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18 February 1949

ORIGINAL: ENGLISH

LETTER DATED 18 FEBRUARY 1949 FROM THE REPRESENTATIVE OF THE
UNITED STATES OF AMERICA TO THE SECRETARY-GENERAL
TRANSMITTING A REPORT ON THE FIRST YEAR OF THE
ADMINISTRATION OF THE TRUST TERRITORY OF THE
PACIFIC ISLANDS UNDER THE TRUSTEESHIP
AGREEMENT OF 18 JULY 1947

February 18, 1949

I have the honour to inform you that the Government of the United States is transmitting under separate cover four hundred copies of a report on the first year of the administration of the Trust Territory of the Pacific Islands under the Trusteeship Agreement which entered into force on July 18, 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.

The United States Government is aware that the Security Council is at present seized of the question of the "procedure in application of Articles 87 and 88 of the Charter with regard to the Pacific Islands under strategic trusteeship of the United States", but does not consider that it is thereby relieved of an obligation to report to the United Nations on the administration of the trust territory.

As a matter of convenience, the Provisional Questionnaire formulated by the Trusteeship Council has been utilized in the preparation of the report. The decision of the United States Government to prepare this report and to transmit it to the United Nations and the use of the Provisional Questionnaire in this connection are without prejudice to the question before the Security Council.

(signed) Warren R. Austin

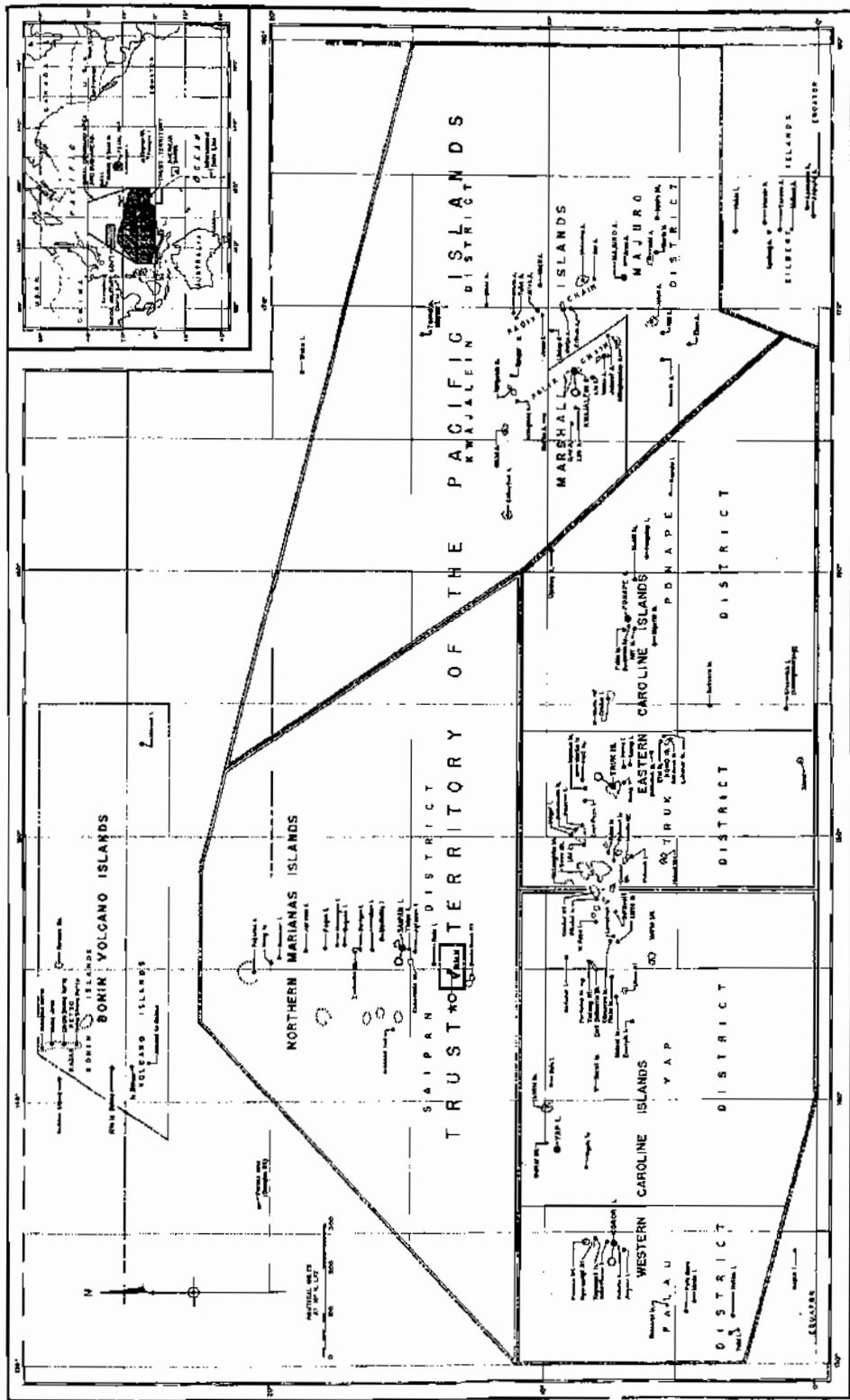
Representative of the
United States of America

Note: Only a limited number of copies of this report will be available.

TRUST TERRITORY OF THE PACIFIC ISLANDS

INFORMATION ON THE TRUST TERRITORY OF
THE PACIFIC ISLANDS TRANSMITTED BY THE
UNITED STATES TO THE SECRETARY-GEN-
ERAL OF THE UNITED NATIONS PURSUANT
TO ARTICLE 88 OF THE CHARTER

INFORMATION ON THE
TRUST TERRITORY OF THE PACIFIC ISLANDS
TRANSMITTED BY THE UNITED STATES
TO THE SECRETARY - GENERAL OF
THE UNITED NATIONS PURSUANT TO
ARTICLE 88 OF THE CHARTER



LEGEND

- ④ **High Concentration, Short Duration**
- ⑤ **Low Concentration, Short Duration**
- ⑥ **Low Concentration, Long Duration**
- ⑦ **Medium Concentration, Short Duration**
- ⑧ **Medium Concentration, Long Duration**
- ⑨ **High Concentration, Long Duration**
- ⑩ **Very High Concentration, Short Duration**
- ⑪ **Very High Concentration, Long Duration**

PACIFIC OCEAN AREA
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U. S. NAVAL POLYGYNIAL GOVERNMENT
INCLUDING TRUST TERRITORY OF THE PACIFIC ISLANDS;
GUAM, AMERICAN SAMOA, JOHNSTON, WAKE,
KURE, MIDWAY, SAND, BONIN AND VOLCANO IS-
LANDS; MARSHALL AND VOLCANO REEF

AUTHORITY



Figure 1.

Mokil, Eastern Caroline Islands - With sail down a Mokil canoe is paddled toward the vi

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- "E" Civil Administrative Policy
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A. BRIEF INTRODUCTORY DESCRIPTIVE SECTION

1. General geographical description.

- (a) Physical geography, area, physical characteristics, climate;
- (b) Political geography, international boundaries, administrative divisions, cities, principal towns, etc.

The Trust Territory of the Pacific Islands covers an area of some 3 million square miles in the western Pacific Ocean north of the equator. The Territory contains 96 distinct island units with a combined land area of about 687 square miles. The Territory comprises those islands formerly held by Japan under mandate from the League of Nations and consists of those Micronesian island groups known as the Marshalls, the Carolines, and the Marianas (with the exception of Guam). The islands forming the Trust Territory stretch from about latitude 1° to 20° north and from longitude 130° to 170° east. The distance from Tobi Island in the extreme west of the Carolines to Mili Island in the extreme east of the Marshalls is about 2400 nautical miles or 2766 statute miles.

The islands may be classified broadly as either "high" volcanic or "low" coral islands. The volcanic islands, which lie predominantly in the western portion of the Trust Territory, represent the exposed peaks of a submerged volcanic range which stretches from Japan southward through the Bonin Islands, the Marianas, Yap, and the Palau Islands to New Guinea. With the exception of the volcanic outcropping at Truk, Ponape, and Kusaie, all the islands to the east of this volcanic range are of coral formation, mostly in the form of atolls.

The climate of the Trust Territory is, in general, tropical and rainy with small seasonal changes. Throughout most of the area the mean annual temperature averages from about 75° to 85° F. with a diurnal range of less than 10° F.

Rainfall is heaviest in the belt between 1° 30' and 8° 30' north latitude, where the average annual rainfall is over 120 inches. On the high islands within this zone the precipitation is considerably greater, being augmented by orographic rain. Only in the northern islands and atolls of the Marshall group is there a pronounced dry season during which water scarcity becomes a problem.

While local squalls and thunderstorms are not infrequent in 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 be swept at the same time by high waves. Typhoons may develop in any month, but they occur with greatest frequency between the months of July and November. The islands in the southern and western portions of the Trust Territory are most subject to destructive typhoons.

The Trust Territory is divided for administrative purposes into the following administrative districts: Saipan, Palau, Yap, Truk, Ponape, Kwajalein and Majuro. The headquarters of the High Commissioner of the Trust Territory of the Pacific Islands are at Pearl Harbor in the Territory of Hawaii. The Deputy High Commissioner of the Trust Territory of the Pacific Islands makes his headquarters on the island of Guam, which, although not a part of the Trust Territory, represents the natural metropolis of the area. The total resident population of the territory was approximately 60,000 on January 1, 1948. Three-fifths of the population live on the 6 principal island units: Saipan, the Palau, Yap, Truk, Ponape, and Majuro. The other two-fifths are widely scattered and many of the isolated islands and atolls are inhabited by only a few dozen people. Many more are entirely uninhabited. 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.

2. General information with regard to the ethnic composition of the population.

The inhabitants of the Trust Territory are broadly classed as Micronesians, i.e., people of the tiny islands. They are divided into a number of regional and local groupings which differ more or less in physical characteristics, language, and custom. The Micronesian stock

is characterized by medium stature, brown skin, and a straight to wavy black hair. Certain Mongoloid features may be distinguished among the islanders of the West and Central Carolines; Australoid characteristics are encountered in the southwest islands; while Polynesian types occur in the Marshalls. The Chamorros in the Marianas, although a racial blend, tend to resemble the Filipinos of the Manila area and may be distinguished as a distinct ethnic group in contrast to other Micronesians.

3. Chief characteristics of the racial, linguistic, religious and social structure of the population.

No uniform Micronesian type of culture exists except in the sense that all the island peoples share certain general characteristics, such as proximity to the sea, specialized skills in the use of typical local materials (shells, fibers, coconut products, etc.), close kinship ties, cults of ancestors, and complex class distinctions under hereditary chiefs. Great variations in culture, however, occur among different island groups and even among various islands and atolls within the same geographic area. The natural loyalties of the people are distinctly local in character.

The great majority of the islanders have accepted Christianity, but native beliefs persist in many areas and have in general conditioned the extent and manner of its adoption.

Although the local languages all belong to the classification known as Malayo-Polynesian, there are ten mutually unintelligible languages spoken within the Territory and most of these are subdivided into distinctive local dialects. At the present time the Japanese language is the nearest approach to a "lingua franca" throughout the Territory; however, English is now spoken by many of the inhabitants of the areas immediately adjacent to the Civil Administration Units.

4. Natural resources, flora, fauna, and basic economy (detailed later in special section).

The natural resources of the Trust Territory are meagre, and much of the soil is of low fertility, thin, and susceptible to erosion. Rainfall is not well distributed; insect pests, diseases and weeds are a constant menace; and with grain or pod crops there are difficulties in pollination and curing the seed. These natural limitations have restricted the 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. Thus the Marshallese, living on low coral islands, produce tree crops (breadfruit, pandanus, coconut, papaya and banana) and root crops (arrowroot and taro), gather marine foods (fish and shellfish), and raise their own livestock (pigs, chickens and ducks). On the higher islands to the west, somewhat less emphasis may be given to marine products but additional food crops are grown: yams, manioc, sugar cane, squash, melons, beans, watermelons, citrus fruits, corn and pineapples. Because of limited space or rugged and stony terrain few areas on any of the islands can be effectively plowed.

Forest resources are almost non-existent 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 could supply nearly all of its own needs for lumber, with a possible export surplus of certain types of wood. Copra (dried coconut) has been the traditional agricultural export from the area. In recent years, however, the number of coconut trees has been seriously depleted on many islands by military activities and by the inroads of the Coconut Beetle (Brontispa mariana).

The marine resources of the Trust Territory are in general adequate for subsistence fishing and it is possible that commercial fishing might be profitably developed in certain locales. The results of Japanese commercial fishing in the area indicate considerable resources of bonito, tuna, mackerel, sardine, shark, turtle, trepang, sponge, trochus shell and pearls.

Both the native fauna and the numbers of imported livestock are limited. Cattle, pigs, goats, chickens and dogs were introduced to many of the larger islands by early explorers and traders, but livestock never became plentiful on any of the islands and was seriously depleted in number in the course of World War II military operations. However, almost 300 head of cattle survived from a herd which the Japanese had maintained on Tinian; most of this herd was distributed among other islands of the Trust Territory by the United States Commercial Company.

The mineral resources of the Trust Territory are limited in number and generally are of

inferior quality. Phosphate, bauxite and manganese are the only minerals which have been extracted in considerable quantities and, of these, only phosphate was ever commercially profitable. Iron, copper, nickel, and limonite have been found on some of the high islands but are not believed to be of economic importance.

5. Brief chronological historical survey and main events of the year.

In the period of discovery, beginning early in the 16th century, the islands now included in the Trust Territory were visited by Spanish, German, Dutch, Portuguese and English explorers. At an early date Spain established a firm control over the Marianas Islands. In 1886 the conflicting claims of Spain and Germany for the Marshalls and Carolines were resolved through the mediation of Pope Leo XIII, pursuant to which Spain gained title to the Carolines and Germany secured undisputed control of the Marshalls. Following the Spanish-American War, Spain, in 1899, sold the Carolines and the Marianas (except Guam, which had been ceded to the United States in 1898) to Germany for 25 million pesetas. The German rule over these islands was terminated in 1914 when the Japanese, not long after entering World War I on the side of the Allied Powers, took possession. At the end of World War I Japan received a class "C" mandate from the League of Nations over these islands. Soon thereafter the area was almost completely closed to non-Japanese visitors and, as is now known, fortification of strategic islands was begun. In 1935 Japan withdrew from the League of Nations but did not relinquish control of the mandated territory. During World War II these islands and their surrounding waters became the scenes of decisive naval and military operations. The names of such remote ramparts as Kwajalein, Eniwetok, Truk, Ulithi, Peleliu, Saipan and Tinian became household words throughout the world. Beginning early in 1944, the islands were either wrested from Japanese control or isolated from further effective participation in the war.

From the termination of Japanese control until July 18, 1947, the islands now included in the Trust Territory were under Military Government administered by the United States Navy. On that date Military Government was ended by the President of the United States when he approved the Trusteeship Agreement between the United States and the Security Council of the United Nations for the Trust Territory of the Pacific Islands. On the same date the President, by Executive Order 9875 (Enclosure A), delegated to the Secretary of the Navy the responsibility for civil administration of the Trust Territory on an interim basis and until such time as a civilian department or agency should be designated to have permanent responsibility for the government of the area.

During the past year the Civil Administration has been engaged primarily in surveying the peoples and resources of the Territory and in establishing the foundations for an administration designed to further the economic rehabilitation and the health and welfare of the islanders. The designation of the atolls of Bikini and Eniwetok as sites for atomic energy experimentation required the resettlement of 309 islanders on nearby atolls in the Marshall group. Other resettlement projects have been undertaken as a result of wartime devastation in certain areas, particularly the Marianas. In November, 1947, Yap Island was swept by a series of typhoons which resulted in extensive property damage but no loss of life. At the end of 1947 three scientific surveys were in progress in the Trust Territory: (1) The Coordinated Investigation of Micronesian Anthropology (CIMA) by a group of scientists from 20 institutions in the United States and one in Australia; (2) a survey of the fishing resources of the area by the Fish and Wildlife Service of the Department of the Interior; and (3) a study of the insect pests of the islands by the Insect Control Committee for Micronesia (ICCM), under the auspices of the Pacific Science Board of the National Research Council.

In the Spring of 1948, legislation was proposed in the United States Congress to provide an organic act for the Trust Territory and to confer local citizenship upon the indigenous people thereof.

A conference on conservation in Micronesia was held by the Pacific Science Board in Honolulu and Washington to assist the administrative authorities on problems that have to be faced in this field.

During the past year an extensive medical and dental survey of the islanders has been made. Population statistics were compiled as of January 1, 1948. Interim regulations for the Territory were codified and promulgated in April, 1948.

B. STATUS OF THE TERRITORY AND ITS INHABITANTS

Status of the Territory

6. What is the basis of the administration in international and domestic constitutional law? Is there any organic law in which the Administering Authority has laid down and defined the status of the Trust Territory? Indicate such changes as have been made in this organic law.

The basis in international law for the administration by the United States of the Trust Territory of the Pacific Islands is the Trusteeship Agreement for the Former Japanese Mandated Islands, unanimously approved by the Security Council of the United Nations on April 2, 1947. This agreement (S/318) became effective on July 18, 1947, when President Truman approved it, pursuant to the authority granted by Public Law 204 of the 80th Congress. On the same date the President, by Executive Order 9875 (Enclosure A), delegated to the Secretary of the Navy the responsibility for the civil administration of the Trust Territory as an interim measure. There is not as yet any organic law for the Trust Territory, although legislation to this effect has recently been introduced in both chambers of the United States Congress.

7. What is the nature of the legislative, administrative and judicial systems with particular reference to:

- (a) The nature and composition of legislative organs (or other representative bodies), and executive and judicial organs, especially as far as the participation of the local inhabitants is concerned;
- (b) The method of popular representation including electoral qualifications, size of electorate and its proportion of the total population;
- (c) The local government institutions, and the extent to which the Territory has legislative, administrative and budgetary autonomy?

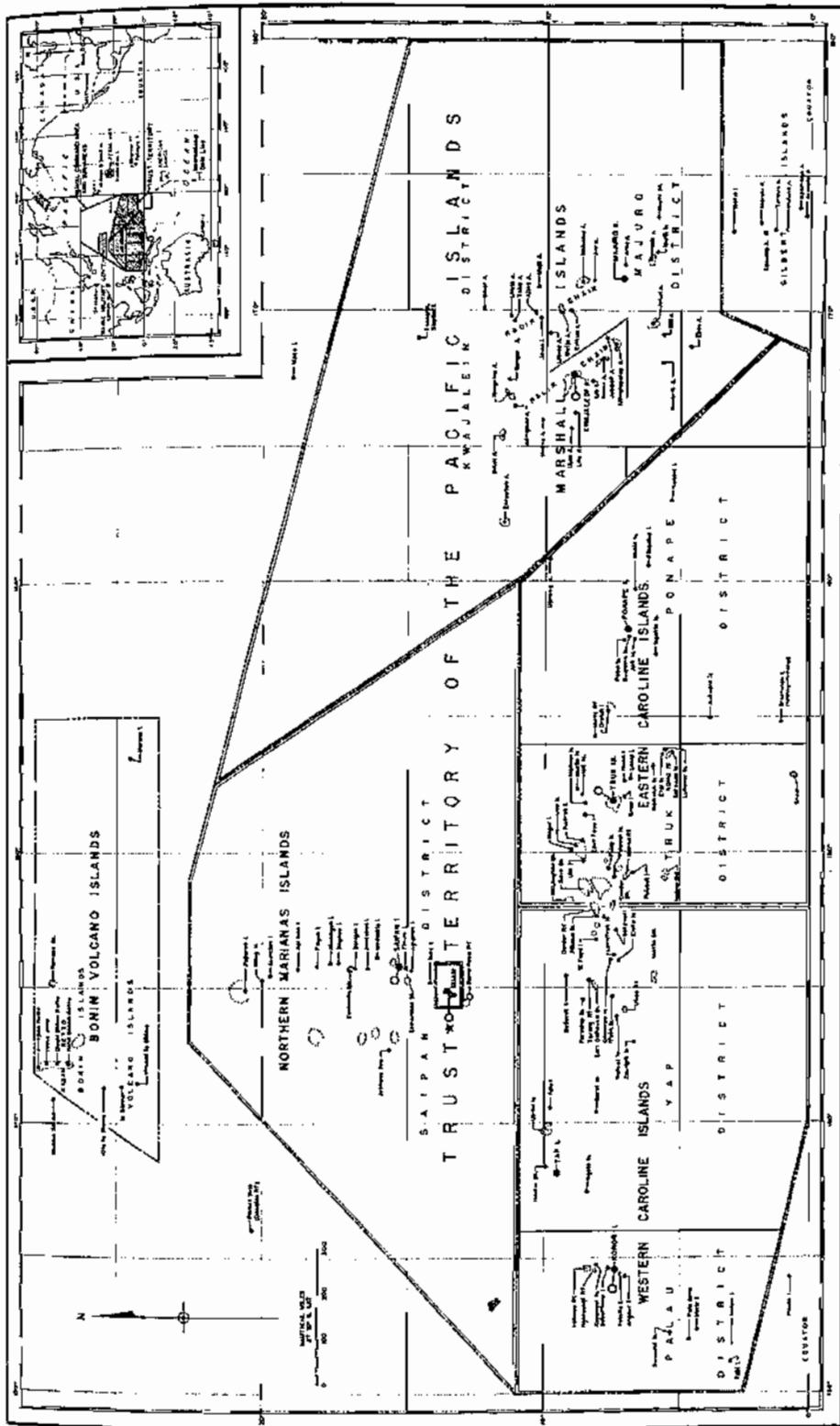
Define the extent and character of powers of the legislative and executive and the extent and character of control vested in and exercised by the chief administrative officer and other officers or official organs of the Territory.

Subject to the direction of the Secretary of the Navy, all powers of government and jurisdiction in the Trust Territory are vested in the High Commissioner of the Trust Territory of the Pacific Islands. His principal assistant is the Deputy High Commissioner, whose headquarters are on the island of Guam. The Trust Territory is divided into 4 sub-areas, each of which is headed by a Governor (Northern Marianas, Western Carolines, Eastern Carolines, and Marshall Islands). There are seven Civil Administrative Districts. See map page 5 for administrative divisions.

The administration is based upon the preservation of the indigenous governmental systems of the inhabitants. Local municipal governments are authorized to levy, collect and expend local taxes and to make local rules. They assist in the enforcement of orders from higher authority and are required to keep records. Each local municipal government (island and/or village) has a magistrate and a treasurer. Certain functions of local government may be exercised by a tribe or clan, although the primary responsibility remains with the local municipalities. It is the expressed policy of the Administering Authority to establish and foster self-governing communities and to give due weight to local customs and traditions in all general ordinances and regulations.

While the islanders perform legislative, judicial, and executive functions within the municipality, it has not yet been found feasible to provide for their participation in the wider areas of administration because of their localized loyalties, geographical isolation and lack of experience in administration beyond the confines of the immediate community. Each municipality thus enjoys a large degree of local autonomy, including budgetary autonomy, subject only to the regulations of higher authorities with respect to the maintenance of peace and order, the enforcement of measures for health and sanitation and the implementation of general ordinances concerning trade, industry, labor, and education which are essential to the well-being of the inhabitants of the Trust Territory as a whole.

Where the inhabitants have been found to be qualified to elect representatives, regularly



AUTHORITY

1845

**PACIFIC OCEAN AREA
U. S. NAVAL ISLAND GOVERNMENTS**

INCLUDING TRUST TERRITORY OF THE PACIFIC ISLANDS,
GUAM, AMERICAN SAMOA, JOHNSTON, WAKE,
KURE, MIDWAY, SAND, BONIN AND VOLCANO IS-
LANDS, AND KINGMAN REEF

LEGENDS

constituted elections have been held. Truk, the Palau, Ponape and many satellite islands have held elections for the purpose of choosing their officials. Voting rights have been granted to male and female members of the community equally. The institution of democratic expression has been fostered by the administering authority.

The local inhabitants are duly represented by their elected or appointed leaders who meet periodically with the Civil Administrators or their representatives to discuss current problems and projected plans, to be instructed in the new ordinances and regulations and to be delegated definite duties and responsibilities in connection with the prosecution of the mission of the civil administration. Local funds, over and above those necessary for the payment of local magistrates and other officials, can be used by the communities for their own welfare, subject to Civil Administrators' supervision.

Status of the Inhabitants

8. What special national status has been granted to the indigenous inhabitants? What is the legal or current term used to describe this special status and how is this term defined?

The legal status of the indigenous inhabitants will be defined in the organic acts now being considered by the United States Congress. At present the indigenous inhabitants are unofficially described as "citizens of the Trust Territory".

9. What types, rights and responsibilities of citizenship are conferred upon the inhabitants of both sexes?

All indigenous inhabitants of the Trust Territory enjoy certain special rights by virtue of their status. They are privileged to vote in municipal elections or to be represented in local affairs in accordance with customary practices. They are given special protection in the possession of their property, both individual and collective, against outside encroachment and are also protected economically against exploitation by commercial enterprises. As a result of their status in the Trust Territory, the islanders have specific rights and responsibilities with respect to medical aid, sanitation, transportation and education. All inhabitants of the Territory, without distinction of age, sex, race or religion, enjoy the basic humanitarian rights and freedoms (see question 156).

10. Do the peoples of the Territory enjoy in the metropolitan territory of the Administering Authority and in its colonies, protectorates, and other dependencies the same guarantees as regards the protection of their persons and property as do the peoples of the said colonies, protectorates and other dependencies? If not, what treatment do they receive in this respect?

Yes.

11. What is the status of immigrant communities?

There are no immigrant communities in the Territory. A work colony of approximately 400 Japanese has been established on Angaur. These workers live apart from the indigenous population and are supervised by representatives of the contracting company. They are subject to all local laws promulgated by the Governor of the Western Carolines.

12. Is there a civil register in the Territory? Is registration of births and deaths compulsory? If there are any exceptions, on what grounds? What progress has been achieved in the application of the rules of civil registration?

The civil administration of the Trust Territory has instituted a system for the maintenance of vital statistics, designed to produce uniform records in harmony with local customs insofar as feasible. A "civilian registrar" is required to be designated in each island community, with responsibility for maintaining birth and death registration within his community. Each Civil Administration Unit is also required to designate an officer as Central Registrar whose duties include (a) the collection of certificates of birth and death from all civilian registrars, (b) the preparation of a permanent central register of births and deaths, and (c) the issuance of certificates, transcripts and other records. It is the legal responsibility of parents and of the registrar in each community to see that each live birth and still birth 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 such registrations; the latter make reference to cause of death, as known. Copies of these records are filed at the Office of the Deputy High Commissioner.

A population census is required as of the first of July in each year and is supplemented by quarterly interim estimates. So far, however, new counts have been made somewhat irregularly, i.e., as the opportunity has presented itself. Current statistics are therefore based primarily upon the returns from civil registrars of birth, death and migration figures, and are being corrected and verified at every visit of the official representative.

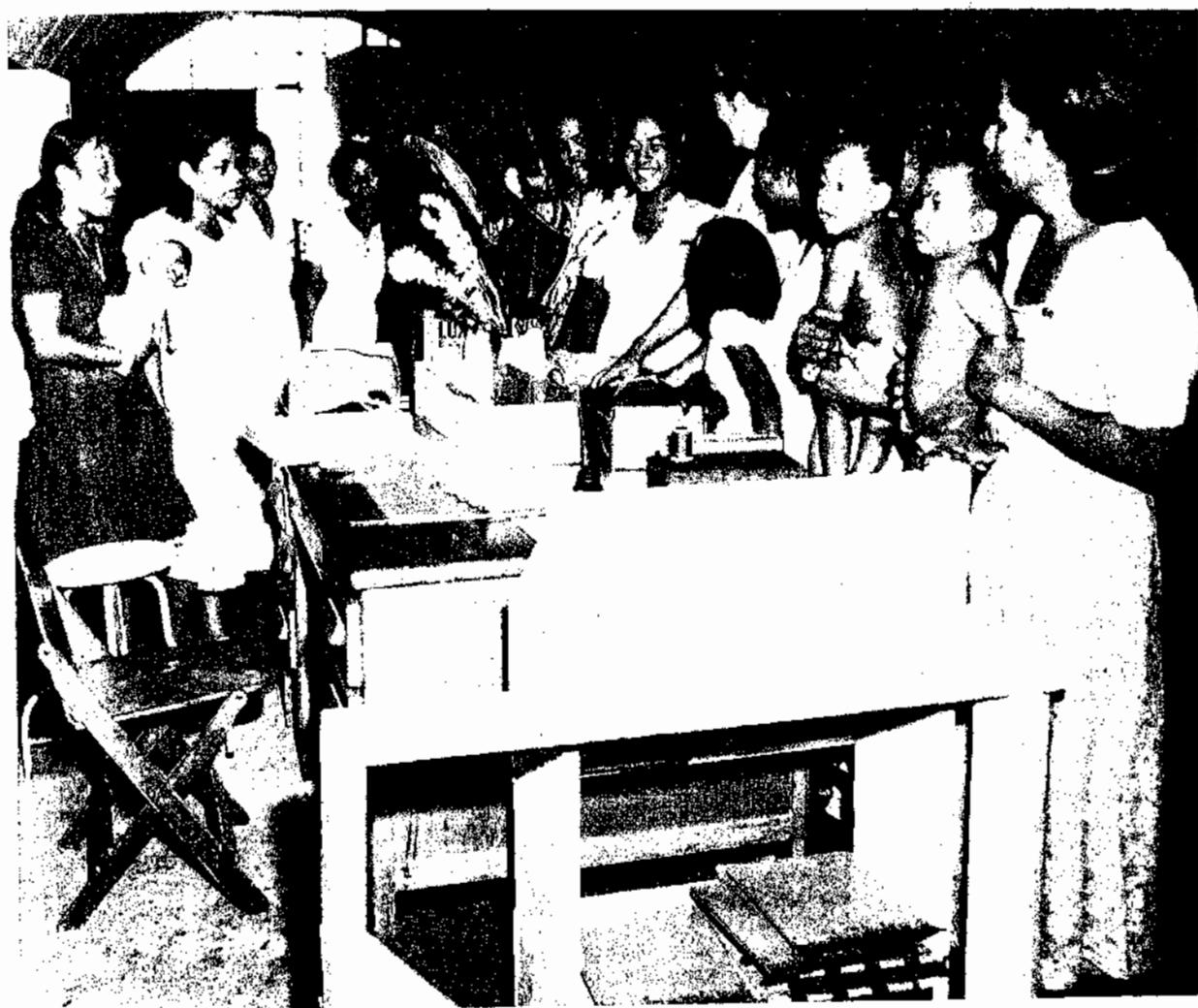


Figure 2.

Kwajalein, Marshall Islands - Babies and mothers shown in the women's ward of the Civil Administration Dispensary. The women are wearing dresses which are locally known as "Mother Hubbards".

C. INTERNATIONAL AND REGIONAL RELATIONS

13. Give a list of international treaties, conventions, and other agreements applying to the Territory. State in each annual report which of these treaties, conventions, and other agreements have been entered into during the year under review.

The Administering Authority is at present reviewing the treaties, conventions and other agreements to which it is a party, with a view to determining which of those agreements may properly be considered as applicable to the Trust Territory in accordance with the provisions of Article 14 of the Trusteeship Agreement. Narcotic Conventions reviewed in answer #193.

14. What arrangements have been made by the Administering Authority regarding the co-operation of the Territory with the organs of the United Nations and with the specialized agencies?

Through the Office of Island Governments in the Department of the Navy, the Trust Territory has access to the offices and agencies of the State Department and is thus in a position to cooperate with and receive the benefit of the operations of the organs of the United Nations and the specialized agencies.

