is made a crime solely by generally respected native custom, shall not exceed a fine of one hundred dollars (\$100) or 6 months imprisonment, or both.

Section 7. Recognition of Native Customs: In awarding sentences in accordance with this code, due recognition shall be given to the customs of the inhabitants in accordance with the Trusteeship Agreement, Article 6, paragraph 1, last two clauses.

Section 8. Limitation of Prosecutions: No person shall be prosecuted, tried, or punished for any crime, except murder in the first or second degree, unless the prosecution is commenced within 3 years next after such crime shall have been committed; *Provided however*, That nothing in this section shall bar any prosecution against any person who shall flee from justice, or absent himself from the Trust Territory of the Pacific Islands, or so secrete himself that he cannot be found by the officers of the law, so that process cannot be served upon him.

SECTION 11

CIVIL ADMINISTRATION COURTS

(Interim Regulation No. 1-49)

ARTICLE I

CREATION OF CIVIL ADMINISTRATION COURTS

Civil Administration Courts for the Trust Territory of the Pacific Islands including territory waters are hereby established. There shall be Courts of Appeals, a District Court, Superior

Courts, Justice Courts, and Community Courts, as hereinafter described.

ARTICLE II

Section 1. Over Territory: Jurisdiction of a Court of Appeals shall extend to the whole of the Trust Territory of the Pacific Islands, or to any part thereof. Jurisdiction of the District Court shall extend to the whole of the Trust Territory of the Pacific Islands. Jurisdiction of a Superior Court shall extend to the whole of the Civil Administration Sub-Area in which the Court is located, or to any part thereof. Jurisdiction of a Justice Court shall extend to the whole of the civil administration district in which the Court is located, or to any part thereof. Jurisdiction of a Community Court shall extend to the whole of the Community in which the Court is located, or to any part thereof.

Section 2. Over Persons: Jurisdiction of a Civil Administration Court shall extend to all persons within the area of its territorial jurisdiction, except: (a) jurisdiction shall not extend to persons having diplomatic immunity; (b) jurisdiction of a Community Court shall extend only to native inhabitants of the Trust Territory of the Pacific Islands within that community.

Section 3. Over Offenses and Civil Cases: Civil Administration Courts shall have jurisdiction over all offenses committed within the jurisdiction of the Trust Territory of the Pacific Islands and all types of civil claims except that the District Court shall have exclusive original jurisdiction as to admiralty and maritime matters and adjudication of title to land or any interest therein (other than the right to immediate possession).

ARTICLE III

There shall be a Chief Justice of the Trust Territory of the Pacific Islands who shall be appointed by the Secretary of the Navy and shall serve during the pleasure of the latter. The Chief Justice shall have administrative supervision over all Civil Administration Courts and may make rules of pleading, practice, and procedure, not inconsistent with any other provisions of law, for the government of any Civil Administration Court and any proceedings therein. He is hereby authorized to appoint a Clerk of Courts for each District, who shall act as Clerk for all Courts of Appeals, District, Superior, and Justice Courts held in that

district, and such other officers as he deems necessary for the Courts, at salaries fixed by him within the limit of funds authorized for this purpose.

ARTICLE IV

CONSTITUTION OF CIVIL ADMINISTRATION COURTS

Section 1. Courts of Appeals: A Court of Appeals shall consist of not less than three persons, including the Chief Justice of the Trust Territory of the Pacific Islands except when he is disqualified or not available. The Chief Justice shall preside at any session of a Court of Appeals which he attends. The court shall be convened by the Deputy High Commissioner of the Trust Territory of the Pacific Islands or his delegated representative.

Section 2. District Court: The District Court of the Trust Territory shall hold sessions in each civil administration district. The Chief Justice of the Trust Territory of the Pacific Islands and any other member of a Court of Appeals who is assigned or employed for judicial duties as his primary duty shall sit as District Judge and individually hold sessions of the District Court, according to assignments made by the Chief Justice. A District Judge may select an assessor, at such compensation as the Chief Justice may approve (within the limit of funds authorized for this purpose), to advise the court in regard to the local law and custom. Such assessor shall sit with the Judge, but shall have no vote in any decision.

Section 3. Superior Court: A Superior Court shall consist of one or more persons at least one of whom shall be an officer or employee of civil administration. The Court shall be convened by the Governor in whose Sub-Area the Court shall sit.

Section 4. Justice Court: A Justice Court shall consist of one or more persons, The Court shall be convened by the Civil Administrator of the district in which the Court shall sit.

Section 5. Community Court: A Community Court shall consist of one or more judges either appointed or elected, as deemed appropriate by the Civil Administrator in whose district the community is located. In determining the method of selecting a Community Court Judge, the Civil Administrator will adhere to local customs to the maximum degree consistent with proper civil administration.

Section 6. Utilization of Native Inhabitants: Native inhabitants of the Trust Territory shall be utilized in the civil administration court system to the maximum degree consistent with proper administration.

ARTICLE V

COMPETENCY OF CIVIL ADMINISTRATION COURTS

Section 1. Court of Appeals: A Court of Appeals shall be competent to try all civil or criminal cases on appeal from the District Court or Superior Courts.

Section 2. District Court: The District Court shall be competent: (a) to try originally all proceedings, civil or criminal, at law or in equity, including probate, admiralty, and maritime matters and adjudication of title to land or any interest therein, and (b) to try all civil or criminal cases on appeal from Justice Courts. The District Court shall be a court of record and shall have an impression seal, an original of which shall be kept in the custody of the Clerk of Courts for each district.

Section 3. Superior Court: A Superior Court shall be competent to try: (a) all civil cases beyond the limitations of Justice Courts or Community Courts, and (b) all criminal offenses against civil administration or generally recognized native customs, beyond the limitations of Justice Courts or Community Courts, for which any lawful punishment may be given.

Section 4. Justice Court: A Justice Court shall be competent to try: (a) all civil cases beyond the limitations of Community Courts, where the amount at issue does not exceed one thousand dollars (\$1,000), (b) all criminal offenses against civil administration or generally recognized native customs, beyond the limitations of Community Courts, the lawful punishment for which does not exceed a fine of one thousand dollars (\$1,000), or 1 year imprisonment or both, and (c) all civil or criminal cases on appeal from Community Courts.

Section 5. Community Court: A Community Court shall be competent to try: (a) all civil cases where the amount at issue does not exceed one hundred dollars (\$100), and (b) all criminal offenses against civil administration or generally recognized native customs, the lawful punishment for which does not exceed a fine of one hundred dollars (\$100), or 6 months imprisonment, or both.

ARTICLE VI

EXERCISE OF CONCURRENT JURISDICTION

Section 1. Concurrent Jurisdiction of District Court: In all matters other than those within the exclusive original jurisdiction of the District Court under Section 3 of Article II hereof, the original jurisdiction of the District Court shall be concurrent with the Superior, Justice, and Community Courts within their respective competencies for original action.

Section 2. With Justice and Community Courts: The District Court shall not act as a court of first instance in any cases as to which it determines that reasonably prompt justice is available in a Justice or Community Court.

Section 3. With Superior Courts: The District Court shall act as a court of first instance as to all matters within the competency of the Superior Courts for original jurisdiction except in cases involving charges of murder in the first or second degree and cases which the District Court cannot try without undue delay. Cases involving charges of murder in the first or second degree shall be tried by a Superior Court of not less than three members if such a court is available or can be made available.

Section 4. Transfer of Cases: Any case brought in the District Court may be transferred by that Court to any Superior, Justice or Community Court which is competent to try it. Any case brought in a Superior, Justice, or Community Court may be transferred by the court in which it is brought to the District Court with the consent of the latter.

ARTICLE VII

DISQUALIFICATIONS

Section 1. No judge shall hear or determine an appeal from the decision of a case or issue tried by him.

Section 2. Any judge shall disqualify himself in any case in which he has a substantial interest, has been of counsel, is or has been a material witness, or is so related to or connected with any party or his attorney as to render it improper in his opinion, for him to sit on the trial, appeal, or other proceeding therein.

ARTICLE VIII

PROCEDURE

Section 1. Public Sessions: The proceedings of every civil administration court shall be public except when otherwise ordered by the court.

Section 2. Rights of the Defendants: Every defendant before a civil administration court is entitled:

(a) To have in advance of trial a copy of the charge upon which he is to be tried;

(b) To consult an attorney before the trial and have an attorney or other representative of his own choosing defend him at the trial. The Court may, at the request of the defendant or of its own motion, assign to him an attorney, officer or other person to assist in the defense of the case;

(c) To apply to the Court for further time to prepare his defense, which application the Court may grant or deny at its own discretion;

(d) To bring with him such material witnesses as he may desire or have them summoned by the Court at his request.

(e) To give evidence on his own behalf at his own request at the trial, though he may not be compelled to do so;

(f) To have the proceedings translated for his benefit when he is unable to understand them otherwise.

ARTICLE IX

IMPRISONMENT, FINES, OTHER PUNISHMENTS

Section 1. Previous Convictions: Before imposing sentence upon any person found guilty by a civil administration court, evidence of good or bad character, including any prior criminal record of the defendant before either military tribunals or civil courts, may be received and considered by the Court determining the sentence to be imposed.

Section 2. Fines: Where under any proclamation, order or regulation, an offense is made punishable by fine, the Court imposing the fine may give such directions as appear to be just with respect to the payment of the fine and in default of payment of whole or part thereof may order the defendant to be committed to prison for such period as the Court may direct.

Section 3. Orders as to Residence: A Court of Appeals, the District Court, or the Superior Court may direct that the defendant establish his place of residence within a specified area in lieu of or in addition to any other lawful punishment.

Section 4. Confiscation: If a defendant shall be convicted of wrongful or unlawful sale, purchase, use or possession of any article, a civil administration court may, in lieu of or in addition to any other lawful punishment, order restitution or compensation to the owner, or the forfeiture of such article to civil administration.

Section 5. Padlocking: If a defendant shall be convicted of an offense involving the sale of a harmful article or the operation of an improper place of business, a civil administration court may order that, in lieu of or in addition to any other lawful punishment, such place be vacated or closed for a fixed time.

Section 6. Suspension of Sentence: A civil administration court may direct that the whole or any part of a sentence or imprisonment imposed by it shall be suspended, on such terms as good behavior together with such conditions (if any) as the court may impose. A subsequent conviction for any offense by a civil administration court shall have the effect of revoking the suspension of the previous sentence unless the Court otherwise directs.

ARTICLE X

GENERAL PROVISIONS

Section 1. A Civil Administration Court may make such orders and do all such acts as may be requisite for the due administration of justice and, without prejudice to the generality of the foregoing provision, may grant bail, accept and forfeit security therefor, make orders for the attendance of witnesses with or without documents, make orders for the disposal of exhibits, punish contempt of court, and may, for due cause, prohibit any attorney or other person from appearing in Court.

Section 2. Any action taken by a Civil Administration Court or any member thereof outside the Trust Territory or outside the Territorial jurisdiction of the Court shall be valid and effective within the Trust Territory to the same extent as if taken within the Trust Territory or within the territorial jurisdiction of the Court.

Section 3. Each member of a Civil Administration Court and each Clerk of Courts for a district shall have authority to administer oaths and affirmations, take acknowledgements, and exercise the general powers of a notary public.

Section 4. The terms "Civil Administration Subarea" and "Subarea" herein refer to the respective areas for which a Governor is responsible un-

der Section 3 of Interim Regulation No. 4-48. The terms "Civil Administration District" and "District" herein refer to the districts named in Section 3 of Interim Regulation No. 4-48 as amended by Interim Regulation No. 6-48 and any future amendments to said section.

ARTICLE XI

REVIEWS AND APPEALS

Section 1. Review: Every record of trial by a Superior Court, Justice Court, or Community Court shall be submitted to the District Court for review and file with the Clerk of Courts for the district in which the trial was held.

Section 2. Powers on Review: The District Court, as reviewing authority, shall have power to modify or set aside any judgment or order, to set aside any conviction, to suspend, reduce, or commute the sentence, or to order a new trial subject to the right of an accused not to be twice put in jeopardy for the same offense.

Section 3. Decisions of Courts of Appeals: Decisions of a Court of Appeals in all cases, except those involving the death penalty, shall be final without any further review or appeal as of right, but may as a purely discretionary matter be modified by the Secretary of the Navy if he deems best.

Section 4. Decisions of the District Court: Decisions of the District Court shall not be subject to any automatic review, except in cases involving the death penalty, but a Court of Appeals shall be competent to try all civil or criminal cases on appeal from the District Court in accordance with Section 1 of Article V hereof.

Section 5. Matters Open on Appeal from Superior Courts or the District Court: Findings of fact by Superior Courts and the District Court shall be final and only questions of law shall be considered on appeal from these courts.

Section 6. Action of District Court on Appeal: In hearing cases on appeal from Justice Courts, the District Court may, in its discretion, act solely upon the record after giving the parties or their counsel opportunity to be heard, act upon the record supplemented by additional evidence, or try the case *de novo*.

Section 7. Appeals: Any appeal provided for by law may be taken by filing a notice of appeal in the court from which the appeal is taken or with the Clerk of Courts for the district in which the court was held, within thirty (30) days after

imposition of sentence or entry of the judgment, order, or decree appealed from, or within such longer time as may be permitted by rules made pursuant to Article III hereof or order of court thereunder.

Section 8. Review or Appeal as Stay: Pending the review or any appeal, execution of the sentence will not be stayed, but shall be effected forthwith unless a sentence of death is involved or either a Court of Appeals, the District Court, or the trial court orders a stay for cause shown.

ARTICLE XII

CONFIRMATION OF DEATH SENTENCE

No sentence of death shall be executed unless and until confirmed by the Secretary of the Navy of the United States of America.

SECTION 12

Interim Regulation No. 6-48 (Amended)

ALIEN PROPERTY

ARTICLE I

GENERAL PRINCIPLES

(a) By virtue of the approval of the Trusteeship Agreement between the United States and the United Nations, all rights which Japan exercised as Mandatory under the League of Nations mandate system developed upon the United States.

(b) The Trusteeship Agreement confers upon the United States, as Administering Authority, full powers of administration, legislation, and jurisdiction over the Trust Territory.

(c) The Administering Authority is obligated under the Trusteeship Agreement to promote the economic advancement and self-sufficiency of the inhabitants of the Territory and, to this end, is empowered to regulate the use of natural resources, to encourage the development of fisheries, agriculture, and industries and to protect the inhabitants against the loss of their lands and resources.

(d) The powers granted to the Administering Authority under the Trusteeship Agreement are very broad. The Administering Authority must, of necessity, assume many of the powers and obligations inherent to a common-law trustee. These powers include, with reference to the assets of the trust, the power to incur expenses, power to lease, power of sale, and the power to compromise, arbitrate, and abandon claims.

(e) The Administering Authority, as trustee for the benefit of the indigenous inhabitants of the Trust Territory, has succeeded to the Japanese Government's rights in its former properties in the Territory.

ARTICLE II

"Alien Property," as used in this directive and for all purposes relating thereto, includes property, situated in the Trust Territory, formerly owned by private Japanese nationals, private Japanese organizations, or by the Japanese Government, Japanese Government organizations, agencies, Japanese Government quasi corporations or government subsidized corporations. Such property shall be deemed to include tangible and intangible assets, as well as any right, title, or interest therein.

"Area Property Custodian" shall be an appointed official having cognizance over matters affecting property throughout the entire Trust Territory in the categories herein referred to.

"District Property Custodian" shall be an appointed official for each Civil Administration Unit who shall assist the Area Property Custodian in accordance with directives that may be issued from time to time.

ARTICLE III

AREA PROPERTY CUSTODIAN

(a) Upon receipt of this interim directive, the Area Property Custodian shall be empowered to issue a Vesting Order, in authorized form, the effect of which shall be to vest title in the Area Property Custodian of all alien property as hereinbefore defined.

(b) Under such Vesting Order, the Area Property Custodian shall be authorized to take immediate possession of all alien property in the Trust Territory.

(c) Under such Vesting Order, the Area Property Custodian is immediately empowered to hold, use, administer, liquidate, sell or otherwise deal with alien property in the interest and for the benefit of the indigenous inhabitants of the Trust Territory, in accordance with terms of the Trusteeship Agreement and existing directives. Moreover, by virtue of the Vesting Order, the Area Property Custodian shall immediately undertake the direction, management, supervision, and con-

trol of any business enterprises connected with such property.

(d) Upon receipt of this directive, the Area Property Custodian shall be empowered to assume "custody" (as distinguished from "title") of all property in the Trust Territory owned by Allied Governments and the Allied nationals sequestered by the enemy and of all other property owned by non-Japanese persons who are absent from the Trust Territory, who are making no attempt to assert possession thereover and who have no agent present in the area.

(e) With reference to the property mentioned in (d) above, the Area Property Custodian shall—

- (1) provide protection and security for the property;
- (2) assume full authority for the direction, management, and operation of the property;
- (3) utilize the property to the best interests of the Government of the Trust Territory and of the indigenous people of the Area; and
- (4) in the management of such property act in accordance with the principles of usufruct for the benefit of the indigenous inhabitants of the Trust Territory.

ARTICLE IV

The Area Property Custodian, through his several assistants in the Civil Administration Districts, is authorized and empowered to take such action as he deems necessary in the interests of all persons concerned to direct, manage, supervise, and control all properties which come under the meaning of this directive. He shall be empowered to issue all such orders, rules, regulations, or other instructions as may be requisite for executing and carrying out the provisions of this directive, subject to the approval of the Deputy High Commissioner. In accordance with the terms of the Trusteeship Agreement and consistent with the directives promulgated by the Deputy High Commissioner and under the supervision of the Area Property Custodian, heretofore designated, the District Property Custodians, heretofore designated for the several districts, shall be responsible for the administration of alien property in their respective districts.

ARTICLE V

RECORDS: REPORTING OF PROPERTY BY AREA PROPERTY CUSTODIAN

The Area Property Custodian shall keep adequate records of all alien property and other property coming under his cognizance. All information pertinent to the boundaries, owners, uses, conditions, and an accounting of moneys accruing from these properties shall be reported to the Deputy High Commissioner of the Trust Territory by the Area Property Custodian.

ARTICLE VI

ACCOUNTING PROCEDURES

All moneys accruing from the use, sale, or rental of properties under the jurisdiction of the Area Property Custodian shall be collected and accounted for in accordance with directives and procedures issued by the Government of the Trust Territory. However, as to all money appropriated by the United States Government, separate accounting procedures shall be followed, in accordance with existing directives.