15. What activities have been carried on in the Territory by non-governmental bodies of an international character?

None.

16. What cooperation and general relations, if any, have been established with neighboring territories under the control of the Administering Authority and with other territories with regard to political, administrative, economic, scientific, technical and cultural matters?

A close cooperation is maintained between the Trust Territory Administration and that of Guam, an American possession. Inasmuch as Guam is the leading port in the western Pacific, nearly all of the area's commerce is carried on through it. The most advanced public schools are located there, as are the Pacific Island Teacher Training School and the medical and nurses' training schools. Guam is likewise important in political and administrative matters by virtue of its intermediate position in the communication system between the Trust Territory and the United States Government in Washington.

The Administering Authority, through its liaison in the Department of State, has an indirect but vital interest in the South Pacific Commission, a regional organization sponsored by the various governments having possessions or trusteeships in the South Pacific. Recognizing that many of the problems faced by members of the South Pacific Commission are similar to those of the Trust Territory, the Administering Authority strives to keep abreast of the developments of the Commission.

17. What arrangements, if any, have been made to associate or federate the Territory with other territories for customs, fiscal or administrative purposes?

No arrangements have been made to associate the Territory administratively with any other areas. There is close informal cooperation, economic as well as administrative, between the Trust Territory and Guam, present location of the headquarters of the Trust Territory's Deputy High Commissioner.

D. INTERNATIONAL PEACE AND SECURITY; MAINTENANCE OF LAW AND ORDER

International Peace and Security

18. What obligations with respect to the Territory has the Administering Authority undertaken towards the Security Council?

Article 5 of the Trusteeship Agreement is quoted as follows:

"In discharging its obligations under Article 76(a) and Article 84 of the Charter, the Administering Authority shall insure 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."

Maintenance of Law and Order

19. What forces are maintained for internal order and what is their organization, method of recruiting, conditions of service, nationality, equipment and facilities? What is the annual expenditure on the maintenance of internal law and order? What arms and ammunition were imported for local purposes during the year?

The principal organization to maintain law and order in the Territory is the Pacific Insular Constabulary. Recruits for this Constabulary are given training in English, military courtesy, military drill and criminal and military law. To become a member of the Insular Constabulary is considered an achievement, since membership carries certain prestige among the islanders. Each Constabulary unit is directed by a Civil Administration Officer, who acts as Commissioner. The size of the Constabulary (including trainees) in each of the seven administrative districts is as follows: Saipan, 19; Palau, 46; Yap, 12; Truk, 74; Ponape, 41; Kwajalein, 6; and Majuro, 34. The annual expenditures for the maintenance of the Pacific Island Constabulary are included in the Legal and Public Safety Expenditures of approximately \$70,000 yearly; salaries will amount to about \$16,000 yearly.

In addition to the Constabulary, there are local untrained policemen who in some Districts form part of the local municipal administration by which they are paid. In some areas, certain local police functions are exercised by the headmen or magistrates.

20. Have there been any instances of collective violence or disorder which have required the use of police or military forces? What were the causes of such violence or disorders? What action has been taken to remove the causes as well as to deal with the manifestations?

No.

E. POLITICAL ADVANCEMENT

General Administration

21. What legislative and other steps have been taken during the year to further the political advancement of the Territory, especially towards self-government or independence, in accordance with Article 76(b) of the Charter?

The policy of the Navy Department in respect to self-government is quoted as follows:

"It is desired that the inhabitants of the island territories be granted the highest degree of self-government that they are capable of assimilating. They shall be encouraged and assisted to assume as much as possible of the management of their own affairs and the conduct of their own government. Local governments, insofar as practicable, should be patterned on the politico-social institutions which the inhabitants have evolved for themselves. Island Government ordinances and regulations should give due weight to local traditions and customs. Legislation and its enforcement machinery should be held to the minimum requisite to the preservation of peace and order, the maintenance of property rights, the enforcement of measures for health and sanitation and those laws respecting trade, industry and labor which are essential to economic well-being."

Section 6 of the Interim Regulations of the Trust Territory implements this policy, and the provisions of Section 6 have been promulgated and are in effect in all units and areas of the Trust Territory.

At the present time, local leaders are being developed for administrative, educational and professional duties with the view that they will ultimately become part of the framework upon which efficient self-government can be built.

22. Indicate briefly, by diagram if possible, the structure of the Territorial administration, enumerating the personnel, responsibilities and functions of each branch.

Refer to Organization Charts on pages 11 and 12.

23. What changes, if any, have taken place during the year in the composition of the staff?

There have been no changes during the year in the composition of the staff.

24. Explain briefly the suffrage laws and regulations and in detail their application to men and women and to racial groups.

The guarantee expressed in Section 5 of the Interim Regulations (Fundamental Rights) that the existing customs and local laws of the indigenous inhabitants of the Trust Territory shall be respected is applicable to the manner in which the right of suffrage is exercised in the area. The provision of Section 5 prohibiting discrimination in the Trust Territory against any person on account of race, sex, language or religion is also applicable.

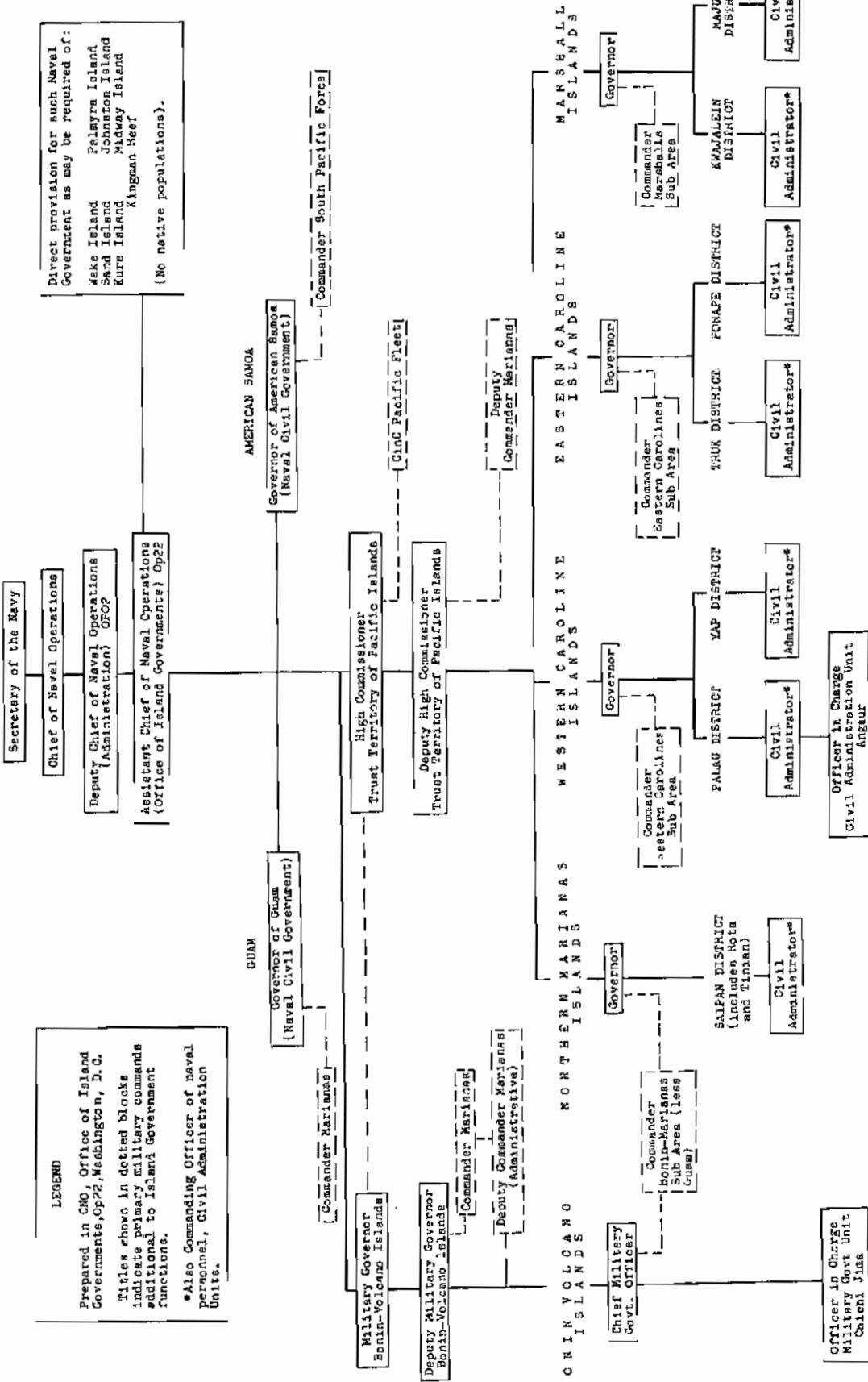
25. Show in statistical tables, if practicable, to what extent, in what capacities and under what conditions of service the indigenous inhabitants are employed in general administration.

See Section X, Statistical Section.

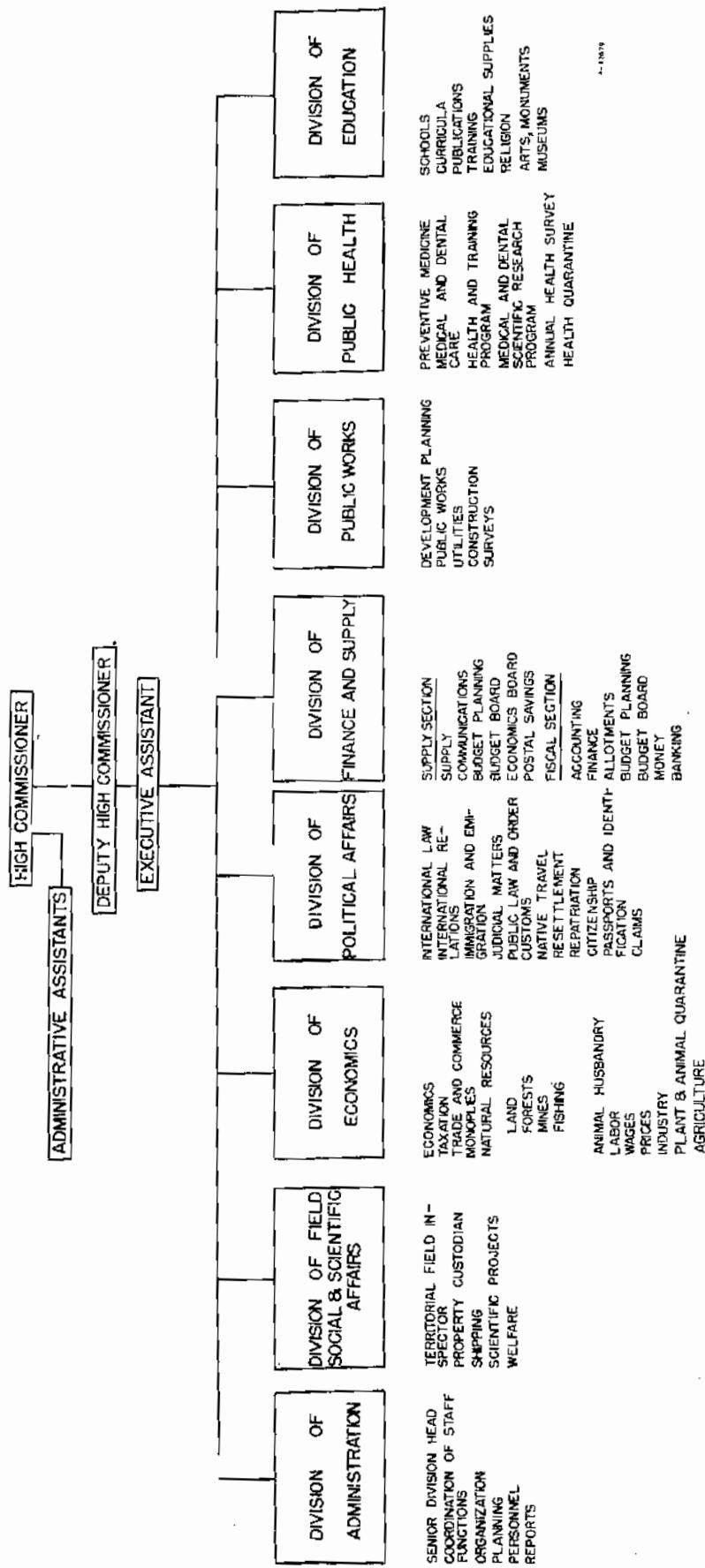
26. Explain briefly the various customs regulating behaviour and conditions throughout the indigenous groups and indicate to what extent such customs are recognized by the administration of the Territory. To what extent have they been implemented by the establishment of Native government representatives, councils, judicial organizations and other measures introduced to assist the people progressively to advance materially and culturally towards self-government or independence as required by the Charter?

ORGANIZATION OF U. S. NAVAL ISLAND GOVERNMENTS

(FOR CERTAIN PACIFIC ISLANDS UNDER U. S. CONTROL)



GOVERNMENT OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS
STAFF ORGANIZATION



The administration in the Trust Territory has recognized many customs regulating native behavior as being of paramount importance, and every effort has been made to act in accord with established local customs wherever it was felt that they were beneficial and not contrary to normal advancement. In January 1947, the military governor decreed that local government should reflect American concepts as closely as might be feasible, but without radical changes in native systems. Local civil affairs are administered by either a magistrate or a council, as the inhabitants prefer. The council or magistrate may be elected or appointed, depending on what method is deemed the more beneficial to the efficient government of the inhabitants. In many cases the hereditary or appointed chief of the islands has been retained as magistrate to perform functions of the chief administrator - also often as the judge - and acts in a liaison capacity with military or civil administration personnel.

27. Describe briefly the administrative organization engaged in the various phases of this work and the requirements of knowledge and conditions of training of personnel. Report annually on activities and progress in this special work.

The assumption of responsibility for the administration of the Trust Territory immediately following World War II involved assignments for which the United States found few trained officers qualified. Realizing the necessity of providing trained personnel for such a task, the United States Navy immediately set up appropriate schools. The main school was originally located at Columbia University but was later transferred to Princeton. Personnel sent to this school were, for the most part, naval reserve officers whose background and educational qualifications indicated an aptitude for training in and ultimate assignment to island administration. In Washington, a section of the Chief of Naval Operations, originally called the Military Government Section and currently the Office of Island Governments, was delegated to direct this program.

Early in 1946 it was decided to establish a regularly constituted School of Naval Administration at Stanford University (SONA). Here officers were ordered for an indoctrination period of five months to prepare them for the administrative task ahead. The material for this school's curriculum was a careful compilation of information submitted by existing military government units in the field as well as of historical and anthropological studies which had been made of similar peoples. This material was meagre 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.

Responsible ultimately to the Chief of Naval Operations, Island Governments, officers who had completed their training at Stanford reported to the administrative staff of the Commander-in-Chief, Pacific Fleet in Honolulu, to the staff of the latter's immediate assistant in Guam, and to those of the Atoll Commanders (later called Governors) for local duty. An Atoll Commander was known under the Military Government as Commanding Officer of the Military Government Unit. However, his functions were later superseded by those of a governor (of an area) or a civil administrator (of a district).

The results of the training received by officers at the School of Naval Administration were early apparent. Their studies had equipped them, in general, to understand such indigenous factors as people and climate, and to be able to cope with the problems inherent in the United States Government's newly acquired responsibility. Each had been specifically prepared for an individual assignment - labor officer, public works officer, legal officer, etc. - by specialized training given at the conclusion of the regular SONA course. The first trained group of officers arrived in the field late in 1946 to assume responsibilities which had been temporarily assigned to untrained officers. Upon their arrival, Military Government Units (later, Civil Administration Units) found themselves, for the first time, equipped with full staffs of specialists who were well-based in the anthropology of the Micronesian area and specifically trained in their staff functions. The number of officers sent to each Military Government Unit was between ten and fifteen.

It is the present Administering Authority's intention to perpetuate the pattern which has been established in the successful pre-duty training of island administrative officers by requiring of all such future officers a period of instruction in the following subjects:

- (a) The Islands as a Setting for Administration
- (b) Island Populations
- (c) History and Government
- (d) Comparative Colonial Administration

- (e) Military Government and Naval Administration
- (f) International Law and Organization
- (g) Role of the Islands in Basic and World Politics
- (h) Social Conditions and Problems
- (i) Economic Conditions and Problems
- (j) Political Conditions and Problems
- (k) Health Conditions and Problems
- (l) Education and Public Opinion
- (m) Language Learning
- (n) Technique of Investigation and Administration.

On July 18, 1947, Military Government came to an end when, by presidential action, Civil Administration in the Trust Territory was established under the continuing supervision of the United States Navy. Within the Civil Administration program, the four administrative areas and the seven administrative districts have remained approximately the same. In each administrative sub-division officers have been assigned to the following main departments: education, economics, public works, supply, public health and state (see Organization Chart of the Civil Administration Units, page 12).

Judicial Organization

28. Describe the judicial organization, both civil and criminal, including the system of appeals. Is there any differentiation on the basis of race or sex? What is the official language of the courts and tribunals? Are other languages (i.e. native dialects) employed in these courts and tribunals?

The judicial organization of the Territory is set forth in Section 11 of the Interim Regulations for the Trust Territory of the Pacific Islands (see Enclosure C). English is the official language of the upper courts, although the local language is always permissible. In the lower courts, as a general rule, the local language prevails.

29. How are the courts and tribunals of the various instances constituted? With respect to the several classes of courts and tribunals, who are eligible for membership and what is the tenure of members? With whom does the power of appointment and removal rest? Do administrative or legislative officials exercise judicial functions and, if so, what functions?

The manner in which courts are constituted is shown in Section 11 of the Interim Regulations (Enclosure C). In some localities within the Trust Territory the local headman or chief performs judicial as well as legislative and executive functions. In such a case his judicial duties are those of judge of the Community Court.

30. What are the methods of trial and of ascertainment of fact used in the disposition of cases?

The procedure prescribed for courts in the Trust Territory is set forth in Article V, Section 11, of the Interim Regulations (Enclosure C).

31. Do courts and tribunals recognize local customary law and, if so, in what cases and under what conditions?

The courts of the Trust Territory recognize local customary law in all cases except where such local customs might lead to a serious miscarriage of justice, to a violation of the basic rights of the individual or the Trusteeship Agreement, or to a situation endangering public health or morale.

32. Are all elements of the population entitled to officiate in the courts and tribunals; for example, as judges, assessors, counsels, or members of the jury?

The Interim Regulations expressly provide (Article III of Section 11) that "Native inhabitants of the Trust Territory shall be utilized in the civil administration court system to the maximum degree consistent with proper administration". In accordance with local customs, the participation of the islanders in the administration of justice is achieved largely through their chiefs, headmen or local magistrates.

33. Does the judicial organization include tribunals exclusively composed of indigenous inhabitants? What powers do they exercise? Can they inflict punishments for which the written law makes no provision? How are their sentences carried out?

The Community Courts are exclusively composed of indigenous inhabitants of the Trust Territory. They are competent to try (a) all civil cases where the amount at issue does not exceed one hundred dollars, and (b) all criminal offenses against the civil administration or generally respected native customs, the lawful punishment for which does not exceed a fine of one hundred dollars, six months imprisonment or both. These courts can inflict punishment for violations of unwritten but generally respected local customary laws. Their sentences are carried out by local policemen or members of the Constabulary.

34. How has the Administering Authority ensured equal treatment for the nationals of all Members of the United Nations in the administration of justice?

Section 5 of the Interim Regulations provides for equal treatment of all persons in the administration of justice, regardless of nationality.

F. ECONOMIC ADVANCEMENT

General

35. Present a brief statement on the general economic situation of the Territory during the year, with special emphasis on any unusual circumstances - favorable or adverse.

The Japanese occupation and war years left many islands of the Trust Territory in chaotic condition. Coconut palm plantations were destroyed; small industries and shops in the larger centers were devastated. Even in the islands untouched by war economic conditions were poor, inasmuch as the disruption of ordinary trade channels had reduced the efforts of most native groups to a struggle for existence. These adversities were augmented by the repatriation of Japanese and Okinawan traders, in consequence of which the natives were thrust entirely on their own resources. With the coming of the United States forces, an attempt was made to improve these conditions. The United States Commercial Company, an agency of the United States Reconstruction Finance Corporation, began an extensive program of copra buying, established numerous trading posts and undertook a complete survey of economic possibilities. This program has been expanded under the Island Trading Company, successor to the United States Commercial Company, and is responsible directly to the United States Navy, from which it derives material support and subsidies. During the past year the economic situation in the Trust Territory has been greatly improved by various factors, and two in particular: first, an encouraging growth of interest in economic pursuits on the part of the inhabitants; second, a very advantageous market in the United States and throughout the world for copra and trochus shells. The extremely high copra market has encouraged the cleaning of neglected plantations and otherwise accelerated the production of copra. The trochus season, running from May 15th until July 15th, will produce throughout the area increasing quantities of trochus shells to be shipped to the United States for use in the manufacture of buttons. Fishing in the Northern Marianas is developing, and fishing activities throughout the area as a whole will expand when sea-going fishing fleets can be constructed and economically operated.

36. What major economic development programs are in progress or have been inaugurated, completed, or planned during the year? Indicate the scope, method of organization, administration and finance, and the degree and methods of public control. What is the proportion of private and public capital available for investment in such programs? What is the extent and source of State purchases of capital goods for development? What methods are employed or envisaged to direct or encourage investment in the Territory?

The Island Trading Company, successor to the United States Commercial Company, is assisting the inhabitants to reestablish local economy on a firm basis and to manage their own economy. Private enterprise and individual initiative are being encouraged to implement the turn-over of the economic program to the people. The following steps are being taken:

- (a) The Island Trading Company will purchase locally produced goods and thus provide an income for the local inhabitants.
- (b) Consumer goods will be provided through sale by the Island Trading Company in order to provide a source of supply to the islanders.
- (c) The Island Trading Company will market and distribute products of the islands to the ultimate consumers in the United States and elsewhere.

The amount of private and public capital available to foster and promote economic advancement of the islanders is obviously limited; hence the United States, through the Island Trading Company, has in some cases provided subsidies, loans and goods on consignment to local enterprises. In every case some form of assistance has been given to new entrepreneurs. Shipping, storage space and technical personnel have been provided to facilitate the distribution and sale of the products of the island economy. This necessary preliminary aid has been greatly reduced as native efforts have become more self-sufficient. All proposals by non-indigenous concerns to establish activities in the Trust Territory are closely scrutinized to insure that the indigenous inhabitants are not exploited and that they profit by all such projects as may be established in their area.

37. To what extent has the development of natural resources been provided for with a view to promoting the economic progress of the inhabitants in the fields of agriculture, forestry, fisheries, mining, sources of energy, irrigation and in other fields either by the State, by private enterprises or jointly?

The United States Government, through its agency, the United States Commercial Company, has completed an economic survey of Micronesia in order that the limited resources of the islands may be used more effectively. A small experimental station has been established on Saipan, and several trained agricultural experts are located there and in the Carolines. Close liaison with the University of Hawaii is maintained in these matters. New plants suitable to the area have been introduced. The introduction of pure-bred livestock is expected to improve the strains now in the area. The Administering Authority has likewise made efforts to find effective means of controlling two types of coconut beetle and the giant African snail, which pests have made great inroads on several of the islands. The Administering Authority has also undertaken a program of small boat building in order to assist the local fishing industry. No outside commercial fishing companies have received permission to fish in the Trust Territory. Several surveys have been made in the area to determine the advisability of commercial activity in fishing and mining; negotiations are presently in the planning stages, but the ultimate terms of any concessions have not yet been determined.

38. What major surveys, special investigations or research programs relating to economic development, including investment, were in progress, completed, begun or planned during the year? Indicate the general and comparative results thereof.

In 1946, several individual scientists were sent into the Trust Territory by the Pacific Science Board, a committee of the National Research Council (an agency of the National Academy of Sciences with headquarters in Washington, D. C.), to make specialized anthropological studies and land ownership surveys. These few were followed in the same year by the staff of the United States Commercial Company Survey, which conducted the first full-scale American economic investigation. Its findings were reported in seventeen volumes and provide the basic information upon which the program of rehabilitation has been planned and activated.

In July, 1946, the Co-ordinated Investigation of Micronesian Anthropology was planned and 40 scientists, including linguists and geographers, were selected to study the area, the people and island conditions. Their final reports are not yet completed, but Interim Reports are available.

The Pacific Science Board and the United States Department of Agriculture have conducted a search for natural enemies of the two types of coconut beetle and of the giant African snail. This search has carried scientists into Zanzibar and the Malay Peninsula. It is too early to judge the effect of these natural enemies which have thus far been liberated in the field. Scientific collections have been made of insects, plants, shells, birds, etc. by the Pacific Science Board, the Bishop Museum of Honolulu and the University of Hawaii.

Research in agronomy is being carried on by a new experimental station on Saipan and at the University of Hawaii.

Geologists have surveyed the phosphate and bauxite deposits in the Palau Islands.

39. What, if any, planning or administrative machinery for economic development is in existence (within either the Government of the Territory or the Administering Authority)? What provisions are there for participation by the indigenous inhabitants? To what extent do the appropriate international agencies participate in these programs?

Civil Administration staffs have handled directly a number of the responsibilities in economic development. A special joint advisory board was set up on November 19, 1946, to function as an advisory body to the administering personnel. This board is known as the Marianas Area Board of Economics.

It consists of a group of officers located on Guam and belonging to the Commander Marianas and Trust Territory staffs, whose duty it is to receive, review, analyze and make recommendations on all matters submitted to it concerning wages, living costs, taxes and economic problems in general which affect the welfare of the islands.

In the field are trained officers and civilian specialists who aid in handicraft, fishing, agriculture and livestock matters. The United States Government offers assistance in transportation, housing, utilities and finance.

40. What steps have been taken by the Administering Authority to give effect to the economic equality provisions of Article 76(d) of the Charter?

The Secretary of the Navy has directed that "no rights in land or concessions to operate commercial or other enterprises in the Trust Territory shall be granted to non-local private individuals, companies or associations without the prior approval of the Secretary of the Navy". This authority was later delegated to the Chief of Naval Operations. The Secretary of the Navy is bound by the provisions of Executive Order No. 9875 to carry out the provisions of the Trusteeship Agreement. As of July 1948, no applications have been received from any United Nations nationals to operate commercial enterprises in the Territory.

41. What economic activities are carried out in the Territory by nationals or by corporations and associations of nations of Members of the United Nations other than the Administering Authority?

None. See last sentence in answer to question 40, above.

42. Are there non-indigenous groups which enjoy a special position in any branch of the economy of the Territory? If so, give a description of their position including their legal status.

No non-indigenous groups enjoy a special position in any branch of the economy of the Territory.

43. What is the general economic policy and objectives of the Administering Authority with regard to the various ethnic groups? Specifically:

- (a) Are measures being taken or contemplated which are intended to protect economically weaker indigenous groups?
- (b) Are steps being taken or projected which are intended to effect a gradual taking over by the indigenous inhabitants of some of the functions of non-indigenous inhabitants in the economy of the Territory?

No measures are being taken or contemplated which are intended to protect economically weaker groups.

Where non-indigenous commercial activities in the islands are contemplated, terms of the concessions are so written that these activities may be turned over to native operators when it is felt that they have had sufficient training and experience. Long term leases and monopolies have been discouraged and any proposition by a non-indigenous group which indicates permanent economic activity in the area, of such a nature that it could eventually be run by native management, has been disapproved.

An expression of the above attitude may be found in the fact that the United States Commercial Company store on Saipan was discontinued as soon as the Saipan Importing Company was sufficiently sound and equipped to handle its own importing business. The Island Trading Company does not have a representative on Saipan.

44. What is the nature and extent of any concessions which may have been granted by the Administering Authority?

In 1947, the High Commissioner permitted a company called the Tinian Produce Company, formed by four Americans, to lease property on the island of Tinian. Approximately one thousand acres are at the present time under lease to this organization. Produce from this project will be distributed to Guam and Saipan with an expanding market as productivity increases. For the most part, the Tinian Produce Company employs native laborers and, in addition to paying them wages, permits them to retain as much of the produce for their own consumption as is necessary. The Marianas Trading and Steamship Company, a Guamanian enterprise, is at present transporting the output of the Tinian Produce Company and providing inter-island services among Saipan, Tinian, Rota and Guam.

45. What is the legal status of enterprises owned or operated in the Territory by the Administering Authority or its nationals?

The "Island Trading Company of Micronesia" is incorporated under the laws of Guam and its stock is owned by the Deputy High Commissioner. Enterprises owned by nationals are licensed under the laws of the Trust Territory.

46. Are national income estimates available? If so, indicate available figures of recent years.

No national income estimates are available.

47. Give a brief appraisal of the social consequences of recent economic developments.

The impact of increased incomes on native life has been exemplified by the development of Western patterns in the areas adjacent to the Civil Administration Units. Increased incomes to a growing number of inhabitants have created a desire for Western goods, items of comfort and education, as well as a heightened interest on the part of the more enterprising in establishing businesses for themselves. The few islanders who have been successful commercial entrepreneurs are able to advance themselves to a better standard of living and a more privileged status in the community. The introduction of money to the area has inevitably upset many social and economic precedents of long standing.

Public Finance, Money and Banking

48. Give the principal items of government revenue, distinguishing main sources and with particular reference to grants or loans from the Administering Authority. Give the principal items of government expenditure, with analysis of expenditure on administration (including legislative and judiciary services), social, educational and economic services.

The principal sources of local government revenue are taxes, license fees and court fines and fees. Up to the close of the fiscal year (June 30, 1948), collections of local revenue have been nominal.

Funds derived from the following sources accrue partially or entirely to the local municipal treasuries:

- (a) Head tax - \$2.00 per annum.
- (b) Business license fees.
- (c) Sales taxes on luxury items.
- (d) Property taxes.
- (e) Utility fees and service charges on municipally owned property.

The principal items of local municipal expense are:

- (a) Salaries of municipal officials.
- (b) Maintenance of municipal buildings, roads, walks, bridges and wharves.

Through fiscal year 1948, virtually all public services have been furnished by the Trust Territory Government through funds provided by the Administering Authority. The financial responsibility for local government services will be shifted to the native municipalities as conditions permit.

The principal items of Government expenditure are outlined, and the amounts of both expenditures and revenues detailed, in Statistical Appendix IV (Public Finance).

49. Forward the detailed budget for the current fiscal year, and a similar statement for the last completed year of account. Explain how the public budget is prepared, approved and implemented. Attach a comparative table of the total revenue and expenditure, section by section, for each of the past five years.

Through the fiscal year ended June 30, 1948, the expenses of government have been paid by funds appropriated by the Administering Authority. Local financial responsibility and, therefore, local budgets have been virtually non-existent.

The budget of Appropriated Funds for the year 1948 will be found in Statistical Appendix IV (Public Finance).

50. Has the ordinary and extraordinary expenditure been covered by budgetary revenue or in some other way - either by public loans, or by advances or free grants by the Administering Authority? What terms and conditions are attached to loans and free grants?

Virtually all ordinary and extraordinary expenses of the Government of the Trust Territory have been met by the Administering Authority by appropriation of funds to the Trust Territory through the Department of the Navy.

51. What are the annual and total amounts of advances and grants-in-aid made for special purposes by the Administering Authority to the Territory? To what extent and in what ways have these grants-in-aid been used?

There have been no funds advanced by the Administering Authority classified as "Grants-in-Aid". Funds appropriated by the Administering Authority for the conduct of government for the fiscal year ended June 30, 1948, according to program are as follows:

<u>Program</u>	<u>Expended 1948</u>
General Administration	\$ 151,178
Legal and Public Safety	88,433
Public Education	225,432
Commerce, Industry and Agriculture	76,312
Medical Care, Public Health & Sanitation	392,751
Public Works	<u>189,704</u>
Total	\$ 1,123,810

52. What is the capital position of the Territory, including loans, debts and reserves? Attach figures for the last five years.

The Trust Territory has no monetary assets other than minor amounts of cash on hand representing an accumulation of local revenues. It has no outstanding indebtedness.

53. What is the general organization of the currency, banking and credit systems of the Territory?

The Trust Territory has no currency system. United States currency and fractional coins constitute the legal tender of the Territory.

Banking and credit facilities are furnished by the Bank of Guam, which operates a branch on Saipan. Additional branches will be established as the banking needs of the inhabitants require and as the availability of trained personnel permits.

54. What are the laws and regulations governing the issuance and circulation of currency? What is the backing of the currency? What bank or other agency is authorized to issue currency? Who receives the seigniorage?

The Trust Territory has no separate currency system. See remarks under question 53, above.

55. What are the amounts of currency in circulation and of saving and bank deposits? Enumerate the number of banks and the countries of their registration, and give their capital, including agricultural, industrial and credit banks and cooperative credit societies.

The banking and credit needs of the Trust Territory are presently served only by the Bank of Guam and its Saipan branch. Total resources of \$21,328,044 were reported as of July 30, 1948. Data on the amount of United States currency in circulation in the Trust Territory is not available. However, it may be assumed to be nominal and in keeping with the limited monetary needs of the inhabitants.

56. What banking facilities are available for small depositors and borrowers? Specify interest rates.

The needs of the inhabitants of the Trust Territory for credit or depository banking services are nominal. An expanded banking system will be made available in proportion as the commercial life of the Territory expands, through enlargement of the Bank of Guam or establishment of an independent system. The Bank of Guam interest rates on loans varies from 4% to 6%.

57. What credit facilities have been made available in order to improve production methods and broaden the basis of agricultural and industrial development of the Territory?

The limited availability of agricultural land and other natural resources in the Trust Territory makes it improbable that any extensive demand for agricultural or industrial credit will develop. Commerce, agriculture and industry are fostered either by the Trust Territory Government directly or by its instrumentality, the Island Trading Company of Micronesia, which has been vested with the authority to extend credit.

58. What are the rules of exchange, the restrictions for the free transfer of currency, if any, and fluctuations in exchange rates which have occurred during the fiscal year under review? Does there exist any official or compulsory rate of exchange between the local currency and the currency of the metropolitan country?

Since the Trust Territory uses the currency system of the Administering Authority, no problem of currency exchange exists.

Taxation

59. Describe the tax system, tax policy, tax administration and collection, including administrative and judicial rights of appeal. State whether foreign individuals or companies are subject to tax measures other than those applicable to nationals of the Administering Authority.

There are two main categories of taxes applied in the Trust Territory, namely, Trust Territory taxes and municipal taxes. The former are collected by the Civil Administration and paid into the Trust Territory Treasury. The latter are collected, expended and, except for the head tax, levied by each local municipality in accordance with authorization originally granted by Commander Marianas and continued in force by the Civil Administration.

Municipalities derive funds from the following sources:

- (a) Head taxes from male residents between the ages of 18 and 60, inclusive, at the rate of \$2.00 per year.
- (b) License fees for businesses carried on wholly within the municipality (Rates fixed by Civil Administration).
- (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.
- (f) Contributions.

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

- (a) 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.
- (b) What fees, if any, are charged for private use of municipal property, services or facilities.
- (c) The classes of property, if any, subject to property taxes and the rate of such tax on each such class. For example, power boats, canoes, bicycles, trucks, livestock, dogs, etc. are some of the classes taxed by various municipalities.

Movable property may be subject to property tax only in the municipality where it is normally kept.

These taxes are in addition to and entirely separate from any tribal or clan property rights, under established native custom, which may bear some similarity to a tax. This is particularly true of the clan or tribe's right to a share in the copra crop or the proceeds thereof which exists in some areas.

Trust Territory taxes are levied and expended by the Deputy High Commissioner, Trust Territory of the Pacific Islands, and are collected by the Civil Administration. These taxes

are:

(a) Import taxes on articles which are not produced, processed or manufactured in the United States, its possessions or the Trust Territory. These taxes are levied in accordance with the following schedule:

TITLE I - DUTIABLE LIST

Item No.	Article	Quantity	Duty in U. S. Currency
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Schedule I
(Earth, Earthenware and Glassware)

1. Earthenware, crockery, chinaware, glass and manufactures thereof	Ad Valorem	20%
2. Stone, crude and manufactured; cement, tile, clays, earths and other mineral substances	Ad Valorem	15%

Schedule 2
(Drugs, Chemicals, Pigments and Varnishes)

3. Chemicals, drugs, medicinal and similar substances	Ad Valorem	25%
4. Oils, animal, mineral, and vegetable; combinations or mixtures of same not otherwise provided for	Pound	\$.03
5. Pigments, paints, dyes and varnishes	Ad Valorem	25%

Schedule 3
(Metals and Manufactures thereof)

6. Iron, cast	Ad Valorem	5%
7. Wrought iron and steel	100 lbs	\$.50
8. All other articles of iron and steel not otherwise provided for	Ad Valorem	20%
9. Copper and copper alloys	Pound	\$.05
10. Precious metals, jewels or imitations thereof	Ad Valorem	25%
11. Other metals and alloys or manufactures thereof not otherwise provided for	Ad Valorem	20%

Schedule 4
(Wool, Bristles, Hair and Manufactures thereof)

2. Textiles, knit goods, yarns, knitted goods made of wool or of which wool is the chief component	Ad Valorem	15%
3. Wool, bristles, hair crude or manufactures thereof, not provided for elsewhere	Ad Valorem	10%

Schedule 5
(Cottons and Manufactures thereof)

14. Textiles, thread, clothing, yarns and knitted goods made of cotton or of which cotton is the chief component	Ad Valorem	15%
15. Cotton, raw or manufactures thereof, not otherwise provided for	Ad Valorem	10%

Schedule 6
(Silk and Manufactures thereof)

16. Textiles, thread, clothing, yarns and knitted goods made of silk or of which silk is the chief component	Ad Valorem	40%
17. Silk, raw or manufactures thereof, not otherwise provided for	Ad Valorem	25%

Item No.	Article	Quantity	Duty in U. S. Currency
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Schedule 7
(Manufactures of Rayon or other Synthetic Textile)

18. Textiles, thread, clothing, yarns and knitted goods made of rayon or other synthetic textile	Ad Valorem	25%
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Schedule 8
(Flax, Hemp, Jute and Manufactures thereof)

19. Cordage, ropes, threads and twines composed wholly or in chief value of flax, hemp or jute, and manufactures thereof	Pound	\$.01
20. Textiles, clothing, knitted goods, mats and matting composed wholly or in chief value of flax, hemp or jute	Ad Valorem	40%

Schedule 9-
(Paper and Manufactures thereof)

21. Writing paper, envelopes and similar articles of stationery	Ad Valorem	35%
22. Paper board, wall board, pulp board, bristol board, sheathing and roofing paper and similar materials	Ad Valorem	15%
23. Book, albums, lithographs, engravings, etchings, photographs, maps, labels, and all other specially processed papers	Ad Valorem	40%
24. Printing paper, wrapping paper, paper containers, emory, carbborundum and similar paper, and all manufactures of paper not otherwise provided for	Ad Valorem	30%

Schedule 10
(Wood and Manufactures thereof)

26. Lumber, common building	Board foot	\$.0025
26. Lumber, fine cabinet making	Ad Valorem	10%
27. Manufactures of common wood	Ad Valorem	10%
28. Furniture of all kinds and other manufactures of wood not provided for elsewhere	Ad Valorem	20%

Schedule 11
(Agricultural Products and Provisions)

29. Meat and meat products - fresh, frozen, or preserved	Pound	\$.03
30. Fish - fresh, frozen, prepared or preserved in any manner	Ad Valorem	15%
31. Birds - live, dead, fresh, chilled or preserved in any manner	Pound	\$.10
32. Animal and vegetable fats, edible; butter, lard, substitutes	Pound	\$.05
33. Grains, seeds, forage, cereals, and preparations thereof (except rice)	100 lbs	\$.50
34. Rice and preparations thereof	100 lbs	\$.20
35. Vegetables, fruits and nuts - fresh, prepared or preserved in any manner	100 lbs	\$.50
36. Sugar, molasses, glucose, syrups and extracts	Pound	\$.005
37. Confectionery	Pound	\$.05
38. Biscuits, crackers, pilot breads, ship's biscuits and similar baked articles	Pound	\$.03
39. All foods not provided for elsewhere	Ad Valorem	15%
40. Live animals, vertebrate and invertebrate, not specially provided for	Ad Valorem	15%

Schedule 12
(Tobacco and Manufactures thereof)

41. Cigars, cigarettes, cheroots	1000	\$2.00
42. All other tobacco, manufactured or unmanufactured	Pound	\$.20

Item
No.

Article

Quantity

Duty in U. S.
CurrencySchedule 13
(Spirits, Wines and Beverages)

43. Brandy or other distilled beverages, and beverages containing 24 per centum or more of alcohol	Gallon	\$1.00
44. Wines, vermouth, sake and similar beverages containing less than 24 per centum of alcohol	Gallon	\$.30
45. Ale, porter, stout, beer and similar malt beverages	Gallon	\$.12
46. Non-alcoholic beverages	Ad Valorem	20%

Schedule 14
(Sundries)

47. Matches	Pound	\$.02
48. Umbrellas, silk	Each	\$.75
Umbrellas, cotton	Each	\$.25
Umbrellas, synthetic textile	Each	\$.50
Umbrellas, paper	Each	\$.10
49. Boots, shoes or other footwear made wholly in or chief value of leather	Ad Valorem	40%
50. Footwear of all kinds made of material other than leather	Pair	\$.10
51. Soap and soap powder	Ad Valorem	25%
52. Toys, games, dolls, holiday ornaments and decorations, souvenirs, favors and other similar articles	Ad Valorem	50%
53. Tires and tubes for automobiles and bicycles, combs, and other manufactures of rubber or guttapercha	Ad Valorem	30%
54. Hats, helmets, caps and other headwear of any and all materials	Ad Valorem	35%
55. All articles manufactured in whole or in part, not specially provided for	Ad Valorem	30%
56. All raw or unmanufactured articles not otherwise provided for	Ad Valorem	10%

TITLE II - FREE LIST

Item
No.

Article

Quantity

Duty in U. S.
Currency

57. Agricultural implements of all kinds; all equipment or machetes; seeds, plants, etc., for use in farming.		
58. Breeding animals and fowls (exclusive of game cocks) of a recognized breed, duly registered: provided, that a certificate of such registration and pedigree of such animal or fowl duly authenticated shall be produced and submitted to the collector of customs together with affidavit of the owner or importer that such animal or fowl is the identical animal described in said certificate of pedigree.		
59. Antitoxins, Vaccines, Viruses, Serums and Bacterins, used for therapeutic purposes.		
60. Articles and growth, produce or manufacture of Guam when returned after having been exported, without having been advanced in value or improved in condition by any process of manufacture or other means, if imported by or for the account of the person who exported them from Guam.		
61. Bibles, comprising the books of the Old or New Testament, or both, bound or unbound.		
62. Books, maps, music, engraving, photographs, etchings, lithographic prints or charts for school or institutional use or for a private individual and not intended for sale.		
63. Coal, coke and charcoal.		
64. Coins.		
65. Nets, lines, baits and all other equipment of any material to be used for fishing.		

Item No.	Article	Quantity	Duty in U. S. Currency
66.	Newspapers and periodicals.		
67.	Metallic ores of all kinds; old metal fit only for remanufacture; metal clippings, plates, bars, ingots or pigs not manufactured or specially provided for.		
68.	Pulpits, altars, communion tables, baptismal fonts, shrines, part of any of the foregoing, statuary and sacramental wines imported for religious purposes.		
69.	Original paintings, drawings, etchings, engravings and woodcuts when same are made by hand and not intended for industrial use.		
70.	Works of art; works in bronze, marble, terra cotta, parian, pottery or porcelain; artistic antiquities, and objects of art of ornamental character or educational value.		
71.	Commercial samples; advertising matter, catalogues, price lists, etc., for advertising purposes only and having no commercial value to local business houses.		
72.	Books, libraries, usual and reasonable furniture and similar household effects of persons or families coming to reside in Guam, and not intended for any other person or persons nor for sale.		

(b) Processing tax of 15% ad valorem on all articles manufactured or processed in the Trust Territory for sale or export, with the following exceptions:

- (1) Articles for use as human food.
- (2) Articles produced by an individual personally (as opposed to a corporation, cooperative, or group of employees) and sold by that individual to a consumer without aid of any employee, partner or associate other than members of his own family.
- (3) Articles subject to Trust Territory Internal Revenue taxes described below.
- (4) Articles mined.

This tax is payable when the article is first sold or leaves the Civil Administration District. The seller or exporter is liable for the collection of this tax which may be added to the purchase price except that in case of sales to licensed exporters, the tax is paid by the licensed exporter direct to Civil Administration. No article on which the processing tax has once been paid is subject to further tax so long as the article remains in substantially the same form, but a new article manufactured is subject to tax regardless of whether the raw materials in it have previously been taxed or not. No article on which United States, Guamanian, Bonin Island or Trust Territory Import Tax has been paid is subject to further Import Tax.

(c) Internal Revenue Taxes as follows:

- (1) Twenty-five (25) percent ad valorem on cosmetics, face powders and perfumes.
- (2) Twenty (20) cents per carton on cigarettes.
- (3) Twenty (20) percent ad valorem on cigars and other tobaccos.

No article on which a United States, Guamanian, Bonin Island or Trust Territory Territory Internal Revenue Tax has been paid is subject to further Internal Revenue Tax.

Administrative appeal is by petition through administrative channels, and judicial rights of appeal are in accordance with general court procedures by proceedings in the nature of certiorari.

Foreign individuals or companies are not subject to tax measures other than those applicable to Nationals or the Administering Authority.

60. What direct taxes - such as capitation, income, land or house taxes - are imposed?
— Are the relevant laws applied indiscriminately to all groups of the population?

The following types of direct taxes and fees are paid to the treasury of the municipality:

- (a) Head taxes from residents.
- (b) License fees from businesses carried on within the municipality.
- (c) Sales taxes on luxuries sold at retail.
- (d) Property taxes.
- (e) Fees for private use of municipal property.

Tax laws are applied indiscriminately to all groups of the population.

61. Are direct taxes paid individually or collectively? Are they applicable to all indigenous inhabitants, without distinction, or only to able-bodied male adults? Is the rate of taxation the same throughout the Territory or does it vary in different districts? Are taxes paid in kind, labor, or money, and in what proportion? What are the penalties for non-payment of taxes?

Direct taxes are paid individually. The head tax for the territory is set at \$2.00 annually for every adult male between the ages of 18 and 60 inclusive (See answer to question 59 above). Taxes are generally paid in money unless the taxpayer is unable to pay them; in such an event he is permitted to work off his tax by labor at rates currently established by the Civil Administration. Any taxes remaining unpaid for 30 days or more after they fall due are to bear interest at 6 percent per annum until paid.

62. Is compulsory labor exacted in default of the payment of taxes in cash or kind? If so, on what basis is the equivalent calculated? How many individuals fulfilled their tax obligations in this manner during the year?

If it is determined by proper authorities that payment of the tax levied would cause undue hardship to an individual, he may work off his tax by labor at rates established for common labor.

The above arrangement is not to be confused with enforced labor imposed upon default of tax obligations. The local inhabitants are offered the alternative of work in lieu of cash payments. To date no individual has been imprisoned or punished for non-payment of taxes levied by the Administering Authority.

63. Is any portion of this tax handed over to or retained by the tribal authorities or communities? Are any chiefs salaried by the administration?

Each municipal government prepares, levies, collects and expended local taxes in accordance with local rules developed in conformity with general directives from Civil Administration. Records are kept and are periodically inspected and audited by Civil Administration authorities.

All island chiefs are salaried by the Administration.

64. Are chiefs and headmen authorized or permitted to exact tribute or other levies in cash or in kind or in labor? If so, is this tribute in addition to the government taxes?

Customary exaction of tribute by chiefs or headmen is permitted, but this process is handled by the inhabitants themselves and is separate and distinct from government taxes. This tribute reflects the native custom of giving to the Chief the first fruits of harvest and the first fish of a catch. It does not place any strain on the inhabitants as the amounts contributed are very nominal.

65. Are there any indirect taxes in force other than import, export or transit duties? Are internal taxes applicable only to domestically produced goods?

Indirect taxes in force, other than import, export or transit duties, are the Trust Territory Internal Revenue, Processing and Sales Taxes on luxuries (See detailed description in answer to question 59 above). The Internal Revenue and Sales Taxes apply to imported goods as well as to those domestically produced. The Processing Tax applies only to articles manufactured or processed in the Trust Territory.

Commerce and Trade

66. What international agreements with respect to trade have been entered into by the Administering Authority applying to the Territory during the year and how have these

agreements been carried out?

No formal international agreements with respect to trade have been entered into by the Administering Authority applying to the Territory during the year. By informal arrangement with the Naval Government of Guam, free trade between the Trust Territory and Guam has been established.

67. Does the Territory form part of a customs union with the metropolitan country or with neighboring colonies and dependencies of the Administering Authority? If so, how are the customs receipts and expenses divided?

No.

68. Are customs agreements with neighboring territories in effect? If so, what are the principal provisions of such agreements? Are duty rebates or concessions granted?

No customs agreements pertaining to the Trust Territory have been negotiated with neighboring countries.

69. What is the general structure of commercial life in the Territory? If possible, give comparative statistics for undertakings by indigenous and non-indigenous peoples.

In general, commercial enterprises consist of small, individually owned trade stores and cooperatives which supply goods and services to retail consumers (See Statistical Appendix VII, below).

70. What methods have been used to promote external trade in the interest of the indigenous inhabitants?

External trade of locally produced goods has been encouraged by:

- (a) The purchase of handicraft, copra and marine products for resale in outside markets.
- (b) Providing warehousing, transportation and assistance in shipping to external markets.
- (c) Encouraging the up-grading of native production for easier and more lucrative sales.
- (d) Providing centers of collection for marketing.

In addition, through the United States Commercial Company and the Island Trading Company of Micronesia, arrangements were made with the Supreme Commander for the Allied Powers for the importation into the Trust Territory from Japan of a large shipment of Japanese cloth and for sale in Japan of trochus shell from the Trust Territory. Arrangements have also been made with United States Customs officials to admit products of the Trust Territory to the United States free of customs duties, and with the Office of International Trade of the United States Department of Commerce to allow exports to be made from the United States to the Trust Territory free of export controls.

71. What are the salient features of the domestic trade of the Territory?

Cooperative trade stores constitute the principal method of distributing consumers' articles such as certain foodstuffs and articles of clothing, and some capital goods such as building materials, knives and tools. The Island Trading Company catalog lists more than 700 items available to the Company's storekeepers for resale. Principal products of the Territory are copra and handicraft articles.

72. How is the internal distribution of domestic and imported products performed, what is its effectiveness and what improvements in it have been made recently or are contemplated?

The distribution function is performed largely by means of cooperative stores. It has been found that, since few islanders possess sufficient capital to launch individual businesses, cooperatives are the most effective means for providing efficient distribution of necessary consumer articles throughout the Territory. These enterprises are supplied by the Island Trading Company, an agency of the United States Government.

73. What is the scope, organization and operation in foreign and domestic trade of government trading agencies or entities over which the Government exercises effective control? What proportion of total trade, foreign and domestic, of the Territory is controlled by these agencies and entities?

The only government trading organization in the Territory is the Island Trading Company. This organization operates in the entire Trust Territory with the exception of Saipan and the Kusale area, where local trade is able to carry on without such assistance. The Company buys copra, handicraft articles, coconut oil, charcoal, dried fish and trochus shell. These products are marketed in the United States, whence consumer goods are imported for sale in island stores. The Island Trading Company controls all trade in the Trust Territory with the exceptions noted above.

74. What corporations operate in the Territory, where are they registered and do they pay any taxes in the Territory? Are any corporations exempted from the payment of taxes or do they receive any special concession in this respect?

The Island Trading Company is the only corporation operating in the Trust Territory.

75. What are the marketing methods used by export and import industries?

Goods for import are freighted via Guam, except in the case of the Marshalls, on ships or planes servicing the area. Distribution to local cooperatives or individual outlets is made from District warehouses. Station vessels make distribution to outer islands. In the case of lesser-developed islands like those of the Central and Western Carolines, products are sold to natives directly by government trading representatives. The reverse process occurs for exporting.

76. To what extent have cooperative methods for the marketing of exports been developed by the Government?

Only a few export cooperatives have been organized. However, most developments toward the assumption of trade and commerce by the indigenous inhabitants have been along cooperative lines.

77. What is the nature of tariff relationships with the metropolitan country and with other countries? In particular, is there preferential treatment accorded to the Territory's imports and exports in relation to the metropolitan area of the Administering Authority, its colonies or other dependencies? What policies have been pursued and what changes have been made during the year with respect to the following trade barriers including any of a discriminatory nature:
(a) Customs duties or other taxes imposed on imports and exports;
(b) Import and export licenses and quotas;
(c) Subsidies - direct or indirect?

See answers to questions 66 and 70 above.

(a) The Trust Territory in connection with its informal agreement for free trade with Guam adopted the same tariff schedule as that of Guam, effective August 15, 1947, and applicable to articles which are not produced, processed or manufactured in the United States, its possessions, or the Trust Territory.

(b) No import or export licenses are required in the Trust Territory beyond a general license in case of those engaged in such activity as a business, except in the case of re-export of items subject to United States export controls which have been imported from the United States or its possessions, or 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 by the Current Export Bulletin of the Office of International Trade (United States Department of Commerce) as of June 28, 1948.

(c) Subsidies for trade have been provided through the United States Commercial Company up to December 31, 1947 and through the Island Trading Company of Micronesia thereafter. These

corporations have handled the bulk of imports and exports. To aid in economic rehabilitation the United States Commercial Company (a subsidiary of the Reconstruction Finance Corporation) marked prices of trade goods down to varying amounts in different parts of the Trust Territory in order to arrive at prices which it felt the natives should pay, even when such a procedure involved substantial overall losses. Furthermore, it purchased handicraft articles from the natives to an extent involving spoilage through accumulation of stocks in excess of sales. The Island Trading Company of Micronesia was organized in response to the Reconstruction Finance Corporation's request that the Navy take over the United States Commercial Company's functions in the Trust Territory not later than December 31, 1947. Its entire capital stock is owned by the Deputy High Commissioner in his official capacity. All its dividends go into the Trust Territory Treasury. The Navy has provided it with free transportation in Navy vessels, when available, both for trade goods coming into the Territory and for island products going out, has paid Island Trading Company American personnel, provided stevedoring at Civil Administration centers and also provided land and water transportation for Island Trading Company personnel. The Company's prices have been fixed so as to gain the benefit of all these subsidies for the Trust Territory as a whole and to provide a reasonable opportunity for private enterprise to enter the commercial field. The Navy has authorized transportation of commercial freight in naval vessels between Guam and each Civil Administration Center (except Saipan), and among Civil Administration Centers and outlying islands, at \$.0075 per short ton per sea mile including stevedoring (except at Guam and Saipan). A special rate of \$1.60 per ton (exclusive of stevedoring) was established for such transportation between Guam and Saipan. Service by the Navy among Guam, Saipan, Tinian and Rota, except for local traffic between Saipan and Tinian, was discontinued in July 1948 in view of the development of private commercial shipping.

No direct cash subsidies have been paid.

78. What, if any, measures have been adopted or are considered necessary to protect producers of export commodities from fluctuations in world demand (e.g. establishment of buffer stock, diversification of the Territory's economy, etc.).

The United States Commercial Company and the Island Trading Company of Micronesia successively, with the approval of the Civil Administration, have set the purchase price of copra at figures which it is hoped can be maintained for some time. The price paid for first-grade copra at Civil Administration Centers during the first part of the fiscal year was \$80.00 per short ton. This was raised to \$100.00 effective February 1, 1948. All other price fluctuations have been absorbed by either the United States Commercial Company or the Island Trading Company.

Since a subsistence economy remains more stable during world economic catastrophies than does a money economy, emphasis has been and will continue to be placed upon encouraging native economic practices and increasing native economic productivity. An attempt is being made to diversify the Territory's economy despite the difficulty of doing so in an area possessing such such a dearth of natural resources and economic potentialities.

Monopolies

79. What is the organization and operation of any fiscal or administrative monopolies which may have been established?

The Bank of Guam is controlled by the Island Government of Guam through ownership of its capital stock and by the appointment of its Board of Managers, which includes Guamanians. A branch of this bank is operated at Saipan. The two establishments maintain the only existing formal banking facilities within the Territory and provide holding, savings and checking accounts - in general all banking services commonly available in the mainland banks of the United States.

The Island Trading Company has an administrative monopoly in trading throughout the Trust Territory.

80. What private monopolies or private undertakings having in them an element of monopoly operate in the Territory?

In the case of each such private monopoly or private undertaking having in it an element of monopoly:

(a) To what extent is it essential to the initiation of a particular type of desirable economic enterprise in the interest of the inhabitants?

- (b) Over what proportion of the total resources, trade, etc. of the Territory was it granted?
- (c) When and for what period was it granted? On what basis was this period determined?
- (d) To what individuals or firms was it granted and under what laws or regulations? Are indigenous peoples allowed to participate in monopolies and to what extent?
- (e) What is its organization and method of operation?
- (f) What are the conditions of public control under which it operates?
- (g) What measures were taken to ensure that there was no discrimination on grounds of nationality against Members of the United Nations or their nationals?

The Tinian Produce Company, organized by a group of Americans and operating on property leased from the Deputy High Commissioner, constitutes a private undertaking of semi-monopolistic status. This organization was encouraged by the Deputy High Commissioner because its success would provide fresh produce to the islands of Saipan, Tinian, Rota and Guam and would make adequate use of property which, until so utilized, had remained unused and unproductive. Portions of the island of Tinian are still open to agriculturists on a land lease basis which, in effect, prevents the Tinian Produce Company from becoming a true monopoly.

The community stores may be considered private monopolies from the standpoint of their operation. The store on the island of Kusai is run by an American who has been in the area since pre-war days and who has established himself as the Island Trader.

The Marianas Steamship and Trading Company is operating at the present time under an approved franchise and on a regular surface schedule among Saipan, Tinian, Rota and Guam. This company is a Guamanian enterprise, duly licensed and carefully supervised and regulated by the Deputy High Commissioner.

The answers to question subheadings (a) through (g), as applicable, are given or implied in the above descriptions of three instances of quasi-monopoly.

Land and Natural Resources

81. Give particulars of any geological surveys of the Territory made by the Administering Authority and, if possible, those published by private bodies within recent years.

In 1946, Dr. Josiah Bridge (geologist) conducted the first comprehensive American geological survey of the Trust Territory. His published report is included in the United States Commercial Company Survey reports of that year.

At present the Palau Area is being surveyed by a group of geologists sent into the area by the headquarters of the Supreme Commander for the Allied Powers in Tokyo. The results of their investigations are not yet published.

Just prior to World War II, Dr. Harold T. Stearns of the United States Geological Survey made a study of Rota which revealed that the minerals to be found there were manganese, bentonite (plastic clays) and phosphate. The Japanese were systematically exploiting the island's phosphate resources by mechanical methods; all other minerals, however, they mined by hand labor.

In early 1946, under the auspices of the United States Commercial Company, Mr. William D. Mark (mining engineer) explored Rota's phosphate deposits more fully. While he found them to be very high in guano phosphates (50% to 90%), they appeared to present difficulties of extraction and of mining technique not encountered on Angaur in the Palau group.

Copper has been discovered on Gagil-Tomil Islands of the Yap group and there are evidences of modest workings by the Japanese. None of these mines has as yet been exploited by the present administration.

82. What measures have been taken for conservation of natural resources, including land and mineral resources, in accordance with sound principles and for the benefit of all the inhabitants of the Territory?

The first accurate surveys of the mineral resources of the Trust Territory are just being received (see above). Minerals exist in most of the islands, but too sparsely to warrant commercial exploitation. Two exceptions are the phosphate and bauxite mines of the Palau Area. Phosphate is currently being mined under joint Army-Navy supervision, and plans are being

formulated whereby the indigenous inhabitants of the island of Angaur will be repaid, for the loss of land to mining operations, in arable land on the same island.

A royalty of 25% per ton of phosphate mined is placed in the treasury of the Trust Territory toward a fund which will be used for the welfare and benefit of the people of Angaur and of the Palau in general. Plans for the reclamation of land affected by phosphate mining operations are presently being made.

A conservation survey of the entire Trust Territory has been planned and will be conducted under the auspices of the National Research Council of Washington, D. C. A program will be developed to include the conservation of soil and that of historic areas. The soil erosion condition which exists in many of the high islands will be thoroughly investigated.

Conferences held recently in Washington, D. C., and Honolulu, Hawaii, will result in the Final Report of the Conservation Mission of Micronesia, which is expected to make detailed recommendations for the establishment of conservation measures in the Trust Territory.

83. What are the laws and customs affecting land tenure among the indigenous inhabitants?
— Are they uniform throughout the Territory? To what extent have traditional types of land tenure or inheritance laws impeded the adoption of improved methods of cultivation or soil conservation?

The laws and customs affecting land tenure are being codified and should be ready for the next annual report.

84. Explain the laws and conditions of land tenure as they affect the non-indigenous population, including measures for the protection of indigenous inhabitants, the registration and transfer of title and generally transactions affecting land.

See answers to questions 86 and 87, below.

85. State whether there is population pressure on the land in any part of the Territory and specify factors which have led to such conditions. What remedial measures are in effect or contemplated?

A number of isolated areas are over-crowded; Mokil and Kapingamarangi are examples. In general, however, the inhabited islands could easily support more people than presently reside there. Truk Atoll, for instance, is capable of supporting many times its population of approximately 13,000.

The Civil Administration has made several shifts of peoples to relieve economic or political strain, and as of today all Trust Territory inhabitants are located where healthful living conditions prevail.

86. Under what general conditions does the Administering Authority have powers to acquire land for public purposes? To what extent and for what purposes has such land been acquired during the year?

Under the Trusteeship Agreement, the Administering Authority has power to acquire land for the establishment of naval, military and air bases and fortifications. The Agreement confers upon the Administering Authority full powers of administration, legislation and jurisdiction over the Trust Territory, including power to lease or sale and power to compromise, arbitrate and abandon claims.

The land policy set forth by the Deputy High Commissioner, Trust Territory of the Pacific Islands, states that "public domain lands may be used for any proper governmental purpose". Public domain lands are considered as being all lands which the German and Japanese governments took physical possession of, developed or used, and on having acquired such status are to be administered for the public benefit.

No new land has been acquired during the year.

87. What is the area of land held by:
— (a) Indigenous inhabitants (state, if possible, whether held individually or communally);

(b) The Government;
 (c) Non-indigenous inhabitants by country of origin?
 What percentage of the land held by non-indigenous inhabitants is being put to productive use?
 What proportion of these lands is rented on a tenancy basis?

(a) Two hundred and forty-five (245) square miles. Most of this is held under system of clan or lineage ownership, varying in detail among different parts of the Trust Territory, under which individuals have certain rights of possession and use 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 is not a usual or generally expected practice. Ownership of trees and buildings is often separate from that of land.