ARTICLE VII

PENALTIES

Anyone who knowingly and without lawful authority:

(a) Interferes with or obstructs the Area Property Custodian or his assistants in the exercise of any of his or their functions hereunder;

(b) Interferes with, removes, damages, conceals, or makes away with any property which the Area Property Custodian has vested or is authorized to take into his control;

(c) Interferes with, removes, damages, conceals, or makes away with any property with intent to defeat, evade, or avoid any responsibility, fine, or punishment;

(d) Withholds any information or document which the Area Property Custodian is entitled to receive, or makes any false statements, or uses or refers to any false document in order to mislead the Area Property Custodian as to any of the purposes of this directive; or

(e) Violates any other provisions, orders, rules, or regulations hereunder;

shall be tried before a Civil Administration Court of proper jurisdiction and upon conviction shall be imprisoned for a period of not more than 1

year or fined not more than one thousand dollars (\$1,000), or both.

ARTICLE VIII

POWER TO VOID TRANSACTIONS

The Area Property Custodian may, by order, direct that any transaction or commitment made at any time with regard to property under his jurisdiction, be set aside and held null and void, upon approval of the Deputy High Commissioner, if, in his opinion, the transaction was made to defeat, evade, or avoid any provision of this directive, or any responsibility, fine, or punishment imposed or to be imposed on any person.

ARTICLE IX

This section is to be considered a basic directive; changes, modifications, deletions, and additions which may be deemed necessary will be ordered, but in no case will they detract from the responsibility of the Area Property Custodian in the proper performance of his duties.

SECTION 13

Interim Regulation No. 7-48

ECONOMIC CONTROLS

1. It will be the policy of the Trust Territory Government to encourage the indigenous inhabitants to develop the highest possible standard of living that can be afforded by intelligent and provident development of the natural resources of the area. To this end, it will encourage their participating in all suitable forms of agriculture, industry, and commerce under a system of free enterprise.

2. Permission to engage in private business enterprise will be accorded indigenous and permanent inhabitants in all cases where the public interest is not jeopardized, and upon the payment of a license fee in accordance with schedules as set by the Civil Administrator with the prior approval of the Deputy High Commissioner. Competition is to be encouraged in all ordinary types of business enterprise.

3. The Deputy High Commissioner may, upon the prior approval of the Chief of Naval Operations, license nonindigenous or nonresident individuals or companies to engage in economic activity within the Trust Territory, but only when

the activity to be performed will contribute to the economic life of the Trust Territory, and when such activity will in no way restrict the opportunities for individual economic advancement of the indigenous inhabitants.

4. The traditions of the several established native cultures within the Trust Territory with respect to methods of performing economic functions will be respected so far as these are consistent with judicious interpretations of the Trusteeship Agreement, applicable proclamations, and Interim Regulations.

5. Any and all price regulations now in effect are hereby canceled, except on goods originating from without the Trust Territory. On goods originating from without the Trust Territory price controls shall apply only to goods sold at wholesale and at the time of the first retail sale. In unusual circumstances, when the public welfare demands, the Civil Administrator may temporarily suspend the application of this section upon the prior approval of the Deputy High Commissioner.

6. Any and all provisions now in effect with respect to wages, salaries, and other compensation for personal services performed by indigenous inhabitants are hereby canceled, except for services performed for departments or agencies of the United States Government, the Government of the Trust Territory and its instrumentalities, and non-indigenous persons or organizations, in which cases compensation for personal services shall continue to be paid at rates established by the Deputy High Commissioner.

7. Consistent with the remaining sections of these Interim Regulations, labor will be employed only on a voluntary basis.

8. Public utility services such as water, electricity, and telephone may be provided by either publicly or privately owned facilities. However, if such utilities are privately owned and controlled, they are to be subject to public supervision to insure that the public interest is adequately served and at rates in keeping with the cost of providing the service, which cost shall include a reasonable return on capital investment.

9. Free movement of indigenous inhabitants within the Trust Territory is desirable and is not to be restricted except by such regulations as may be necessary to protect the health and well-being of the inhabitants. There shall be no restrictions placed on emigration from any island to any other

island within the Trust Territory except to insure compliance with immigration restrictions, including quarantine restrictions, in force at the point or points to which immigration is sought.

10. Any person serving a lawful sentence of imprisonment may be required to work in accordance with his physical ability upon any public project.

SECTION 14

PLANT AND ANIMAL QUARANTINE CONTROLS AND REGULATIONS

A. GENERAL

1. *Authority:* These regulations are promulgated by authority of the Deputy High Commissioner of the Trust Territory based on known distribution of certain insects, pests, and diseases.

2. *Purpose:* The following regulations are promulgated in order to prevent the introduction of, and further dissemination of injurious insects, pests, and plant diseases whose control is necessary for the further continuance and improvement of agriculture in the Trust Territory.

3. *Scope:* These regulations shall extend and apply to all the islands of the Trust Territory.

4. *Administered by:* These regulations shall be administered by the Plant Quarantine Officer and all those people charged with the enforcement of Agricultural Regulations. They shall make all inspections required by these regulations at the port of entry or the port of shipment as the case may be; and shall permit entry, refuse entry, condemn, seize, or destroy any plant or animals or products thereof as authorized in these regulations.

5. *Emergency Quarantine Restrictions:* Certain emergency measures, subject to the later approval of the Deputy High Commissioner of the Trust Territory, may be made at any time by those charged with the enforcement of these regulations in their commands upon discovery of a situation not covered by the regulations and warranting such emergency measures.

B. REGULATIONS

1. *Fruits and Vegetables:*

(a) All fruit and vegetables, plants or portions of plants intended for edible consumption, are subject to inspection. All products of this nature known to be, or suspected of being infested or infected with injurious pests or diseases will not be allowed to enter or be transhipped within the

Trust Territory. The shipments so prohibited will be subject to seizure and be either returned to the point of origin at the shippers' expense or destroyed, whichever is deemed advisable by the Inspector. Shipments found to be free of injurious pests and not otherwise restricted by other regulations will be stamped "Inspected and Passed" and may then be allowed entry or shipment as the case may be.

(b) Fruit, vegetables, plants, or parts thereof, from countries other than the United States or Territory of Hawaii intended for edible consumption are prohibited entry with the following exceptions:

Country	
Admiralty Is.:	All prohibited.
China:	<i>Allium</i> spp., arrowroot, <i>Brassica oleracea</i> , including (kala, cow-cabbage, cauliflower, broccoli, cabbage, sprouts, asparagus, Portuguese cabbage), cassava, dasheea, ginger root, horseradish, kudzu, <i>Lilium</i> spp., turnip, udo, waterchestnut, watercress, waterlily root, and yam bean root.
Dutch New Guinea:	<i>Allium</i> spp., including (chives, garlic, leek, onion), cacao bean pod, durian.
Japan:	<i>Allium</i> spp., arrowhead, asparagus, <i>Brassica oleracea</i> , hurdock, cassava, dasheen, ginger root, horseradish, kudzu, lily bulb, radish, strawberry, udo, <i>vaccium</i> spp., waterchestnut, waterlily root, yam bean root.
Bonins, Volcanoes, Ryukus, Korea.	
Netherlands:	<i>Allium</i> spp., apple.
New Zealand:	<i>Allium</i> spp., apple, apricot, chayote, grape, melon, pear, plum.
Philippines:	<i>Allium</i> spp., wild ginger root, durian, sarsaparilla root.
Siam:	<i>Allium</i> spp.

(c) *Hawaiian Fruit and Vegetables*: All Hawaiian grown fruit is prohibited. Hawaiian grown vegetables may enter if certified or upon inspection except certain hosts of the Mediterranean Fruit Fly (*Ceratitis capitata* Wied.) including tomato, cucumber, egg plant, litchie nut (fresh), squash, bell pepper and green coffee berries.

(d) *United States Fruit and Vegetables*: Produce of this nature as a part of the official supplies of the U. S. Army, Navy, or of any other United States agency shipped from the United States as supplies, may enter, unless found to be infected or infested with insects or diseases that warrant re-

jection. Products carried in baggage or as stores may upon inspection be released if found free of injurious pests.

(e) *Processed Fruit and Vegetables*: All processed fruit and vegetables including dried or frozen or treated in any way which would preclude a pest risk may enter without restriction.

(f) Guam fruit and vegetables are permitted entry upon inspection into the Trust Territory except all Cucurbits and other hosts of the Melon Fly (*Dacus curcurbitae* Coz.), which are permitted entry only into the Saipan District.

2. *Fruit, Saipan District*: All fruit from the District of Saipan is prohibited for shipment into any other portion of the Trust Territory because of the Formosan or Mango Fly (*Dacus dorsalis* Hendl.).

3. *Citrus Fruit*: All citrus fruit (lemons, limes, oranges, etc.) is prohibited shipment from the Districts of Palau and Yap into any other portion of the Trust Territory because of the Citrus Borer (*Prays endocarpa* Mayr.).

4. *Cucurbits*: All Cucurbits (cucumbers, squash, melons, pumpkins, etc.) and other hosts of the Melon Fly (*Dacus Curcurbitae* Coz.) including string bean, cow pea, and tomato are prohibited shipment from the District of Saipan to other portions of the Trust Territory because of the above insect.

5. *Plant Propagative Material*:

(a) All plants, including cuttings, scions, tubers, seeds, bulbs, or any portion of a plant intended for propagation will be required to have a special permit before it may be allowed entry or transshipment into the Trust Territory with the following exceptions:

(1) Field, vegetables, and flower seed may be inspected but no permit is required.

(2) Material of a propagative nature which is in the opinion of the inspector intended for consumption or medicinal uses may be inspected and passed without a special permit.

(3) Plant material originating in the United States or Territory of Hawaii properly certified as a fumigation may enter without a permit unless otherwise restricted.

(b) All persons contemplating importation or transshipment of propagative material will apply for a special permit through the Plant Quarantine Officer of the Trust Territory.

6. *Citrus Nursery Stocks*: All citrus plants or portions thereof are prohibited from the Districts of Saipan and Palau into any other portion of the Trust Territory because of the Citrus Leafminer (*Phyllocnistis citrella* stain) and Citrus Bark Borer (*Agrilius occipitalis* Esch.). Also prohibited are willow, murraya, jasminium, and loranthus which are also hosts of the Citrus Leafminer.

7. *Breadfruit Nursery Stock*: All breadfruit plants or portions thereof (except fruit) are prohibited shipment from the Districts of Palau and Yap into any other portion of the Trust Territory because of the Weevil (*Adiccs porosus* Pascoe).

8. *Coconuts, Coconut Plants*: All coconuts, coconut plants, and the fronds are prohibited shipment from all portions of the Trust Territory into the subarea of the Marshalls (Districts of Kwajalein and Majuro) because of certain injurious beetles of the genus *Brontispa*. This does not prohibit the movement of husked nuts or copra.

9. *Soil*: All soil including the soil about the roots of plants is prohibited shipment or being transported because of the danger of carrying certain injurious soil inhabiting pests including the Banana Beetle (*Holotrichia mindanaoana* Bren), the Root Grub (*Anomala sulcatual* Burm.), the Coconut Beetle (*Oryctes rhinoceros* (L)) and also the eggs of the Giant African Snail (*Achatina fulica* Fer.). Soil that is sterilized or clean ocean sand is excepted.

10. *Packing Material*: The use of coconut fronds, raw cotton, forest litter, sugarcane bagasse, may not be used as packing material within the Trust Territory nor may it enter from foreign countries. Intradistrict use of certain plant products including coconut fronds, as packing, is permitted.

11. *Flowers*: All cut flowers are subject to inspection. If they are known to be, or are suspected of being infested or infected with injurious pests or diseases, they will not be allowed to enter or be transhipped within the Trust Territory. Orchids of the genus *Vanda* will be permitted entry only if certified as having been treated as recommended by the Bureau of Entomology and Plant Quarantine of the United States Department of Agriculture.

C. IMPORTATION OF LIVESTOCK REGULATIONS

1. In order to prevent the introduction of contagious, infectious, or communicable animal dis-

eases the importation of livestock is prohibited into the Trust Territory except by special permit.

2. Any person contemplating the importation of any animal must first file an application for special permit with the Quarantine Officer of the Trust Territory.

3. All animals being so imported under permit shall be inspected and certified as to their freedom from any diseases or parasites prior to shipment into the Trust Territory. Upon arriving at the port of entry, they are subject to inspection by the Quarantine Officer and if found to be free of disease shall be admitted or subject to such quarantines, restrictions as considered necessary.

4. Whenever an animal upon inspection is found to be affected with a contagious disease or has been exposed to such a disease he may be placed in quarantine or such steps taken as the gravity of the situation warrants.

5. Cargo, gear or other material that has been exposed to an infected animal shall be subject to such treatment as is deemed advisable by the inspector.

6. Shipment of animals within the Trust Territory is unrestricted except that the shipment of any diseased animal shall be considered a violation of this regulation and will be subject to such penalties as the law provides.

D. DIRECTIVES PERTAINING TO AIR AND SURFACE TRANSPORTATION

1. In order to minimize the hazards of introducing or disseminating insects of agricultural or medical importance, all aircraft shall be sprayed in accordance with Public Health Regulations prescribed by the Surgeon General of the Public Health Service which says in part, "planes shall be disinfected in all compartments not later than 30 minutes before landing * * * if the quarantine officer after inspection determines that the aircraft has not been adequately disinfected, the aircraft shall be tightly closed and disinfected completely before the discharge of passengers, crew, mail, baggage, cargo, or other material. No person other than quarantine officials shall be allowed to board until disinfection is complete."

2. A new copy of the cargo manifest shall be submitted by the cargo officer or the commanding officer of the ship or plane on demand to the Quarantine Officer or his representatives.

3. Notification of arrival of ships and aircraft shall be given upon request to the Plant Quarantine Officer.

4. All through cargo shall be safeguarded in a manner to preclude any escape of dangerous insects or the dissemination of any dangerous diseases.

5. All cargo transported in violation of these regulations or directives as stated will be impounded.

E. CHANGES

In the light of new evidence, the Deputy High Commissioner of the Trust Territory may rescind such regulations as may be in effect or conversely promulgate new regulations in accordance with changing requirements.

F. PENALTIES

Any person violating any of the regulations, directives, and rules so set forth shall be guilty of a misdemeanor and upon conviction shall be punished by a fine of not to exceed \$500 or three months in jail, unless otherwise provided by law or regulation.

Interim Regulation No. 5-48

AMENDED CRIMINAL CODE

(See Interim Regulation No. 4-48, Section 10)

Interim Regulation No. 6-48

ADMINISTRATIVE JURISDICTION

(See Interim Regulation No. 4-48, Section 3, Paragraph B)

ALIEN PROPERTY

(See Interim Regulation No. 4-48, Section 12)

Interim Regulation No. 7-48

FINANCE AND TAXATION

(See Interim Regulation No. 4-48, Section 9)

ECONOMIC CONTROLS

(See Interim Regulation No. 4-48, Section 13)

Interim Regulation No. 8-48

EXPORT CONTROLS

ARTICLE I

EXPORTS RESTRICTED

1. No commodity which has been or may hereafter be imported into the Trust Territory of the Pacific Islands from the United States or its Territories or possessions, shall be transshipped or exported from the Trust Territory of the Pacific Islands to any place other than the United States, its Territories or possessions, except as provided herein.

ARTICLE II

LICENSES

1. The exportation of any commodity described in Article I to a country for which no export license would be required if the exportation were from the United States or its Territories or possessions, may be made in accordance with written permit granted by the Deputy High Commissioner, or on his behalf by such official or officials as he may designate.

2. The exportation of any commodity described in Article I to the Bonin Islands so long as they are occupied by or under the jurisdiction of the United States, may be made in accordance with written permit granted by the Deputy High Commissioner, or on his behalf by such official or officials as he may designate.

3. Exportation of any commodity described in Article I other than as authorized in sections 1 and 2 of this article, may be made only with the written consent of the Office of International Trade of the United States Department of Commerce, or in accordance with an export license duly issued under the export control laws and regulations of the United States.

ARTICLE III

PENALTIES

1. Any person violating this regulation shall, upon conviction thereof be imprisoned for a period not exceeding two (2) years, or fined not more than two thousand dollars (\$2,000), or both.

Interim Regulation No. 1-49

CIVIL ADMINISTRATION COURTS

(See Interim Regulation No. 4-48, Section 11)

Interim Regulation No. 2-49

RECORDING OF TRANSFERS OF LAND

ARTICLE I

CLERK OF COURTS TO RECORD DOCUMENTS CONCERNING REAL ESTATE

Section 1. The Clerk of Courts in each District, upon payment of such fees, if any, as the Deputy High Commissioner of the Trust Territory of the Pacific Islands may fix, shall make and keep in a permanent record, a copy of all documents submitted to him for recording which relate to title to real estate in his District and comply with regulations issued by the District Court for that District, and any law applicable thereto. He shall also keep an index or indexes of such records in such manner as the District Court may direct.

Section 2. No transfer of or encumbrance upon title to real estate or any interest therein, other than a lease for a term not exceeding 1 year, shall be valid against any subsequent purchaser or mortgagee of the same real estate or interest, or any part thereof, in good faith for a valuable consideration without notice of such transfer or encumbrance, or against any person claiming under them, if the transfer to the subsequent purchaser or mortgagee is first duly recorded. Nor shall any transfer of or encumbrance upon title to real estate or any interest therein, other than a lease for a term not exceeding 1 year, be valid as against any judgment affecting the title unless such transfer or encumbrance is duly recorded prior to the record of the notice of action in which the judgment is rendered.

Interim Regulation No. 3-49

CONSERVATION OF FISH AND SHELLFISH

ARTICLE I

USE OF EXPLOSIVES AND POISONS PROHIBITED

Fishing with dynamite, hand grenades, or any other form of explosive, or any form of poison, is prohibited, except for scientific purposes when

specifically authorized by the Deputy High Commissioner. The stupefying of fish by the use of local roots, nuts, or plants, however, is permitted.

ARTICLE II

LIMITATIONS ON TAKING OF TURTLES

No hawk's-bill turtles or sea turtles shall be taken or intentionally killed while on shore, nor shall their eggs be taken. No hawk's-bill turtles or sea turtles shall be taken or intentionally killed in the water, except those whose shells are twenty-four (24) inches or more in length. No hawk's-bill turtles of any size shall be taken or intentionally killed from June 1 to August 31, inclusive, nor from December 1 to January 31, inclusive.

ARTICLE III

TROCHUS SEASON

Interim Regulation No. 2-48 is hereby amended by striking out Article II thereof and substituting the following:

"Each Civil Administrator may designate by District Order and vary from year to year an open season or seasons during May and June for the harvesting of trochus in his district, provided that such open season or seasons shall not total more than fourteen (14) days in any year. During such an open season, any permanent resident of the Trust Territory may dive for and harvest trochus, in the district to which the season applies, within those areas in which the season applies, within those areas in which he has the right to fish under established local custom, provided that no trochus shall be taken whose shell is less than three (3) inches in diameter at the base."