(b) Four hundred and fifty (450) square miles, including "public domain" and land under cognizance of the Area Property Custodian. The exact extent of this land depends on the outcome of numerous pending claims by private individuals and groups.

Military lands are being returned to indigenous owners as quickly as war installations can be removed. By the end of 1948 only a very small percentage of the 450 square miles referred to above will still be occupied by military or civil administrative installations.

(c) Belgium - 3 square miles (Ownership in dispute as a result of alleged forced and unauthorized sale to South Seas Bureau of the Japanese Government).

United States - 3 square miles (Ownership in dispute).

Miscellaneous (Church and Mission properties controlled by non-indigenous groups) - 1 square mile.

Substantially all land under this heading is being productively used. None is rented on a tenancy basis.

The above figures are estimates only.

88. What is the approximate distribution of land in the Territory by the following categories: (a) arable; (b) forest; (c) pastures and meadows; (d) mineral areas under development; (e) wasteland, and others.

No. of Islands	Lagoon Area	Dry Land Area	DISTRIBUTION			PERCENTAGES	
			Arable ¹	Forest	Pasture	Mineral	Waste ²
<u>Marshall Islands</u>							
1,156	4,506 sq.mi.	69.84 sq.mi.	69%	5%	5%	5%	16%
<u>Caroline Islands</u>							
963	3,291 sq.mi.	463 sq.mi.					
			(Western:)	35%	15%	10%	20%
			(Eastern:)	40%	25%	15%	10%
<u>Marianas Islands</u>							
22	None	154 sq.mi.	35%	20%	15%	10%	20%

Note 1 - Arable land which can be cultivated by local methods.

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

The above figures are partially drawn from estimates based on the United States Commercial Company Survey of 1946.

89. Is rural indebtedness a serious problem and, if so, what measures are taken to deal with it?

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

Forests and Mines

90. State the main provisions, if any, of the forest law. Does it provide for the protection of forests and for afforestation of cleared or waste lands?

There is no forest law at present. Forestry is under investigation by a Conservation Mission and conservation laws will probably be enacted on the basis of its findings and recommendations.

91. Give a brief note on the importance of forest products in the economy of the Territory for export and for domestic use.

Forest products in the Territory have a twofold importance; certain trees like the coconut, breadfruit, and pandanus are important sources of food in the local economy; local timbers are used extensively for the construction of homes and canoes.

The small coral islands have limited amounts of forest resources and no prospect for their commercial development. Even on the high islands where larger forest areas exist - notably Ponape and Kusaie - the woodlands are of little commercial export value.

Forest products of the Trust Territory in general have no export significance.

92. What mineral resources are known to exist, have been leased or are actually exploited by the Government of the Territory or privately?

The following minerals are known to exist:

Phosphate	Bauxite
Gold	Iron

No mineral resources have been leased.

The phosphate deposits on Angaur are being worked by the Supreme Commander for the Allied Powers, Tokyo, for export to Japan.

93. How are the rights in surface and subsoil resources determined? What measures have been taken to obtain for the inhabitants the benefits of such resources?

The only outstanding issue of rights in surface and sub surface resources which has faced the present administration is the matter of compensation of Palauans for the removal of phosphate from Angaur. As compensating measure there has been established a trust fund into which a royalty of 25¢ per ton of all phosphate extracted is paid. A purpose of this fund is to repay in cash those Palauans who have lost their land through mining operations. A further compensating measure is a plan to award to each such property owner arable land in another section of the island of Angaur.

94. What are the main provisions of the legislation relating to mines?

Since mining operations, in general, have no economic significance, and since they have not been undertaken on a commercial scale, no body of legislation relating to mines has been evolved.

95. What steps are taken to resoil land damaged by mining operations?

The only locale in which mining operations have encroached on arable land is that of Palau, where reclamation of the mined area is under consideration.

Agriculture, Fisheries, and Animal Husbandry

96. What is the organization and administration of public services in agriculture, fisheries, and animal husbandry?

In the matter of agriculture, the Administering Authority has provided aid in replanting coconut plantations in war damaged localities, has supplied seeds and fertilizers to the islanders with instructions as to their use and has initiated programs of insect control designed to eliminate extant pests and prevent introduction of any new ones. This work is carried out largely by the Island Trading Company and the several agricultural experiment stations located within the Territory.

The Marianas area has been the principal center for the development and redistribution of cattle herds and for scientific investigation relating to diseases and to other aspects of animal husbandry. Government-operated enterprises have sold livestock to islanders at minimum cost.

Fish products are abundant on a subsistence basis, but no extensive commercial development has yet taken place. Such development must necessarily await repairs of fishing equipment and installations destroyed during the war. Administrative aid, however, has been extended to the indigenous peoples in the organizing of fishing cooperatives and associations whose output is consumed locally. In every case, Civil Administration authorities encourage fishing and provide help where needed, securing vessels and providing services and equipment.

97. What significant changes have taken place during the year in the acreage devoted to, or the volume of the principal agricultural products?

In the past year a significant change has taken place in the amount of acreage devoted to the production of copra. The very attractive price of copra paid to the producer by the Island Trading Company has acted as an incentive to revitalize old coconut plantations and to plant new trees. During 1947, the output of copra was approximately five thousand tons, and it is expected that this figure will increase until it approximates the pre-war (1937) annual production total of seventeen thousand tons.

98. What proportion of the arable land is devoted to non-export crops?

Practically all of the arable land is devoted to non-export crops which form the bulk of the islanders' food supply.

99. To what extent have modern methods of cultivation been adopted and what are the possibilities for the future?

Modern methods of land cultivation in the Western style are practically non-existent in the Territory. Gardens are worked with crude hand tools - usually the traditional digging-stick, the Okinawan hoe and the large metal bushknives. Because of limited space or rugged and stony terrain, few areas are suitable for plowing. Only limited irrigation and fertilizing are accomplished.

Improved species of existing plants have been introduced to some extent. The Administering Authority has made distribution of seeds and fertilizers to the islanders and encouraged their use, but it is still too early to judge their effect upon island agriculture.

100. To what extent is the Territory deficient in respect to its supply of food? What are the main sources of supply and the main deficiencies?

Under present conditions of population size, the people are able to grow sufficient crops to meet their basic needs for plant food.

Tree crops like coconuts and breadfruit are the main sources of food supply. Next come the root crops, taro and arrowroot. Fish also constitutes a major means of subsistence, especially for inhabitants of low coral islands whose supply of land products is meagre.

The relative absence of fresh meat is a problem in the Territory and the island diet is generally deficient in protein.

101. Are the indigenous people compelled by law to plant food or economic crops for their own benefit? If so, explain in detail.

No.

102. How have diseases of plants and animals been controlled or prevented? Have measures

been taken in cooperation with neighboring territories in this respect?

The Marianas beetle and the rhinoceros beetle have wrought great damage to coconut trees in the Saipan - Tinian area and the Palau area. These insect pests have been dealt with by the Insect Control Committee for Micronesia, a division of the Pacific Science Board, whose function it is to advise and assist the administration with pest control and related biological problems.

Quarantine measures and regulations, approved by the United States Department of Agriculture, have been prepared and are in force.

The problem of animal disease is handled by spraying cattle with DDT, vaccinating hogs against hog cholera, and exercising constant vigilance against the outbreak of epidemics.

103. Do fisheries constitute an important source of supply? Are fish processed and/or exported from the Territory? What measures have been taken for the preservation of fish supplies and their distribution to areas of the Territory distant from the source of supply? Could fisheries be developed appreciably in the future?

Fishing on a subsistence basis constitutes an important source of supply, but organized fisheries have been instituted, on a small scale, only at Truk and Saipan. No fish are processed and/or exported from the Territory. The entire subject of commercial fishing in the Trust Territory is currently being studied by the Administering Authority for the purpose of resolving its attendant problems. Necessary controls will be instituted when general policy has been decided upon.

Fishing companies have expressed appreciable interest in the establishment of commercial fisheries within the Territory, and it is believed that ample opportunities for such development exist.

104. What is done or is being contemplated to develop sea food and shell industries and other similar industries among the indigenous inhabitants for their own benefit?

Small fishing enterprises have been organized in several communities, with the aid of Civil Administration Units. It is contemplated that the lease of any facilities to fishing enterprises will provide for eventual assumption of the operation of such enterprises by the indigenous inhabitants.

105. What type of animal are raised, and for what purposes? Is the quantity and quality of stock a severe problem? If so, what measures have been taken to solve the problem?

Hogs, goats, and cattle are raised for food, the last in very small numbers. Carabao are raised primarily as beasts of burden; however, they are eaten occasionally.

The main problem with respect to quantity and quality of stock is that of shortages caused by the war.

Plans are being made for restocking each island with cattle. The subject of improving cattle strains has been under investigation by the Administering Authority with a view to increasing numbers and producing more hardy breeds.

106. Does meat processing exist in the Territory? What measures have been taken for the preservation of meat supplies and for their distribution?

(a) There is no meat processing in the Territory.

(b) Meat butchered for food is almost immediately consumed; hence no measures have been taken relative to meat preservation.

Industry

107. What are the principal manufacturing industries and establishments in the Territory? What are the chief raw materials used by these industries and what is their source? What are the major markets for the products of these industries?

The only industries in the Territory are very small ones like the soap factories on Truk

and Ponape and the soya sauce factory on Saipan. Their raw materials are locally procurable, i.e., coconut oil for the soap and soya beans for the sauce.

All products of these industries are sold locally; exportable quantities are not produced.

108. What possibilities exist for the development of local handicrafts and industries? Is sufficient capital available for the development of such industries?

At the present time a limited demand for native handicrafts and products of local industries precludes development beyond the local markets. A second factor tending to retard development is the relative lack of available private capital. The Island Trading Company and the Bank of Guam have assisted by dealing on a goods-on-consignment basis and by making loans to stimulate the growth of businesses which local inhabitants have endeavored to start.

109. What developments in industrial enterprises generally are in existence or are planned for the indigenous inhabitants and to what extent is government assistance contemplated.

No important developments in industrial enterprises are in existence or are planned. Government assistance is contemplated to whatever extent is necessary to reestablish old industries or to initiate new enterprises.

110. To what extent, if any, is tourist traffic capable of development?

At the present time no tourist attractions exist and no possibility of tourist trade can be foreseen.

Investments

111. What amount of outside private capital has been invested in the Territory up to the beginning of the year? What was the amount of such capital invested up to the end of the year?

None.

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.

There are no foreign investments in the Trust Territory of the Pacific Islands.

Transportation and Communications

113. Describe the existing facilities and services relating to:

- (a) Posts;
- (b) Telephone;
- (c) Telegraph and cable;
- (d) Radio;
- (e) Roads, bridle paths and tracks;
- (f) Railroads;
- (g) Air transport;
- (h) Civil Air fields;
- (i) Meteorological services;
- (j) Shipping, ports and inland waterways.

What projects or improvements have been undertaken or completed during the past year with respect to the construction, maintenance and operation of transport and communications?

Give details about the ownership of the means of transport and communications.

(a) Air and sea postal service is provided by the Administering Authority to the islands of the Territory. Airmail service is available to Civil Administration Units weekly, and mail to remote islands is carried by the station vessel on periodic official visits. Islanders enjoy the same mail service as Americans in the area.

(b) Each District headquarters has telephone service to handle necessary internal communications. Phones are connected to a central switchboard and are of the modern dial type, except in remote areas where Army-type magneto-activated phones are used. The only islanders having access to telephones are those whose duties require it - for instance, fire chiefs.

(c) A telephone cable connecting Guam, Saipan and Tinian constitutes the only significant cable communication system. Saipan and Kwajalein maintain radio teletype service from Guam and Honolulu.

(d) Each government unit operates a radio station and maintains a regular communication schedule with Guam.

(e) In general, the roads throughout the Territory are poor. The exceptions to this rule are found on certain islands like Saipan, Kwajalein and Tinian where American military forces constructed a system of military roads. The islanders still use an extensive network of foot trails which connect adjacent settlements. There are no bridle paths, nor is there any need for them.

(f) No railroad facilities have been developed in the Territory.

(g) The growth of trans-oceanic aviation has made air transportation paramount in island territory such as this and consequently the bulk of passenger and mail traffic among the main centers, as well as a considerable proportion of all light cargo, has been carried by air. Both land and sea planes are employed, the latter being especially suitable for use in atolls with extensive lagoons.

(h) There are no civil air fields.

(i) The meteorological services in the Territory are those developed by United States military forces, like the recording and observation centers at various airfields and administrative establishments.

(j) There is a station vessel at each administrative center for inter-island needs. Ships from outside the Territory make periodic visits to the Civil Administration Units. On the whole, port facilities are deficient and nearly all ships visiting the islands must use small boats to get ashore across uncharted reefs and coral formations or through shallow waters. Some islands do have excellent harbors like the Moon anchorage at Truk. Most, however, either lack altogether or possess only in very modest degree facilities for docking, repair or storage. There are no significant inland waterways in the Territory.

114. Are any distinctions made between indigenous and non-indigenous inhabitants in the use, ownership and operation of existing transport or communication facilities?

No distinctions of any kind are made between indigenous and non-indigenous inhabitants in transportation matters or communication facilities.

With the exception of the Marianas Steamship Company there are no native-owned transportation lines, and all communication facilities in the islands are the property of and are manned by the United States Navy.

115. What transport and communication connections have been established or are contemplated between the Territory and external points? What laws or regulations apply to such external transport and communication services?

Limited air transportation between the islands of the Territory and external points has been developed by the Administering Authority. The Navy provides ship transportation to and from external points, through Guam, on a fairly regular basis, and two commercial steamship lines maintain service between Guam and Hawaii. Regular mail service by air and sea is now available to Territory residents.

Each Civil Administration Unit operates a radio station which is in constant or scheduled contact with Guam.

While travel regulations have been promulgated for the governance of travel within the Territory, no such regulations have as yet proven feasible or necessary with respect to traffic outside.

116. What public work projects other than those specifically described elsewhere have been undertaken, completed, or planned during the past year?

Funds in the amount of \$1,080,100 have been authorized for the accomplishment of certain Public Works projects in the Trust Territory and the work is now underway. All these projects relate to essential facilities used by the natives or indirectly contribute to their general welfare. They are distributed fairly uniformly throughout the Territory and consist mainly of waterfront improvements (the building of piers and wharves, dredging and the blasting out of passages in reefs); roads and causeways; bridges; the renovation and reconstruction of buildings for use as native dispensaries and schools; the repair or construction of water and power facilities and sanitation systems serving dispensaries and schools; and the provision of civic administration, commerce and industry office buildings and jails.

A Public Works project order in the amount of \$20,000 has been authorized for repairs and renovations to existing buildings and facilities on Tinian and for the moving into the area of additional buildings to provide for a temporary leprosarium for the Trust Territory. A similar project has been authorized in the amount of \$20,000 for the establishment of a temporary tuberculosis sanitarium on Saipan.

In the execution of projects the contractor provides supervisors and skilled labor; native labor is utilized as much as possible wherever available.

One hundred and fifty thousand dollars (\$150,000) was authorized to meet the emergency caused by typhoon damage on Yap: specifically to restore public works facilities and issue emergency food rations.

Over and above the aforementioned Public Works projects is the appropriation of a certain portion of each Civil Administration Unit's budget toward expenditures for the maintenance and repair of all Public Works and Public Utilities. This routine work is accomplished by the personnel assigned to the Unit and by local employees recruited for the purpose.

G. SOCIAL ADVANCEMENT

General

117. What agencies, governmental and voluntary, or tribal and communal organizations participate in the administration and enforcement of social welfare measures? How are these agencies organized, and how are their various activities coordinated? What are the numbers and occupations of staffs employed in social welfare? What financial provisions are made from public funds?

Social welfare is the responsibility of the Civil Administrators, and most necessary measures are provided for in its normal system of operation. One officer on each staff is assigned the duty of welfare.

The Boston Missionary Society and the Catholic Churches cooperate with the Civil Administration to provide social welfare assistance.

Government funds are included in the Public Safety and Welfare allotment. Local funds over and above administrative expenses are administered by the municipal governments under supervision.

118. What, generally speaking, are the principal targets, the basic measures, including research, and the main achievements in the interests of the social welfare of the inhabitants during the year? What social legislation other than that specifically discussed elsewhere has been enacted during the year?

The principal goals of the Civil Administration social welfare program are the advancement of public health and sanitation, the provision of adequate housing and optimum development of local economic conditions. Improvement of the educational level of the inhabitants is also a goal. In the course of the past year the Administrative Authority has made considerable progress toward all targets and has effectively rehabilitated areas devastated by typhoons.

No social legislation has been enacted during the year in addition to that discussed elsewhere.

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.

The amount of revenue collected is barely sufficient to pay the salaries of local native administrators. However, any balance, where it exists, may be used by the local governments toward their own welfare.

The Administration has not asked the people of any locality for voluntary contributions on behalf of their welfare program.

The principal economic achievement of the Territory has been an increase in amount of income which natives can realize from their own efforts. This fact, together with the health program, has materially improved their standard of living.

Other steps taken to improve the standard of living than those stated or implied above (the medical and educational programs, etc.) are discussed elsewhere in this report.

120. What special problems have been created by the return of ex-servicemen and women? Describe the measures being taken or contemplated to meet these problems, if such exist.

There are no returned ex-servicemen or women in the Trust Territory.

Social Conditions

121. Briefly describe the general social and religious structure of the various indigenous groups and specify the privileges and restrictions which characterize the members of each of these groups. Does the law recognize these distinctions and the privileges and restrictions which may be attached thereto by tradition or custom?

Throughout most of the Territory the characteristic settlement is a hamlet-like, close cluster of homes or farmsteads whose 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 sub-district and district organizations. Within this framework of community life, which gives the outward appearance of extreme simplicity, there exists a complex pattern of individual and group relationships fully as intricate as that found in a metropolitan society. Social distinctions based on age, seniority, family, clan or achieved position are strictly observed.

The policy of the Administering Authority in social fields has been to reduce interference with local customs to a minimum and to assist in the preservation and healthy development of prevailing cultures. The Trust Territory Bill of Rights protects individuals and minority groups within the indigenous society by prohibiting discrimination on account of race, sex, language or religion.

The majority of the inhabitants of the Trust Territory are adherents of some form of Christian religion. Both Catholic and Protestant churches are located throughout the area. Only remnants of endemic religious beliefs which existed prior to the introduction of Christianity remain.

The Administration makes no attempt to regulate the religious worship of the islanders. Freedom of conscience and worship is guaranteed by the Trust Territory Bill of Rights and, as heretofore noted, discrimination on the basis of religion is prohibited.

122. Do slavery practices exist in the Territory? If so, give details of preventive and repressive measures. Is there any problem of freed slaves or their descendants? If so, describe the problem and give an account of what has been done to remedy it.

Slavery does not exist in the Trust Territory and there are no related problems.

123. Is there any evidence of the existence of practices akin to slavery, such as purchase of children under the disguise of adoption, pledging for debt, child marriage, etc.? State the number of prosecutions and convictions for offenses of this kind during the year.

There are no such practices in the Trust Territory. Legitimate adoption of orphans is a universal custom.

124. What conditions and regulations govern the free movement of the population within the territory and outside the Territory?

In accordance with Article 7 of the Trusteeship Agreement, the Administering Authority has guaranteed the inhabitants of the Trust Territory freedom of migration and movement, subject only to the requirements of public order and security. Ordinarily, permission to travel within or outside the Territory is granted to indigenous inhabitants of the area as a matter of routine. The principal impediment to free movement is a dearth of inter-island transportation.

125. Give any available information which may throw light on the social and economic consequences of changes and movements of population.

Although there has been a general increase of population in the Territory, the augmentation has not been sufficient to produce any appreciable social or economic consequences.

Recent population movements in the Territory, which are not of significant proportions, may be accounted for as follows:

- (a) A total of 397 islanders are currently on Guam, employed under voluntary, short-term labor contracts or receiving specialized training in such fields as public health and education.
- (b) A limited number of people have moved from one island to another within the Territory for the purpose of resettling themselves. The largest movement of this kind was the voluntary migration of almost the entire Chamorro colony on Yap, some 400 persons, to their ancestral homes on Saipan and Tinian. The purpose of this movement was to avail themselves of more productive farm land, an abundance of which exists on the two islands mentioned.
- (c) In two cases, the Administering Authority has found it necessary to evacuate entire atolls. The first such case was that of Bikini, which was required by the United States Government as a site for experiments in nuclear fission. The local inhabitants were removed to Rongerik Atoll and lived there until the Spring of 1948. When Rongerik was found unsuitable for use they were moved to Kwajalein Atoll, where they have been provided with quarters and full subsistence until a permanent home can be found for them. The other case requiring the evacuation of an atoll was that of Eniwetok, also selected as a site for scientific activity. The 137 people of Eniwetok have been transferred to Ujelang Atoll, where thirty-five family houses, two copra warehouses, a cistern, a council house, a trade store, a school and a church are being constructed by the Administration for their use.

126. Is there any appreciable flow of foreign immigration (i.e. foreign to the existing population) to the Territory? If so, what is the regular extent of such immigration? Is there any illegal immigration? If so, to what extent? Are there any means by which the population of the Territory is being consulted as to the desirability of such immigration?

Immigration to the Trust Territory is not permitted at the present time. Strict control by the Administration of the very limited transportation facilities precludes the possibility of illegal immigration.

127. Are there any limitations on the immigration and emigration of nationals of Members of the United Nations? If so, why and to what extent?

The existing prohibition of immigration to the Territory, as noted above, applies equally to all Members of the United Nations, including the United States. Ordinarily, no limitation is placed on emigration of any person in the Territory, regardless of nationality.

128. Is vagrancy a penal offense? If so, how is it defined?

Vagrancy is not a penal offense.

Standards of Living

129. What family living studies or other surveys of cost of living have been made? Are cost of living indices regularly prepared and published? Give a brief account of the methods used.

A money economy is not the prevailing condition of life in the Territory at the present time. Therefore, it has not been deemed practicable to conduct family living studies and other cost of living surveys, or to prepare and publish cost of living indices.

130. Give a general account of any changes that have taken place during recent years in the consumption of the principal groups of the population.

Aside from the introduction of relatively small amounts of consumer goods, there has been little change in the consumption of the islanders. The most urgently needed materials being furnished are building materials, machinery and small tools. The demand for them was increased because of the interruption of trade which took place during World War II, and it is anticipated that this demand will be satisfied shortly.

131. What changes have taken place in nutrition, clothing, housing and living standards in general?

A significant change has taken place in the housing and living standards of the islanders.

Many areas of the Trust Territory were devastated during the war and have had to be rebuilt. Throughout the Territory strong emphasis has been placed on improvement in housing conditions. Some Micronesians are now living in camps from which American troops were evacuated after the war. The entire native population of Peleliu (in the Palau) lives in American quonset buildings; approximately 1,100 Palauans at Koror are similarly housed. In still other areas the inhabitants have been able to use housing or housing material furnished by the Americans.

The clothing requirements of the indigenous peoples are simple. There has been little change in dress or standards thereof. Nutrition is a matter of concern to the Administering Authority and receives considerable attention in the schools and in medical inspections. With food supplies more plentiful now, diet deficiencies have been noticeably reduced.

Experimental stations are planned at Saipan, Koror and Truk to introduce new foods which will grow in the area and are suitable for augmenting the restricted island diet.

Status of Women

132. What, in general, is the status of women and what has been done in recent years to advance this status?

Throughout the Trust Territory, as in other primitive regions of the world, women take little active part in local government. The Administering Authority has encouraged women to participate in the democratic processes of government. Voting laws definitely direct equal rights for men and women. Women are not discriminated against educationally or occupationally and they receive equal pay for equal work.

133. What is the legal capacity of women (married and unmarried) in civil law? Is the wife responsible for the debts of her husband and vice versa?

There is now law regarding the legal capacity of women in the Trust Territory. In practice, the occasion has not yet arisen which would make a ruling on this matter necessary.

134. Are there any occupations from which women are debarred or in which employment is restricted by reason of their sex, either by custom or law?

By local custom women do not engage in certain activities in the life of the community: for instance, off-shore fishing, boat building, etc., which are considered a man's job. The Administration, however, recognizes no occupational barriers or legal restrictions against the employment of women by reason of their sex.

135. To what extent do women avail themselves of any opportunities to enter and train for Government service?

The Government positions in which women can be effectively used are eagerly sought and highly prized. So far, the women selected have taken their training and responsibilities very seriously.

The School of Nursing at the Guam Memorial Hospital has established an annual quota of approximately 15 women from the Trust Territory to enter training. Women are used as nurses aides in each of the Civil Administration dispensaries. There are always more candidates for training billets than can be accepted.

About 20% of the Territory's school teachers are women, most of whom received advanced training under the Pacific Island Teacher Training School.

Human Rights and Fundamental Freedom

136. Are all elements of the population secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language or religion, as envisaged in Article 76(c) of the United Nations Charter? If not, what measures have been taken to protect them against discrimination?

All elements of the population of the Trust Territory are secure in the enjoyment of a Bill of Rights promulgated by the High Commissioner in April 1948 (See Enclosure C, Section 5). This 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 or a general system of education.

137. What official and unofficial agencies for expression of public opinion (press, political association, etc.) are active in the Territory?

There are no official or unofficial agencies for the dissemination of news or the collection of public opinion.

138. How is freedom of the press guaranteed? What newspapers in the Territory are owned or operated by indigenous or non-indigenous inhabitants, or by the Government? What is the approximate circulation and influence of each? What regulations govern the freedom of the press?

As noted above, freedom of the press is guaranteed by the Bill of Rights of the Trust Territory. Although there are no laws or regulations prohibiting or limiting the publication and distribution of news in the area, no newspaper has been established in the Territory.

139. What provision is made in the press, by broadcasting, films and other educational media and public services generally to promote the interest of the inhabitants of the Territory in current developments of local and international significance?

In some localities of the Trust Territory small mimeographed bulletins containing current events and local news items have been prepared for the edification of the island inhabitants. At almost every Civil Administration Unit, motion picture programs are made available to the local residents. The Administration is giving consideration to the establishment within the staff of the Deputy High Commissioner of a visual education section and to the showing of films pertaining to such subjects as agriculture, housing, sanitation, and health measures for the education of the island people.

140. What outstanding voluntary organizations of a cultural, educational, social or political nature exist within the Territory?

Although the right to form voluntary organizations of such a nature is affirmatively guaranteed by the Bill of Rights, no such group has been evolved because of the present undeveloped state of the indigenous society.

141. Is full freedom of thought and conscience and free exercise of religious worship and instruction ensured to all inhabitants?

Yes. In accordance with the Trusteeship Agreement, these are guaranteed by the Trust Territory Bill of Rights.

142. Are there any restrictions on missionaries or on missionary activities? What financial assistance from public bodies has been given to missionary work, particularly in the medical welfare and educational fields? What is the number and local distribution of missionaries, their nationalities, the religious bodies they represent, and the number of converts claimed?

The policy of the Administering Authority has been to permit missionaries and missionary institutions to function with a minimum of interference.

No medical missionaries are presently in the islands.

At the present time there are 14 mission schools in the Territory, with one or more located in each District. The Administration has provided these mission schools with textbooks and school supplies with the sole stipulation that they maintain the same academic standards as the public schools in the area. Information is not available as to what financial assistance, if any, mission schools receive from public bodies outside the Territory.

There are approximately 60 missionaries in the Territory distributed throughout the principal islands of the area. The majority of these missionaries have been assigned from the United States. There are, however, a small group of German missionaries in the Caroline Islands and a few Spanish missionaries in the Carolines and the Marianas, in addition to a

growing number of pastors drawn from the indigenous people. It is expected that within the near future the Territory will be served entirely by missionaries assigned from the United States.

The Boston Missionary Society of the Congregational Church and the Catholic Society of Jesuits represent the predominant mission groups, but smaller numbers of missionaries representing other religious faiths, both Protestant and Catholic, are present in the area.

The Christian churches claim as converts 90% of the population of the Territory.

143. What measures have been taken by the local administration to safeguard or to supervise indigenous religions? Have any indigenous religious movements arisen? If so, describe such movements and, if possible, state the factors responsible for their rise and the forms which they have taken. What measures has the local administration taken to such movements?

Indigenous religions - for the most part primitive island faiths - are extant in certain areas, mainly Yap and the Palau. Little remains of any of the indigenous beliefs which could be called detrimental to the social objectives of the Administering Authority. No measures have been taken by the Authority either to curb or to promote ancient religious practices.

No indigenous religious movements have arisen during the period of the present Administration.

144. What are the laws and regulations governing the power of arrest? What procedures are there for protecting the interests of arrested persons?

The Bill of Rights, promulgated as one of the Interim Regulations (See Enclosure C) outlines procedures for protecting the interests of arrested persons and the laws and regulations governing the power to arrest. Section II, Article 2, of the Criminal Code, a part of the Interim Regulations, constitutes false arrest as a crime and provides penalties therefor.

145. What guarantees are provided for the exercise of the right of petition?

The right of petition is fully guaranteed to the indigenous inhabitants by the Bill of Rights. In practice no petition is ignored by any Civil Administrator.

146. Are all elements of the population subject to the same laws with regard to the safety of their persons and their property?

Article 7 of the Bill of Rights provides that "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".

147. In what instances has it been considered necessary, in the interest of public order, to impose restrictions on the personal freedoms of the inhabitants?

The only instances in which it has been considered necessary to impose restrictions on the personal freedoms of inhabitants have occurred during and as a result of epidemics and plagues like the encephalitis epidemic on Ponape. The restrictions in these cases have been of the nature of quarantines to prevent further spread of disease and to allow for scientific study of infected areas. Such quarantines have been lifted at the end of the communicable stage of the diseases in question.

148. What restriction, if any, has the Administering Authority imposed during the year on the rights of nationals, corporations and associations of Members of the United Nations to engage in writing, reporting, gathering, and transmission of information for dissemination abroad, and to publish materials on the same terms as nationals, corporations and associations of the Administering Authority?

Restrictions due to shortage of housing, travel and other available facilities have been placed upon the number of travelers allowed to enter the area for the purpose of gathering information for dissemination. No nationals of any other Members of the United Nations have been admitted in this connection; it has been possible to accommodate only a few specially qualified Americans. However, most of the material produced by American writers has been made available in libraries, governmental agencies and some scientific organizations for the perusal of any

and all writers who might wish to reproduce it.

Labor Conditions and Regulations

149. What are the outstanding problems with respect to labor and working conditions in the Territory?

Labor problems, as they exist in the modern industrial society of the Western world, are unknown in the Territory. As of January 1, 1948, subsistence farming and fishing took up most of the islanders' time; scarcely 3,000 were gainfully employed for wages in Western-style jobs. Of this number, more than two-thirds were on the payrolls of Civil Administration Units, the balance being engaged in the Territory's light business enterprises. Working conditions under jurisdiction of the Administering Authority are uniformly good. Housing, medical and recreational facilities have been provided in those cases where islanders have been employed away from their home areas. Food is supplied at cost.

150. To what extent have conventions and recommendations of the International Labor Organization been applied in the Territory?

The International Labor Organization recently made a survey of the wage scales of the Trust Territory and will have recommendations to make in the future; however, none of the Organization's conventions now apply to the area.

Representatives of the United States on the International Labor Organization have been consulted. Their recommendations were acted upon in the drafting of Sections 9 and 13 of the Interim Regulations (Enclosure C).

151. Describe briefly the labor legislation of the Territory under the following headings:

- (a) Contracts and sanctions;
- (b) Industrial relations, including freedom of association, conciliation and arbitration;
- (c) Remuneration, including payments in kind;
- (d) Hours of work, rest periods, holidays and facilities for recreation available to workers;
- (e) Housing and sanitary conditions in the places of employment;
- (f) Inspection of conditions affecting labor in places of employment;
- (g) Medical inspection before, during and on completion of employment, and medical assistance to workers;
- (h) Workers' compensation and rehabilitation provisions;
- (i) Employment of women, young persons and children;
- (j) Recruiting of workers for service within or outside the Territory, and measures for the protection of such workers;
- (k) Any restrictions on the movement of workers within the Territory;
- (l) Labor passes or work-books, where such are required;
- (m) Training of workers, including technical training and apprenticeship;
- (n) Industrial homework.

Section 13 (paragraph 6) of the Interim Regulations requires that compensation for personal services must be paid at rates established by the Deputy High Commissioner. Section 13, paragraph 10, authorizes the employment in accordance with physical ability of persons lawfully sentenced to imprisonment.

There is no other labor legislation in force in the Territory.

152. Describe the organization of the labor department, giving an account of its functions, number and type of personnel and the financial provisions made for it.

The Division of Economics on the staff of the Deputy High Commissioner has cognizance of labor, wages and associated functions. In many Civil Administration Units one officer is designated as labor officer. All requests and applications for labor are screened in his office. Laborers are classified according to the type of work which they prefer and are qualified to perform. The procurement of any additional labor required is customarily arranged through the local village or island chiefs.

Workers obtained through the labor officer are paid either from the funds of the Civil Administration Unit or from Federally appropriated funds, depending upon the nature of the

employment involved. In a few isolated cases labor has been recruited for private concerns, but only in negligible numbers.

153. For what offences against labor laws and regulations were employers charged or convicted during the year?
For what offences against labor laws and regulations were employees charged or convicted during the year?

No employers or employees were charged with or convicted of any offence against labor laws and regulations during the past year.

154. What methods other than legislation are utilized to deal with labor problems and to establish accepted standards (e.g. Government policy, encouragement of private practice, research into problems of labor and labor management, etc.).

To the end of reducing absenteeism and raising the efficiency standard of island employees, the following government policies have been adopted: (1) direction of workers attention to the responsibilities they assume upon accepting employment; (2) establishment of a system or rotation for workers to allow time for the harvesting of food supplies; (3) adoption of a wage scale which rewards punctuality and the progressive development of skills; (4) presentation of opportunities to develop skills through on-the-job training; and (5) provision of 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.

155. Give an account of industrial relations during the year, with particular reference to the development of trade unions, the encouragement of collective bargaining and the frequency and methods of settlement of industrial disputes.
Is the right to strike recognized in the Territory and, if so, under what conditions?

There were no labor disputes during the year in the Territory. Trade unions, though not prohibited, are non-existent. Because of the predominately non-industrial character of the area, the need for trade unions, collective bargaining processes, the right to strike, etc. has not become evident.

156. To what extent do laborers present themselves freely in sufficient numbers in the places where they are required to satisfy the local demand for labor? What measures, if any, have been taken to encourage the spontaneous offer of labor?

Some difficulty has been encountered in recruiting sufficient laborers to satisfy the local demand. This condition results primarily from the ability of the inhabitants to support themselves with a minimum of labor and without depending upon a daily wage. The procurement of labor in the Territory 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 those consumer goods most in demand by the local people.

157. If recruiting of labor in the Territory is carried out by the administration or by private organizations, give particulars of the numbers of workers of each sex recruited, the nature of the work for which they have been recruited, and the conditions and safeguards under which recruiting takes place.

Recruiting of labor in the Trust Territory is carried out both by the Civil Administration authorities and by private organizations. The latter's activities are relatively limited and hence require only a few classes of workers in agriculture, storekeeping, canoe-making, carpentry and some cooperative production of handicraft articles. Civil Administration Units employ the bulk of the local wage earners. The following totals as of the latter part of 1947 indicate the numbers of workers employed by each of the seven Civil Administration Units:

Saipan District	152 (including 43 females);
Palau District	416 (" 44 females);
Yap District	200 (" 8 females);
Truk District	367 (" 8 females);
Ponape District	119 (" 25 females);
Kwajalein District	130 (" 11 females);
Majuro District	230 (" 20 females).

Where it has been found necessary to establish large labor camps, as in Kwajalein (for about 300 workers) and Majuro (about 100), 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.

Where necessary, explicit regulations have been enacted to insure that the local inhabitants who are on the 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 inter-island traffic are protected by a directive which states that not more than fifty percent of the personnel assigned to tasks generally considered as undesirable shall be islanders.

158. In what way is village life affected by the absence of laborers? What measures are being taken to deal with any ill effects?

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 to its economy. In such instances, therefore, Civil Administrators have consistently refused to permit large labor drafts. Where permission is granted for the employment of laborers away from their home islands the duration of employment contracts is limited to nine months at the expiration of which the workers in question must return to their homes and remain there for at least one month before again becoming eligible for employment elsewhere. Moreover, all laborers who volunteer for work away from their homes are carefully screened to eliminate men whose absence would work a hardship on their families and those doing essential work in local enterprise.

159. Does the law provide for compulsory labor for essential public works and services? If so, by whom, for what periods and on what terms?

All labor is voluntary except penal labor, which has been utilized by the government on various municipal projects. (See Article II of the Trust Territory Bill of Rights - Section 5 of the Interim Regulations, Enclosure C).

160. Have any workers been recruited from outside the Territory? If so, by whom, for what types of work and under what conditions? Give specimens of the types of contract in use.

What arrangements are made for looking after such workers on arrival, allocating them to employers, seeing that their employer fulfills his obligations throughout the period of the contract and arranging for their repatriation or reengagement?

Are such workers segregated in camps, compounds or otherwise? Has their presence given rise to any trouble with the indigenous inhabitants?

Are these workers encouraged to bring their wives with them and do they do so? Are they allowed to settle in the Territory if they so wish?

Give the nationality of these workers, the numbers of new arrivals, repatriations and deaths and the total number present at the end of the year (men and women).

All workers procured outside the territory to work within it have been recruited for a specific purpose: Japanese and Filipinos, under civilian contractors, for the mining operations on Angaur; a group of Chinese, under the contracting firm of Vinnell-Bosey for the work of salvaging, loading and transporting the war-generated scrap which is being turned over to the Chinese Government.

Separate camps are maintained for these non-indigenous labor crews and living arrangements are provided by the organization or company employing them. Because housing is of the barracks type, no wives are allowed to accompany the laborers. The latter are returned to their homeland upon expiration of contract and have not been permitted to settle in the Territory.

To date, very little fraternizing between local inhabitants and the non-indigenous contract laborers has been noted, and no serious instances of trouble resulting from the presence of the latter have occurred.

Accurate figures as to the number of these workers are not available. However, it is estimated that approximately 400 Japanese are employed on Angaur, about 350 Chinese in the various localities where Vinnell-Bosey contracts its salvage operations.

161. Are the opportunities for employment in the Territory adequate for the utilization of the services and skills of all persons seeking employment?

Ample opportunities exist in the Territory for the employment of both skilled and non-skilled laborers. The former especially are in demand. The number of positions open to electricians, carpenters, machine operators, office workers and cabinet makers far exceeds the number of trained personnel available to fill them.

162. What arrangements have been made for the training of the skilled and professional workers required for the economic and social advancement of the Territory?

In addition to a basic general school system established in the administrative centers of the Territory and in some of the satellite islands, special programs designed for the training of nurses' aides, nurses, health aides, and medical and dental practitioners have been provided. In the last two categories, very complete courses are offered under American doctors and dentists at the Guam Memorial Hospital.

In general, apprentice training has been conducted throughout the Territory since the inception of the Military Government which preceded the present Civil Administration. This training program was necessarily accelerated by the rapid demobilization of the United States military personnel shortly after the cessation of hostilities. From its apprentice groups the Civil Administrators have obtained truck drivers, mechanics, electricians, refrigerator repairmen, rodent and insect control squads, warehousemen, stevedores, road workers, painters and other workers in similar categories. 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 will be required to assist in the Civil Administration Units. The greater proportion will be working directly toward the economic and social advancement of the Territory.

163. What assistance in finding suitable employment is provided for manual and non-manual workers?

The problem of finding employment for the indigenous people is non-existent since any available workers are readily absorbed either by the Civil Administration Units or by the military establishments of the Territory. There are, moreover, abundant opportunities for employment in private businesses engaged in copra production, various types of merchandising and similar activities.

164. To what extent do workers leave the Territory in search of employment, and under what conditions and to what places do they go? Give a brief account of any problems created by such movements of workers and of any measures taken to deal with these problems.

There have been no instances of indigenous inhabitants leaving the Territory in search of employment apart from the migration of a small group to Guam, a United States possession located a few miles outside the Territorial boundary. As of December 1, 1947, Territory inhabitants employed on Guam numbered approximately 250, all of whom were working under short-term contracts and several of whom had their families living with them. No problems have been created by this instance of labor migration. However, observations set forth under Question 158 are generally applicable.

165. Is the policy of equal remuneration for work of equal value as between men and women accepted in the Territory? If so, what measures have been taken to give effect to it?

The policy of equal remuneration for work of equal value as between men and women has been accepted in the Territory and has been implemented by Article VII of the Bill of Rights (Section 5 of the Interim Regulations - Enclosure C) and by administrative action.

166. What measures have been taken to prevent discrimination in employment and in wage and salary payments according to race, nationality, religion, or tribal association?

Article VII of the Bill of Rights forbids such discrimination.

167. Is indebtedness prevalent to a serious extent among wage earners and salaried workers? If so, what measures are being taken to deal with it?

168. What cooperative organization, including consumer, producer, credit and marketing cooperatives exist, and what has been done to encourage their development?

Almost all non-governmental commercial activity has been organized along cooperative lines, as a result of the absence of large individual capital holdings in the area and of the consequent necessity of pooling assets for the promotion of businesses.

Through the Island Trading Company of Micronesia, a government-controlled corporation, the Administration has encouraged and assisted the formation of cooperatives.

public Health

169. Describe the organization of the health department, giving an account of its functions, number and type of personnel and the financial provisions made for it, distinguishing between the curative and preventive services.

A description of the organization of the Health Department will be found under the heading "Health Services" in Enclosure D.

170. What advances have been made or planned during the year in public health, health education, nutrition and sanitation?

During the year substantial reductions have been made in the incidence of yaws, intestinal parasites, tuberculosis and filariasis. That of yaws has declined from practically 90% to an estimated 5% at the time of this report, while that of intestinal parasites has been reduced from 20% to 5%. The exact incidence of tuberculosis is not yet known; plans for a complete survey in this field are currently being formulated and facilities for the care of tuberculosis patients will be provided on a continuing basis, as at present, to insure complete control of the disease.

Frequent inspections by medical officers and meetings with the chiefs of the various islands relative to health and sanitation have served to raise the general standard of sanitation, nutrition, and medical education throughout the island groups.

171. What research programs in this general field are in progress, or have been completed, inaugurated, or planned during the year?
What legislation affecting medical and public work and related matters has been enacted during the year?

In progress are research programs in the field of tropical medicine as a whole. Particularly noteworthy are the studies of filariasis, epidemic encephalitis and intestinal parasites.

Legislation affecting medical and public work and related matters enacted during the year may be found under the heading "Health Services" in Enclosure D.

172. To what extent is the Administering Authority cooperating with other governments, international organizations, and in particular, with the World Health Organization in preventing and combating diseases? What measures have been taken to comply with international sanitary conventions and other international agreements in the field of health?

To date, the Administering Authority has no organized agencies for cooperating with other governments or international organizations in this field or with the World Health Organization.

Compliance with International Sanitary Conventions and other agreements in the field of Public Health is indicated in the statement of policy under "Health Services", Enclosure D.

173. How satisfactory are the health, epidemiological and vital statistics, and what measures are being taken and planned to improve those statistics?

Health, epidemiological and vital statistics for the Territory are not considered adequate thus far. However, all available data are currently being compiled by the Statistical

Division of the Bureau of Medicine and Surgery, Department of the Navy. The latter is drafting a new and more complete version of the field quarterly report form relative to matter within its jurisdiction, and the statistics which Civil Administration Units will furnish when the new form is put into effect are expected to satisfy all requirements.

174. What steps have been taken to secure an adequate number of qualified physicians and other medical personnel throughout the Territory?

Medical training programs for the indigenous peoples have been instituted by the Administering Authority at the Guam Medical Center, Guam Memorial Hospital. Training is carried on there for native medical practitioners, dental practitioners and nurses. In addition, each of the various Districts maintains, within its own dispensaries, training programs for health aides and nurses' aides.

The Administering Authority has provided medical and dental officers and built dispensaries and hospitals at the headquarters of each of the Territory's seven Civil Administrative Units (Districts).

After the first classes of medical and dental practitioners and native nurses have been graduated, a large part of the native medical program will be carried out by the inhabitants. On nearly all satellite islands there have already been established sub-dispensaries stocked with medical supplies and attended by trained native residents. When the medical and dental school graduates become available, each dispensary will be staffed and provisioned adequately to administer to the local inhabitants.

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?

The training of medical practitioners is accomplished in the Guam School of Medical Practitioners. This school offers a four-year course in medicine which parallels, in a more limited though basic fashion, the standard program of medical schools in the United States. Its students are selected from the various island groups and, on graduation, return to their native localities to practice medicine under the supervision of Administration medical officers.

The School of Dental Practitioners presents a four-year course in dentistry which similarly parallels dental courses in the United States. Here again, students are recruited from a number of island groups and returned to their places of origin where they practice dentistry under the supervision of Administration dental officers.

The School of Nursing provides a three-year course in nursing whose students are selected and later placed in the same primary basis of geographical requirement.

There are currently about sixty-four enrollees in the School of Medical Practitioners, twenty in the School of Dental Practitioners and forty-six in the School of Nursing.

Each District of the Trust Territory is provided with a dispensary manned by at least two United States Navy medical officers and Hospital Corps personnel. Besides medical care for the inhabitants, these dispensaries offer a three-month course in sanitation and first aid to males and females enrolled from the smaller islands of the District who, on completion of the course are returned to their home islands to supervise local sanitation and practice first aid.

Currently under instruction at the Guam Memorial Hospital are six midwives from the Territory. The work of other midwives already practicing in the Territory is supervised by Administration medical officers. Each has been authorized to practice by a licensing board.

Island laboratory workers are trained in each dispensary to do routine laboratory work and to assist in the pharmacy.

The facilities described above are available without discrimination to all inhabitants.

176. To what extent are unqualified indigenous practitioners active? Are their activities regulated? What is their influence as compared with qualified practitioners?

Although the islanders, by and large, accept modern medical treatment, some old notions and practices persist. To a certain extent the people still believe that physical health, sickness and death are controlled by supernatural forces and otherwise hold to ideas which cannot be modified easily except through long-term education. There are undoubtedly some un-qualified medical practitioners, but their influence is not great and their effect upon island medicine is declining in proportion to progress in health education. The Administering Authority has adopted a policy of non-interference toward them, since any comprehensive system of laws on the subject would be very difficult to enforce - much of the practice of this nature being carried on as a matter of family tradition - and since, in general, modern medical practice already enjoys far greater prestige than native abracadabra.

177. Classify and list the principal diseases, stating whether they are epidemic or endemic. What has been the incidence of diseases in the Territory?

The principal existing diseases of the Trust Territory are or relate to intestinal parasites, tuberculosis, filariasis, yaws and encephalitis. All except the last are endemic.

Preliminary surveys of the Trust Territory islands indicated that approximately 90% of the local inhabitants were afflicted with yaws, about 60% had intestinal parasites, about 50% suffered from malnutrition and about 5% had filariasis. By now the incidence of yaws has been reduced to almost zero. Little headway has been made, however, in checking tuberculosis.

Filariasis is being studied and every effort is being made to eradicate the disease. Mal-nutrition is no longer in evidence in the Trust Territory.

178. Are there any leper settlements in the Territory? If so, give details.

A leprosarium has been established on the island of Tinian to accommodate some seventy-six known lepers of the Trust Territory. It will be opened in the near future by a medical officer qualified to treat the disease. The leprosarium includes individual cabins for lepers as well as quarters for personnel in charge of their care.

It is presumed that the accurate survey of the islands, which is now under way may disclose more lepers. Facilities will be available to take care of an additional number.

179. What has been done with prostitution in relation to the health problem?

Prostitution is a punishable offense. Educational courses dealing with prostitution and venereal disease are part of the organized program of each District dispensary in the Trust Territory, and a case-finding plan is in operation. Infected females are hospitalized until treatment is completed. Prostitution is currently a minor problem in the area.

180. What measures have been taken or planned:

- (a) To further the education of the community in health matters;
- (b) To induce the indigenous inhabitants to adopt sanitary reforms;
- (c) To increase the confidence of the indigenous inhabitants in the medical services provided; and
- (d) When considered necessary to eradicate dangerous and injurious indigenous practices?

(a) The education of the community in health matters is furthered by instructing chiefs concerning the health problems of their islands, the reasons for proposed health regulations and the manner in which such regulations must be carried out.

(b) Supervisors assist in seeing that these regulations are observed. Infractions of the rules of sanitation, a part of the system of government regulations for each island, are punishable offenses. The chiefs and their people are instructed as to the reasons why such regulations are promulgated: namely, that not to observe them will result in the spread of disease to individual and group alike. Considerable progress has been made to date in enlisting native sympathy for the program and thereby in improving the sanitation and health standards of the various islands of the Territory.

(c) The medical service provided for the peoples of the Trust Territory is not forced upon them. Kindness, consideration and patience have resulted in obtaining their complete confidence and cooperation.

(d) When it becomes necessary to eradicate a dangerous or injurious native practice, a meeting is arranged between Administrative medical personnel and the chief local officials to resolve the problem in an effective and amicable manner.

181. What vaccination, inoculation or similar measures have been taken for the prevention, cure, control and elimination of disease during the past? Are official, mission and other private activities as regards sanitation and preventive and curative medicine being coordinated?

All people of the Trust Territory have been vaccinated against smallpox, tetanus and typhoid fever. There are no private medical activities in the Trust Territory.

182. What special provisions, if any, are made concerning maternal and child health? In particular, are there pre-natal, maternity and child health clinics? To what extent are women attended by doctors, nurses, medical assistants or midwives at confinement? What regulations exist with respect to midwife practice? Are there any medical facilities for children of pre-school age and school children? What percentage of children receive such care?

Pre-natal, maternity and child health clinics are held in each District dispensary. In the smaller islands trained midwives practice under the supervision of medical officers. All Trust Territory women who live near a dispensary have the services of a medical officer available to them during confinement, although by custom most prefer midwives. The regulations concerning midwifery will be found under the heading "Health Services" in Enclosure D.

The medical facilities for children of pre-school and school ages are identical with those for adults. The percentage of children under medical care at this time is unknown.

183. State what nutritional measures have been introduced, with special reference to any international conventions or resolutions. Is supplementary feeding supplied to children (in particular, school children) and to what extent?

The island diet is supplemented with "store" foods wherever and to the extent necessary to insure good nutrition. Orange juice and powdered milk are supplied to children as required. Furthermore, the Island Trading Company sells canned milk, canned meats, flour, lard, sugar, etc. to the small stores at reasonable prices.

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?

The island diet, supplemented with foods supplied by the Administration, consists primarily of fish, taro, rice, bananas, papaya, coconuts, mangos, chickens and an occasional pig. An extensive program to safeguard and develop fruit and coconut resources as an important source of food is currently under way and will be continued.

185. To what extent are medical and hospital facilities available for the treatment of the more important tropical diseases and venereal diseases?

Medical and hospital facilities are available for the treatment of all tropical and venereal diseases. The bed capacities of District dispensaries are detailed in Statistical Section XIII - Public Health.

186. To what extent are hospital facilities supplemented by outstations, 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?

The smaller islands of each District are visited approximately once a month by a small ship based at the main island. The ship carries United States Navy Medical Officer and Hospital Corps personnel and provides medical examination and treatment for the island people. All indigenous persons who require hospitalization are taken by this ship to the District dispensary.

In addition, the Navy has just outfitted the U.S.S. WHIDBY to enable it to provide full scale examination and treatment for all persons in the Trust Territory. There are aboard the

following facilities: x-ray, fluoroscope, surgical operating rooms, wards for male and female natives, isolation wards and an epidemiological laboratory. The vessel will begin operations on August 1, 1948, and will visit and make detailed examinations of nearly every island of the Territory.

The WHIDBEY is equipped to study environmental factors related to disease-bearing organisms and to survey sanitation hazards. Its initial cruise will probably take a full year, following which it will be used on behalf of the Trust Territory as a whole to provide medical services not otherwise available. No privately-operated medical facilities are available.

Sanitation

187. State what methods are in use in towns and villages for disposal of human and animal excreta.

To what extent are towns and villages provided with public latrines and drainage facilities?

What systems of water supply, as well as inspection of water (public or private) are applied in urban and rural areas? Give details on number of sources, percentage of population served, method of inspection, and analysis of water with percentage of satisfactory samples.

All villages have been instructed to build benjos ("Benjo" the Japanese word for "toilet", is the prevalent expression in the Territory). Those approved are the over-the-water type, which uses tidal action for flushing, and the screened-pit latrine. Medical inspectors check sanitary conditions on each visit to an island.

The campaign for better sanitation and drainage is a continuing one. Most of the islands are small and have no drainage problem in the usual sense. Since few islands have a good water supply, however, it is necessary for the people to collect rainwater in catchments which may easily become breeding grounds for mosquitoes.

Apart from the United States Navy distilleries which supply limited amounts in some localities, only sources of water available to inhabitants of the Trust Territory are these rainwater catchments and shallow wells. The Administering Authority maintains rigid standards in its inspection of this primitive water supply system, and they are particularly 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 fertilizing their crops. Careful inspections now prevent dysentery from breaking out.

188. What arrangements are in force for the disinfection of stagnant pools and the control of pests dangerous to health?

Through liberal use of DDT, the mosquitoes on smaller islands have been almost completely eradicated. Occasionally, the use of oil on stagnant pools - not ordinarily found except on the high islands - is required by the medical inspectors checking sanitary conditions in the Territory. Fortunately, mosquitoes are almost the only pest seriously dangerous to humans, and it has been relatively easy to control them. Bushing (clearing the areas around places of habitation), burning or burying all refuse and garbage and disposing of coconut shells have all minimized the fly and mosquito menace.

Improved sanitation has practically eliminated the very prevalent hookworm as a source of native disease.

District dispensaries supervise the work of sanitation, rodent and pest control squads on the main islands. Elsewhere health aides and local police are made responsible for sanitation measures.

189. Describe the arrangements in force for the inspection and control of food sold to the public, markets, slaughter-houses, wells, etc.

No specific regulations are required for these matters. Medical examiners have, however, required that unsanitary conditions be corrected and have given related instructions. Sanitary methods of butchering and storing meat have been taught on those few islands where they might be applicable. On all islands wells are inspected for cleanliness.

Bakeries or other places where food products are made for sale must maintain satisfactory

sanitary conditions in order to continue holding licenses to operate. Locally owned restaurants, where they exist, are inspected frequently by a member of the Administration medical staff.

Drugs

190. What legislation is in force governing the manufacture, sale, exportation, importation, labelling, and distribution of drugs and pharmaceuticals?

Regulations relative to the use, importation, manufacture or sale of narcotics are contained in the Interim Regulations (Section 7, Public Health, and Section 10, Crimes, Enclosure C).

191. Is the population of the Territory addicted to the use of narcotic drugs?

No.

192. What types and quantities of opium, marijuana and other dangerous drugs were consumed during the year? What measures have been taken to regulate the traffic in and use of such drugs?

The only narcotics consumed have been those administered by United States Navy medical officers, under military controls and for medical purposes.

193. State which conventions relating to narcotics, if any, are applicable to the Territory.

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, relating to narcotic drugs.

Alcohol and Spirits

194. What types and quantities of alcoholic and other spirituous beverages were imported, manufactured and consumed?

What measures in the interests of the inhabitants have been taken to regulate the import, production and consumption of such beverages?

No such beverages are manufactured, and none is imported for local consumption except that the residents of Saipan may purchase beer manufactured in the United States with ration cards which are revocable upon abuse of the privilege.

195. What are the import duties on: (a) spirituous liquors; (b) wines; (c) beer and other fermented beverages?

Is there a maximum alcohol content for categories (b) and (c)? Are the duties higher or lower than those in the neighboring countries?

See Schedule 13, Title I, under question 59.

Population

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?

The recording of vital statistics has been discussed at length previously in this report.

A census has been conducted throughout the entire Territory. The figures thus obtained are constantly being brought up to date on the basis of vital statistics maintained by the village scribes and transmitted to representatives of the Administration visiting the islands on field trips. Current population figures are believed to be reasonably correct.

Social Security and Welfare

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?

No recommendation or convention of the International Labor Organization or other inter-

national convention concerning social security and welfare has been made specifically applicable to the Territory. Problems relating to these fields are solved within the traditional framework of the indigenous society.

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?

There are none. As indicated in the answer to Question 197, protection and care are provided within the indigenous society's closely-knit family and clan groups.

199. What legislation affecting social welfare has been enacted during the year?

Social welfare legislation enacted during the year is embodied in the Interim Regulations (Enclosure C).

200. What are the objectives for the immediate future in the social security field?

The field of social security has not been surveyed as yet and no immediate objectives can be stated.

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.

Social welfare work, to the limited extent that it has been necessary in the Territory, has been conducted by the Administration and by missionaries. The need for further extension of such services is not now apparent.

202. What provisions, if any, are made to assist orphaned, abandoned or delinquent children?

The problem of orphaned or abandoned children does not exist in the Territory because such children are freely and quickly adopted by other members of the family or community in accordance with local customs.

Delinquency among children, in the Western sense, does not occur.

Housing and Town Planning

203. What in general, is the housing situation in the Territory, with special reference to housing condition in urban areas, mining areas and plantations?

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. All available scrap lumber and scrap corrugated iron have been released to the inhabitants for use in constructing or improving their houses.

Homes situated on plantations owned by local inhabitants are usually little more than sheds, inasmuch as it has been an island custom for individuals holding sizable tracts of land to locate their main abodes nearer some populated community.

All types of houses have been made more healthful through native concurrence with the advice of Civil Administration Public Works Officers that they be elevated above the ground, that drainage facilities be constructed, that land around homesites be cleared and that houses and benjos (privies) be screened wherever possible.

The development of the coral-product house is being encouraged wherever coral is available. Blocks of coral make a very acceptable and increasingly popular building material, and one which has been used, for instance, to construct whole villages on the Hall Islands.

204. What legislation affecting housing or town planning has been enacted during the year?

None.

205. What services exist for promoting improvements in housing?

Civil Administrators have assisted in housing improvements by making available surplus materials and war-generated building scrap, and by reestablishing saw mills at Truk, Koror and Ponape for the production of lumber from local trees. The Island Trading Company has stocked basic hand tools, nails, screening, paint and other building accessories for sale to local inhabitants at reasonable prices.

206. What housing or town planning projects are in progress, or have been completed, undertaken, or planned during the year?

Town planning, as such, has not been a major concern of the Civil Administration in the past year. The main problem has been to replace homes destroyed by the war and to make immediate provision for adequately sheltering all the islanders.

On Ujelang, however, a model town has been constructed so as to include projects for drainage, sewage disposal, benjos (privies), water catchments and the allotment of sufficient property around each home to allow for freedom of movement and some privacy.

Penal Organization

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.

Inasmuch as crime is not prevalent in the Territory, it has not been considered necessary to provide an elaborate system of penal administration or a central prison. The Division of Political Affairs of the Deputy High Commissioner's staff has cognizance over jails and correctional institutions. The local "calaboozes", as jails are almost universally known, are guarded by local policemen. A medical officer inspects each one and reports on its condition to the responsible Civil Administrator.

208. What, in general, are the conditions prevailing in the prisons and penal and correctional institutions of the Territory, with special reference to the classification of prisoners, the provision of prisons for women, the space assigned to each prisoner, dietary scales for prisoners, sanitary conditions, educational, medical and other services?

Local jails are sanitary and spacious enough to allow for necessary movement. In most instances shower baths and other facilities to be expected in a humane penal institution are furnished. The diet offered to prisoners is nourishing and adequate.

Only a very few women have ever been confined in Trust Territory jails; these have been given special rooms segregating them from other prisoners. See Sec. III of Statistical Appendix.

209. Are juveniles imprisoned? Are there any special laws and courts applying to juveniles? What, if any, special measures are taken on their behalf in the penal and other correctional institutions? Describe the extent of juvenile delinquency.

Major juvenile delinquency problems do not exist in the Territory. In the few cases where juveniles have violated the law, punishment applied in accordance with local customs by parents and by the rest of the community has been sufficient to prevent repetition of offense.

210. Are types of labor provided for in a sentence to imprisonment? If so, for what classes of prisoners, for what period of imprisonment, and what is the nature of the labor and the conditions under which it is performed?

Prisoners are expected to do work in keeping with their physical condition and ability, regardless of length of sentence or type of crime for which imprisoned. Prison labor is utilized in the performance of janitorial duties, gardening, road construction and repair, and maintenance of Civil Administration Units. Often the "trusty" system is used, but where supervision is necessary the island policeman is in charge.

211. For what kinds of work are prisoners used? Are they employed beyond the confines of the prison? If so, by government or private employers, under what methods of supervision, and under what conditions and remuneration?

Prisoners engaged in penal labor are almost always employed beyond the confines of the jails. They work eight hours a day and, though treated with consideration, receive no remuneration. They are not paroled to private individuals or companies; all penal labor is performed on behalf of government.

212. In what circumstances are prisoners sent long distances or outside the Territory for confinement?

None. .

213. What penalties or disposition of criminal cases, other than fines and imprisonment, are used? Are sentences imposed for definite and indeterminate periods? Does the law inflict penalties of corporal punishment, forced residence or deportation? If so, under what conditions and limitations? Are these penalties applicable to both indigenous and non-indigenous inhabitants?

Penalties for crime are set forth in Section 10 - Crimes - of the Interim Regulations (Enclosure C). No penalties other than fines or imprisonment are permitted, except that in case of murder in the first or second 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. The law does not allow infliction of corporal punishment, or forced residence or deportation. All penalties are applicable equally to indigenous and non-indigenous persons.

214. What prison legislation has been passed during the year?

None.

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?

Regular inspections of prison facilities at each Civil Administration Unit and reports thereon to the Deputy High Commissioner have been inaugurated during the year. At the present time, no change in the penal system is considered necessary.

216. Describe the nature and methods of prison discipline.

Prison discipline is not severe and there have been no instances of prisoners becoming recalcitrant or troublesome. A working day of 8 hours is observed and no extreme or unusual punishments are imposed.

217. By what methods may persons sentenced to imprisonment be released prior to the expiration of their sentences? Describe the special privileges that can be earned by prisoners and the extent to which they may affect their life after release.

Article VII, Section 5, of the Criminal Code (Section 10 of the Interim Regulations - Enclosure C) provides that "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". Section 5 likewise provides that parole or pardon may be granted by the Governor of a sub-area in cases of misdemeanor and by the Civil Administrator of a District in connection with punishment of not more than six months imprisonment or one hundred dollars fine.

No privileges other than parole may be earned by prisoners.

218. Is there any system of probation?

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 ensure his good conduct and compliance with any conditions that may have been attached to his release.

H. EDUCATIONAL ADVANCEMENT

General

219. What are the main objectives of the educational policy?

The main objectives of the educational policy are set forth in a United States Navy Department letter of January 15, 1948, on the subject of basic policy to be followed in the government of the Trust Territory:

"The primary consideration is a system which will benefit the many and which will assure a progressive development of each community along lines which will raise the native standards by improvement in health and hygiene, by betterment in methods of food production and in the nature of food supply, and which will equip the local inhabitants for the conduct of their own government and the management of their trade and industry".