ARTICLE IV

CONTROL OF SPONGES

No sponges artificially planted or cultivated shall be taken or molested, except by permission of the Deputy High Commissioner.

ARTICLE V

CONTROL OF PEARL OYSTER SHELLS

No living pearl oyster shells shall be taken or molested from 1 August to 31 December, inclusive. No such shell shall be taken at any time, which is less than six (6) inches in minimum diameter.

ARTICLE VI

PENALTIES

Any person violating this regulation shall, upon conviction thereof, be imprisoned for a period not exceeding six (6) months or fined not more than one hundred dollars (\$100) or both.

Interim Regulation No. 4-49

ADMINISTRATIVE JURISDICTION

(See Interim Regulation No. 4-48, Section 3 Paragraph D)

PLANT AND ANIMAL QUARANTINE CONTROLS AND REGULATIONS

(See Interim Regulation No. 4-48, Section 14, Paragraph B1 (f))

Government of the Trust Territory of the Pacific Islands

Interim Regulation No. 1-50

NOTARIES PUBLIC

<i>Section</i>	<i>Title</i>
1.	Appointment; Tenure.
2.	Qualifications; Oath.
3.	Seal.
4.	Filing copy of commission; Authentication of acts.
5.	Official bond and designation of person to accept service.
6.	Liabilities on official bond.
7.	Acts prohibited; Penalty.
8.	Rules.
9.	Fees; Clerk of Courts.
10.	Powers and duties.
11.	Record; Copies as evidence.
12.	Disposition of records; Penalty.
13.	Fees.

To the People of the Trust Territory of the Pacific Islands:

The following is declared to be the law of the Trust Territory of the Pacific Islands, effective immediately:

Section 1. *Appointment; Tenure.* The High Commissioner may in his discretion appoint and commission such numbers of Notaries Public for the Trust Territory as he shall deem necessary for the public good and convenience. The term of office of a Notary Public shall be 2 years from the date of his commission, unless sooner removed by the High Commissioner on recommendation of

the Attorney General made on findings of cause after due hearing: *Provided further,* That after due hearing the commission of a Notary Public may be revoked by the High Commissioner in any case where any change shall occur in such Notary's office, occupation or employment which in his judgment renders the holding of such commission no longer necessary for the public good and convenience. Each Notary shall, upon any change in his office, occupation, or employment, forthwith report the same to the Attorney General.

Section 2. *Qualifications; Oath.* Every person appointed a Notary Public must, at the time of his appointment, be of good character; at least 25 years of age; and a permanent resident of the Trust Territory, who has resided in it for at least 3 years, or a United States citizen, resident in the Trust Territory and employed by the United States Government or by a contractor engaged in work for the United States Government in the Trust Territory. Every person appointed a Notary Public shall, before acting in this capacity, take and subscribe an oath for the faithful discharge of his duties, which oath may be taken before a Governor, Civil Administrator, Clerk of Courts or, when specifically authorized in writing by a Governor, or a Civil Administration Representative. This oath shall be executed in duplicate. The original shall be filed in the office of the Attorney General and the duplicate original filed in the office of the Clerk of Courts for the district or districts in which acting.

Section 3. *Seal.* Every Notary Public shall constantly keep a seal of office, which may be a rubber stamp or impression seal, whereon shall be engraved his name, and the words "Notary Public" and "Trust Territory of the Pacific Islands." He shall authenticate all of his official acts, attestations, certificates, and instruments therewith. Upon resignation, death, expiration of term of office without reappointment, removal from or abandonment of office, or change in residence from the Trust Territory, he shall immediately deliver his seal to the Attorney General, who shall deface or destroy the same. By a neglect of 60 days to comply with the above requisition, the Notary Public, his executor or administrator, shall forfeit to the Territory not more than \$200, in the discretion of the court, to be recovered in an action to be brought by the Attorney General on behalf of the Territory.

Section 4. *Filing copy of commission; Authentication of acts.* It shall be the duty of each person appointed and commissioned a Notary Public under the provisions of this interim regulation to forthwith file a literal or photostatic copy of his commission, an impression of his seal and a specimen of his official signature with the Clerk of Courts of each district for and in which he desires to act. Thereafter, such Clerk, when thereunto requested, shall certify to the official character and acts of any such Notary Public whose commission, impression of seal and specimen of official signature is so filed in his office.

Section 5. *Official bond and designation of person to accept service.* Each Notary Public forthwith and before entering upon the duties of his office may, at the discretion of the High Commissioner, be required to execute, at his own expense, an official surety bond in a sum not exceeding \$1,000. The obligee of each bond shall be the Trust Territory of the Pacific Islands and the condition contained therein shall be that the Notary Public will well, truly and faithfully perform all the duties of his office which are then and may thereafter be required, prescribed or defined by law or by any rule or regulation made under the express or implied authority of any law of the Trust Territory, and all duties and acts undertaken, assumed or performed by the Notary Public by virtue or color of his office. The surety on any such shall be a surety company approved by the High Commissioner. The Notary Public by accepting his commission and the surety company by issuing the bond thereby agree to the appointment of and do thereby appoint the Civil Administrator of any district in which the Notary Public performs any official act as his or their agent to accept service of process on his or their behalf for any purpose. After approval, the bond shall be deposited and kept in the office of the Attorney General, who will certify to the Clerk of Courts in the district in which the Notary Public is commissioned that the bond has been accepted and filed in proper form.

Section 6. *Liabilities on official bond.* For the official misconduct or neglect of a Notary Public or breach of any of the conditions of his official bond, he and the surety on his official bond shall be liable to the party injured thereby for all the damages sustained. Such party shall have a right of action in his own name upon such bond and may

prosecute the same to final judgment and execution.

Section 7. *Acts prohibited; Penalty.* No person shall be qualified to act as a Notary Public or shall enter upon any of the duties of such office or offer or assume to perform any such duties until he shall have fully complied with each of the requirements in each of the foregoing sections of this regulation. Any person willfully violating any of the provisions of this section shall be guilty of a misdemeanor and, upon conviction, shall be punished by a fine of not more than \$500, or by imprisonment for not more than 1 year, or both. Nothing in this section contained shall be construed to restrict or to do away with any liability for civil damages.

Section 8. *Rules.* The Attorney General, with the approval of the High Commissioner, shall have power to prescribe such rules and regulations as he may deem advisable concerning the administration of this regulation, the appointment and duties of Notaries Public and the duties of other officers thereunder. Such rules and regulations shall have the force and effect of law.

Section 9. *Fees; Clerk of Courts.* The Clerk of each district shall charge and receive the following fees:

For filing a copy of a commission, \$1.

For each certificate of authentication, 25 cents.

Section 10. *Powers and duties.* A Notary Public has the power and is authorized to administer oaths and affirmations, receive proof and acknowledgment of writings, and present and protest commercial paper. A Notary Public may act officially anywhere in the Trust Territory but shall before so acting in any district comply with the provisions of Section 4.

Section 11. *Record; Copies as evidence.* Every Notary Public shall record at length in a book of records all acts, protests, depositions, and other things by him noted or done in his official capacity. All copies or certificates by him granted shall be under his hand and notarial seal, and shall be received as evidence of such transactions.

Section 12. *Disposition of records; Penalty.* The records of each Notary Public shall each year on June 30, beginning with June 30, 1951, and upon the resignation, death, expiration of term of office, removal from or abandonment of office, or change of residence from the Trust Territory be deposited with the Clerk of Courts for the Trust District. By a neglect of 60 days to comply with

the above requisition, the Notary, his executor or administrator, shall forfeit to the Territory not less than \$10 nor more than \$100, in the discretion of the court, in an action brought therefor by the Attorney General on behalf of the Territory.

Section 13. *Fees.* Every Notary Public shall be entitled to demand and receive the following fees:

- For noting the protest of mercantile paper, \$1.
- For each notice and certified copy of protest, \$1.
- For noting any other protest, \$2.
- For every notice thereof, and certified copy of protest, 2 dollars.
- For every deposition, or official certificate, 2 dollars.
- Administration of oath, including the certificate of such oath, 25 cents.
- For affixing the certificate of such oath to every duplicate original instrument beyond four, 15 cents.
- For taking any acknowledgment, 50 cents for each party signing.
- For affixing to every duplicate original beyond one of any instrument acknowledged before him, his certificate of such acknowledgment, 25 cents for each person making such acknowledgment.

FORM OF COMMISSION AS NOTARY PUBLIC (APPROVED 5/5/50)

No. _____

TRUST TERRITORY OF THE PACIFIC ISLANDS
OFFICE OF THE HIGH COMMISSIONER

BE IT KNOWN, That I have constituted and appointed and by virtue of the authority in me vested, I do hereby constitute and appoint _____ to be a NOTARY PUBLIC for the _____ Trust Territory of the Pacific Islands, and to authorize and empower h__ to execute and fulfill the duties of that office according to law, and to have and to hold the said office, with all the rights and privileges thereunto legally appertaining, unto h__ the said _____ for a term of 2 years from the date hereof, subject to removal as by law prescribed.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the seal of my office this _____ day of _____, 195__.

High Commissioner of the Trust Territory of the Pacific Islands.

[SEAL]

Approved as to form:

FORM OF OATH FOR NOTARY PUBLIC (APPROVED 5/5/50)

OATH FOR NOTARY PUBLIC

_____, being duly sworn, deposes and says that he will faithfully discharge his duties as NOTARY PUBLIC in accordance with the laws and regulations of the Trust Territory and to the best of his ability.

SWORN TO AND SUBSCRIBED before me this _____ day of _____, 195__.

Governor, Civil Administrator, Clerk of Courts, or Civil Administration Representative.

Approved as to form:

FORM OF APPLICATION FOR COMMISSION AS NOTARY PUBLIC (APPROVED 5/5/50)

GOVERNMENT OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

APPLICATION FOR NOTARY PUBLIC COMMISSION FOR THE TRUST TERRITORY OF THE PACIFIC ISLANDS

I, _____, hereby apply to the High Commissioner of the Trust Territory of the Pacific Islands to be appointed and commissioned a Notary Public for the Trust Territory of the Pacific Islands, and, in support of my application, I state and say:

1. Name _____ Residence _____
(Give name in full) (District)
2. Occupation _____ Address _____
(District)
3. Employer _____ Address _____
(Name) (Business address)
4. Employer's Business _____
(Describe fully)
5. Date of Birth _____ Place of Birth _____
(District) (State)
(Town)
6. Age _____
7. Length of Residence in Trust Territory _____
(Give dates and places)
8. Education _____
9. State the reasons and necessity for your appointment as a Notary Public _____
10. Other information:
 - (a) Are you a citizen of the United States? _____; by birth? _____; by naturalization? _____;
 - (b) Are you a permanent resident of the Trust Territory? _____; Have you been a resident of the Trust Territory for three years immediately preceding the date of this application? _____;

- (c) Are you under guardianship? -----; Is your estate under guardianship? -----; Are you restrained in any way from dealing with any of your property? -----;
- (d) Have you ever been adjudged insane or been a patient in an asylum? -----; When? -----;
- (e) Are you blind? -----; Have you sufficient vision to read typewritten matter? -----; Are you deaf? -----; Are you unable to speak? -----;
- (f) Have you ever been convicted of any criminal offense punishable by imprisonment for a term exceeding 1 year? -----; Where? -----; When? -----; For what crime? -----; Were you sentenced and imprisoned? -----; Where? -----; When? -----; Have you been pardoned? -----; By whom? -----; When? -----;
- (g) Have you ever been convicted of perjury? -----; When? -----; Where? -----; Have you ever been convicted of subornation of perjury? -----; When? -----; Where? -----;
- (h) Can you understandingly read, speak and write the English language? -----; Any other languages? -----;
- (i) Have you been heretofore appointed and commissioned a Notary Public? -----; When? -----; Where? -----; By whom? -----; Did you resign? -----; When? -----; Were you removed from office? -----;
- (j) Are you licensed to practice law? -----; In what Court? -----; Where? -----; Have you ever been disbarred by any court? -----; When? -----; Where? -----;
- (k) If an employee, is any other employee of your employer a Notary Public? -----; Who? -----;
- (l) If an employer, are any of your partners, officers or employees a Notary Public? -----; Who? -----;
- (m) Is any person in the same business establishment a Notary Public? -----; Who? -----;
- (n) Does any Notary Public have an office or place of business in the same building? -----; Who? -----;
- (o) Do you hold any public office under the United States, the Trust Territory or any District or Municipality in the Trust Territory? -----; What? -----;
- (p) Are you an employee of the United States? -----; What position? -----;
- (q) Are you an employee of the Trust Territory? -----; What position? -----;

(r) Are you an employee of any District or Municipality? -----; What Department? -----;

DATED at -----, Trust Territory, this ----- day of -----, 19-----.

(Applicant)

TRUST TERRITORY OF THE PACIFIC ISLANDS } ss:
----- DISTRICT }

-----, being first duly sworn, on oath deposes and says: That --he is the applicant named in the foregoing application for a Notary Public Commission; that --he signed the said application; that --he has read the said application and knows the contents thereof and that all the matters and things therein stated and all the answers given to the questions therein set forth are true of h-- own knowledge.

(Applicant)

Subscribed and sworn to before me this ----- day of -----, 19-----.

(DO NOT USE THESE SPACES)

Action taken: -----

Remarks: -----

NOTE: This application must be accompanied by two letters of recommendation.

Government of the Trust Territory of the Pacific Islands

Interim Regulation No. 2-50

CRIMINAL OFFENSES COMMITTED OUTSIDE THE TRUST TERRITORY

Section	Title
1.	Extraterritorial jurisdiction of courts.
2.	Effect of previous trial.
3.	Place of trial.
4.	Application of Trust Territory law.
5.	Application of other law.
6.	Definitions.

To the People of the Trust Territory of the Pacific Islands:

The following is declared to be the law of the Trust Territory of the Pacific Islands, effective immediately:

Section 1. *Extraterritorial jurisdiction of courts.* The jurisdiction of the courts of the Trust Territory of the Pacific Islands shall extend to all criminal offenses committed outside the territorial limits of the Trust Territory of the Pacific Islands by:

a. Any person on board a Trust Territory vessel in any navigable waters; and

b. Any permanent resident of the Trust Territory of the Pacific Islands anywhere.

Section 2. *Effect of previous trial.* No person shall be tried by a court of the Trust Territory of the Pacific Islands for an offense committed outside the territorial limits of the Trust Territory of the Pacific Islands who has already been lawfully tried on the merits for substantially the same offense by a court of another jurisdiction.

Section 3. *Place of trial.* Trial for offenses committed outside the territorial limits of the Trust Territory of the Pacific Islands may be held in any court of the Trust Territory of the Pacific Islands competent to try the offender for the offense charged within which court's territorial jurisdiction the offender is found or into which he resides.

Section 4. *Application of Trust Territory law.* The criminal laws of the Trust Territory of the Pacific Islands shall, except where a contrary intent is clearly indicated in the law, apply outside the territorial limits of the Trust Territory of the Pacific Islands to:

a. All persons on board a Trust Territory vessel in any navigable waters; and

b. All permanent residents of the Trust Territory anywhere.

Section 5. *Application of other law.* The criminal law of any other jurisdiction which is applicable under international law may also be enforced by courts of the Trust Territory of the Pacific Islands in trial of offenses committed outside the territorial limits of the Trust Territory of the Pacific Islands, whenever, in the opinion of the court, justice and comity will be aided thereby.

Section 6. *Definition.* The term "Trust Territory vessel" used herein means a vessel belonging in whole or in part to the Government of the Trust Territory of the Pacific Islands, or to the Island Trading Company of Micronesia, or to any permanent resident of the Trust Territory, or to any association, partnership, company, or other entity organized under the laws of the Trust Territory of the Pacific Islands, or to any corporation created by the High Commissioner of the Trust Territory of the Pacific Islands or by any subordinate of his or by any successor in responsibility.

THE HEALTH SERVICE POLICY FOR THE TRUST TERRITORY OF THE PACIFIC ISLANDS

I. MISSION

1. To raise public health standards in the Trust Territory of the Pacific Islands and to control preventable disease among the inhabitants thereof.

2. To provide the means of rendering medical and dental care to the inhabitants of the Trust Territory of the Pacific Islands.

3. To conduct medical and dental research into health problems peculiar to the Trust Territory of the Pacific Islands and their inhabitants.

4. To train native men and women in the arts of medical, dental, and nursing practice.

II. PREVENTIVE MEDICINE PROGRAM

1. An annual health and sanitary survey shall be conducted on each inhabited island.

2. Provisions shall be made for the reporting of preventable diseases and the collection of appropriate vital statistics.

3. A program for the eradication of intestinal parasites and yaws shall be placed in operation.

4. An organization for the treatment of tuberculosis and leprosy shall be established.

5. A program to insure potable water and the sanitary disposal of sewage and garbage shall be established.

6. The immunization of natives against smallpox, typhoid fever, and tetanus shall be routine.

7. An efficient program for the control of rodents and other pests shall be established.

8. Quarantine rules and regulations shall be promulgated to prevent the importation of preventable diseases into the islands and between the separate islands.

9. A practical food sanitation program shall be adopted.

10. A program to improve the nutritional status of the inhabitants shall be established.

11. A venereal disease program shall be maintained.

III. MEDICAL AND DENTAL CARE PROGRAM

1. Hospital, dispensary, and out-patient medical and dental care shall be provided for the inhabitants of the Trust Territory of the Pacific

Islands. A progressively self-sustaining status for these services shall be encouraged. A procedure for licensure of private practitioners in medicine, dentistry, and nursing shall be promulgated.

IV. RESEARCH PROGRAM

1. A medical and dental research program shall be established. It shall embody the procedures for submission of requests and recommendations for research projects and for their consideration by a board of qualified officers appointed for this purpose.

2. Periodic and final reports of all medical and dental research projects shall be submitted, via official channels, to the Bureau of Medicine and Surgery.

V. NATIVE TRAINING PROGRAM

1. A training program for native men and women in the arts of medical dental and nursing practice shall be maintained to provide sufficient number of trained individuals to meet the needs of the inhabited islands. Candidates for training shall be carefully chosen for intelligence, leadership, character, good health, and such other qualities as may be prescribed, from time to time.

VI

This program shall be considered as the Health Service Policy of the United States Navy for the Trust Territory of the Pacific Islands. Its realization will be dependent upon personnel, funds, and other facilities available. Every effort shall be made to reach the goals set at the earliest practicable time.

LOUIS DENFELD,

Admiral, United States Navy, High Commissioner, Trust Territory of the Pacific Islands.

INTERIM HEALTH SERVICE PROGRAM FOR THE TRUST TERRITORY OF THE PACIFIC ISLANDS

Reference: (a) The Pacific Command and United States Pacific Fleet Health Service Policy for the Trust Territory of the Pacific Islands, dated 5 August 1947.

(b) Public Health Rules and Regulations of the Trust Territory of the Pacific Islands.

I. OBJECTIVE

1. To implement and advance the Health Service Policy as set forth in reference (a).

2. To provide interim Medical and Dental treatment for inhabitants of the islands of the Trust Territory of the Pacific Islands, until such time as the provisions of reference (a) can be fulfilled.

II. PREVENTIVE MEDICAL PROGRAM

1. The rules and regulations as set forth in reference (b) shall be placed in effect at the earliest practicable date.

2. Until such time as a complete Health Survey has been accomplished, the Medical Department of the Civil Administration Unit shall conduct studies of Medical and Public Health conditions to the greatest extent possible commensurate with personnel and facilities available. These studies shall include routine physical examinations of school children, spot checks of stools for intestinal parasitism and examination of general population during field trips to determine the incidence of Yaws, Venereal Disease, Leprosy, and other infectious diseases. X-ray examinations of the chest shall be performed to the extent of facilities available.

3. The current practice of treatment of Yaws with initial massive doses of penicillin in oil, followed by a course of twelve (12) injections each of Mapharson and Bismuth shall be continued unless circumstances prevent this procedure or results obtained indicate that this treatment is not efficacious. In the later case the Staff Medical Officer of the Deputy High Commissioner of the Trust Territory of the Pacific Islands shall be notified.

4. The routine administration of anthelmintics to the population may be practiced if indicated by spot surveys.

5. Until such time as a central leprosarium is established, persons suffering from leprosy, known contacts thereto, and suspected cases shall be isolated until diagnosis has been confirmed or disproven. Such logistic support as may be necessary for these colonies shall be provided by the local Civil Administration Unit.

6. An educational program to teach voluntary isolation and essentials of control of spread of Tuberculosis shall be established. Where Medical facilities with adequate beds and Medical Department personnel are available, the Medical Officer

shall hospitalize such cases of Tuberculosis or suspected Tuberculosis as would be most benefited by hospitalization. The Medical Department personnel of the various Civil Government Units shall cooperate with the Health Survey Ship which it is contemplated will be operating throughout the area in the near future.

7. The Medical Department shall keep the Civil Administrator advised as to the potability of all water supplies and shall assist in every way possible toward maintaining potable water systems.

8. The Medical Department through its sanitation officer shall conduct regular sanitary inspections and shall report any deficiencies in general sanitation, preparation and serving of food and beverages in restaurants and in garbage and sewage disposal procedures.

9. An active immunization campaign against smallpox and typhoid shall be conducted in accordance with current public health practices.

10. Active baiting and trapping campaigns shall be conducted against rodents.

11. An educational campaign to teach the value of balanced diets and to encourage the practice of varying diets shall be conducted.

12. A venereal disease program shall be maintained.

13. The Medical Department shall cooperate with other Civil Government Personnel in enforcement of quarantine regulations.

III. INTERIM PROGRAM FOR TRAINING NATIVES

An interim training program shall be conducted to meet the needs for trained Health Aides and Nurses Aides until graduates of the School of Medical Practitioners become available. The courses shall be conducted in accordance with the provisions of CINCPACFLT letter, serial 1557, dated 10 March 1947, and Commander Marianas letter serial 11116, dated 16 April 1947. The training program shall be conducted at the Civil Administration Unit Dispensaries for a minimum of six (6) months, with an additional three (3) months training in the field. The subjects to be taught shall include basic English, care of the sick and injured, preventive medicine, sanitation, and rodent control.

IV. CARE OF THE SICK AND INJURED

Medical and Dental care shall be provided the inhabitants of islands of the Trust Territory of

the Pacific Islands, commensurate with medical and dental personnel and facilities available. Subsistence shall be provided for patients in the dispensaries making charges for such subsistence in accordance with current directives. (Commander Marianas letter serial 12402, dated 14 May 1947.) However, every effort should be made to substitute native foods for Navy rations whenever practicable in order to reduce the cost of subsistence to the government and provide a diet more nearly in accord with native food habits and desires.

PUBLIC HEALTH RULES AND REGULATIONS FOR THE TRUST TERRITORY OF THE PACIFIC ISLANDS

Objectives: The objectives of these regulations are to control preventable diseases and to elevate Public Health standards in the Trust Territory of the Pacific Islands.

1. It shall be the responsibility of the Civil Administrator to promulgate and enforce the regulations set forth herein and to formulate such additional rules and regulations as may be deemed necessary for the furtherance of the Public Health objectives.

2. It shall be unlawful for any person or persons to practice medicine or other of the healing arts for a fee unless duly licensed and/or authorized by the High Commissioner of the Trust Territory of the Pacific Islands, or his duly appointed representative.

3. It shall be unlawful for any person other than those properly accredited to import, sell, give or dispense medicines, drugs, or other substances of a deleterious nature, which in the opinion of proper medical authority should only be administered by authorized practitioners, physicians or other medical personnel.

4. It shall be unlawful to import, sell, traffic in, purchase, give or prescribe narcotics or medicine containing narcotics or other so-called habit-forming drugs except by specific authority of the Civil Administrator.

5. It shall be unlawful to knowingly and willfully conceal or fail to report to proper authorities, cases of communicable diseases. Persons suffering from contagious or communicable diseases or known contacts thereto, shall be isolated, treated, and, if necessary, be confined by the civil authorities in accordance with standard preven-

tive medicine procedures as outlined by the medical staff of Civil Government. Treatment for persons infected with venereal disease is compulsory.

6. Persons desiring to travel between administrative districts shall be required to obtain a certificate of health from a Medical Practitioner, physician, or medical representative of the Civil Administration. This certificate shall certify that the individual has been examined and is apparently free of communicable diseases, that he has been vaccinated for smallpox and typhoid fever within the prescribed interval and shall include the findings of X-ray examination of chest if available. The provisions of this paragraph do not apply to travel between islands within an administrative district.

7. Vaccination and inoculations as prescribed by proper authority shall be compulsory.

8. Regulations and directives relative to control of rodents and other pests shall be promulgated by the Civil Administrator.

9. It shall be unlawful for any person or persons to prepare and dispense foods for public consumption unless specifically authorized by the Civil Administration. Establishments engaged in the preparing or dispensing of foods for public consumption shall be subject to periodic inspections by the Civil Administrator or his medical advisor. Failure to conform to standards of sanitation prescribed shall be cause for revocation of license.

10. Persons engaged in handling food for public consumption shall be examined at prescribed intervals or at other times by a duly authorized physician, practitioner, or medical representative of the Civil Administrator.

11. It shall be unlawful for any person to sell or dispense for human consumption food which is known to be contaminated, decomposed or adulterated, thereby rendering such food unfit for human consumption.

12. Participation in established Public Health Programs for school children is compulsory.

13. Disposal of waste sewage and garbage by methods and in areas other than those prescribed by health authorities shall be unlawful.

14. The use of night soil (human excreta) as a fertilizer is prohibited.

15. Sanitary privies (Benjos) shall be of a type and in areas designated by local authorities. Defecation in the immediate vicinity of any village other than in those privies is prohibited.

16. Barber shops and beauty parlors shall be duly licensed and inspected periodically by a medical representative of the Civil Administrator.

17. A record of births and deaths will be maintained by the registrar of the Civil Administration Unit. All births will be reported to the registrar within seventy-two (72) hours after occurrence. In case of death when the deceased has not been attended by a practitioner, physician or health aide during his terminal illness, burial will not take place until remains have been viewed by a representative of the Civil Administration. Death occurring under suspicious circumstances shall be reported to the Chief of the village or magistrate for further investigation. All deaths will be reported within twenty-four (24) hours and burial will take place within thirty-six (36) hours after death has occurred. Forms VS-1 and VS-2 shall be completed and filed in each CAU. Refer to COMMARIANAS directive serial 19936 of 15 November 1946 for more detailed directions.

18. Burial will take place only in specified areas and in a manner designated by the Civil Administration.

19. Persons violating any of the above regulations are subject to trial by such authorized courts of justice as now exist or may be established in the future.

MEDICAL PRACTICE IN THE TRUST TERRITORY

SECTION 1. THE HEALING ART; DEFINITIONS.—For the purpose of these regulations the following words and phrases have the meanings assigned to them, respectively, except where the context otherwise requires:

(a) "Disease" means any blemish, defect, deformity, infirmity, disorder, or injury of the human body or mind, and pregnancy and the effects of any of them.

(b) "The Healing Art" means the art of detecting or attempting to detect the presence of any disease; of determining or attempting to determine the nature and state of any disease, if present; of preventing, relieving, correcting or curing, or of attempting to prevent, relieve, correct, or cure any disease; of safeguarding or attempting to safeguard the life of any woman or infant through pregnancy and parturition; and of doing or attempting to do any of the acts enumerated above: Provided, that for the purpose of these regulations:

the term "Healing Art" does not include (1) podiatry, nor (2) pharmacy, nor (3) optometry as defined in Section 33 of this title, nor (4) healing by prayer under the conditions set forth in Section 30 of this title.

(c) "To Practice" means to do or attempt to do, or to hold oneself out or to allow oneself to be held out as ready to do, any act enumerated in subsection (b) of this section as constituting a part of the healing art for a fee, gift, reward, or in anticipation of any fee, gift, or reward whether tangible or intangible.

(d) "The commission" means the commission on licensure to practice the healing art created by these regulations.

(e) "Board" means a board of examiners created by these regulations.

(f) "Drugless healing" means any system of healing that does not resort to the use of drugs, medicine, or operative surgery for the prevention, relief, or cure of any disease.

(g) "School" means any school, college, or university.

SEC. 2. LICENSE REQUIRED; TERMS OF LICENSE TO BE OBSERVED.—No person shall practice the healing art in the Trust Territory who is not (a) licensed so to do, or (b) if exempted, under Sections 29 and 30, then duly registered.

No person shall practice the healing art in the Trust Territory otherwise than in accordance with the terms of his license or of his registration, as the case may be.

SEC. 3. COMMISSION OF LICENSURE; CREATION; ESTABLISHMENT OF STANDARDS.—There is hereby created a commission on licensure to practice the healing art in the Trust Territory of the Pacific Islands consisting of members appointed by the Deputy High Commissioner, Trust Territory of the Pacific Islands as follows: the Educational Administrator, the Head of Department of Public Health, and other members, at least one of whom shall be a doctor of medicine or a doctor of dentistry or a person holding an equivalent learned degree. The commission shall elect a president. The Head of the Department of Public Health shall be the secretary and treasurer of the commission. The commissioner shall make and from time to time may alter such rules as it deems necessary for the conduct of its business and for the execution and enforcement of the provisions of these regulations.

The commission shall establish minimum standards of preprofessional and professional education in the healing art and may establish minimum standards for hospitals for interne training. It may determine whether preprofessional schools and professional schools attain such standards. It shall keep a record of its investigations and determinations with respect to all schools and hospitals and every school and every hospital attaining the prescribed standards or which had attained such standards during its existence. The commission may redetermine from time to time the standing of any school or hospital and may revise its register accordingly. The Commission shall give no credit for any certificate, diploma, or degree emanating from any school, and it may refuse to give any credit for any certificate or diploma emanating from any hospital, not duly registered as provided by these regulations: Provided, that this requirement as to registration shall not apply in the case of persons applying for license on years of practice under the provisions of Section 20 of these regulations.

SEC. 4. SAME: TO RECEIVE AND RECORD APPLICATIONS FOR LICENSES; ISSUANCE OF LICENSES.—The commission shall receive, number consecutively, and record all applications presented in due form for licenses and for registration by the applicant to Deputy High Commissioner, Trust Territory of the Pacific Islands; but such applications may be classified according to their respective purposes and numbered consecutively and registered according to the several classes thus established. If the commission finds that an applicant is entitled to a license by virtue of years of practice under Section 20 of these regulations, it shall certify him to the High Commissioner, Trust Territory of the Pacific Islands, or his delegated representative, who shall issue him a license to practice accordingly. If the commission finds that an applicant has submitted satisfactory proof of age, moral character, preprofessional education, professional education, but must be subjected to an examination to determine his professional fitness under Section 8 of these regulations, it shall certify him to the proper examining board or boards for that purpose and upon receipt of a report or reports from any such board or boards, satisfactory to the commission, showing that the applicant has passed such examination or examinations, the commission, being of the opinion that the applicant is in

all other respects legally qualified, shall certify him to the High Commissioner, Trust Territory of the Pacific Islands, or his delegated representative, who shall issue a license to practice the healing art in the manner described in his application and as authorized by law, in whatever class the commission shall find him qualified to so practice.

SEC. 5. SAME; POWER TO APPOINT AND DISCHARGE EXAMINERS, CLERKS, ETC.: CONTRACT.—With the approval of the Deputy High Commissioner, Trust Territory of the Pacific Islands, the commission may appoint, suspend, and remove such examiners, counsel, clerks, inspectors, and other officers and employees as may be authorized by law. Deputy High Commissioner, Trust Territory of the Pacific Islands, shall provide such quarters, supplies, equipment, and assistants as may be necessary for the work of the commission and the execution and enforcement of the provisions of these regulations.

SEC. 6. BOARDS OF EXAMINERS; APPOINTMENT AND TENURE; QUALIFICATIONS: RULES.—With the approval of the Deputy High Commissioner, Trust Territory of the Pacific Islands, the commission shall appoint boards of examiners as follows: (a) A board of examiners in basic sciences; (b) a board of examiners in medicine and osteopathy; (c) a board of examiners in chiropractic; (d) a board of examiners in dentistry; (e) a board of examiners in nursing; (f) a board of examiners in midwifery; and (g) such other boards of examiners in drugless healing as are necessary under the provisions of the title. The board of examiners shall consist of from three (3) to five (5) members. No examiner shall be appointed for a term longer than three (3) years. The commission shall appoint no person as a member of any such board who is not a citizen of the United States or Trust Territory or Guam, and in the case of a citizen of Guam or the Trust Territory he shall have been a resident for at least three years immediately preceding his appointment. The commission may appoint as members of such boards persons employed in the services of the Federal Government and of the Governments of Guam and the Trust Territory; and persons so employed may accept such appointment and may receive such compensation for their services as examiners as may be provided by law. A member of any board is not debarred by such membership from employment under the Federal Government or the Governments of the Trust Territory not inconsistent with

the discharge of his duties as a member of such board.

Each examining board shall elect a chairman and secretary and may make such rules regarding the discharge of its duties as the commission may approve. Each board shall conduct the examination and make reports as required by law and by the rules of the commission.

Persons desiring to engage in the practice of arts and sciences associated or subsidiary to the medical arts shall be examined by special boards appointed in the manner prescribed above.

SEC. 7. BOARD OF EXAMINERS IN BASIC SCIENCES; QUALIFICATIONS.—The three (3) to five (5) members of the board of basic sciences shall be learned respectively or severally in the sciences of anatomy, bacteriology, physiology, chemistry, pathology, and hygiene. When directed by the commission the board shall conduct examinations of applicants for licensure in the healing arts, except dentistry, in the afore-mentioned sciences to determine whether such applicants have or have not sufficient knowledge of those sciences to understand and to apply such sciences in the study and practice of the healing art.

SEC. 8. APPLICANTS TO BE EXAMINED BY BOARD OF EXAMINERS IN BASIC SCIENCES; ACCEPTANCE OF EXAMINATION BY STATE BOARD; CERTIFICATION TO OTHER BOARDS.—The commission shall refer to the board of examiners in the basic sciences every applicant for a license to practice the healing art, except dentistry, in the Trust Territory and except those entitled to practice the healing art in the Trust Territory by virtue of years of practice for determination of the applicant's ability to understand and to apply the sciences of anatomy, bacteriology, physiology, chemistry, pathology, and hygiene to the study and practice of the healing art. The board of examiners in the basic sciences may examine any applicant referred to it, and it may accept in lieu of examination proof that the applicant has passed, before a board of examiners in the basic sciences, by whatsoever name it may be known, or before any examining or licensing board in the healing art as that art is hereinbefore defined, of any State, Territory, or other jurisdiction under the United States, or of any foreign country, an examination in anatomy, bacteriology, physiology, chemistry, pathology, and hygiene, as comprehensive and as exhaustive as that required in the Trust Territory under the authority of these

regulations. The board of examiners in basic sciences shall report its findings to the commission. An applicant who is reported by the board as qualified in the sciences of anatomy, bacteriology, physiology, chemistry, pathology, and hygiene, but who is not entitled to a license to practice the healing art without examination, shall be certified by the commission to the board of examiners in medicine and osteopathy, or to the board of examiners in chiropractic, or to a board of examiners in drugless healing, as the case may be, for determination of his professional fitness. An applicant who is reported by the board as qualified in said sciences and who is entitled to a license by reciprocity without examination shall thereupon be certified by the commission to the High Commissioner, Trust Territory of the Pacific Islands, or his delegated representative, who shall issue such license. The High Commissioner, Trust Territory of the Pacific Islands, or his delegated representative, shall issue no license to practice the healing art, except dentistry, to any person who has not been reported by the board of examiners in basic sciences as qualified in the sciences of anatomy, bacteriology, physiology, chemistry, pathology, and hygiene except to such persons as are entitled to practice medicine and surgery by virtue of years of practice as set forth in Section 20 of these regulations.

SEC. 9. BOARD OF EXAMINERS IN MEDICINE AND OSTEOPATHY TO BE APPOINTED BY THE COMMISSION WITH THE APPROVAL OF THE DEPUTY HIGH COMMISSIONER, TRUST TERRITORY OF THE PACIFIC ISLANDS; DUTIES AND QUALIFICATIONS.—With approval of the Deputy High Commissioner, Trust Territory of the Pacific Islands, the commission shall appoint as members of the board of examiners in medicine and osteopathy persons who have been graduated with the degree of doctor of medicine, doctor of osteopathy, or doctor of osteopathy and surgery, or some equivalent degree, by a school registered under these regulations and who have taught or practiced medicine and surgery or osteopathy for not less than five consecutive years.

The board of examiners in medicine and osteopathy shall consist of three practitioners of medicine and surgery, one of whom may be an osteopath. The degrees of doctor of medicine and doctor of osteopathy and surgery shall be accorded the same rights and privileges under governmental regulations. They shall examine into the quali-

fications of all persons referred to them who desire to practice medicine and osteopathy. The questions propounded to such applicants shall be identical in every respect; with the exception of questions in the practice of medicine and practice of osteopathy, which shall be propounded to applicants of these respective schools only, as the case may be, and the replies shall be examined and graded by the members of the board representing such schools of practice.

The board of examiners in medicine and osteopathy shall certify to the commission applicants whom they have found qualified to be licensed to practice medicine and surgery or osteopathy and surgery or as medical practitioners, as the case may be.