220. What are the educational systems and current educational programs, both public and private?

The Government of the Trust Territory has established a free public school system. The following table indicates the extent to which the system has developed in most areas, only two years after reconstruction work began. Elementary schools are located throughout the Territory and a Teacher Training School has been established in each District to increase and improve the supply of good teachers; the total number of students enrolled in all Civil Administration Teacher Training Schools is 254. Facilities have been provided on Guam, moreover, for specialized training in nursing, simple medical procedures and special technical skills; these are available to likely students from the Territory. There are eight mission schools with a total of 824 enrolled students.

PUBLIC SCHOOL SYSTEM OF THE TRUST TERRITORY OF THE PACIFIC:
NUMBER OF SCHOOLS, STUDENTS AND TEACHERS IN COMPARISON WITH
NATIVE POPULATION, BY DISTRICTS -- MARCH-JULY, 1948

District	Native Population	Number of Schools*	Number of Teachers*	Number of Students*
Saipan	3,880	4	25 **	997
Palau	6,269	16 ***	29 #	1,248
Yap	4,678	11 ##	17	378
Truk	14,306	43	64 ###	3,176 @
Ponape	5,825	18	60	1,946
Kwajalein	4,398	18	22	632
Majuro	6,142	20	34 @@	936

* Figures include both elementary and intermediate schools. There is one intermediate school in each District except Kwajalein, which as yet has none.

** Teacher training is held thrice weekly for all teachers on Saipan.

*** Elementary schools range from two to eight grades and average six.

Eleven teacher-trainees have already been graduated from the Koror Teacher Training School. A second class of fifteen is now matriculated.

Yap schools were almost completely demolished by a typhoon in January, 1948, but have since been rebuilt. Eight additional schools are being organized in outlying atolls.

Seventeen teacher-trainees are serving their apprenticeship while seventeen others attend a six-month course of instruction. Forty-six adult students are enrolled in the District Teacher Training School's three-year course. Thirty-eight students are dispersed among various technical schools in the Trust Territory and at Guam. Eighty-five are taking an elementary business course at the Training School.

④ Includes 582 adults receiving elementary education.

④ Sixty-two teacher-trainees are enrolled in the Majuro Teacher Training School.

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.

The free public schools of the Trust Territory are administered by an Educational Administrator under the authority of the Deputy High Commissioner. Immediately subordinate to Governors of the East Carolines, the West Carolines, the Northern Marianas and the Marshalls are Sub-Area Educational Administrators who have general responsibility for overseeing and expanding the educational programs of their regions. District Educational Administrators supervise such programs within the two Districts of each Sub-Area, carry out the directives emanating from higher authority and work directly with the superintendents or senior teachers of the schools within their respective Districts. Apart from a relatively small administrative staff, there are approximately 250 teachers and more than 9,000 students in 130 elementary and intermediate schools.

Budgetary figures showing the cost of public and private school education for the past year are misleading in that large amounts of cost-free war supplies were used in addition to purchased materials. One hundred eight thousand seven hundred and thirty-eight dollars (\$108,738) was appropriated to education by the Administering Authority in the fiscal year ended June 30, 1948 and \$165,500 has been allocated for fiscal 1949.

Exclusive of cost-free items supplied to the school system, education in fiscal 1948 cost roughly \$18.00 per capita.

222. What educational legislation or other measures have been passed during the year?

The regulations pertaining to education and educational advancement in the Trust Territory are contained in Section 8 of the Interim Regulations (Enclosure C).

223. What school building programs are in progress or have been undertaken, completed or planned during the year? To what extent are schools properly and adequately equipped?

The principal building program undertaken during the year has aimed to repair and improve existing school buildings. A new teacher training school has been erected at Truk. Plans for the future provide for the construction of improved modern schools and accordingly a substantial increase in the school budget has been secured.

The equipment of the average Trust Territory school is meager at present. Temporary blackboards and other furnishings are being replaced as rapidly as possible with permanent substitutes. Teaching aids and beginners' textbooks which will reflect conditions found in the Territory are being specially prepared in order to replace materials poorly adapted to the culture of the area.

Schools and Curriculum

224. What regulations and authorizations govern the establishment and operation of private schools?

The establishment of private schools is not prohibited or curtailed. Section 8 of the Interim Regulations (Enclosure C) provides, however, that all private schools teaching secular education shall operate within the minimum standards established by the Administration.

225. What conditions are attached to any grants made to private schools? On what basis are grants made?

It has been the policy of Trust Territory authorities to give private mission schools

assistance in the form of textbooks and school supplies, subject only to the provision that these schools maintain academic standards equivalent to those of the public schools.

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.

The curriculum of the primary schools includes the following subjects:

- (a) Civics;
- (b) Mathematics, Reading and Writing;
- (c) Geography;
- (d) Native language, History, Arts and Crafts;
- (e) Hygiene and sanitation;
- (f) English, with particular stress on conversation; and
- (g) Manual and vocational training concerned with food production and the nature of food supply, the operation of mechanical equipment, the management of local trade and the development of local industries.

The Administering Authority has not confined the educational program to the teaching of children. Adult and vocational education have been stressed wherever supervisory and teaching personnel have been available to undertake the work. Classes in English for adults have been organized by all field units. A considerable amount of informal adult instruction has been given in the course of health and public welfare programs and in the meetings held between officials and representatives of the island peoples for the purpose of promoting self-government. In technical fields, extensive on-the-job training in the handling and maintenance of machines, electrical systems, and special equipment has been given by American personnel; this is in accord with specific directives of April, 1946, and February, 1947, urging the rapid training of islanders in the operation of equipment and machinery in order to prepare them to replace United States Navy personnel temporarily employed on the Districts' Civil Administration staffs.

A general program for the training of seamen throughout the Territory was begun in November, 1946. Each seaman receives instruction in the duties of a particular shipboard function besides basic training and in general seamanship in English. A group of islanders aboard United States Navy vessels operating in the service of the United States Military Government (predecessor of the Trust Territory Civil Administration) worked with Navy personnel as trainees until June, 1947.

Professional training schools have been established by the United States Government at Guam for the use of the islanders of Guam and the Trust Territory. They are equipped to train medical and dental practitioners, health aides, nurses' aides and teachers. All professional students receive instruction in English in addition to their technical training. The Guam program of medical and related education represents the highest level of professional attainment offered under official auspices and available to all qualified islanders. Less formal training has been given to local government secretaries or scribes, storekeepers, small business operators, and others.

A special word should be added here regarding the Teacher Training Schools. All of the seven Districts of the Trust Territory maintain such schools for the development of elementary school teachers. In addition, the Administering Authority has established the Pacific Island Teacher Training School at Guam for selected trainees from all Districts. At present this school offers two courses of study; the more advanced presents the following curriculum:

<u>Subject</u>	<u>Hours per week</u>
English	6
Geography	3
History	1
Arithmetic	3
Vocational Arts and Crafts	2
Hygiene	2
Elementary Science	2
Music	1½
Teaching Procedures	3
School Administration	1½

Its schedule is intended to aid in developing uniformity in teacher training and to provide a common basis for fundamental curriculum building. Plans for the further development of the Pacific Island Teacher Training School call for erection of a model school to be used in giving advanced students practical experience.

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?

English is taught throughout the Territory.

The teaching of first year pupils is conducted almost entirely in the local language and dialect of the island in which the school is located. Considering both the first and the more advanced years of the curriculum, about sixty percent of all instruction given to children in the Territory employs the local language.

English is increasingly stressed as the pupil advances. It is used almost exclusively in advanced and technical instruction at the present time, including that given at District training schools and at the Pacific Island Teacher Training School.

English is rapidly becoming the lingua franca of the Territory.

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?

Inasmuch as there have been few, if any, students of the Trust Territory far enough advanced to merit higher education, no problem has yet arisen regarding facilities for providing it. The Administering Authority is fully aware that such a problem must be met locally in the near future, but meanwhile will permit qualified students to attend United States Government high schools on Guam.

In keeping with American tradition, equal educational opportunities are extended to both sexes.

Pupils

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.

A table showing the number of public schools, students and teachers in comparison with population, by Districts, will be found under Question 220. More detailed information appears in Statistical Appendix XIII.

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?

No school fees are required in the public school system of the Trust Territory. The islanders customarily live in villages and, since there now are or shortly will be schools in all centers of population, most students are within convenient distance of one.

Physical examinations are given to all children of each locality whenever a medical officer passes through it on a tour of inspection.

A widespread practice throughout the Territory is the granting of scholarships to young people and adults who attend the District Teacher Training Schools, the Pacific Island Teacher Training School or the various technological or medical schools located in the Territory and at Guam. Scholarships take the form of salaries which are calculated to cover living expenses. All facilities and materials of these schools are free.

Teachers

231. What are the professional qualifications of teachers, both indigenous and non-indigenous? 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?

The professional qualifications of teachers are varied and in certain cases limited; however, the following major classifications exist at the present time:

(a) Indigenous. The Japanese Administration of the Mandated Islands established schools throughout the area. Education for native people was limited to from three to five years. Teachers in these schools were invariably Japanese Nationals; certain natives were permitted to assist Japanese instructors but in remedial work only. Thus, while adequate education was offered, no efficient corps of native teachers capable of maintaining education upon withdrawal of trained Japanese after the war was developed. United States Administrators immediately endeavored, by means of setting up more teacher-training schools, using school vacation periods and alternating instruction with teaching, to train interested candidates to assume the teaching burden. Although inadequate in long-range terms, this temporary expedient did serve to keep teachers a degree more advanced than their pupils.

Soon it was bolstered by the inauguration on Guam of the Pacific Island Teacher Training School, which offered two consecutive courses of six and nine months. The former was designed primarily to provide a basic foundation in English, while the latter covered more advanced English, arithmetic to the 8th grade, science, teaching techniques, industrial arts, and social studies relating to the Pacific Islands.

Native positions in education are now filled by locally trained teachers but about September 1, 1948, the first group of Pacific Island Teacher Training School graduates will be available to aid in the educational development of each Civil Administration District. Future graduates of this school will have completed either one or two years training, depending upon levels of achievement prior to entrance.

(b) Non-indigenous.

(1) Naval officers. At present five United States naval officers, three of whom are trained educators holding master's degrees or equivalent, are engaged in education work in the Trust Territory.

(2) Dependents. Fifteen wives of United States naval and civilian personnel are currently employed. All are high school graduates and some have college degrees.

(3) Civil Service personnel. Positions of Educational Administrators for the Northern Marianas Islands and the Marshall Islands are filled by men possessing wide educational backgrounds, as well as experience in Pacific Island affairs. The Educational Administrator for the Western Carolines has recently been selected; thirteen new Civil Service positions have been authorized but are not yet filled. Professional qualifications are approximately the same as those of similar positions in the Territory of Hawaii.

The supply of competent dependents has not been adequate to meet the demand for personnel capable of carrying on local teacher training. Since Civil Service positions as principals and teachers are only now being allocated, it is not known what difficulty will be experienced in filling them. The supply of suitable native prospects for teacher training has been and is expected to remain adequate to meet present and future needs.

Teachers in the Trust Territory are not licensed except in the sense that American personnel applying for Civil Service positions must have appropriate credentials. In most cases these credentials consist of state teaching licenses or certificates.

232. Give the salary scales of the various grades of teachers and differentiate among categories, if any.

The salary scales of the various grades of American and indigenous teachers are as follows:

(a) Civil Service

(1) Educational Administrator	P-4	\$6127.50	per annum*
(2) Educational Administrator	P-3	5188.00	" "
(3) Principal	P-2	4246.25	" "
(4) Teacher	P-1	3306.00	" "
(5) Instructor's Aide	SP-6	2992.50	" "
(6) Instructor's Aide	SP-3	2442.50	" "

* Includes 25% additional for foreign service.

(b) Dependents of American personnel

<u>Rating</u>	<u>Per Annum Salary</u>	<u>Qualifying Factors</u>
(1) Instructor		
IA	\$4150.00	<p>A. Bachelor's degree in education. One year's experience in contact with native affairs in the Pacific Ocean Area.</p> <p>Five years' accumulative experience in the following:</p> <ol style="list-style-type: none"> 1. Teaching native people of the Pacific Ocean Area; 2. Teaching foreign born; 3. Teaching in United States' schools; 4. School administration - two years; 5. Industrial Arts, agriculture and vocational subjects. <p>or B. Master's degree in education with one year's experience in contact with native affairs in the Pacific Ocean Area and three years' experience in 1 through 5 above, including one year in administration.</p>
IB	3775.00	<p>A. Bachelor's degree in education. One year's experience in contact with native affairs in the Pacific Ocean Area.</p> <p>Two years' cumulative experience in the following:</p> <ol style="list-style-type: none"> 1. Teaching native people of the Pacific Ocean Area; 2. Teaching foreign born; 3. Teaching in United States' schools; 4. School administration - one year; 5. Industrial Arts, agriculture and vocational subjects. <p>or B. Master's degree in education with one year's experience in contact with native affairs in the Pacific Ocean Area and two years' experience in 1 through 5 above, including one year of administration.</p>
IC	3400.00	<p>A. Bachelor's degree in education. One year's experience in contact with native affairs in the Pacific Ocean Area.</p> <p>Experience in any of the following:</p> <ol style="list-style-type: none"> 1. Teaching native people of the Pacific Ocean Area; 2. Teaching foreign born;

<u>Rating</u>	<u>Per Annum Salary</u>	<u>Qualifying Factors</u>
IC (cont'd)		<p>3. Teaching in United States' schools; 4. Industrial arts, agricultural, and vocational subjects.</p> <p>or B. Master's degree in education or the equivalent and one year's experience in 1 through 4 above.</p>
IIA	\$3150.00	<p>A. Normal school graduation or three years' college training in education, including 18 semester hours of English. One year's teaching experience, half of which must have been with Pacific Ocean Area people. Cumulative experience in the following:</p> <ol style="list-style-type: none"> 1. Industrial Arts; 2. Agriculture; 3. Vocational subjects; 4. Business subjects; 5. Art and Design.
IIB	2900.00	<p>A. Three years of college including:</p> <p>Fifteen semester hours of English. Nine semester hours of education. Cumulative experience in the following:</p> <ol style="list-style-type: none"> 1. Tutoring; 2. Business; 3. Instructing; 4. Agriculture; 5. Industrial Arts; 6. Vocational Training; 7. Art and Design.
IIC	2650.00	<p>A. Two years of college including:</p> <p>Twelve semester hours of English and six semester hours of education, or equivalent experience in:</p> <ol style="list-style-type: none"> 1. Tutoring; 2. Business; 3. Instructing; 4. Industrial Arts; 5. Agriculture; 6. Art and Design.
<p>(2) <u>Instructor's Aide</u></p>		
IIIA	2400.00	<p>A. Two years of college, and experience in:</p> <ol style="list-style-type: none"> 1. Tutoring; 2. Business; 3. Instructing; 4. Industrial Arts; 5. Agriculture; 6. Art and Design.
IIIB	2175.00	<p>A. One year of college, and experience in:</p> <ol style="list-style-type: none"> 1. Tutoring; 2. Business;

<u>Rating</u>	<u>Per Annum Salary</u>	<u>Qualifying Factors</u>
IIIB (cont'd)		3. Instructing; 4. Industrial Arts; 5. Agriculture; 6. Art and Design.
IIIC	\$1950.00	A. High school graduation and experience in: 1. Commercial subjects; 2. Tutoring or teaching; 3. Agriculture; 4. Art and Design.
IIID	1825.00	A. High school graduation. Inherent teaching ability. Limited experience.

(c) Indigenous peoples: Teachers and School Administrators

(1) Sub-Division A (Sub-Professional)

- a. Untrained \$180.00 per annum
- b. Basic salary increased \$12.00 for satisfactory completion of each year of teaching experience until it reaches \$216.00. (It is assumed that each teacher will have at least six months' teacher training by the time he has three years of teaching experience).

(2) Sub-Division B (Professional)

- a. Six months of teacher training satisfactorily completed \$240.00 per annum
- b. One year of teaching and three additional months of teacher training satisfactorily completed. 264.00 per annum
- c. Two years of teaching and a total of twelve months of teacher training satisfactorily completed. 300.00 per annum
- d. Basic salary increased \$12.00 per annum for satisfactory completion of each year of teaching experience in excess of two, and \$12.00 per annum for satisfactory completion of each three months of teacher training in excess of twelve months, until it reaches \$420.00 per annum.

(3) Sub-Division C (Professional - Administrative)

- a. Principals directing three or more other teachers shall receive not less than \$36.00 per annum over and above the minimum salary to which they would otherwise be entitled under sub-division B above.
- b. Superintendents directing the educational activities of a school district shall receive not less than \$60.00 per annum in addition to the minimum salary to which they would otherwise be entitled under sub-division B above. In cases where a superintendent supervises more than 300 students, he shall receive not less than \$24.00 per annum in addition to the above minimum, and not less than a further \$24.00 per annum for each additional block of 200 students in excess of the first 300.

All teachers are hired on the basis of an annual salary payable in twelve equal monthly installments, even though school is in session for only nine months. This system allows for three-month summer courses in educational subjects designed to improve the quality of teaching. No additional salary is paid to teachers while taking additional training.

233. Are there teachers' associations organizations? Do they publish any journals or bulletins?

The only such organization in the Trust Territory is the Marshallese Teachers' Association, whose objective is the furtherance of education in the Marshall Islands. It does not publish any journals or bulletins.

Adult and Community Education

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?

Adult education, although necessarily modified by local conditions, is generally provided and encouraged throughout the Trust Territory. Measures have been taken at each Civil Administration Unit to offer higher education in the form of local teacher training, seaman and seaman engineer training and courses for medical and nurses' aides. Three hundred and eighty-four (384) students are enrolled in 23 higher schools within the Territory; 107 additional teacher trainees, medical and dental assistants and nursing trainees are studying in professional schools on Guam. Adult education in the usual sense is carried on through attendance of adults at regular school sessions and special evening or spare-time sessions which offer training in business, agriculture, English, carpentry, etc. About 1,500 students are engaged in such forms of adult education at present.

No plans have been made for including the utilization of radio, publications or other media of mass communication within the educational framework. A limited number of educational films, however, particularly on health subjects, have been ordered for use in the area. Navy training films are also used when available. It is considered of prime importance that adult education keep pace with that of the youth of the area in order to prevent a cultural wedge from being driven between old and young.

235. Are there any schemes to combat illiteracy and, if so, has any provision been made for assistance by the appropriate international agencies in anti-illiteracy campaigns? What is the percentage of illiteracy by age, sex and race?

Illiteracy is being combatted by providing a system of general education for all children of the Territory and of adult education for interested persons. No assistance has been requested from international agencies in anti-illiteracy campaigns. The percentage of illiteracy in the Territory is not yet known.

236. What attempts have been made by the Administering Authority or by private bodies to increase the supply of literature available to literate inhabitants, either in the vernacular or in other languages? What policy, if any, is there with regard to the establishment of a common language?

The Administering Authority has prepared and is distributing textbooks and other reading material specially adapted in vocabulary and content for use in the Territory; this material is in English. 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 areas' vernacular dialects.

As has been indicated in answers to previous questions, English is now becoming the lingua franca of the Territory.

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.

Languages spoken in the Territory may be classified generally into ten distinct groupings, most of which are in turn subdivided into local dialects. None is Territory-wide in usage. Language studies and attempts at standardization made by various foreign groups since the time of early Western exploration and settlement in the area have not proven altogether satisfactory. During the war 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; dictionaries, orthographies and grammars have been prepared. Thus some progress in language standardization is being made.

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?

No steps to develop the intellectual and cultural activities of the indigenous inhabitants as a whole can be considered until their education and capacity for intellectual appreciation is more fully developed.

Because only limited transportation facilities are available and because the distances involved in the area are so vast, no feeling of interdependence among all residents of the territory has arisen. Moreover, as stated elsewhere in this report, island interests, loyalties and activities are purely local in nature.

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?

Aside from private collections there are as yet no libraries in the Trust Territory itself. A growing library is part of the equipment of the public school system of Guam, however, and is available to Territory students enrolled in the technical schools of that island.

240. What attempts have been made to utilize the services of literate ex-servicemen and women in furthering education?

There are very few ex-servicemen and women, and none indigenous to the area. The services of all qualified and available persons resident in the Territory are used in the furtherance of public education.

241. What measures have been taken to preserve, foster and encourage indigenous art and culture: music, dance, folklore, handicrafts, etc.? Enumerate and briefly describe the cultural organizations and societies, if any, which are active in this work.

Immediately after occupation by United States forces of the islands which now constitute the Trust Territory, it was proclaimed that the existing customs of the local people should be respected. That policy has been consistently adhered to since and has been reaffirmed by the Administration in the High Commissioner's Proclamation Number One for the Trust Territory as well as in the Bill of Rights (Section 5 of the Interim Regulations - Enclosure C). Moreover, Section 8 of the Interim Regulations (Education) provides that the educational program shall respect local cultural patterns and shall foster and encourage the study of local languages, history and arts and crafts, as well as establish vocational training in the latter and in the trades.

Active encouragement has been given to the preservation of indigenous music, dances, folklore and handicraft, by sponsoring island music and dance festivals, fostering indigenous art and handicraft exhibits and assisting in the reconstruction (on Palau and Yap) of destroyed clubhouses, the traditional centers of community life. The production of handicraft articles will be 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.

The Pacific Science Board of the National Research Council (Washington, D. C.) is now conducting Territory anthropological, ethnological and linguistic studies, whose published results will be used in the preservation of the old cultures.

242. Are there any archaeological expeditions at work in the Territory? What are the main regulations governing their activities and their discoveries, especially those relating to the removal of objects from the Territory? What measures have been taken to preserve and to protect archaeological sites, areas and objects?

The Pacific Science Board (see above) by request of the Administration, is engaged in a continuing study of archaeology in the Territory.

Destruction of relics is forbidden, as is their removal from the area except for scientific study.

The preservation in the area of all materials of archaeological interest is receiving the attention of competent scientists. The Pacific Science Board has recommended that certain designated sites be set aside as preserves for archaeological remains.

243. What measures have been taken to preserve and protect living species of flora and fauna having scientific or aesthetic significance? Specify and briefly describe what museums and parks, if any, are maintained.

Methods for preserving the flora and fauna of the Territory from destruction by endemic and introduced enemies were considered in the study made by the United States Commercial Company in 1946, at the request of the United States Navy. The Pacific Science Board's current survey of the area, referred to above, includes study of methods for preserving and protecting flora and fauna of scientific or aesthetic value. The Administration has taken action to implement certain recommendations of the Board (e.g., it has appointed a Conservation Officer for the Territory) and is considering further means of effectuating other recommendations. To date no museums or parks have been established in the Territory.



Figure 3.

Ponape, Eastern Caroline Islands - A view of the prehistoric ruins in Metalanim District. Origin and builders unknown.

I. PUBLICATIONS

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.

All of the laws and general regulations which have been issued by the Administering Authority during the current period of civil administration are codified in the Interim Regulations (Enclosure C).



Figure 4.

Babelthau Island, Western Carolines - Palauan elementary school.

245. Under each of the following headings, give an account of the local facilities, external assistance, results, recent developments and future plans:

(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.

(a) Many and varied surveys and scientific investigations have been conducted in the Territory. Extensive local facilities were available for none of these. Major projects of the nature referred to have been (1) a geological survey made by the United States Commercial Company in 1946, which provided fundamental background material for further investigations; (2) the post-war mapping survey conducted by members of the United States Geological Survey staff, whose work was concentrated in the Palau area and was concerned principally with the potentialities of phosphate and bauxite mining; (3) land surveys made from each Civil Administration Unit to delineate property lines and facilitate the settling of land title disputes and the payment of damage claims involving real estate; (4) continuing population studies, as described heretofore in this report, from which demographic statistics may be developed; and (5) meteorological studies and observations made at each Civil Administration Unit in cooperation with the United States Navy's Guam-based Fleet Air Wing One, among the results of which have been the discovery of tropical storms and the plotting of storm courses.

(b) See (a), above.

(c) During 1947 and 1948, extensive research work in the sociological problems of the Territory was accomplished by the staff of the Coordinated Investigation of Micronesian Anthropology (CIMA), a group of eminent scientists representing twenty-one schools and scientific institutions and operating under the auspices of the United States Navy and the Pacific Science Board of the National Research Council. Among the subjects of the Investigation's study were family and clan structure and leadership, land ownership and use, effect of non-indigenous cultures on the indigenous people, population trends and the reaction of the indigenous people to governmental policies of the Administration.

On the Staff of the Deputy High Commissioner is the recently designated Trust Territory Anthropologist, who is attached to the Division of Field, Social and Scientific Affairs through which all scientific studies in the Territory are coordinated. Another anthropologist is utilized by the Administration on a full-time basis for general duty in the field. Others are employed part-time on specific projects. As noted heretofore, special anthropological studies are constantly in progress in the Territory.

K. SUGGESTIONS AND RECOMMENDATIONS

246. What has been done to implement the suggestions and recommendations of the Trusteeship Council and the General Assembly?

No recommendations have been received from the Trusteeship Council or the General Assembly.

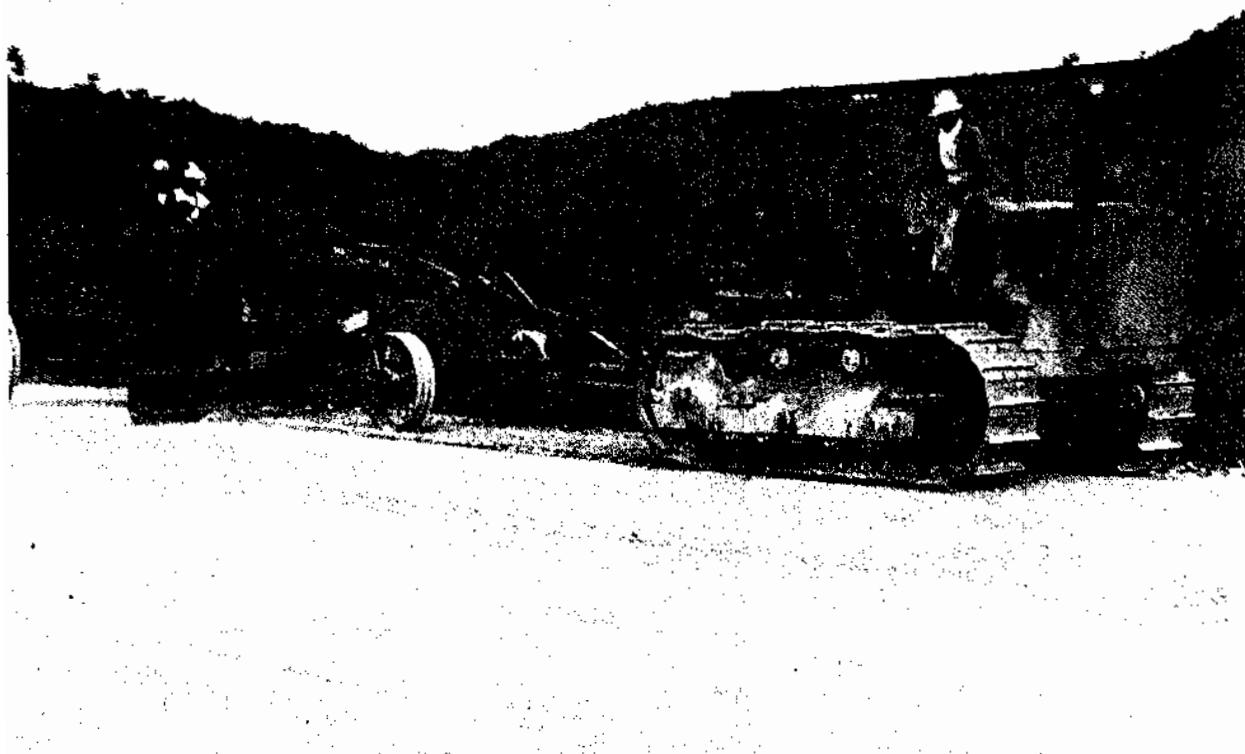


Figure 5.

Island, Truk Atoll, Eastern Carolines - Many of the Carolinians have been taught to operate American heavy equipment.

L. SUMMARY AND CONCLUSION

247. A short resume 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.

The outstanding event of the year was, in conjunction with the disestablishment of Military Government, the inauguration of Civil Administration under the Trusteeship Agreement effective July 18, 1947. Other noteworthy events were:

- (a) The four typhoons and two tidal waves which struck Yap between November 2, 1947 and January 17, 1948, and the encouraging recovery from the disorder and destruction which they caused.
- (b) Conduct of the Coordinated Investigation of Micronesian Anthropology in cooperation with the Pacific Science Board of the National Research Council (a private foundation located in Washington, D. C.)
- (c) Organization of the Insect Control Committee for Micronesia and holding of two conferences on conservation, through the services of the Pacific Science Board.
- (d) Assumption by the United States Navy, effective December 31, 1947 (primarily through the Island Trading Company of Micronesia), of the economic functions formerly performed in the Trust Territory by the United States Commercial Company.
- (e) Establishment of systems of Trust Territory and municipal taxes.
- (f) Successful resettlement of the people of Eniwetok on Ujelang, and temporary transfer of the ex-Bikini people from Rongerik to Kwajalein in order to provide them with greater support pending their transfer to a new permanent home on Kili (the Southern Marshalls Atoll selected in accordance with the vote of the ex-Bikini people). Both of these peoples were displaced originally in connection with atomic experimentation.
- (g) Transfer of the Chamorro colony on Yap to Tinian.
- (h) Development of agriculture on Tinian through a lease for large scale farming and through assignment of lands to families for small farms on a tentative homestead basis (Final approval of these measures was received after the close of the year with which this report is concerned).
- (i) Resettlement of Agrihan and Alamagan by people from Saipan.
- (j) Return of shipwrecked persons to the Netherlands East Indies, by arrangement with the Dutch Government.
- (k) Employment of American civilian educators, agriculturists and dentists to expand local services in their fields.
- (l) Administrative consolidation of the Palau and Yap Districts and of the Kwajalein and Majuro Districts.
- (m) Organization and initial functioning of the Advisory Committee on Education for Guam and the Trust Territory, composed of leaders in education and related fields in Hawaii.

The years principal economic achievements have been as follows:

- (1) Wider distribution of trade goods on a commercial basis (their dollar value for the first six months of 1948 was about twice that for the same period in 1947).
- (2) Development of native-owned wholesale companies on Saipan, Truk and Ponape and in the Marshalls, and preliminary arrangement for one in the Palau.
- (3) Distribution of more than 200 small boats for the use of islanders.
- (4) Placing of Island Trading Company on a sound financial basis; rendering available, through dividends, substantial sums for the rehabilitation of the Territory.
- (5) Establishment of two private commercial shipping lines between Guam and Saipan with permission of the Deputy High Commissioner, the Governor of Guam and Commander Marianas.

- (6) Maintenance of predictable and scheduled, though limited, surface and air transportation for logistic support of the Eastern and Western Carolines.
- (7) Introduction of beneficial insects, in accordance with recommendations of the Insect Control Committee for Micronesia, to control agricultural pests, particularly those attacking coconut trees.
- (8) Employment of a Staff Entomologist and a Staff Plant Quarantine Officer, paid by the Pacific Science Board, and establishment of plant and animal quarantine regulations to permit free movement of fruits and vegetables under a system of proper inspections.

The outstanding problem in the economic field has been the difficult and delicate one of developing a sense of individual initiative and responsibility within a framework of established customs and traditions which, except in the Saipan District, tend toward a basically communal society. Other problems have concerned the diversification of island industry, the standardization of handicraft manufacture to meet commercial market demands, the expansion of shipping both within the Territory and between it and the outside world, and the encouragement of local retailers to serve their customers' needs more adequately.