SEC. 10. APPLICATIONS TO BE REFERRED TO EXAMINERS IN MEDICINE AND OSTEOPATHY.—The commission shall refer to the board of examiners in medicine and osteopathy every applicant for a license to practice the healing art who does not intend and in his application agree to limit his practice to some named drugless method of healing and who is not entitled to a license without examination: *Provided*, That no applicant shall be certified to the board of examiners in medicine and osteopathy for examination who has not been reported by the board of examiners in the basic sciences as qualified in the sciences of anatomy, bacteriology, physiology, chemistry, pathology, and hygiene.

SEC. 11. MEDICAL PRACTITIONERS; EXAMINATION.—The commission shall refer to the board of examiners in medicine and osteopathy every graduate of the United States Naval School of Medical Practitioners, Guam, Marianas Islands, who agrees in his application for licensure to limit his practice to general medicine, minor surgery, and normal parturition except in emergency or under the direct supervision of a licensed doctor of medicine. No such applicant shall be certified to the board of examiners in medicine and osteopathy for examination who has not been reported by the board of examiners in the basic sciences as qualified in the sciences of anatomy, bacteriology, physiology, chemistry, pathology, and hygiene.

SEC. 12. APPLICATIONS OF DRUGLESS HEALERS AND CHIROPRACTICS TO BE REFERRED TO APPROPRIATE BOARD OF EXAMINERS.—The commission shall refer to an appropriate board of examiners in drugless healing every applicant for a license to practice

the healing art according to any method of drugless healing and/or chiropractic defined by the commission, who intends and in his application agrees to limit his practice to the system so defined, for determination of the applicant's fitness so to practice, and who is not entitled to a license to practice without examination: *Provided*, That no applicant shall be certified to any board of examiners in drugless healing and/or chiropractics who has not been reported by the board of examiners in the basic sciences as qualified in the science of anatomy, physiology, chemistry, bacteriology, pathology, and hygiene.

SEC. 13. DENTISTRY DEFINED; EXAMINING BOARD IN DENTISTRY.—(a) A person practices dentistry within the meaning of these regulations who holds himself out as being able to diagnose, treat, operate, or prescribe for any disease, pain, injury, deficiency, deformity, or physical condition of the human teeth, alveolar process, gums, or jaws, and who shall either offer to undertake by any means or method to diagnose, treat, operate, or prescribe for any disease, pain, injury, deficiency, deformity, or physical condition of the same; or who, except on the written prescription of a duly licensed and registered dentist and by the use of impressions or casts made by a duly licensed and registered dentist, shall directly or indirectly by mail, carrier, personal agent, or by any other method, furnish, supply, construct, reproduce, or repair prosthetic dentures, bridges, appliances, or other structures to be used and worn as substitutes for natural teeth; or who shall place such substitutes in the mouth and/or adjust the same; or who owns, maintains, or operates an office for the practice of dentistry; or who in any way engages in the practice of dentistry as defined above.

(b) A board of dental examiners shall be appointed by the commission when necessary in accordance with the provisions of section 6 of these regulations. When satisfied that an applicant is qualified under the provisions of section 22 of these regulations, the commission shall refer each applicant for a license to practice dentistry in the Trust Territory to the board of dental examiners except those entitled to a license without examination or by reciprocity as provided under sections 20 and 21 of these regulations. The board shall examine all persons referred by the commission. Examinations shall be both written and practical, covering all phases of dentistry as taught in dental colleges

registered by the commission as provided in section three (3) of these regulations. The board of examiners in dentistry shall certify to the commission applicants whom they have found qualified to be licensed to practice dentistry.

(c) No person or association of persons, other than duly licensed dentists, and no corporation may practice dentistry in the Trust Territory or furnish dentists or dental services or advertise or assume the title of dentists or dental surgeon for financial gain.

SEC. 14. BOARD OF EXAMINERS IN MIDWIFERY: APPOINTMENT; REFERENCE OF APPLICANTS TO BOARD.—The commission may appoint, from time to time, as it deems expedient, a board of examiners in midwifery, consisting of not less than three and not more than five persons, who have practiced the healing art in the Trust Territory, or in a State or Territory of the United States for not less than 3 years immediately preceding their respective appointments under authority of licenses authorizing them so to practice or as a medical officer in the service of one of the branches of the Armed Forces of the United States. Appointments to such boards shall be made for such terms as the commission deems proper. With approval of the Deputy High Commissioner, Trust Territory of the Pacific Islands, the commission may abolish any such board at any time. The commission shall refer to a board of examiners in midwifery every applicant for a license to practice midwifery who intends and in her application agrees to limit her practice to the care of women during normal pregnancy and parturition, insofar as the licentiate is able to determine whether pregnancy and parturition are normal in any particular case, for determination of the applicants's fitness so to practice, and who is not entitled to a license without examination by virtue of an outstanding license to practice midwifery in the Trust Territory or on Guam, Marianas Islands, in force on 1 June 1946.

SEC. 15. EXAMINATION; TIME OF HOLDING; NOTICE; PUBLICATION.—Examinations shall be held by the respective boards of examiners in each branch of the healing art at such times as the commission may by rule or by special order determine. Examinations shall be held by the board of examiners in the basic sciences at such times as the commission may by rule or by special order determine, having due relation to the dates of the examinations held by the board of examiners in

medicine and osteopathy, board of chiropractic, and the boards of examiners in drugless healing. The commission shall publish notice of the time and place of each examination and of other pertinent information concerning it, not less than 90 days before the first day of each examination.

SEC. 16. EXAMINATIONS.—All applicants examined by the board of examiners in the basic sciences shall be subject to the same examination and rated on the same scale as nearly as possible. As a guide for determining whether an applicant has or has not passed, the commission shall fix by rule a uniform standard for all applicants. All examinations shall conform as nearly as may be to a uniform standard, to the end that every licensed practitioner of the healing arts in the Trust Territory may conform so far as may be possible to a single uniform standard of professional fitness.

SEC. 17. METHOD OF CONDUCT OF EXAMINATIONS; REPORTS OF BOARDS.—The Deputy High Commissioner, Trust Territory of the Pacific Islands, shall provide the place or places and all necessary facilities for examinations including such supervisors or proctors as the commission deems necessary. Each examining board shall, as speedily as possible, examine all applicants referred to it and report its findings to the commission. Each board shall report to the commission the results of the clinical and laboratory tests and of the oral examination, if any, to which the examinee has been subjected. The written and the oral examination and the clinical and the laboratory tests shall each be rated on a basis of 100, and the reports of the several boards of examiners shall be made accordingly.

SEC. 18. COMMISSION TO CERTIFY FOR LICENSURE BASED ON REPORTS OF BOARDS; RETENTION OF EXAMINATION PAPERS; PAPERS OPEN TO INSPECTION.—The commission shall carefully consider the reports of the board of examiners in the basic sciences and of the examining board by which any applicant has been examined, purporting to show the qualifications of the applicant. If the commission is satisfied that the applicant is qualified to practice in accordance with law and within the limits fixed by this application, the commission shall certify him to the Deputy High Commissioner, Trust Territory of the Pacific Islands, who shall issue a license attesting that fact and authorizing him so to practice in whatever class of practice the commission has found him qualified, so

long as that license is not suspended or revoked. All reports of examining boards and all questions to and answers by applicants in written examinations shall be open to inspection by any person who shows to the satisfaction of the commission that he has some proper interest in them. All examination papers shall be preserved by the commission for a period of not less than 2 years. The Deputy High Commissioner, Trust Territory of the Pacific Islands, shall record all licenses in a book kept for that purpose, which shall be numbered, except that licenses of different classes may be numbered and recorded in separate series. Licenses shall show on their faces the class of practice for which they are issued.

SEC. 19. APPLICATION FOR LICENSES TO BE FILED WITH THE DEPUTY HIGH COMMISSIONER, TRUST TERRITORY OF THE PACIFIC ISLANDS; CONTENTS BY APPLICATIONS; FEES, REFUNDS.—Any person desiring to practice the healing art in the Trust Territory shall apply to the Deputy High Commissioner, Trust Territory of the Pacific Islands, in writing for authority to do so. The application shall be in such form and accompanied by such evidence of the qualifications of the applicant as the commission requires. Each application shall show whether the applicant seeks a license (1) on the basis of a license to practice the healing art in the Trust Territory, under Sections 4 and 8 of these regulations, (2) on the basis of years of practice, under Section 20, (3) on the basis of reciprocity, under Section 21, or (4) on the basis of examination under Section 22. Each application shall be accompanied by a fee designated by the Deputy High Commissioner, Trust Territory of the Pacific Islands, who for adequate cause may refund to an applicant any or all of the fee paid by him; prior to the reference of his application to an examining board for consideration, or thereafter if the applicant is by reason of sickness or other adequate cause prevented from entering the examination. An applicant for a license by reciprocity who fails to establish his right to such a license, and an applicant for registration as a person exempted from examination who fails to establish his right to such registration shall forfeit his fee.

SEC. 20. LICENSURE IN MEDICINE, SURGERY, DENTISTRY, MIDWIFERY OR NURSING ON THE BASIS OF PREVIOUS PRACTICE.—Every person permitted to practice medicine, surgery, dentistry, or midwifery in the Trust Territory prior to the enactment of

these regulations, who desires to continue so to practice after 1 July 1948 shall apply for a license so to do. As soon as practicable after 1 January 1948 the commission shall by publication give notice of this requirement. Applications for such licensing shall be made within 90 days after the publication of such notice. A licentiate who within the time thus limited applies for licensing may continue to practice until the commission has acted on his application and granted to him a new license, if he be entitled thereto. A licentiate who fails to make application for licensing within the time thus limited, but who later makes such application, shall not practice until after a license, if the commission finds him entitled thereto, has been issued him. Every license issued under the provisions of this section shall show whether the licentiate was licensed in the first instance on the basis of a diploma and of registration without examination, or on the basis of examination, and shall show the date of such original registration, if there be any, and of such original license.

Any person who presents evidence satisfactory to the commission that he or she had satisfactory professional education and has in fact engaged in the practice of medicine, surgery, dentistry, or midwifery in the Trust Territory prior to 1 June 1946 shall be certified by the commission for licensure to practice as qualified and the Deputy High Commissioner, Trust Territory of the Pacific Islands, who may issue the appropriate license. A license issued in any such case shall show that it was issued on the basis of years of practice and not on the basis of examination.

SEC. 21. RECIPROcity WITH OTHER STATES AND FOREIGN COUNTRIES.—An applicant who desires to obtain a license without examination, by virtue of a license issued to him by a State, Territory, or other jurisdiction forming a part of the United States, or by a foreign country, shall submit proof, satisfactory to the commission, that he is not less than 21 years of age and is of good moral character; that he was licensed to practice the healing art in the jurisdiction whence he comes under conditions that would have enabled him to obtain a license to practice the healing art in the Trust Territory under the provisions of these regulations were it then in force; that he is qualified in the basic sciences as provided in Section 8 of these regulations; that he practiced the healing art under authority of said license for not less than two

consecutive years immediately preceding the date of his application, and that he intends, if licensed by the commission, to practice in the Trust Territory. When the commission is satisfied as to the qualifications of the applicant as aforesaid, the commission shall certify the applicant to the Deputy High Commissioner, Trust Territory of the Pacific Islands, who may issue a license to practice corresponding in scope as nearly as may be to the license issued to him by the jurisdiction whence he comes: Provided, That an applicant who has been examined under authority of the commission and who has failed, shall not thereafter be licensed by virtue of reciprocity with another jurisdiction.

SEC. 22. EVIDENCE TO BE SUBMITTED WITH APPLICATION.—Each applicant for a license to practice the healing arts, to be issued after examination, shall submit with his application proof satisfactory to the commission that he is not less than 21 years of age; that he is of good moral character; that he has been graduated by a school registered under these regulations and/or acceptable to the commission with a degree or certification in that branch of the healing arts for which he is making application for licensure in the Trust Territory of the Pacific Islands: Provided further, That those applicants for licensure as doctor of medicine, or doctor of osteopathy, must in addition to proof of their graduation from a school registered under these regulations and/or acceptable to the commission, submit further proof that they have had not less than one year of training in a hospital registered and/or acceptable to the commission under these regulations.

An applicant for a license to practice midwifery shall submit proof satisfactory to the commission that she has had the requisite period of training in a school registered under these regulations and/or acceptable to the commission and in addition proof of attendance at not less than 25 cases of labor.

SEC. 23. SUSPENSION, REVOCATION, OR ANNULMENT OF LICENSE.—The license or certificate of registration of any licensed or registered practitioner of the healing art in the Trust Territory of the Pacific Islands may be revoked, suspended, or annulled, or such practitioner may be reprimanded or otherwise disciplined after due notice and hearing, and on the recommendation of the examining board representing the branch of the healing arts practiced by such practitioner, for any of the

causes listed in this section. Proceedings relative to revocation, suspension, or annulment of a license or certificate or registration or toward disciplinary action shall be begun by the filing of written charges verified by affidavit. The Deputy High Commissioner, Trust Territory of the Pacific Islands, may upon his own motion and shall upon the verified complaint in writing of any person, provided such complaint or such complaint together with evidence, documentary or otherwise, presented in connection therewith shall make a prima facie case, investigate or cause to be investigated by the examining board representing the branch of the healing arts practiced by the practitioner, actions of any person holding or claiming to hold a certificate. Before suspending or revoking any license or certificate the Deputy High Commissioner, Trust Territory of the Pacific Islands, shall issue a citation notifying the registrant of the time and place when and where a hearing of the charges shall be had. Such citation shall contain a statement of the charges or shall be accompanied by a copy of the written complaint if such complaint shall have been filed. Such citation shall be served on the registrant at least 30 days prior to the date therein set for the hearing. At the time and place fixed in such citation, the examining board shall proceed to a hearing of the charges and both the registrant and the complainant shall be accorded ample opportunity to present, in person or by counsel, such statements, testimony, evidence, and argument as may be pertinent to the charges or to any defense thereto. The practitioner against whom a charge is filed may appear in person or by counsel, or both, may produce witnesses and evidence in his behalf, and may question witnesses. The examining board may subpoena witnesses and papers in his behalf, may administer oaths, may compel the testimony of witnesses and may examine witnesses. It may issue commissions to take testimony, and testimony so taken and sworn to shall be admissible in evidence for and against the practitioner. The Deputy High Commissioner, Trust Territory of the Pacific Islands, shall, upon request, furnish legal assistance to the examining board. If the board, by a majority vote of its members, shall find the practitioner guilty of any of the charges preferred against him, it may, in its discretion, by written notice to the practitioner, reprimand or otherwise discipline him or it may recommend to the Deputy High

Commissioner, Trust Territory of the Pacific Islands, in writing, that the license or certificate of registration of the practitioner be revoked or that it be suspended for a period of time to be set out in the recommendation. If the practitioner shall be found not guilty, the board shall order a dismissal of the charges. Upon receipt of a recommendation, as herein provided, that a license or certificate of registration be revoked or that it be suspended, the Deputy High Commissioner, Trust Territory of the Pacific Islands, may issue a revocation or suspending order, as the case may be, in compliance with such recommendations.

The causes for which a license or certificate of registration may be revoked, suspended, or annulled or for which a practitioner may be reprimanded or otherwise disciplined are as follows:

(a) Conviction in a court of competent jurisdiction, either within or without the Trust Territory, or any crime involving moral turpitude, of any infamous crime, or any crime in the practice of his profession.

(b) Immoral, fraudulent, dishonorable, or unprofessional conduct.

(c) Illegal, incompetent, or habitually negligent conduct in the practice of healing arts.

(d) Habitual intemperance in the use of spirituous stimulants or addiction to the use of morphine, cocaine, or other habit-forming drugs. Advertising in connection with the practice of healing arts which is found by the board representing the branch of the healing arts practiced by the practitioner to be deceptive, misleading, extravagant, improbable, or untrue.

(e) Aiding or abetting the unlawful practice of any branch of the healing arts.

(f) Failure to record a license or certificate or registration as required by law.

(g) Insanity of the practitioner.

(h) Fraud or deception in obtaining a license or certificate of registration.

The clerk of any court in the Trust Territory in which a person practicing any branch of the healing arts shall have been convicted of any crime as described in this section shall, immediately after such conviction, transmit a written report thereof, in duplicate, to the Deputy High Commissioner, Trust Territory of the Pacific Islands, containing the name and address of the practitioner, the crime of which he was convicted, the

date of conviction, and the branch of the healing arts practiced by such practitioner, designating the examining board representing the branch of healing arts practiced by such person, the written charge being accompanied by a copy of the report of the clerk of court.

Appeal.—Any person who shall consider himself aggrieved by the finding of such board may, within 30 days after written notice thereof from such board or from said department, appeal to the Deputy High Commissioner, Trust Territory of the Pacific Islands, who may grant such relief as may be deemed fit and proper. Such appeal shall not act as a supersedeas of such finding or order unless so ordered either by such board or by the Deputy High Commissioner.

Restoration of license.—If the judgment against any practitioner convicted in a court as specified in paragraph (1) shall be subsequently reversed upon appeal, the board which recommended revocation or suspension of the license or certificate of registration of such person shall, upon receipt of a certified copy of the judgment or order of reversal, recertify such person in the right to practice, and the Deputy High Commissioner, Trust Territory of the Pacific Islands, upon written notice from such board that such right to practice has been restored, shall annul or vacate any order which revoked the license or certificate of registration of such practitioner because of such conviction and shall publish notice to the fact of such order or reversal and restoration of the right to practice and shall reissue the proper license or certificate to practice as the case may be.

SEC. 24. PREMATURE DISCLOSURE OF EXAMINATION; FALSE IMPERSONATION OF LICENSEE PROHIBITED.—No person shall disclose, directly or indirectly, to an applicant for a license, in advance of any examination or test to which the applicant is to be subjected, any question to be propounded to the applicant or any test to which he is to be subjected. No applicant for a certificate, license, or registration under these regulations, and no other person whatsoever shall procure or undertake to procure any such disclosure. No person licensed or registered under these regulations shall allow any other person to impersonate him in connection with practice under any license or registration. No person shall impersonate a person licensed or registered under these regulations in

connection with the practice of the healing art under such license or registration.

SEC. 25. ALTERING OR FORGING DIPLOMA OR SEAL OF THE DEPUTY HIGH COMMISSIONER, TRUST TERRITORY OF THE PACIFIC ISLANDS.—No person shall alter or forge, or attempt to alter or forge, any diploma or other evidence of graduation in the healing art, or any certificate or evidence of any kind, with the intent that it shall be used to evade the provisions of these regulations.

No person shall alter or forge, or attempt to alter or forge, any license or evidence of registration, or counterfeit the seal of the Deputy High Commissioner, Trust Territory of the Pacific Islands, or make any counterfeit impressions of that seal.

SEC. 26. UNFAIR RATING OF APPLICANTS PROHIBITED.—No person having any office or duty to perform with respect to the licensing or registration of applicants for licenses and for registration under the provisions of these regulations shall knowingly rate unfairly or give any unauthorized advantage to, or impose any unfair disadvantages on, any such applicant.

SEC. 27. FALSE SWEARING TO BE PERJURY.—Any person who swears or affirms to the truth of any matter or opinion that he knows to be false, for the purpose of evading, hindering, or impeding the purposes of these regulations is guilty of perjury. Any person who swears or affirms falsely, outside of the Trust Territory, if his oath or affirmation be delivered to the commission in said Trust Territory shall be guilty of perjury, in said Trust Territory and shall be tried and punished under the laws thereof.

SEC. 28. LICENSE MAY BE REFUSED FOR CAUSE; PROCEDURE; ATTENDANCE OF WITNESSES BEFORE COMMISSION; REVIEW BY DEPUTY HIGH COMMISSIONER, TRUST TERRITORY OF THE PACIFIC ISLANDS.—The commission may refuse to certify any person for any cause that in the judgment of the commission would, under the provisions of section 23, authorize suspension or revocation of a license or registration, if issued or granted. Before the commission refuses to certify any applicant for any cause under the provisions of the section, it shall give that applicant an opportunity to be heard in person or by attorney, and to produce witnesses on his behalf. Witnesses may be produced on behalf of the commission and on behalf

tioners, of Federal contractors shall register with of any interested person. The attendance and testimony of witnesses may be compelled by subpoenas issued by the Deputy High Commissioner, Trust Territory of the Pacific Islands, and said court is hereby authorized to issue and to enforce such subpoenas, on petition of the commission. Any person failing or refusing, without just cause, to appear and testify in response to any such subpoena, or in any way obstructing the course of any hearing to which he has been subpoenaed, is guilty of contempt of court and may be punished as other persons guilty of contempt of court are punished. Any member of the commission may administer oaths at any such hearing. On the petition of any applicant to whom a license or registration has been denied by the commission by virtue of this section, the action of the commission may be reviewed by the Deputy High Commissioner, Trust Territory of the Pacific Islands, on a writ of certiorari.

SEC. 29. EXEMPTIONS FROM OPERATION OF LICENSE LAWS: OFFICERS OF FEDERAL GOVERNMENT; CONSULTANTS; TREATMENT OF SPECIFIED PATIENTS.—The provisions of these regulations forbidding the practice of the healing art without a license shall not apply (a) to commissioned surgeons or dentists of the United States Army, Navy, or Public Health Service, or to medical or dental officers in any other branch of the Federal Government whatsoever, in the discharge of their official duties; nor (b) to practitioners of the healing art duly licensed to practice their respective calling in States or Territories or in jurisdictions under the control of the Federal Government, or in foreign countries, and actually called from such States, Territories, jurisdictions or countries, in consultation, to visit specified patients in the Trust Territory or to give demonstrations or clinics under the auspices and for the members of an organization made up of licensed practitioners of the healing art in the Trust Territory, nor (c) to practitioners licensed to practice their respective callings in States and Territories, and in other jurisdictions forming a part of the United States, or in foreign countries, and called from such States, Territories, jurisdictions, or countries to visit, on their own behalf and not in consultation, specified patients in the Trust Territory nor (d) medical and dental employees of Federal contractors in the discharge of their official duties: *Provided*, That all practi-

the Deputy High Commissioner, Trust Territory of the Pacific Islands, in such manner as the commission may prescribe. The Deputy High Commissioner, Trust Territory of the Pacific Islands, shall enter the name of the applicant in a register kept for that purpose and shall issue to the applicant a certificate in evidence of such registration. No provision of the section shall be interpreted as allowing any practitioner of the healing art described in this section to practice in the Trust Territory other than in the discharge of his official duties unless he be duly licensed so to practice in accordance with the provisions of these regulations.

SEC. 30. SAME; EMERGENCY CASES; MASSAGE, DIETETICS, OR HYGIENIC MEASURES, X-RAY OR LABORATORY TECHNICIANS; PRAYER OR SPIRITUAL TREATMENT; SALE, ETC., OF DRUGS.—The provisions of these regulations shall not be construed to apply to (a) the treatment of any case of actual emergency if without charge or compensation; or (b) to the practice of massage, or dietetics, or the use of hygienic measures, for the relief of disease or to the practice of any other form of physiotherapy for the relief of disease or to the practice of X-ray or laboratory technicians under the direction of a person licensed to practice the healing or dental art in the Trust Territory; or (c) to the use of ordinary hygienic, dietetic, or domestic remedies: *Provided*, That such use is not in violation of the provisions of Sections 1 and 2; or (d) to persons treating human ailments by prayer or spiritual means, as an exercise of enjoyment of religious freedom: *Provided*, That the laws, rules, and regulations relating to communicable disease and sanitary matters are not violated; or (e) to the sale, manufacture, or advertising of drugs and medicines: *Provided*, That the vendor, maker, or advertiser, refrains from any attempt to diagnose: *Provided*, That it shall not be necessary to negate any of the aforesaid exemptions in any prosecution brought under these regulations, but the burden of proof of any such exemption shall be on the defendant.

SEC. 31. FUNDS TO BE PAID TO COLLECTOR OF TAXES; PAYMENT OF EXPENSES.—All money payable under the provisions of these regulations shall be paid to the Deputy High Commissioner, Trust Territory of the Pacific Islands.

SEC. 32. ENFORCEMENT; PRACTICE WITHOUT A LICENSE; PENALTY.—Criminal prosecution shall be conducted by the Deputy High Commissioner, Trust Territory of the Pacific Islands. Any person who shall practice the healing arts in any of its branches or shall treat human ailments by any system whatsoever or shall practice midwifery without a valid existing license under these regulations so to do shall be guilty of a misdemeanor and upon conviction thereof shall be punished by a fine or by confinement in jail or by both such fine and imprisonment in the discretion of the court.

SEC. 33. DEFINITIONS.—(a) Podiatry in the meaning of these regulations is defined as the care of the human foot limited to massage, therapeutic baths, manicuring, removal of superficial keratin but excludes medical, surgical, or mechanical manipulations, electrical treatments of ailments of the human foot, amputations of the foot or toes and administration of anesthetics.

(b) Pharmacy in the meaning of these regulations is defined as the art of compounding prescriptions of licensed practitioners of the healing art and dispensing drugs, medicines, and poisons.

(c) The practice of nursing in the meaning of these regulations is defined as follows: A person practices nursing within the meaning of this article who for compensation or personal profit (1) performs any professional service requiring the application of principles of nursing based on biological, physical, and social science, such as responsible supervision of a patient requiring skill in observation of symptoms.

Documentary Supplement No. VI

ANGAUR MINING AGREEMENT

We, Daniel B. Lutten and Michael B. Nicholson, representing the Supreme Commander for the Allied Powers; Captain S. C. Anderson, USN, Chief Administrator of Field Headquarters, representing the High Commissioner of the Trust Territory of the Pacific Islands; and the following Angaurese representing their respective clans: Ucherbelau, ranking chief of Angaur and Chief of the Orakblai clan; Ucheremasch, chief of the Kedidai clan and also designated Ademeseb in his capacity as chief of the Bosaol clan; Ucharamedeb,

chief of the Okederaol clan; Rengaul, chief of the Soweï clan; Ucherkemul, chief of the Bliub clan; Adelbai, chief of the Ochedaruei clan; Jechad, chief of the Sechedui clan; Renguruchel, chief of the Ngeudel clan; Orak, chief of the Ouraur clan; Ucherbuch, chief of the Ngerbuch clan and elected Magistrate of Angaur; Antibas, authorized representative of Uchedikes, chief of the Ngerecheblbucheb clan; Uchelsias, chief of the Kedam clan; Tap, chief of the Ibelkuangel clan; Dib, chief of the Metuker clan; Obak, chief of the Uchelious clan; Omuik, chief of the Ngeuch clan, and Isechal, chief of the Ngerchulbelu clan, hereby agree as follows:

1. This agreement shall not take effect unless and until approved by the Department of the Army and the Navy Department. Subject to the foregoing reservation, all provisions hereof are fully and freely concurred in by all the parties hereto.

2. This agreement is based largely upon a survey made by a team of three hydrologists, a summary of whose findings is attached. The agreement is the result of a meeting held on Angaur on 20 December 1949, attended by the survey team and all the parties hereto, who include the representative of every clan (kebliil) owing land on Angaur. These clan representatives furthermore are authorized spokesmen for the heads of the component lineages of the clans who own certain small parcels of land and include the representative of every owner of land to be mined hereunder.

3. The findings of the survey team in the summary attached as enclosure 1 are accepted and approved. The mining of phosphate ore by the Japanese Government under the Supervision of the Supreme Commander for the Allied Powers, in the manner and subject to the precautions recommended in the attached summary and under the terms of this agreement, is authorized in areas 2, 3, 7, 9, 10, 11, 13, 15, and 16 as shown on the attached map, provided that all lakes now existing or hereafter created by the mining operations in these areas and the lake in area 1 on the same map shall be filled in to a minimum height of one (1) foot above mean water table by the Japanese Government using aggregate to be taken from the taxi-way, revetments, and spaces between the revetments along the northwest side of the present airstrip. Permission to remove this aggregate

for this purpose and to recover any phosphate ore therein hereby granted provided excavation for this purpose shall go down only to one (1) foot above the mean water table and on conclusion of the operation the area is left in a smooth level condition. No compensation shall be paid for the removal of such aggregate other than the payment into the trust fund provided for in this agreement of the severance fee for any phosphate rock which may be removed in the course of this operation. Should additional fill be required the location from which such fill shall be obtained shall be determined by mutual consent of the parties to this agreement.

4. The High Commissioner is authorized to make all necessary agreements with the Department of the Army to implement this agreement and to work out all details of the operation so that the protective recommendations of the survey team will be carried out, including the immediate commencement by the Japanese Government of the drilling of test wells and the inaugurating of a detailed continuing study of hydrologic conditions on the island, outlined in part in enclosure 2.

5. The High Commissioner will make sure that the protective measures recommended by the survey team are carried out by the Japanese Government, and will employ a qualified hydrologist for this purpose.

6. The Department of the Army shall pay to the High Commissioner or his successor in responsibility a severance fee of \$2.00 per long ton (dry) of phosphate ore removed from Angaur on or after 1 January 1950, adjusted to a basis of 32% of P_2O_5 .

7. In addition the Department of the Army shall pay to the Treasury of the Trust Territory a processing tax of 15% of the value of all phosphate ore processed.

8. The severance fee above provided for shall be placed by the High Commissioner in a trust fund the income of which shall be paid as follows during the lifetime of all of the present permanent residents of Angaur:

(a) Two-thirds ($\frac{2}{3}$) shall be paid in monthly installments to the clans who own the land where the phosphate is to be mined.

(b) One-third ($\frac{1}{3}$) shall be paid in monthly installments to the Municipality of Angaur for

distribution in part to the clans who own no phosphate land in the proposed mining area (in return for the support they have provided the clans who were deprived of the use of their own lands by the mining operations) and the balance for municipal purposes. The amount of these payments to be distributed to these clans shall be determined and be subject to revision from time to time by the Municipality of Angaur.

(c) As this trust fund will be built up by installments, the total ultimate income (conservatively estimated at about \$15,000 per year) will not be immediately available. Beginning immediately after final approval of this agreement and continuing until the final severance fee is paid hereunder, the High Commissioner shall make monthly payments totalling \$833.33 per month to those named in subparagraph (a), and totalling \$416.67 per month to the Municipality of Angaur for the purposes set forth in subparagraph (b). While the income from the trust fund provided for herein is insufficient to cover these payments, the High Commissioner shall draw the balance necessary to cover them from the principal.

(d) The royalty or severance fee payments already received or accrued prior to 1 January 1950 for mining of phosphate ore on Angaur and not already transferred from the custody of the Treasurer of the Trust Territory, shall be made a part of the trust fund provided for by this agreement.

(e) The High Commissioner is authorized to invest not more than a total of \$50,000 of the trust fund in enterprises he deems economically justifiable, based on Angaur, controlled and desired by Angaurese, and operated primarily for their benefit. He is further authorized in case of emergencies or calamities, to expend not more than a total of \$25,000 of the Trust fund for the relief or rehabilitation of the Angaurese.

(f) Upon the death of the last permanent resident of Angaur now living, the Trust fund shall be distributed as follows unless the then government of the Trust Territory shall provide for an extension of the life of the trust:

(1) Two-thirds ($\frac{2}{3}$) to those named in subparagraph (a).

(2) One-third ($\frac{1}{3}$) to the Municipality of Angaur for the purposes set forth in subparagraph (b).

SK
GT X
Ucharamedeb for the Okederoal Clan

SK
GT X
Rengubl for the Sowel Clan

SK
GT X
Ucherkemul for the Bluib Clan

SK
GT /s/ Adelbai
Adelbai for the Ochedaruei Clan

SK
GT X
Jechad for the Sechedui Clan

SK
GT /s/ Renguruchel
Renguruchel for the Ngeudel Clan

SK
GT X
Orak for the Ngeruoshel Clan

SK
GT /s/ Ucherbuuch
Ucherbuuch for the Ngerbuch Clan

SK
GT /s/ Antibas
Antibas for the Ngerechelbuche Clan

SK
GT X
Uchelsias for the Kedam Clan

SK
GT /s/ Tap
Tap for the Ibelkungel Clan

SK
GT X
Dib for the Timu Clan

SK
GT /s/ Obak
Obak for the Uchelior Clan

SK
GT /s/ Omuik
Omuik for the Ngeuch Clan

SK
GT X
Isechal for the Ngerchulbelu Clan

SK
/s/ A. D. CURTIS
For the High Commissioner of the Trust Territory of the Pacific Islands

/s/ RALPH HASTINGS
For the Supreme Commander for the Allied Powers

ANGAUR MINING TRUST AGREEMENT

A SUPPLEMENTARY AGREEMENT to provide for the management of the trust fund created by section 8 of the Angaur Mining Agreement of December 21, 1949, as amended, between the Supreme Commander for the Allied Powers, the High Commissioner of the Trust Territory of the Pacific Islands, and the people of the clans of the Island of Angaur; to provide for the distribution of the income from said trust fund; and to provide for the distribution of the principal of the trust fund on the termination of the trust.

ARTICLE 1. Establishment of the Trust Fund: There is hereby established a trust fund which shall be known as the Angaur Mining Trust, made up of the royalties, severance fees, interest, or other money received by the High Commissioner of the Trust Territory of the Pacific Islands on behalf of the people of the Island of Angaur as compensation for the phosphate rock removed from the Island of Angaur during the period commencing with the date of the occupation of Angaur by the armed forces of the United States and ending on the date of the termination of Angaur Mining Agreement of 21 December 1949, including the interest or other receipts resulting from any and all investments of such money during the same period. The total of these receipts less those advance payments in place of income made as hereinafter provided and any payments made under the provisions of the Trust Fund for Angaur and Other Purposes, which fund is hereby terminated, shall be the Trust Principal.

ARTICLE 2. Management of the Angaur Mining Trust: The High Commissioner of the Trust Territory of the Pacific Islands, or his successor in office, shall be the Trustee for the Angaur Mining Trust (herein called "Trustee"). The Trustee is authorized and empowered to receive the money herein designated as Trust Principal and to hold the same in trust for the benefit of the clans and the people of Angaur in accordance with the provisions of the Angaur Mining Agreement as modified by this agreement. The Trustee is authorized and empowered to place the management of the trust in a board of three members who shall be known

as the Management Board. This board, under the supervision of the Trustee and acting on his behalf shall receive, deposit, control, protect, and invest the funds in accordance with the principles of law governing trust funds in conformity with the provisions of this agreement.

ARTICLE 3. *Establishment of Special Accounts:* The trust Principal shall be managed and invested as a single unit, but shall be allotted to three accounts to be designated and managed as provided by this paragraph.

a. *The Catastrophe Account:* Twenty-five thousand dollars (\$25,000) of the Trust Principal shall be allotted to a special account to be known as the Catastrophe Account. Payments may be made from this account, as a reduction in principal, for the relief of distress and hardship caused by or resulting from catastrophes such as fires, floods, and typhoons. Such payments shall be made on the request of the Magistrate of Angaur when approved by the Trustee. The principal thus paid out may be replaced from income credited to the Municipality of Angaur as provided in this agreement, if the replacement is requested by the Magistrate of Angaur and approved by the majority of the clan chiefs. On termination of the trust, the balance remaining in this account shall be distributed as Trust Principal. That portion of the Trust Principal allotted to the Catastrophe Account shall be managed and invested so as to be readily available for use as provided in this subparagraph.

b. *The Business Account:* Fifty thousand dollars (\$50,000) of the Trust Principal shall be allotted to a special account to be known as the Business Account. Payments may be made from this account, as a reduction in principal, as loans, grants, or other payments to promote the economic advancement of the people of Angaur. Loans, grants, or payments shall be made from this account at the request of the Magistrate of Angaur approved by the majority of the clan chiefs of Angaur and by the Trustee. Loans and grants from this account may be made only to permanent residents of the Island of Angaur who are members of one or more clans receiving income under the provisions of this agreement, or to corporations, cooperatives, or other business organizations wholly owned and controlled by such permanent residents of Angaur. Money paid on and interest

received from loans made from this account shall be added to the balance of this account as replacement of or additions to Trust Principal. On termination of the trust the balance remaining in this account shall be distributed as Trust Principal. That portion of the principal allotted to the Business Account shall be managed and invested so as to be readily available for use as provided in this subparagraph.

c. *The Investment Account:* That portion of the Trust Principal not allotted to the Catastrophe Account or to the Business Account shall be allotted to the Investment Account to be managed and invested so as to yield the greatest possible income to the people of Angaur consistent with efficient management and the principles of law applicable to trusts.

ARTICLE 4. *Distribution of Income:* After the date of the termination of the Angaur Mining Agreement, the income shall be distributed to the clans and people of Angaur as provided in this paragraph. Distribution of income shall be made annually as soon after the end of each calendar year as practicable. Except as otherwise provided in this agreement, all interest, profits, and similar funds, including the profit from the sale of investments, received by the Trustee from and after the date of termination of the Angaur Mining Agreement, will be received, handled, and distributed as income; and all losses, taxes, and expenses, including losses from the sale of investments, shall be deducted from income. The income available for distribution on the first calendar day of each year shall be the income actually received by the Trustee during the preceding calendar year less proper expenses and losses actually paid or suffered during that year.