In the political field, the principal achievement has been the establishment of approximately 137 municipalities. Several of these have shown a most encouraging interest in assuming responsibility for local welfare and financial matters. Others are more dependent on guidance from the Civil Administration, but the concept of local self-governing communities within a framework of defined law is spreading. A substantial degree of participation in regional government has been attained in the Palau Islands. In the Southern Marshalls a District Council has been organized and has held its first meeting.

Other political achievements have been the establishment of a system of Civil Administration Courts and the compilation and promulgation of basic laws for the Territory in the form of the Interim Regulations (Enclosure C), in which local customs and traditions have been given careful consideration. Outstanding problems to be solved in the future concerns development of greater responsibility in local government, establishment of municipalities in atolls or separate islands not yet organized and augmentation of the working efficiency of those already in existence.

In the social field, the primary achievements have been the reduction of Yaws to the point where the disease is no longer a major problem, except in a few communities; the collection, through the Coordinated Investigation of Micronesian Anthropology, of scientific data as to local culture, traditions and needs; the resultant ascertainment of expedient modifications of policy and procedure in keeping with island capacities for understanding; the obtaining and equipping of a medical survey ship to visit all island groups; and the establishment of a central leprosarium on Tinian to serve the entire Territory. The major remaining social problem - a subject of great emphasis in the educational program of today - is the medical one of control and treatment of tuberculosis. A 200-bed central tuberculosis sanatorium is being constructed on Saipan to serve in addition to the tuberculosis wards already in operation at the various Civil Administration Unit dispensaries. The barrier which results from the existence of many distinct native languages continues to be a major social problem, but marked progress is being made in resolving it through the teaching of English at all Civil Administration Centers and through study of local languages by Administration personnel. Sanitation is still a challenging issue in the case of several outlying islands, but the overall improvement in sanitation during the year has been gratifying.

In the educational field, the two principal achievements have been (1) the improvement in quality and quantity of instruction at Civil Administration teacher training schools through the use of civil service personnel and military dependents, to an extent such that these schools are being designated as Intermediate Schools effective September 1, 1948, and equipped to offer general education; and (2) the education at the Pacific Island Teacher Training School on Guam of the first class of 25 students from the Trust Territory, (graduated in August, 1948, after the close of the year under consideration). Arrangements have been made for the transfer of this school to Truk, where it will reopen in September, 1948, to permit the students to live in surroundings and culture more natural to them. From an administrative point of view, the reestablishment of the School of Naval Administration (reopening in September 1948, at the General Line School in Monterey, California), to train Island Government officers needed to replace those now due or becoming due for relief, is of great importance for the future of the Trust Territory. The most pressing need in the educational field is for more trained teachers and educational administrators. Employment of the necessary personnel has been authorized and recruitment is now in progress with the active assistance of the Advisory Committee on Education.

To obtain an accurate view of public opinion of the inhabitants of the trust territory is extremely difficult. The various racial and linguistic groups are quite distinct and the interests of each are largely self-centered. Through decades of subjugation to their own rulers or to supervisors placed over them by successive foreign governments the islanders have become most reluctant to express any views other than those which they feel the persons talking with them wish to hear. To overcome this reticence is a slow process and implies engaging the full confidence of the native people. Superficially, the attitude of these people is one of cheerful acquiescence and cooperation. The Yapese exhibit a keen desire not to have their ways disturbed any more than is necessary; nevertheless, many of them are interested in learning English and in acquiring education generally. All major groups appear to appreciate deeply the medical services provided by the Administration, have cooperated voluntarily in developing better educational facilities, and are grateful for such means of travel as could be made available as well as for the freedom to use them.



Figure 6.

Yap, Western Caroline Islands - School girls relax near the steps of the Yaptown school house.

STATISTICAL APPENDIX

I. POPULATION

These Statistics Cover Permanent Residents Only

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

(1) Trust Territory Overall Population:

Nationality	1946			1947			1948		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
American	-	-	-	16	16	31	14	14	28
Native	-	-	-	24308	23015	47323	26050	25189	51239
Foreign	-	-	-	55	25	80	121	87	208
Grand Total	-	-	48221	24379	23055	47434	26185	25290	51475

Note: Figure for 1946 represents best estimate.

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

Figures for 1948 are based on fairly accurate field reports.

(2) Trust Territory Native Population

Race	1947			1948		
	Males	Females	Total	Males	Females	Total
Chamorro	2026	1937	3963	2400	2350	4750
Carolinian	18182	17335	35517	18266	17728	35994
Marshallese	4100	3743	7843	5384	5111	10495
Grand Total	24308	23015	47323	26050	25189	51239

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

Figures for 1948 are based on fairly accurate field reports.

B. Birth and Mortality Rates, etc.

(1) Birth and death rates:

- (a) Births - 33.11 per thousand of population.
- (b) Deaths - 17.19 per thousand of population.

(2) Mean expectation of life:

- (a) Males (Estimated) 50-55.
- (b) Females (Estimated) 53-55.

(3) Prospects of population growth:

Extremely good, since the birth rate is about double the death rate.

C. Population Distribution by Occupations and Educational Levels.

Statistics not available.

Only a small percentage of the population has received any formal education in either Japanese or English. Production of copra, trochus and handicraft and subsistence agriculture and fishing are the main occupational pursuits. Less than 5% 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.

Administrative District	1947			1948		
	Land Area (sq. mi.)	Population	Density (Persons per sq mi)	Population	Density (Persons per sq mi)	
	:	:	:	:	:	
Saipan	154.018	4827	31.34	5991	38.90	
Palau	192.316	6023	31.36	6357	33.10	
Yap	45.925	4546	98.82	4678	101.69	
Truk	49.181	14546	296.85	14384	293.76	
Ponape	175.680	9654	54.85	9660	54.31	
Kwajalein	37.410	4229	114.29	4398	118.86	
Majuro	32.430	3609	112.78	6097	190.53	
Total, Trust Terr.	686.960	47434	69.04	51475	74.92	

E. Migration of the Population.

Excluding normal changes of residence by individuals or families, the following organized mass migrations were carried out during the year:

From	To	Number of People	Reason for Migration
Eniwetok	Ujelang	137	Atomic Energy Tests.
Rongerik*	Kwajalein	167	To provide better living conditions pending transfer to Kili.
Saipan	Agrihan	124	To develop copra and provide economic opportunity for migrants.
Saipan	Alamagan	153	To develop copra and provide economic opportunity for migrants.
Yap**	Tinian	216	To provide new homes with better economic prospects and to re-establish contact with their own racial group.

* Former Bikini people.

** All Chamorros.

II. ADMINISTRATIVE STRUCTURE OF GOVERNMENT

Office of the Deputy High Commissioner

Deputy High Commissioner
Chief of Staff

Administration Division

Acting Senior Administrative Assistant
Administrative Assistant
Administrative Assistant
P-6 Civil Government Specialist

Field, Social, and Scientific Affairs Division

Field, Social and Scientific Affairs Officer
P-4 Entomologist
P-4 Quarantine Officer

Economics Division

Economics and Legal Officer
Assistant Economics Officer
P-6 Economist

Political Affairs Division

Political Affairs Officer
P-6 Political Scientist

Finance and Supply Division

Supply Officer

Public Works Division

Civil Engineer Corps Officer

Public Health Division

Public Health Officer
Dental Officer

Education Division

Education Officer
Assistant Education Officer
Agricultural Extension Agent (P-4)
Educational Administrator (P-6)

Island Trading Company

President and General Manager

Office of the Governor

Governor, Eastern Carolines
Governor, Western Carolines
Governor, Marshalls
Governor, Northern Marianas

Office of the Civil Administrator, Truk

Civil Administrator
Deputy Civil Administrator
P-3 Administrative Assistant

Operations Department

Operations Officer

Political Affairs Department

Political Affairs Officer

Economics Department

Economics Officer

Public Works Department

Public Works Officer

Public Health Department

Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
P-4 Dentist

Finance and Supply Department

Supply Officer

Education Department

Education Officer
Assistant Education Officer
School Principal
Instructor
Instructor's Aide
Instructor's Aide

Special Departments

Officer in Charge of Construction

Office of the Civil Administrator, Ponape

Civil Administrator
Deputy Civil Administrator

Operations Department

Operations Officer

Political Affairs Department

Assistant Political Affairs Officer

Economics Department

Economics Officer

Public Works Department

Public Works Officer

Office of the Civil Administrator, Ponape (Cont'd)

Public Health Department

Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
P-4 Dentist

Finance and Supply Department

Supply Officer

Education Department

Education Officer
Instructor
Instructor's Aide

Special Department

Copra Plantation Manager
Assistant Plantation Manager

Office of the Civil Administrator, Palau Islands (Koror)

Civil Administrator
Deputy Civil Administrator

Operations Department

Operations Officer

Political Affairs Department

Political Affairs Officer

Economics Department

Economics Officer

Public Works Department

Public Works Officer
Assistant Public Works Officer

Public Health Department

Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
P-4 Dentist

Finance and Supply Department

Supply Officer

Education Department

Educational Administrator
Instructor
Instructor's Aide
Instructor, Yap

Special Departments

Civil Administration Representative, Angaur
Public Health Officer, Yap
Civil Administration Representative, Yap
Assistant Public Health Officer, Yap

Office of the Civil Administrator, Kwajalein

Civil Administrator
Deputy Civil Administrator

Operations Department

Operations Officer

Political Affairs Department

Political Affairs Officer

Economics Department

Economics Officer

Public Works Department

Public Works Officer

Public Health Department

Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
P-4 Dentist

Supply and Finance Department

Supply Officer

Education Department

Education Officer

Office of the Civil Administrator, Majuro

Civil Administrator
Deputy Civil Administrator

Operations Department

Operations Officer

Political Affairs Department

Political Affairs Officer

Economics Department

Economics Officer

Public Works Department

Public Works Officer

Public Health Department

Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
P-4 Dentist

Finance and Supply Department

Supply Officer

Education Department

P-4 Educational Administrator
P-2 School Principal
Instructor's Aide

Office of the Civil Administrator, Saipan

Civil Administrator
Deputy Civil Administrator

Operations Department

Operations Officer

Political Affairs Department

Political Affairs Officer

Economics Department

Economics Officer

Public Works Department

Public Works Officer

Public Health Department

Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
Assistant Public Health Officer
P-4 Dentist

Finance and Supply Department

Supply Officer
Assistant Supply Officer

Key to Pay Grades Cited

Education Department

<u>Grade</u>	<u>Salary (Annual)*</u>
P-1	\$ 3306.00
P-2 (CAF-7)	4246.50
P-3	5187.00
P-4 (CAF-11)	6127.50
P-6	8877.75

Special Departments

P-4 Agriculturist

* Includes 25% for foreign service.

III. JUSTICE AND PENAL ADMINISTRATION

<u>A. Principal Offenses</u>	<u>No. of Cases</u>	<u>Penalty Imposed</u>
Murder	1	Case pending
Voluntary Manslaughter	1	5 years
Involuntary Manslaughter	2	(a) 1 year (b) 3 years
Rape	1	12 years
Incest	2	(a) 4 years (b) 3 to 5 years
Assault and Battery with Intent to Commit Rape	1	8½ years (with recommendation of 4½ years off for good behavior during confinement)
Assault and Battery with a Deadly Weapon	1	1 year and \$25.00
Aggravated Assault	1	4 to 5 years
Burglary	2	(a) 15 years; parole after 5 years (b) 1 year (c) 5 years (d) 4 years (e) 18 months (d) 15 months
Grand Larceny	5	(e) Pending at close of fiscal year (3 yrs sentence imposed thereafter).
Adultery, Assault and Battery, and Cheating	1	1 year and \$50.00
Receiving Stolen Goods	1	1 to 3 years
Total Number of Principal Offenses	19	

There were no other offenses requiring sentences of one year or more.

B. Number of Persons Committed, by Prisons, etc.

Ponape Jail Males committed, 22; females, 3 - total 25; all indigenous inhabitants of the Territory. Average number of inmates, 20; 4 cells, 2 wards. Cubic feet per prisoner during hours of sleep, 650.

Truk Jail Males committed, 48; females, none - total, 48; all indigenous inhabitants of the Territory. Average number of inmates, 6; 1 cell for males, 1 for females; 1 ward. Cubic feet per prisoner during hours of sleep, 500.

Note: In the Truk District several islands have buildings which were used from time to time for short periods of confinement under sentences imposed by native local courts, later known as Community Courts, but which are not considered as either prisons or penal institutions.

Majuro Jail Males committed, 16; females, none - total, 16; all indigenous inhabitants of the Territory. Three (3) cells. Average number of inmates, 1 (maximum at any one time was 3). Cubic feet per prisoner during hours of sleep, 400.

Yap Jail Males committed, 33; females, none - total, 33; all indigenous inhabitants of the Territory. Two (2) cells; 1 ward

Yap Jail (Cont'd)

Average number of inmates, 17.
Cubic feet per prisoner during hours of sleep, 400.

Palau Jail

Males committed, 86; females, 1 - total, 87; all indigenous inhabitants of the Territory. Two (2) solitary cells; 1 cell for females; 1 ward. Average number of inmates, 6. Cubic feet per prisoner during hours of sleep, 800.

Note: A building on Angaur and one on Peleliu are used from time to time for periods of confinement of 7 days or less but are not considered as either prisons or penal institutions.

Saipan Jail

Males committed, 46; females, 1 - total, 47; 39 of the males and 1 female were indigenous inhabitants of the Territory; 5 of the males were Filipinos; 2 were Chinese.
Average number of inmates, 10; 9 cells. Cubic feet per prisoner during hours of sleep, 400.

Note: A building on Rota is used from time to time for short periods of confinement, but is not considered as either a prison or a penal institution.

Kwajalein

There is no Civil Administration jail, prison, or penal institution in the Kwajalein District.

C. Dietary scale for prisoners.

Dietary scale for all Civil Administration jail prisoners is 2500-3000 calories or more per day. Prisoners in the Saipan jail receive the diet served in the Civil Administration Dispensary mess. Prisoners in the Majuro jail receive the same diet as native Civil Administration Unit employees. 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. Fiscal Year 1948.

(1) Locally-derived revenues:

Receipts

Internal Revenue Tax	\$ 26,698.32
Rent of Land and Facilities	1,538.89
Import Tax	12,524.18
Alien Property Fund	767.22
Processing Tax (Island Trading Company)	119,907.97
Processing Tax (All Civil Administration Units)	135.00
Fines, native	965.00
Miscellaneous Collections	22.00
Total	\$ 162,558.58

Expenditures

Transportation Charges for Insects (Saipan)	5.10
Revolving Fund for Saipan Agriculture	2,000.00
Award to August of Ruo Island	100.00
Salary of Agriculture on Saipan	881.67
Total	2,986.77

(2) Appropriated Funds:

Allocations

General Administration	152,863.67
Legal and Public Safety	96,197.00
Public Education	207,600.00
Industry and Agriculture	71,501.00
Medical Care	302,006.10
Public Health and Sanitation	50,405.00
Transportation	31,384.56
Public Works	183,125.00
Commerce	39,000.00
Total	1,134,071.23

Expenditures

General Administration	142,435.78
Legal and Public Safety	76,609.94
Public Education	165,180.18
Industry and Agriculture	59,229.95
Medical Care	175,866.03
Public Health and Sanitation	42,767.79
Transportation	26,190.90
Public Works	193,019.44
Commerce	25,998.96
Total	897,288.97

(1) Estimate of Locally-derived Revenues:

Receipts

Internal Revenue Tax	\$ 25,000.00
Customs Fees	25,000.00
Court Fees and Fines	4,000.00
Service Charges - Medical, Dental, etc.	16,000.00
Processing Taxes	150,000.00
Island Trading Company Dividends	300,000.00
Total	\$ 519,000.00

Expenditures

<u>Classification</u>	<u>General Admin.</u>	<u>Public Education</u>	<u>Medical Care, Public Health & Sanitation</u>	<u>Commerce, Ind. & Agriculture</u>	<u>Public Works</u>	<u>Total</u>
Personal Services	20,000	111,300	1,000		20,000	152,300
Travel	1,000					1,000
Supplies	23,700	38,000	95,000		23,000	179,700
Equipment	10,000	15,000	11,000		10,000	46,000
See Note		90,000		50,000		140,000
Totals	54,700	254,300	107,000	50,000	53,000	519,000

Note: \$90,000 is to be paid to the Naval Government of Guam toward the Trust Territory's share of the cost of the School of Medical Practitioners, the School of Dental Practitioners and the School of Nursing in accordance with Governor of Guam despatch 050311Z July 1948. This amount is estimated to cover stipends, subsistence and quarters for Trust Territory students (less an allowance for estimated value of student nurses' services to Guam Memorial Hospital). Division of expense is made and accounted for by the Naval Government of Guam.

\$50,000 has been allocated as a loan fund for aid to agriculture, industry and commerce. This is to be advanced as loans to serve as working funds of infant industries, new agricultural projects and the like, in conjunction with funds from private and other sources.

(2) Estimate of Appropriated Funds:

Allocations

General Administration	168,800.00
Legal and Public Safety	78,800.00
Public Education	166,100.00
Commerce, Industry and Agriculture	110,800.00
Medical Care, Public Health and Sanitation	318,000.00
Public Works	170,000.00
Total	1,012,500.00

Expenditures

General Administration	168,800.00
Legal and Public Safety	78,800.00
Public Education	166,100.00
Commerce, Industry and Agriculture	110,800.00
Medical Care, Public Health and Sanitation	318,000.00
Public Works	170,000.00
Total	1,012,500.00

V. TAXATION

A. Municipal

(1) There are 137 municipal governments in the Trust Territory; consequently, no uniform schedule of municipal taxes is applied except for a \$2.00 per year head tax, payable by each male resident between the ages of 18 and 60 inclusive. Each municipality collects and expends this tax. To supplement funds from this source it levies, collects and expends other taxes.

(2) A sampling of these municipal taxes follows:

Saipan (all annual)

Property taxes

a. Bicycles	\$1.00	each
b. Jeeps	5.00	each
c. Weapons Carriers	15.00	each
d. Automobiles	10.00	each
e. Trucks	20.00	each

Head tax 2.00 each male 18-60, inclusive.

Truk (all annual)

Property taxes

a. Bearing Coconut Trees	0.05	each
b. Bearing Breadfruit Trees	0.05	each
c. Cattle	1.00	head
d. Goats	0.50	head
e. Bicycles	1.00	each
f. Canoes (according to size)		
1 passenger	0.25	each
2 passenger	0.50	each
3 passenger	0.75	each
4 or more passenger	1.00	each

Head tax 2.00 each male 18-60, inclusive.

Palau (all annual)

Property taxes

a. Boats (over-all length greater than 16')	2%	of appraised value
b. Self-propelled vehicles	2%	of appraised value
c. Dogs and Monkeys	1.00	each

Head tax 2.00 each male 18-60, inclusive.

Ailinglapalap Atoll, Kwajalein District (all annual)

Property taxes

a. Houses	\$ 10.00	each
b. Canoes	5.00	each

Head Tax 2.00 each male 18-60, inclusive.

VI. TRADE

A. Total Volume of Trade(1) Imports and Re-exports of Bullion and Specie

(a) Returned to United States

Silver Solder Gr #1	355.85	Troy oz.	\$ 192.15
Silver Wire, Sterling	1325.70	Troy oz.	1325.70
Silver, Sterling, in Bars	2945.014	Troy oz.	2591.61
		Total	\$4109.46

(This silver had previously been imported into the Trust Territory by the United States Commercial Company and, because of low demand, was returned to the United States for sale. Money value is cost to Island Trading Company.

(b) Currency imported into Territory: \$88,300.00; exported: \$99,940.00 (1 January 1948 to 30 June 1948). Records covering United States Commercial Company operations from 1 July 1947, to December 31, 1947 are not available.

(2) Imports

Trade imports only: foodstuffs, hardware, carpentry tools, fishing gear, cloth, etc. at cost value to the Island Trading Company.

United States Commercial Company (7/1/47 - 12/31/47)	\$ 348,717.01*
Island Trading Company (1/1/48 - 6/30/48)	383,153.00
	Total
	\$ 731,870.01

* Portion for the period 11/26/47 to 12/31/47 is estimated.

(3) Re-exports of Trade Goods \$ 83657.00

(Re-exports represent value of non-saleable trade goods returned to Island Trading Company Warehouse, Guam, from 1 January 1948 to 30 June 1948).

B. Imports of Principal Commodities.

Same as A(2) above. Of the \$383,153.00 imported by the Island Trading Company from 1 January 1948 to 30 June 1948, \$346,713.00 was purchased from the United States and \$36,440.00 from Japan. All of the United States Commercial Company imports were from the United States or Hawaii except for about 500,000 yards of processed cloth received from Japan at a cost of approximately \$100,000.

C. Exports of Principal Commodities.

	<u>United States Commercial Company</u> (7/1/47 - 12/31/47)	<u>Island Trading Company</u> (1/1/48 - 6/30/48)	<u>Total</u>
Copra	\$ 269,487.12	\$ 470,480.00	\$ 739,967.12
Handicraft	29,692.20	85,965.00	115,657.20
Trochus	20,289.02	17,244.60	37,533.62
Other	.00	1,351.00	1,351.00
Total	319,468.34	575,040.60	894,508.94

All exports were sent to the United States except one half of the trochus (by weight) which went to Japan.

D. Re-export and Transit Trade, and Duties.

None.

E. Tariff Schedules Covering Imports and Exports.

See answer to question 77.



Figure 7.

Mokil, Eastern Caroline Islands - Cutting coconut meat prior to its being dried for copra.

VII. ENTERPRISES AND BUSINESS ORGANIZATIONS

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

Four.

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

Although many of the retail stores and some of the wholesale concerns in the Trust Territory have been loosely referred to as "cooperatives" or "cooperatively-owned", such terms are used in this report to describe forms of stock companies or limited partnerships in which shares are widely held. None of these is a true cooperative in the generally accepted sense.

There are three agricultural associations and one fishing association in the Territory. One of the four corporations referred to in A, above, is known as "The Ponape Cooperative Company" but 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 only one vote regardless of the amount of his stock holdings.

All members or stockholders of the above organizations are natives.

There are no credit unions in the Territory.

VIII. HOUSING

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

Thirteen thousand (13,000) (estimated), or 130 hundred.

There are no urban areas. The number of persons per room averages between 2 and 3 for the Territory in general.

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

Commenced: 1,850 dwellings (estimated).

Completed: 1,850 dwellings (estimated).

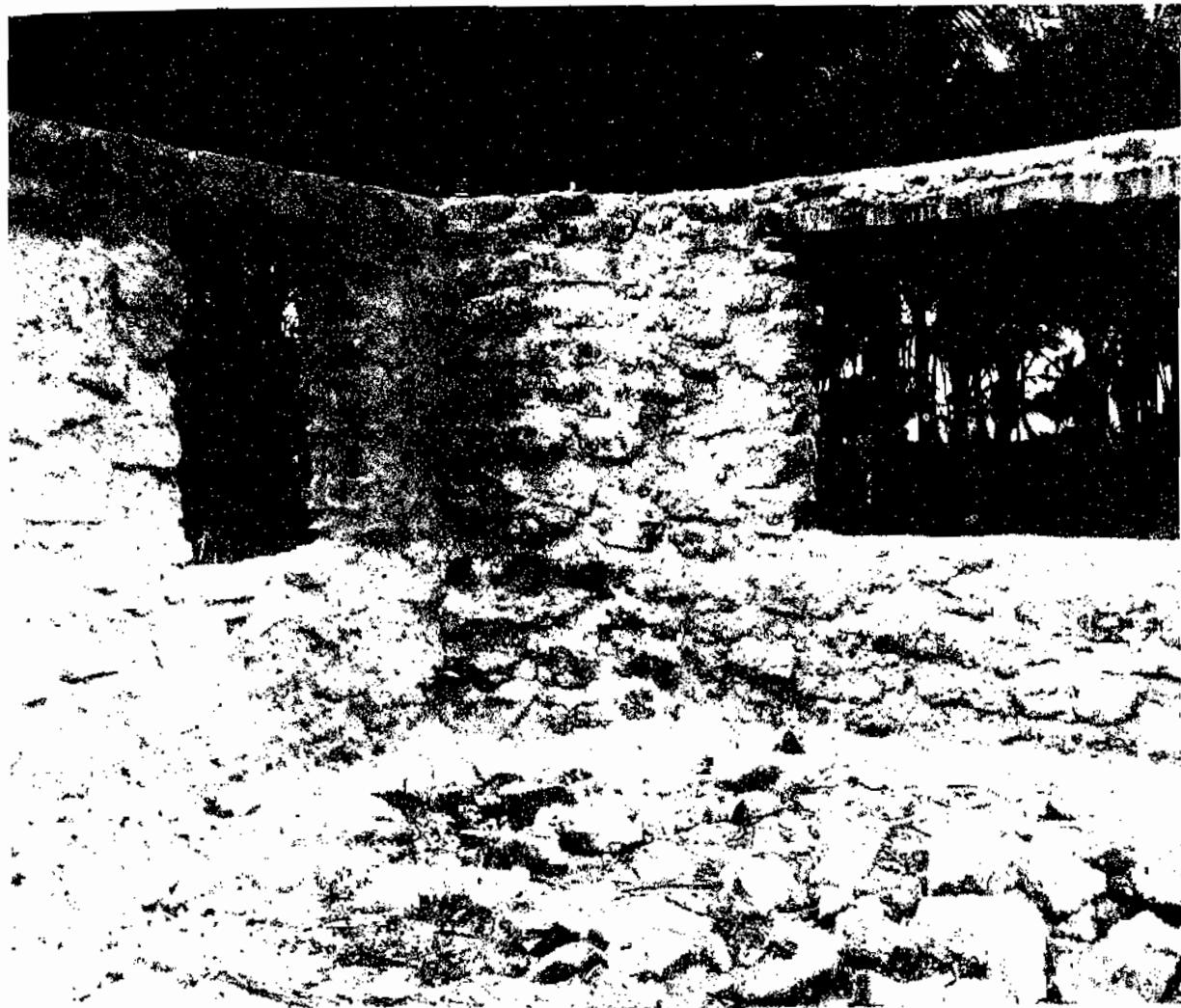


Figure 8.

Hall Islands, Eastern Carolines - A coral block house under construction.

IX. PRODUCTION

A. Agriculture

(1) Acresage devoted to principal crops, etc.

No figures are available which would reflect the amount of acreage devoted to principal crops or to the total production of each crop by quantity or value. The difficulty in obtaining figures is due to the fact that the natives of the Trust Territory, outside the Saipan District, indulge principally in subsistence agriculture. There is a 960-acre farm on Tinian operated under a lease agreement from the Deputy High Commissioner and there are numerous family farms on Saipan, Tinian, and Rota; in the rest of the Territory, however, there are few real farms and the areas from which crops are taken are often vaguely defined, perhaps consisting of small scattered plots. Usually things grow by chance or with minimal supervision and planning. Native products for subsistence use require almost no cultivation.

For copra production see section C below.

(2) Numbers of livestock by principal categories (1948):

	<u>Eastern Carolines</u>	<u>Western Carolines</u>	<u>Marshalls</u>	<u>Northern Marianas*</u>
Hogs	2,650	60	500	940
Cattle	---	--	--	460
Carabao	60	--	--	160
Goats	300	65	0	103
Chickens	5,000	4,500	2,500	6,456

* 1948

B. Mines

(1) Principal Minerals Exploited, etc. (1948):

<u>Mineral</u>	<u>Long Tons Mined</u>	<u>Value</u>
Phosphate	148,000	\$1,480,000.00

(2) Number of Mines, etc. (1948):

<u>Number of Mines</u>	<u>Exploited Mineral</u>	<u>Number of Workers</u>	<u>Quantity of Minerals Exploited per worker</u>
1	Phosphate	435	370 Tons

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).

Following is a table of principal industrial and other production for the fiscal year 1948:

<u>District</u>	<u>Copra Tons</u>	<u>Copra Value</u>	<u>Trochus Shell lbs.</u>	<u>Trochus Shell Value</u>	<u>Fish lbs.</u>	<u>Fish Value</u>	<u>Handicraft Value</u>
Saipan	130	\$ 13,000	--	--	138,642	\$ 27,268	\$ 27,328
Truk	1,878	187,829	75,193	\$ 6,055	subsistence	--	4,408
Ponape	2,374	237,450	181,125	14,490	"	--	6,796
Majuro	2,124	212,422	4,346	347	"	--	4,928
Kwajalein	1,372	137,210	--	--	"	--	2,084
Palau	7,052	70,526	223,524	26,881.92	"	--	6,212

D. Fisheries

(1) Commercial fishing vessels, fish and shell.

Commercial fishing is not generally conducted in the Trust Territory. The only commercial fishing company presently in existence is the Saipan Fishing Association, which has just four or five small vessels; its gross revenues appear in the table under C, above, as do figures for trochus shell production throughout the Territory.

X. LABOR

A. Employment

(1) Number of workers employed:

(a) Civil Administration Authority employees (as of June 30, 1948) -

<u>District</u>	<u>Wage Earners</u>	<u>Salaried Workers</u>
Saipan	103	81
Truk	379	278
Ponape	4	93
Majuro	122	31
Kwajalein	0	123
Palau	302	192

(b) Professional employees (included in above table)* -

<u>District</u>	<u>Medical</u>	<u>Salaried Administrative</u>
Saipan	13	38
Truk	48	78
Ponape	28	40
Majuro	29	42
Kwajalein	28	28
Palau	35	78

* For educational employees see Part C of Statistical Appendix XIII (Education).

(2) Workers employed away from home:

- (a) Four hundred and ninety-three (493) contract laborers are employed away from home, but within the Civil Administration District. Duration of employment is six months; it may be increased to a maximum of nine by mutual agreement of worker and employer.
- (b) Three hundred and eight (308) non-contract laborers are employed away from home, but within the Civil Administration District. Duration of employment is at the discretion of the worker.
- (c) Thirty-seven (37) laborers are employed away from home and outside the Civil Administration District. Duration of employment does not exceed 11 months.

(3) Average rates of wages:

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

<u>Group</u>	<u>Classification</u>	<u>Hour</u>	<u>Week</u>	<u>Month</u>
a.	Apprentice, under 16 yrs.	\$.062	\$.2.48	\$ 11.16
b.	Domestic, 16 yrs. or over	.075	2.80	12.60
c.	Common labor	.093	3.62	16.29
d.	Semi-skilled labor	.115	4.60	20.70
e.	Skilled labor	.143	5.72	25.74
f.	Supervisory	.168	6.74	30.23
g.	Snapper	.16	6.40	28.80
h.	Leadingman	.165	6.60	29.70
i.	Quartermann	.17	6.80	30.60
j.	Foreman	.18	7.20	32.30
k.	Clerical and sub-professional including all interpreters	.115	4.61	20.75

(3) Average of wages: (Cont'd)

<u>Group</u>	<u>Classification</u>	<u>Hour</u>	<u>Week</u>	<u>Month</u>
l.	Professional and administrative	\$.194	\$ 7.77	\$ 35.00
m.	Teacher and school administrator	.115	4.61	20.75
nn.	Sub-professional	.091	3.66	16.50
o.	Professional	.138	5.65	25.00
p.	Professional administrative	.175	7.00	31.50
q.	Principal	.155	6.22	28.00
r.	Superintendent	.194	7.77	35.00

Notes: Groups a and c through j are paid on an hourly basis.

The rate of pay of group b is in addition to subsistence provided by the employer. Group k through r are paid on a monthly basis.

The Trust Territory wage scale provides for minimum and maximum wages; however, the upper limits of the wage scale do not apply except to employees of agencies of the United States Government or the Trust Territory Government.