The income shall be divided and distributed as follows:

a. *To the Phosphate Owners:* Two-thirds of the income shall be distributed to the clans owning the lands from which phosphate is being mined under the provisions of the Angaur Mining Agreement. Distribution shall be made according to schedules prepared by the leaders of all the phosphate owning clans and certified by the District Court of the Trust Territory of the Pacific Islands to be an equitable distribution under the applicable customs and laws of Angaur and the laws of the Trust Territory. In preparing the schedules the rights

of the individual members of the clans and the desires of the clan members as well as the desires of the chiefs shall be given full consideration.

b. *To the Nonphosphate Owners:* Three-fifteenths of the income shall be distributed to the clans who do not own land in the areas to be mined under the provisions of the Angaur Mining Agreement. Distribution shall be made according to a schedule of distribution prepared by the chiefs of the nonphosphate owning clans and certified by the District Court of the Trust Territory of the Pacific Islands to be an equitable distribution under the applicable laws and customs of Angaur and the laws of the Trust Territory. In preparing the schedules it shall be taken into consideration that this income, together with the remainder interest in the principal provided for the nonphosphate owning clans, is granted as and accepted as full compensation for damages to the clans, lineages, families, and individuals that have resulted from or will result from the conduct of mining on the Island of Angaur, including, but not limited to, damages resulting from the resettlement of population and the resulting inconvenience, hardship, or expense. The rights and equities of individual clan members and the desires of individuals shall be given full consideration with the rights, equities, and desires of the clan chiefs.

c. *To the Municipality of Angaur:* Two-fifteenths of the income shall be paid into the treasury of the Municipality of Angaur for use as general funds of the municipality.

Nothing in this agreement shall be deemed to affect the rights of any individual, family, lineage, or clan, or the right of the Municipality of Angaur, to recover damages for personal injury, however caused; nor shall it affect any right to recover damages for injury to or destruction of property, real or personal, other than for those damages reasonably resulting from the proper conduct of the phosphate mining or usual related operations permitted or required under the provisions of the Angaur Mining Agreement.

ARTICLE 5. *Payment to Clans:* Wherever, under the provisions of this Agreement, a payment is to be made to a clan, lineage, or family, the payment shall be made to the chief or recognized customary head of that clan, lineage, or family. Where the person to whom payment is to be made acquires a

separate name by virtue of holding the position of chief or headman, payment shall be made in the name so acquired. Any person receiving payments of income or principal as chief or head of a clan, lineage, or family, shall hold such income in trust for the members of the clan, lineage, or family, to be used, managed and distributed in accordance with accepted custom. He shall not receive, manage, control, or use such money in his private capacity, except that he may share in the income according to his equitable and customary right as a member and chief or head of the clan, lineage, or family.

ARTICLE 6. *Fixed Payment in Lieu of Income:* As soon as practicable after the first day of January 1950, and the first day of each year thereafter until the termination of the Angaur Mining Agreement, there shall be distributed by the Trustee, in lieu of income, the sum of fifteen thousand dollars, which shall be paid out of the Trust Principal. The final payment in lieu of income shall be paid on the first day of January prior to the date of termination of the Angaur Mining Agreement. In the event that the income received from the date of termination of the Angaur Mining Agreement to the first date for distribution of income immediately following does not amount to fifteen thousand dollars, an additional payment from principal is authorized to insure distribution of fifteen thousand dollars on this date.

ARTICLE 7. *Method of Payment:* Because of the lack of banking and safekeeping facilities on Angaur the Trustee is authorized to make payments in the following manner:

a. The amount available for distribution to each individual or clan as provided by the schedules of distribution shall be set aside in a special safekeeping deposit account in the name of the individual, family, lineage, or clan to whom the distribution is made.

b. A statement of account will be sent to the individual, or to the chief or head of the clan, lineage, or family, showing the amount deposited and the balance in the account on the date of distribution. A copy of this statement will be furnished to the Civil Administrator, Palau.

c. Withdrawals may be made at any time, up to the limit of the balance in the account, by the individual in the case of individual accounts or by

the recognized chief or leader of the clan, lineage, or family in the case of group accounts, by application to the Civil Administrator, Palau. The Civil Administrator, Palau will provide the disbursement vouchers and will make payments on such vouchers as agent of the Trustee.

ARTICLE 8. *Date of Termination of the Angaur Mining Agreement:* As used in this agreement the "date of termination of the Angaur Mining Agreement" shall be the date on which the final severance fee or royalty payment made under the terms of the Angaur Mining Agreement, any renewal, extension, or replacement thereof, is received by the Trustee.

ARTICLE 9. *Duration of the Angaur Mining Trust:* The Angaur Mining Trust shall terminate upon the death of the last resident of Angaur now living unless the then government of the Trust Territory or its successor shall provide for an extension of the life of the Trust.

ARTICLE 10. *Distribution of Principal on Termination:* Upon the termination of the Angaur Mining Trust the principal then remaining shall be divided among the then beneficiaries of the Trust in the same manner and in the same ratio as the payment of income made immediately prior to the date of termination was divided, making equitable allowance for those beneficiaries born subsequent to the determination of the schedule of distribution upon which the said payments were made.

ARTICLE 11. *Amendment of Schedules of Distribution:* The schedules of distribution prepared and certified as provided by this agreement shall remain effective until revised schedules are certified by the District Court, except that the District Court, in its discretion, may on petition of any party in interest setting forth proper reasons therefor, order payments under any or all schedules to be suspended until such time as a new schedule has been approved.

ARTICLE 12. *Notice to Parties:* No decision of the District Court shall be binding unless reached after adequate hearing held after due notice to all parties concerned, either by notice in writing delivered to the party or parties concerned or by public notice given in such manner as to be reasonably expected to reach all parties and in time to provide an opportunity to be heard. The High Commissioner of the Trust Territory of the Pacific

Islands and the Civil Administrator, Palau shall be notified as parties to this agreement.

ARTICLE 13. *Previous Supplementary Agreement Voided:* It is hereby agreed that the "Supplementary Agreement to Proposed Phosphate Mining Agreement signed on Angaur 21 December 1949" which was executed on the Island of Angaur on the 14th day of February 1950 is null and void.

WITNESS OUR HANDS this 16th day of July 1950.

WITNESSES :

GILBERT TULAP A. B. CURTIS,
For the High Commissioner of the Trust
S. KANESHIRO

Territory of the Pacific Islands

GILBERT TULAP X
Ucherbelau for the Orakblai Clan

SHIGERO KANESHIRO X
Ucheremasch for the Kedidai Clan

SK X
GT X
Ademeseb for the Bosaol Clan

SK X
GT X
Ucharamedeb for the Okederaol Clan

SK X
GT X
Rengurul for the Soweil Clan

SK X
GT X
Ucherkemul for the Bliub Clan

SK X
GT X
Adelbai for the Ochedaruei Clan

SK X
GT X
Jechad for the Sechedui Clan

SK X
GT X
Renguruchel for the Ngeudel Clan

SK X
GT X
Orak for the Ngeruosech Clan

SK X
GT X
Ucherbuuch for the Ngerbuuch Clan

SK X
GT X
Antibas for the Ngerchelbucheb Clan

SK
GT

X
Uchelsias for the Kedam Clan

SK
GT

TAP,
Tap for the Ibelkungel Clan

SK
GT

X
Dib for the Timu Clan

SK
GT

OBAK,
Obak for the Uchelion Clan

SK
GT

OMUIK,
Omuik for the Ngeuch Clan

SK
GT

X
Isechal for the Ngerchulbelu Clan

SK

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112. What are the nature and extent of foreign investments in the Territory? In what enterprises? From what sources (Administering Authority, investment or credit agencies of other governments, private foreign investors, international lending institutions, etc.)? Indicate the national origin of these investments and whether the investors are registered locally or abroad.....	23, 24	119. Indicate where possible what percentage, approximately, of the total revenue is currently spent on the welfare of the indigenous inhabitants. Indicate where possible what amounts have been obtained for these purposes through voluntary contributions and other sources. Indicate the principal achievements in the major fields of economic activity which have affected the standard of living of the inhabitants, and state what steps have been taken to improve the standard of living.....	37
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(b) Telephone.....			
(c) Telegraph and cable.....			
(d) Radio.....			
(e) Roads, bridle paths, and tracks;.....			
(f) Railroads.....			
(g) Air transport.....			
(h) Civil airfields.....			
(i) Meteorological services.....			
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For what offenses against labor laws and regulations were employees charged or convicted during the year?.....	41
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169. Describe the organization of the health department, giving an account of its functions, number	
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171. What research programmes in this general field are in progress, or have been completed, inaugurated, or planned during the year?.....		Are there any medical facilities for children of preschool age and school children?.....	45
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173. How satisfactory are the health, epidemiological and vital statistics, and what measures are taken and planned to improve those statistics?..	44	184. What animals, birds, fish and wild plants (fruit, roots, nuts, etc.) are used as food? What measures have been taken by the authorities to protect and promote these natural sources of supply and to increase them?.....	46
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175. What provision is made and what facilities are available for the training, within and outside the Territory, of doctors, medical assistants, nurses, sanitary inspectors, dispensers, midwives, laboratory workers and others, both in public and private institutions? Are these facilities available, without discrimination, to all the inhabitants?.....	44	186. To what extent are hospital facilities supplemented by out-stations, local medical centers, clinics, mobile health units, and similar devices? How many in each category are operated by the Government, by missions, and by other private bodies respectively?.....	44, 45
176. To what extent are unqualified indigenous practitioners active? Are their activities regulated? What is their influence as compared with qualified practitioners?.....	46	SANITATION	
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179. What has been done with prostitution in relation to the health problem?.....	46	189. Describe the arrangements in force for the inspection and control of food sold to the public, markets, slaughterhouses, wells, etc.....	46
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194. What types and quantities of alcoholic and other spirituous beverages were imported, manufactured, and consumed?.....	47	207. What is the organization of the department concerned with the various types of prisons and penal and correctional institutions? Give the number, occupations and methods of selection and training of its staff.....	21
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196. What are the measures for recording vital statistics? What are the dates of the most recent censuses of the population? What regions and populations did the census cover? How are estimates of current population derived, and how reliable are such estimates thought to be?.....	9	212. In what circumstances are prisoners sent long distances or outside the Territory for confinement?..	21
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197. To what extent have conventions and recommendations of the International Labor Organization or other international conventions concerning social security and welfare been applied in the Territory?.....	11, 37	214. What prison legislation has been passed during the year?.....	22
198. What services, if any, are provided or contemplated with respect to widows' pensions and old age pensions, maternity benefits, health benefits, unemployment benefits, relief or other forms of protection for the inhabitants of both sexes? What is the coverage, the size of the benefits, and the method of financing and administering them?.....	37	215. What changes or reforms with respect to conditions in prisons have been introduced during the year? What reforms are planned for the immediate future?.....	22
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201. What other social welfare work was undertaken during the year? Indicate new schemes introduced by the Government, and by voluntary organizations, and state what plans have been made for the extension of such services.....	37	218. Is there any system of probation?.....	22
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205. What services exist for promoting improvements in housing?.....	39		

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220. What are the educational systems and current educational programmes, both public and private?..... 49, 50, 51, 54
221. Describe the organization of the department of education showing its relation to other educational bodies. Give the number and type of personnel employed and the financial provisions made for it..... 49, 57
222. What educational legislation or other measures have been passed during the year?..... 57
223. What school building programmes are in progress or have been undertaken, completed or planned during the year? To what extent are schools properly and adequately equipped?..... 57

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224. What regulations and authorization govern the establishment and operation of private schools?..... 58
225. What conditions are attached to any grants made to private schools? On what basis are the grants made?..... 58
226. What, generally speaking, is the scope of the curriculum in each type of school and how is it related to local requirements and to the basic objectives of the educational policy? If possible, specify the curriculum for each grade or standard of the various types of schools..... 49, 50, 51, 52, 53
227. Do the curricula include the teaching of a European language, and, if so, how far does this teaching go? Specify the levels of instruction at which languages other than European are used as media of instruction. Specify the instances where the indigenous inhabitants must learn another vernacular in order to proceed with their education. Is there any lingua franca in use?.. 59
228. What facilities within the Territory and what opportunities abroad have been provided for higher education for both sexes and what has been done to meet local necessities?..... 54

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229. If possible, furnish a sketch map of the Territory showing the distribution in relation to population density of the various types of schools, and the number of pupils in attendance in each area..... 54
230. If school fees are required, what provisions, if any, are there for those who cannot pay the fees? What provisions, if any, are made for transportation of pupils where schools are far removed; what, if any, arrangements are made for the physical education of school children, for their medical care, school lunches and supervision of their dietary value? Are any scholarships, bursaries or other aids available to pupils in the various grades and types of schools?..... 51, 53, 54, 57

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231. What are the professional qualifications of teachers, both indigenous and nonindigenous? How far is the supply adequate to the demand and what provision is made for the recruitment and training of teachers within the Territory and abroad? By what methods are teachers licensed?.. 55
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234. Outline the plans of adult education or mass education, if any, that have been prepared. Do they include provisions for utilization of radio, films, publications and other media of mass communication? What has been achieved in practice so far?..... 55
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237. What indigenous languages have been standardized and established in written form? Describe the measures being taken to carry on this work where it is considered necessary..... 58
238. What steps have been taken to develop intellectual and cultural activities amongst the indigenous peoples with regard to the press, literature, art, and scientific research, and what steps have been taken to develop a feeling of interdependence?..... 55
239. How many libraries are there in the Territory? Specify for each the number of books, circulation, and fees, if any. Are there any traveling libraries?..... 55
240. What attempts have been made to utilize the services of literate ex-service men and women in furthering education?..... 39
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- How many theaters and cinemas are there?.....
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discoveries, especially those relating to the removal of objects from the Territory? What measures have been taken to preserve and protect archaeological sites, areas and objects?.....	11, 50
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244. Submit copies of the laws and general regulations issued by the local administration or the metropolitan government during the year with respect to the Trust Territory.....	109, 112
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245. Under each of the following headings, give an account of the local facilities, external assistance, results, recent developments, and future plans....	9, 11, 24, 25, 37, 45
(a) Basic services land or geological survey, demographic statistics, meteorological research, etc.	
(b) Technological research—medical, agricultural, industrial, etc.	
(c) Sociological research—economic, legal, educational, etc.	

Does the Territory maintain a department of anthropology or a government anthropologist? If so, describe the organization, duties and results of this work. If not, what other provisions are being made for continuous systematic research by trained social scientists into both the traditional and the changing social, political, religious and economic life of the indigenous inhabitants?.....

K. Suggestions and recommendations:

246. What has been done to implement the suggestions and recommendations of the Trusteeship Council and the General Assembly?.....

L. Summary and conclusion:

247. A short résumé summing up the principal events and achievements in the year in relation to the basic objectives of the Trusteeship System as stated in the United Nations Charter. In this section the Administering Authority should give its own assessment of progress made in the economic, political, social and educational fields, specifying the outstanding problems and targets for the future.....

Give an appreciation of the state of public opinion in the Territory with special reference to the reaction to local events and world events.....

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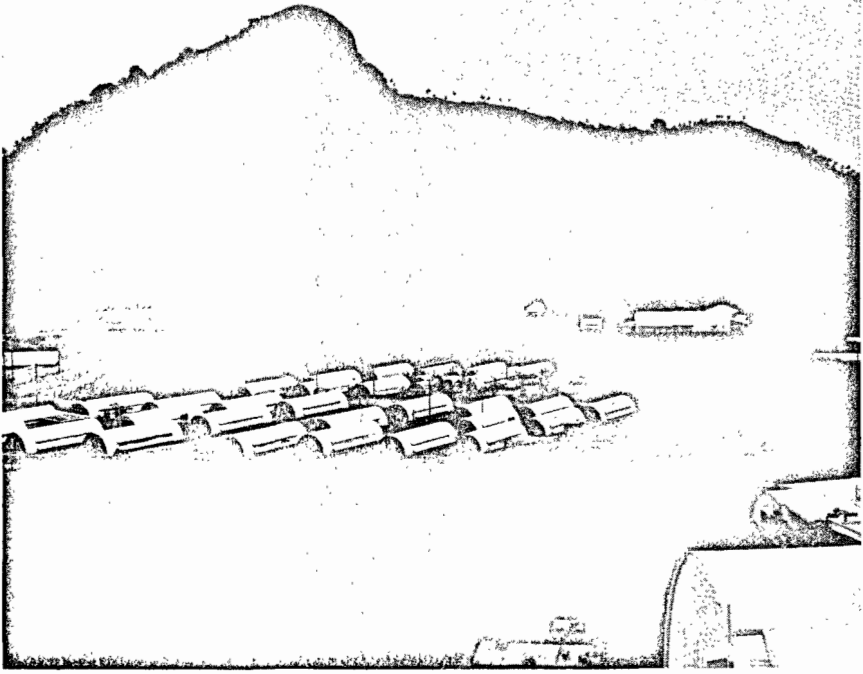
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PICTORIAL SUPPLEMENT



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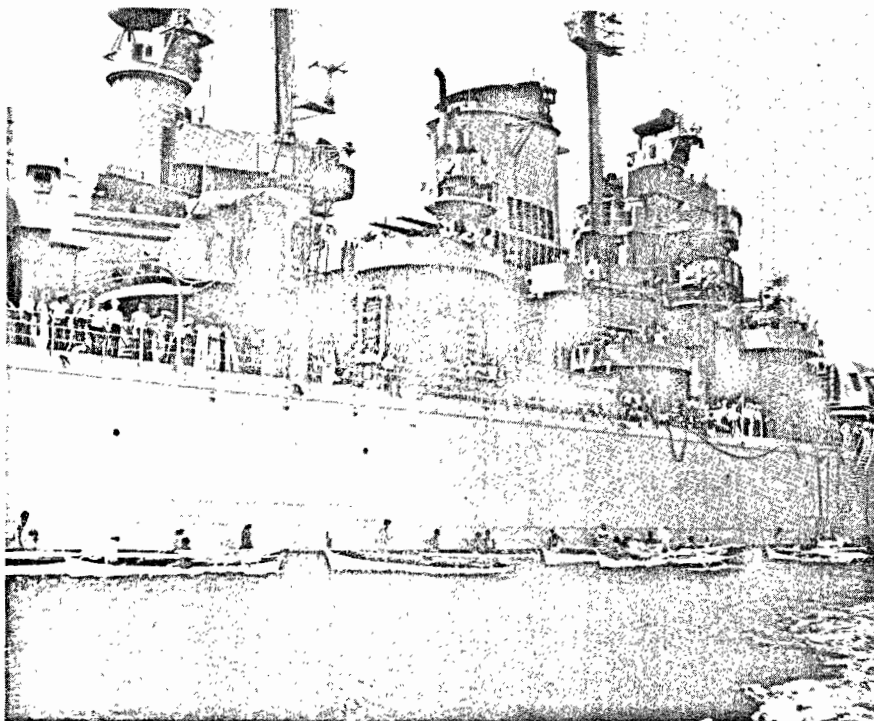
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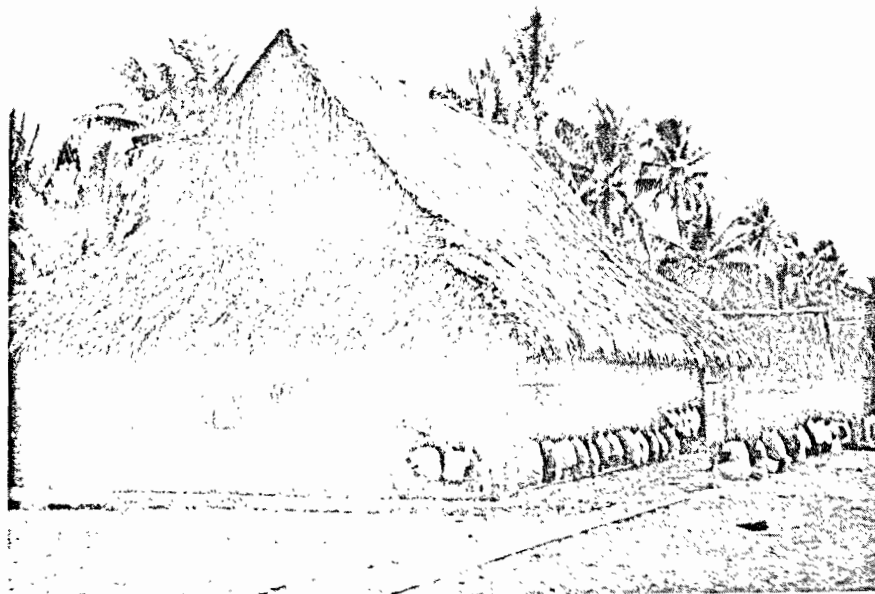
People of Yap Welcome High Commissioner of the Trust Territory of the Pacific Islands.



Men's House—Woleai.



U. S. S. *Rochester* Lays Off Kapingamarangi.



People of Pingelap Attend Meeting With the High Commissioner.



People of Ngulu.



People of Ngulu Welcome Admiral Arthur W. Radford, USN, High Commissioner of the Trust Territory of the Pacific Islands.



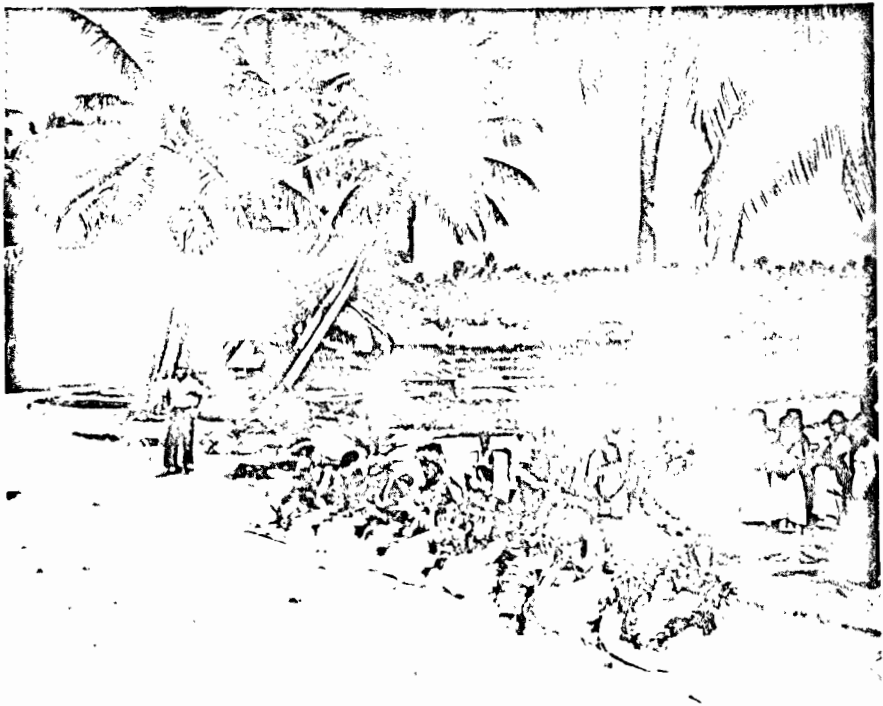
U. S. S. *Suisun* Stands Off Island of Trust Territory.



Dispensary, Ngulu Island Inspected by Head of Department of Health, Trust Territory of the Pacific Islands.



Carolinians Offer Handicraft for Sale.



Native Dance—Mokil.



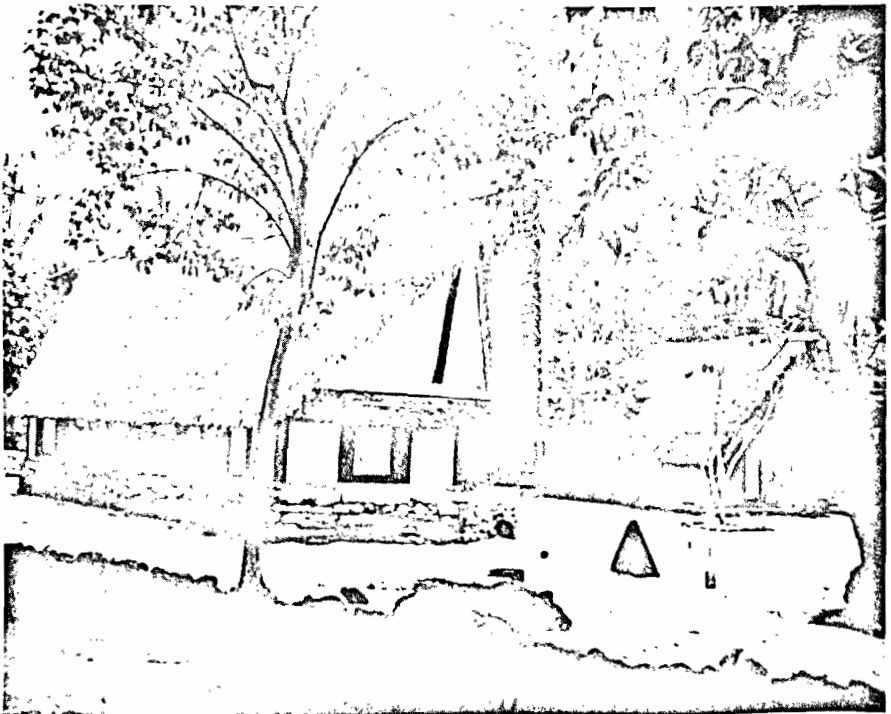
Construction of House—Kapingamarangi.



Mokil—Eastern Caroline Islands.



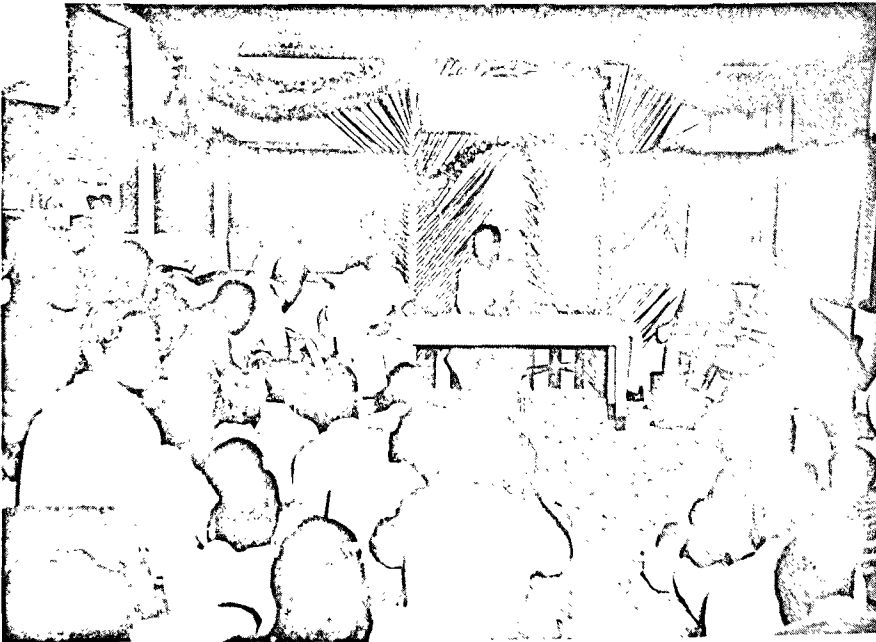
High Commissioner of the Trust Territory of the Pacific Islands
on Nama in Helicopter.



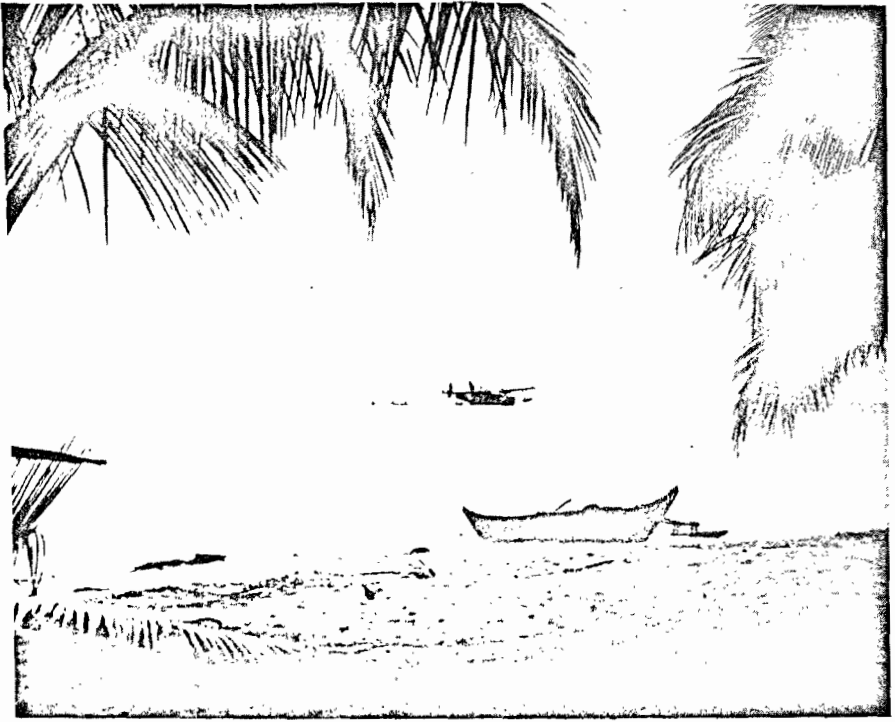
Men's House—Ngulu.



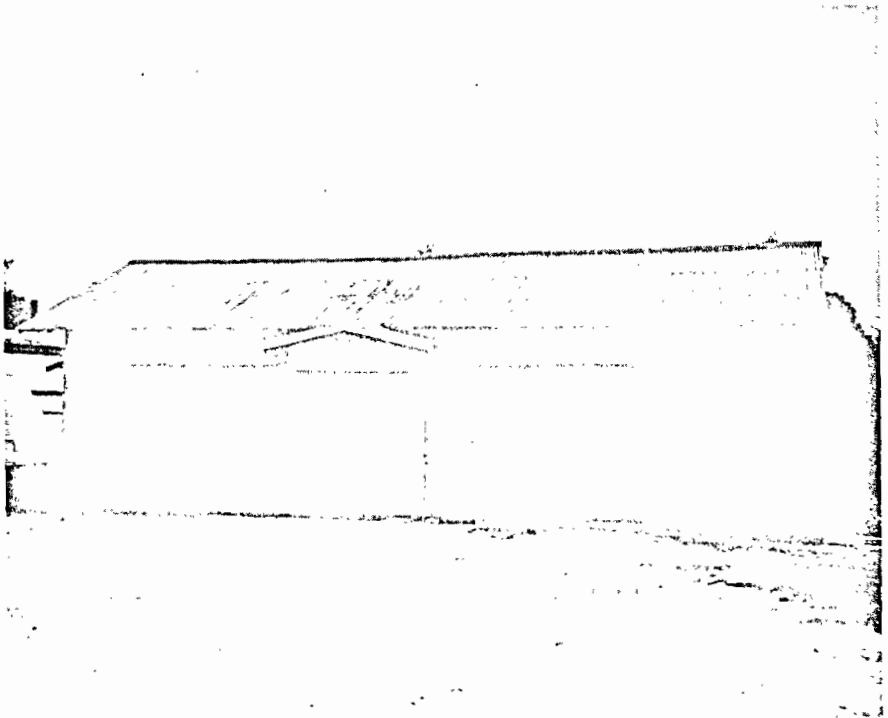
Admiral Arthur W. Radford, USN, High Commissioner of the Trust Territory of the Pacific Islands—Visits Soap Factory, Jaluit.



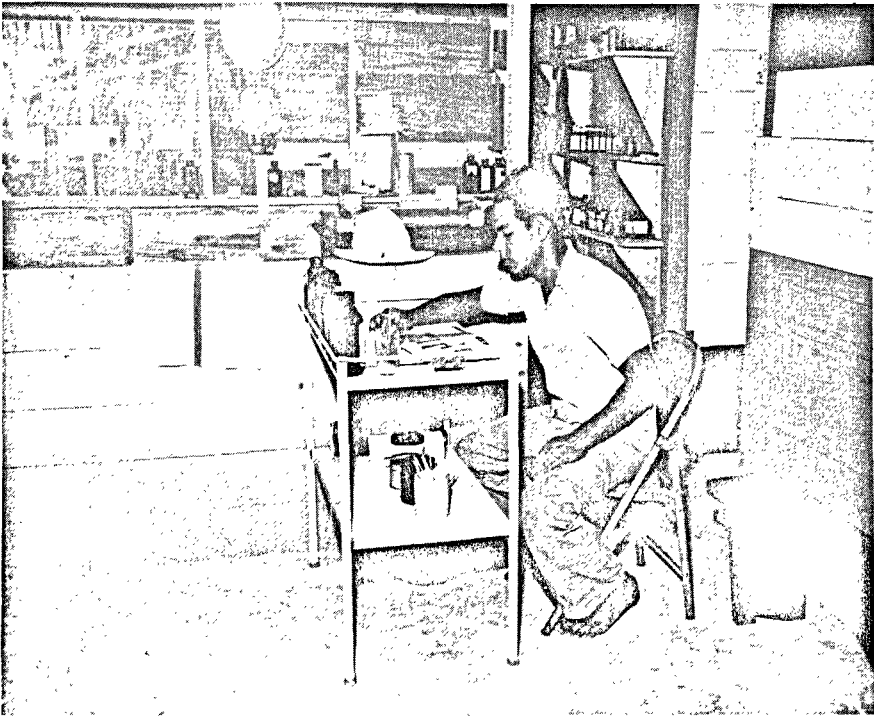
Admiral Arthur W. Radford, USN, High Commissioner of the Trust Territory of the Pacific Islands, Meets the People of Jaluit.



United States Navy Plane Moored in Lagoon at Lamotrek.



Municipality Office—Angaur.



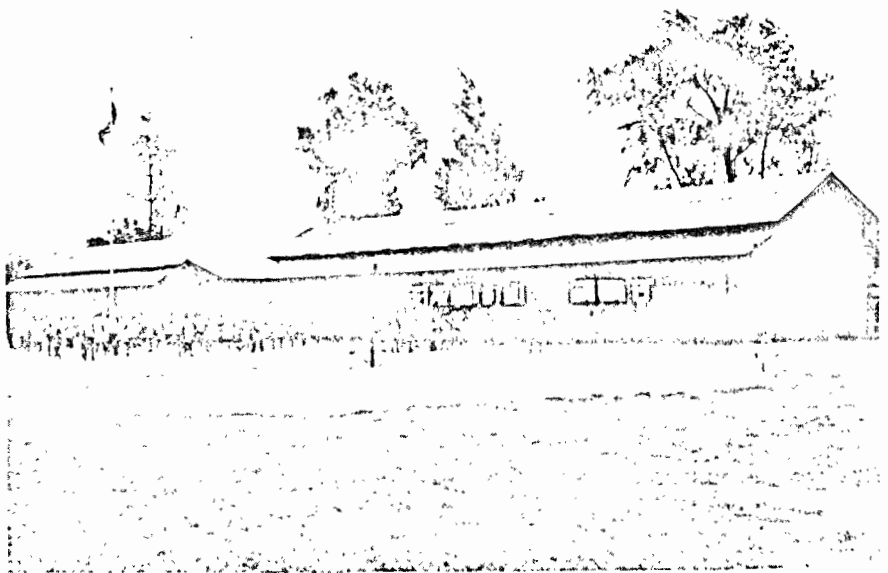
Health Aide—Dispensary—Mokil.



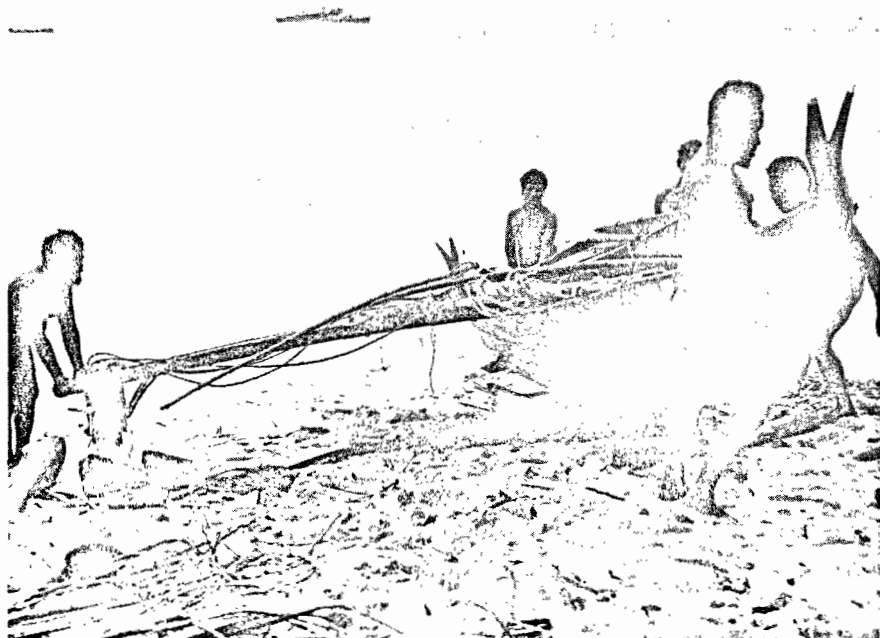
Schoolroom—Yap.



People of Kapingamarangi.



Schoolhouse and Students—Pelelui.



Outrigger Canoe—Ngulu.