(b) The following table applies to Saipan:

<u>Group</u>	<u>Classification</u>	<u>Hour</u>	<u>Week</u>	<u>Month</u>
a.	Labor	\$.26	\$ 10.40	\$ 46.80
b.	Helper Trainee	.29	11.60	52.20
c.	Mechanical	.33	13.20	59.40
d.	Mechanic and Carpenters	.42	16.80	75.60
e.	Snapper Quartermen	.63	21.20	95.40

Sub-professional Service

f.	Grade 1	.236	9.44	42.50
g.	Grade 2	.325	13.00	58.50
h.	Grade 3	.246	13.87	62.50
i.	Grade 4	.413	16.55	74.50

Administrative Service

j.	Grade 5	.486	19.44	24.88
k.	Grade 6	.622	24.88	112.00
l.	Grade 7	.781	31.24	140.60

Custodial Service

m.	Grade 3	.395	15.62	70.30
n.	Grade 4	.415	16.66	75.00
o.	Grade 5	.475	18.82	84.73
p.	Grade 6	.523	20.83	93.75
q.	Grade 7	.596	23.84	107.51

Notes: Groups a through e are paid on an hourly basis.

Groups f through q are paid on a monthly basis.

(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 2500 to 3500 calories.

(7) Number of industrial accidents (fiscal 1948):

(a) Fatal 1
(b) Non-fatal 26.

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

None.

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

None.

B. Unemployment.

None.



Figure 9.

Rota, Marianas Islands - Rotanese family have set up their quarters under a large rock following the devastating typhoon early in 1946. This storm completely ruined all the Rota villages.

XI. COST OF LIVING

owing, list C, of representative items from the Island Trading Company Price Catalog. These items only indicate general price levels in effect throughout the Trust Territory except the District. It is not a true index of prices in relation to the cost of living, as the bulk of the population relies substantially upon subsistence agriculture and really, except for municipalities close to the Civil Administration Centers, only a few of food which makes up the native diet is purchased with money.

the following prices prevail:

	<u>Unit</u>	<u>Price</u>
Bananas	lb.	\$.025
Bread	lb.	.30
Breadfruit	lb.	.01
Chicken	lb.	.33
Coconuts	lb.	.01
Fish	lb.	.125
Pork	lb.	.25
Taro	lb.	.02
Tapioca	lb.	.02

the following prices are in effect:

	<u>Unit</u>	<u>Price</u>
Rice	lb.	\$.16 $\frac{1}{2}$
Flour	lb.	.08
Milk	can	.20
Sugar	lb.	.15
Fish	lb.	.30
Salmon	can	.40
Corned Beef	lb.	.90
Meat (fresh)	lb.	.75
Coffee	lb.	.25
Salt	lb.	.05
Shortening	lb.	.60
Clothing - average expenditure per person		2.00
Shoes - average expenditure per person		1.00
Beer	can	.25
Soft Drink	bottle	.10

from Island Trading Company of Micronesia Catalog (effective until December 1948):

For the sake of brevity, the entire catalog of the Island Trading Company has not been included in this report. However, the following items chosen at random are representative:

	<u>Unit</u>	<u>Price to Wholesaler</u>	<u>Price to Retailer</u>	<u>Consumer Ceiling</u>
Butter	ea.	\$ 1.46	\$ 1.59	\$1.75
	ea.	.20	.22	.24
Canned	ea.	.64	.69	.77
	lb.	.22	.25	.29
Common	ea.	1.35	1.46	1.62
	yd.	.27	.29	.32
	yd.	.13	.14	.15
	carton	1.09	1.21	.14 (pkg)
Coffee	pr.	.16	.17	.19
Tea 6/0	100	.43	.46	.51

<u>Item</u>	<u>Unit</u>	<u>Price to Wholesaler</u>	<u>Price to Retailer</u>	<u>Consumer Ceiling</u>
Knife	ea.	\$.44	\$.48	\$.53
Knife, Hunting 7"	ea.	2.49	2.70	2.98
Lead, red	lb.	.18	.20	.22
Machette, 20"	ea.	.65	.71	.78
Milk, Condensed 14 $\frac{1}{2}$ Oz.	ea.	.14	.16	.17
Nail, Boat, Copper 6d	lb.	.64	.69	.77
Nail, Boat, Galv. 20d	lb.	.17	.18	.20
Needle, Crochet, sizes 1 through 6"	ea.	.07	.08	.09
Needle, sail, #14.2 3/4	doz.	.68	.74	.82
Oakum, Marine	lb.	.33	.35	.39
Oil, Linseed, 1 gal.	gal.	4.90	5.31	5.89
Polish, Shoe, Black 2-3/4 oz.	Tin	.09	.10	.12
Sheets, Bleached, 81 x 99	ea.	2.01	2.28	2.62
Shoes, Work	pr.	1.11	1.20	1.33
Sugar, 50 lb.	lb.	.10	.12	.14
Traps, Rat #2	ea.	.09	.10	.11
Watches, Pocket, Ben #634	ea.	3.17	3.60	4.13
Wire, Barbed	Spool	4.26	4.62	5.10

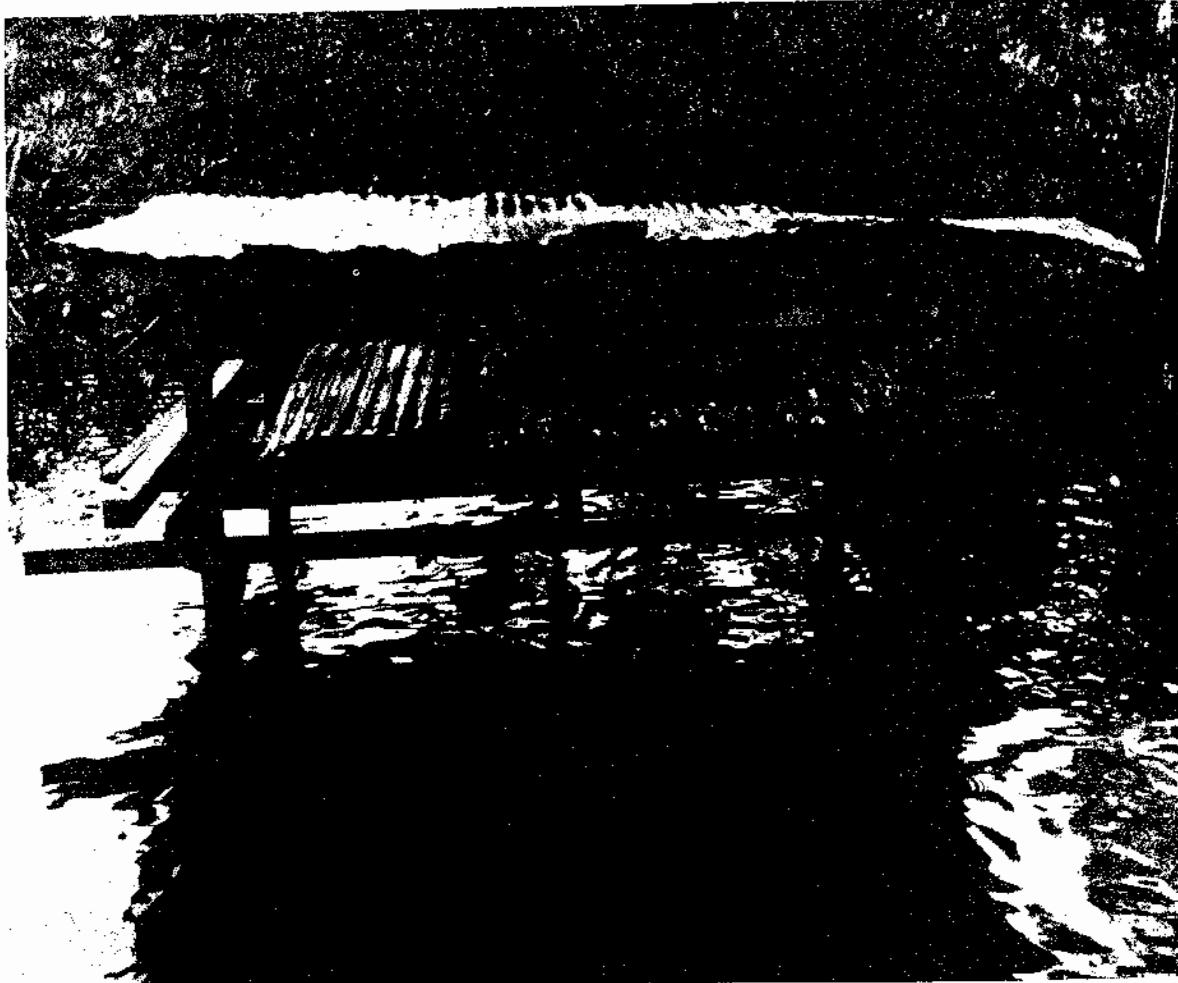


Figure 10.

Babelthau Island, Western Carolines - Trochus shell in curing racks prior to being shipped to the United States to be made into buttons.

XII. PUBLIC HEALTH

A. Number of Medical Personnel

(1) United States Medical Personnel

Medical Officers (Official Registered Physicians)	19
Dental Officers (Official Registered Dentists), part time	2
Civil Service Dentists (Official Registered Dentists)	3
Medical Service Corps Officers - (Medical Assistants)	
Medical Assistants and Property	7
Sanitary Inspectors	8
Total	—
	15
Nurse Corps Officers (Additional duty, American female)	4
Hospital Corps Enlisted (Male)	
Sanitation Personnel	7
Laboratory Assistants	7
X-Ray Technicians and Assistants	7
Operating Room Assistants	7
Ward Corpsemen	39
Clinic Assistants	7
Total	—
	74

(2) Residents of Micronesia Employed by Trust Territory Medical Department

Non-Official Registered Physicians and Surgeons	0
Medical Practitioners trained at 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)	10
Health Aides, Male Trained (9-12 months training in sanitation and care of sick and injured at Civil Administration Unit Dispensaries followed by supervised field duty)	110
Nurse's Aides, Female, Trained (9-12 months training at Civil Administration Unit Dispensaries followed by supervised field duty)	28
Health Aides, Male Untrained (less than 9 months training but still undergoing training)	58
Nurse's Aides, Female, Untrained (less than 9 months training but still undergoing training)	56
Health Aides, Dental, Male	1

B. Hospitals, Dispensaries and Clinics

Guam Memorial Hospital:

(250 bed general hospital for special or difficult cases; staff 9 medical officers)	1
---	---

Civil Administration Unit Dispensaries:

(50-75 bed general dispensaries; staff, 3 medical officers)	6
---	---

Civil Administration Unit Sub-Dispensary:

(10-25 bed general dispensary; staff, 2 medical officers)	1
---	---

Civil Administration Unit Sub-Dispensaries:

(8 beds for in-patient care; staff, 1 medical practitioner and 2 health aides)	2
--	---

Civil Administration Unit Sub-Dispensaries:

(No facilities for in-patient care; staffed by health aides and nurse's aides)	87
--	----

B. Hospitals, Dispensaries and Clinics (Cont'd)

Logistic Ships carrying medical officers and personnel and serving as

Mobile clinics:

(medical personnel are from local Civil Administration Units)

Medical Survey Ship:

(Mobile clinic complete with X-Ray and Laboratory Equipment)

Leper Colony on Tinian:

(Staffed by 1 medical officer and 3 Hospital Corps enlisted men; facilities for 100 lepers)

C. and D. Hospital and Clinic Staffs and Facilities

Civil Administration Unit Dispensary, Saipan:

Number of Wards

Number of Beds

Number of Medical Officers

Number of Medical Service Corps Officers

Number of Hospital Corps Enlisted

Health Aides (Male)

Nurses Aides (Female)

In-Patient Treatments (Micronesian)

Out-Patient Treatments (Micronesian)

In-Patient Treatments (American and European)

Out-Patient Treatments (American and European)

Number of Visits of Inspection by Administration

Civil Administration Unit Dispensary, Koror:

Number of Wards

Number of Beds

Number of Medical Officers

Number of Medical Service Corps Officers

Number of Hospital Corps Enlisted

Health Aides (Male)

Nurses Aides (Female)

In-Patient Treatments (Micronesian)

Out-Patient Treatments (Micronesian)

In-Patient Treatments (American and European)

Out-Patient Treatments (American and European)

Number of Visits of Inspection by Administration

Civil Administration Unit Dispensary, Yap:

Number of Wards

Number of Beds

Number of Medical Officers

Number of Medical Service Corps Officers

Number of Hospital Corps Enlisted

Health Aides (Male)

Nurses Aides (Female)

In-Patient Treatments (Micronesian)

Out-Patient Treatments (Micronesian)

In-Patient Treatments (American and European)

Out-Patient Treatments (American and European)

Number of Visits of Inspection by Administration

Civil Administration Unit Dispensary, Truk:

Number of Wards

Number of Beds

Number of Medical Officers

Number of Medical Service Corps Officers

Number of Hospital Corps Enlisted

Health Aides (Male)

Civil Administration Unit Dispensary, Truk: (Cont'd)

Nurses Aides (Female)	11
In-Patient Treatments (Micronesian)	1723
Out-Patient Treatments (Micronesian)	28960
In-Patient Treatments (American and European)	40
Out-Patient Treatments (American and European)	410
Number of Visits of Inspection by Administration	9

Civil Administration Unit Dispensary, Ponape:

Number of Wards	3
Number of Beds	55
Number of Medical Officers	3
Number of Medical Service Corps Officers	2
Number of Hospital Corps Enlisted	10
Health Aides (Male)	15
Nurses Aides (Female)	11
In-Patient Treatments (Micronesian)	1280
Out-Patient Treatments (Micronesian)	12960
In-Patient Treatments (American and European)	46
Out-Patient Treatments (American and European)	375
Number of Visits of Inspection by Administration	8

Civil Administration Unit Dispensary, Kwajalein:

Number of Wards	3
Number of Beds	50
Number of Medical Officers	2
Number of Medical Service Corps Officers	1
Number of Hospital Corps Enlisted	8
Health Aides (Male)	17
Nurses Aides (Female)	4
In-Patient Treatments (Micronesian)	558
Out-Patient Treatments (Micronesian)	3236
In-Patient Treatments (American and European)	0
Out-Patient Treatments (American and European)	0
Number of Visits by Inspection by Administration	12

Civil Administration Unit Dispensary, Majuro:

Number of Wards	3
Number of Beds	50
Number of Medical Officers	3
Number of Medical Service Corps Officers	2
Number of Hospital Corps Enlisted	10
Health Aides (Male)	16
Nurses Aides (Female)	5
In-Patient Treatments (Micronesian)	340
Out-Patient Treatments (Micronesian)	2656
In-Patient Treatments (American and European)	36
Out-Patient Treatments (American and European)	266
Number of Visits of Inspection by Administration	6

Civil Administration, Unit, Sub Dispensary, Kusaie:

Number of Wards	2
Number of Beds	8
Number of Medical Officers	0
Number of Medical Practitioners	1
Number of Medical Service Corps Officers	0
Number of Hospital Corps Enlisted	0
Health Aides (Male)	5
Nurses Aides (Female)	1
In-Patient Treatments (Micronesian)	140
Out-Patient Treatments (Micronesian)	1500
In-Patient Treatments (American and European)	1
Out-Patient Treatments (American and European)	10
Number of Visits of Inspection by Administration	2

Civil Administration Unit, Sub Dispensary, Majuro:

Number of Wards	2
Number of Beds	8
Number of Medical Officers	0
Number of Medical Practitioners	1
Number of Medical Service Corps Officers	0
Number of Hospital Corps Enlisted	0
Health Aides (Male)	2
Nurses Aides (Female)	0
In-Patient Treatments (Micronesian)	100
Out-Patient Treatments (Micronesian)	1150
In-Patient Treatments (American and European)	0
Out-Patient Treatments (American and European)	0
Number of Visits of Inspection by Administration	1

E. Disease Statistics, Native Micronesians (In-Patient-Care)

District	Disease	Number Treated	Number Cured or Arrested	Number unimproved	Fatal- aties
Truk	Yaws	360	350	10	0
	Tuberculosis	36	0	32	4
	Intestinal Parasitism	176	176	0	0
	Leprosy	5	0	5	0
	Gonococcus Infection	105	105	0	0
	Fungus Infection Skin	32	32	0	0
	Upper Respiratory Infections	208	208	0	0
	Amebiasis	8	8	0	0

Saipan	Yaws	4	4	0	0
	Tuberculosis	96	10	46	40
	Intestinal Parasitism	75	72	0	3
	Leprosy	6	0	6	0
	Gonococcus Infection	4	4	0	0
	Fungus Infection Skin	12	12	0	0
	Upper Respiratory Infections	60	45	15	0
	Amebiasis	4	4	0	0

Kwajalein	Yaws	12	12	0	0
	Tuberculosis	0	0	0	0
	Intestinal Parasitism	24	24	0	0
	Leprosy	0	0	0	0
	Gonococcus Infection	20	20	0	0
	Fungus Infection Skin	4	4	0	0
	Upper Respiratory Infections	32	32	0	0
	Amebiasis	0	0	0	0

Majuro	Yaws	12	12	0	0
	Tuberculosis	10	2	6	2
	Intestinal Parasitism	32	32	0	0
	Leprosy	11	0	11	0
	Gonococcus Infection	15	15	0	0
	Upper Respiratory Infections	12	12	0	0
	Amebiasis	0	0	0	0
	-----	-----	-----	-----	-----

<u>District</u>	<u>Disease</u>	<u>Number Treated</u>	<u>Number Cured or Arrested</u>	<u>Number unimproved</u>	<u>Fatal- ties</u>
Yap	Yaws	16	16	0	0
	Tuberculosis	6	0	4	2
	Intestinal Parasitism	32	32	0	0
	Leprosy	54	0	52	2
	Gonococcus Infection	10	10	0	0
	Fungus Infection Skin	11	11	0	0
	Upper Respiratory Infections	30	30	0	0
	Amebiasis	36	24	12	0
<hr/>					
Ponape	Yaws	12	12	0	0
	Tuberculosis	50	0	46	4
	Intestinal Parasitism	5	5	0	0
	Leprosy	5	0	5	0
	Gonococcus Infection	16	16	0	0
	Encephalitis	192	192	0	0
	Fungus Infection Skin	0	0	0	0
	Upper Respiratory Infections	44	44	0	0
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Palau	Yaws	12	12	0	0
	Tuberculosis	28	0	24	4
	Intestinal parasitism	12	12	0	0
	Leprosy	4	0	4	0
	Gonococcus Infection	180	180	0	0
	Fungus Infection	8	8	0	0
	Upper Respiratory Infections	60	60	0	0
	Amebiasis	8	8	0	0

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

None.

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

None.

XIII. EDUCATION

Refer to Educational Chart on following page for additional information.

A. Trust Territory Schools as of March 31, 1948

<u>District</u>	<u>Missionary State-Assisted</u>	<u>*Missionary, Non-Assisted (Elementary)</u>	<u>Public Elementary</u>	<u>Public Intermediate</u>	<u>Trust Public (Pro)</u>
Truk	0	3	42	1	
Ponape	0	5	17	1	
Majuro	0	1	19	1	
Kwajalein	0	1	18	0	
Yap	0	1	9	1	
Palau	0	2	15	1	
Saipan	0	1	3	1	
(Guam)	-	-	-	-	
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
	0	14	123	6	

* All Missionary Schools are encouraged and physically assisted through provision on the same per capita basis as public schools.

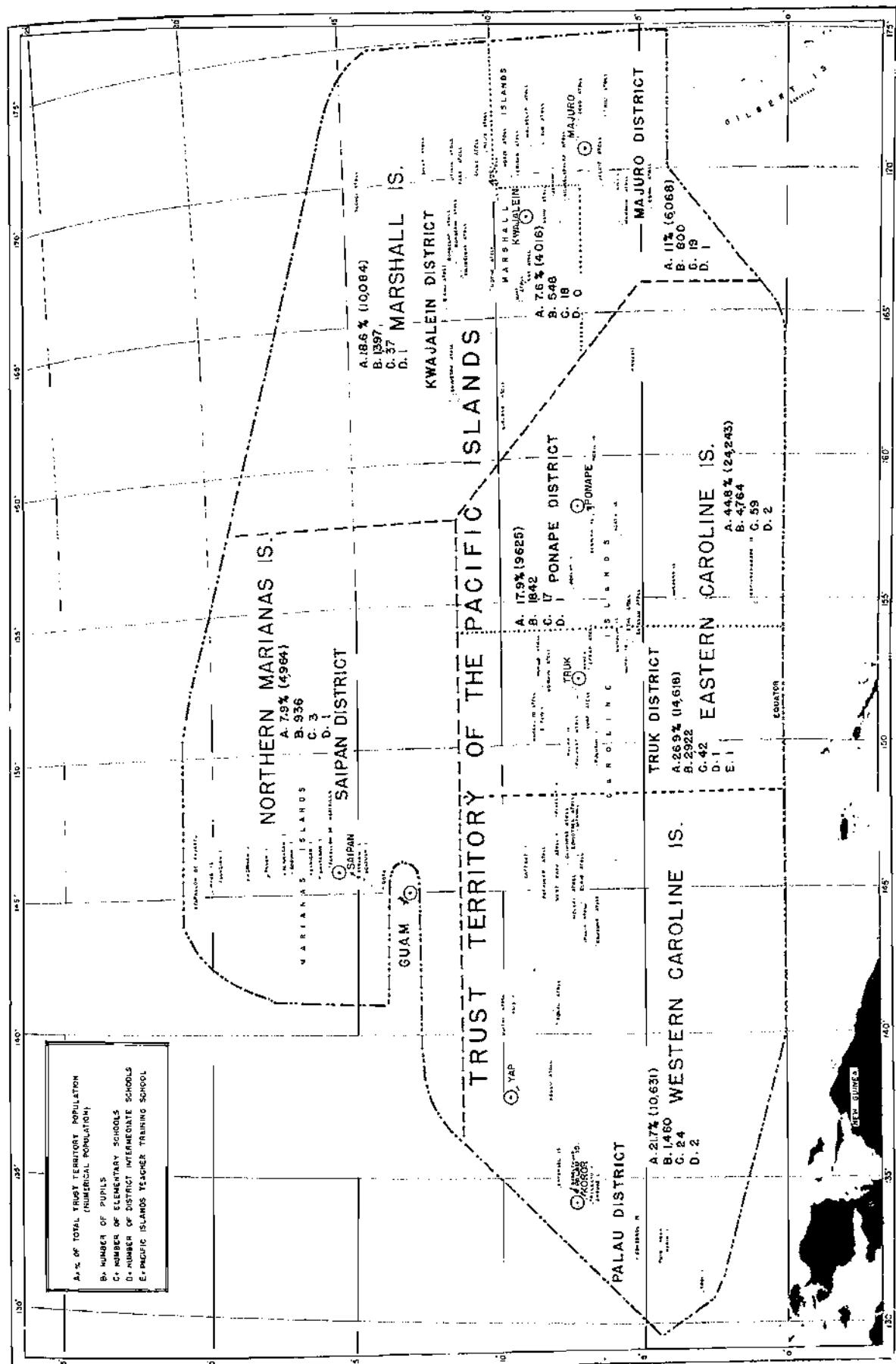
B. Number of Children of School Age as of March 31, 1948

<u>District</u>	<u>*Age</u>	<u>Male</u>	<u>Female</u>	<u>Race</u>	<u>Enrolled in Elementary Schools</u>	<u>Enrolled in Intermediate Schools</u>	<u>Enrolle</u>
Truk	6-16	1168	1172	Micronesian	** 2922	254	
Ponape	6-16	1015	827	Micronesian (136 Polynesian)	1842	106	
Majuro	6-16	414	375	Micronesian	798	138	
Kwajalein	6-16	279	269	Micronesian	548	84	
Yap	6-16	174	179	Micronesian	353	25	
Palau	6-16	536	571	Micronesian	1107	121	
Saipan	6-16	478	458	Chamorro	936	27	
Totals		4084	3851		8517	755	

* Figures giving further age breakdowns are not available.

** Includes 582 adults enrolled in Elementary Education.

Note: Saipan is predominantly (92%) Catholic, the Marshalls are predominantly protestant and the Carolines about evenly divided.



C. Number of Teachers

District	Elementary	Race	Sex*		Subject**	Intermediate***	Race	Sex		Advanced
			F	M				F	M	
Truk	60	Micronesian	-	-	-	4	American	3	1	- -
Ponape	58	Micronesian	-	-	-	2	American	0	2	- -
Majuro	31	Micronesian	-	-	-	3	American	2	1	- -
Yap	13	Micronesian	-	-	-	1	American	1	0	- -
Kwajalein	21	Micronesian	-	-	-	1	American	0	1	- -
Palau	26	Micronesian	-	-	-	3	American	2	1	- -
Saipan	21	Chamorro	-	-	-	4	American	3	1	- -
(Guam)	0	-	-	-	-	-	American	-	-	7 11
Total	230					16		11	7	7 11

* Current statistics unavailable; there are very few women teachers.

** All teachers in elementary schools teach elementary English, Arithmetic, Social Studies, Health, Science, Industrial Arts, Vocational Subjects etc. American Teachers offer advanced work in these subjects and special subjects.

*** Twelve (12) additional United States Civil Service Education positions have recently been authorized.

D. Educational Budget, Fiscal 1949

(1) By types of school:

Public Elementary	\$ 165,200
Public Intermediate	127,000
Public Advanced	135,000
Missiinary and Private	-
Total	\$ 427,200

(2) By function for which allocated:

*Buildings	\$ 70,000
Teacher's Salaries (those of natives are paid by native municipalities)	98,500
Publications and Libraries	27,000
Museums	0
Other (scholarships, stipends, operating costs, supplies, equipment, etc)	231,700
Total	\$ 427,200

* Financed by Special Project Fund allocation.

E. Missionaries Engaged in Educational Work

<u>District</u>	<u>Number</u>	<u>Nationality</u>
Truk	17	10 Spanish 5 American 1 German
Ponape	16	11 Spanish 2 American 3 Native
Majuro	1	American
Kwajalein	2	American
Yap	2	1 American 1 Spanish
Palau	4	2 German 2 Spanish
Saipan	4	1 Spanish 3 Americans

F. Missionary Societies Engaged in Educational Work

<u>District</u>	<u>Number of Church Schools</u>	<u>Number of Students</u>	<u>Government Subsidies</u>
Truk	3	338	None
Ponape	5	515	None
Majuro	1	39	None
Kwajalein	1	0	None
Palau	2	50	None
Yap	1	0	None
Saipan	1	75	None
<hr/> Total	<hr/> 14	<hr/> 1017	<hr/> None

DOCUMENTARY ENCLOSURES

PROVIDING AN INTERIM ADMINISTRATION FOR
THE TRUST TERRITORY OF THE PACIFIC ISLANDS

WHEREAS the Trust Territory of the Pacific Islands (hereinafter referred to as the trust territory) has been placed under the trusteeship system established in the Charter of the United Nations by means of a trusteeship agreement (hereinafter referred to as the 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 agreement, is designated as the administering authority of the trust territory and has assumed obligations for the government thereof; and

WHEREAS it is necessary to establish an interim administration of the trust territory, pending the enactment of appropriate legislation by the Congress of the United States providing for the future government thereof:

NOW, THEREFORE, by virtue of the authority vested in me as President of the United States, it is ordered as follows:

1. The military government in the former Japanese Mandated Islands is hereby terminated, and the authority and responsibility for the civil administration of the trust territory, on an interim basis, is hereby delegated to the Secretary of the Navy.

2. The Secretary of the Navy shall, subject to such policies as the President may from time to time prescribe, and, when appropriate, in collaboration with other departments or agencies of the Federal Government, carry out the obligations which the United States, as the administering authority of the trust territory, has assumed under the terms of the agreement and the Charter of the United Nations: Provided, however, that the authority granted to the United States under Article 13 of the agreement to close any areas for security reasons and to determine the extent to which Articles 87 and 88 of the Charter of the United Nations shall be applicable to such closed areas shall be exercised jointly by the Secretary of the Navy and the Secretary of State: And Provided further, that all relations between departments or agencies of the Federal Government and appropriate organs of the United Nations with respect to the trust territory shall be conducted through the Secretary of State.

3. This order, subject to subsequent modification, shall be effective as of this date and shall remain effective until a designation is made of the civilian department or agency which is to have permanent responsibility for the government of the trust territory.

/s/ HARRY S. TRUMAN

THE WHITE HOUSE,

July 18, 1947.

ENCLOSURE (A)

TRUST TERRITORY OF THE PACIFIC ISLANDS
Officer of the Deputy High Commissioner
Guam, M. I.

PP12(1)/A1/(001:ss)
Serial: 630

29 December 1947

TRUST TERRITORY POLICY LETTER, P - 1.

From: Deputy High Commissioner, Trust Territory of the Pacific Islands.
To: Civil Administrator, Saipan.
Civil Administrator, Truk.
Civil Administrator, Ponape.
Civil Administrator, Majuro.
Civil Administrator, Kwajalein.
Civil Administrator, Palau.
Civil Administrator, Yap.
Subject: Land Policy.

1. This is the first of a series of letters setting forth policies of the High Commissioner of the Trust Territory of the Pacific Islands which are to be followed by all persons assisting in the administration of the government of the Trust Territory.

2. It is desired that these policies be explained to the people of the Trust Territory, and that if it be found that any considerable percentage of the native population consider any part of the policy not in accordance with native interest, the facts be reported to the Deputy High Commissioner, with full comment by the Civil Administrator and the Governor concerned.

3. Under the Trusteeship Agreement, the United States, as administering authority, undertakes to "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 loss of their lands and resources."

4. It is considered essential to the welfare of the native inhabitants that doubts concerning rights in land, including riparian, remainder and reversionary rights, be eliminated at the earliest possible date.

5. The guiding principle of land policy is to safeguard native land rights and land ownership; and, so far as possible, to provide each family with land sufficient for adequate subsistence, and to assure community-wide access to essential land resources.

Public Domain

6. It is realized that rulings by the Germans and Japanese, which treated as public domain those land areas which were not used continuously by native people, violate some Micronesian concepts of ownership, since the resources of such "no man's land" were usually recognized by the natives as belonging to some specific community or group. In view of the changes and improvements which have been made in much of the land which was declared to be public domain, it is deemed necessary to continue to regard all such lands, which the German or Japanese governments took physical possession of, or developed or used, as having acquired the status of public lands, which are to be administered for public benefit. In the future, the transfer of title of such lands to non-native individuals or associations will not be considered valid.

7. Public domain lands may be used for any proper governmental purpose.

Codification of local land concepts

8. It is realized that native concepts of land rights vary greatly in different localities and that widely differing concepts sometimes exist in different culture areas within a single administrative district. In order to ascertain native concepts of land tenure, for use as a guide in future decisions on land titles, the rules for each culture area shall be codified, after all sections of the community have had a chance to express their ideas on the subject. Although it is obviously desirable to avoid a great multiplicity of such codes, it is not necessary that uniformity be achieved at the expense of marked departure from native

concepts. All sections of the community shall be given an opportunity to express their views on the draft of codified rules, applying to their culture area, before it is submitted to the Deputy High Commissioner of the Trust Territory of the Pacific Islands.

9. Each Civil Administrator is directed to furnish to the Deputy High Commissioner of the Trust Territory of the Pacific Islands via the Governor concerned, at as early a date as practicable, draft codified rules for land ownership and rights to use, and for inheritance, together with statement of the islands to which they apply. The draft shall not be placed in effect unless and until approved by the Deputy High Commissioner of the Trust Territory of the Pacific Islands or higher authority.

Validity of land transfers made in the past

10. Decisions by former governments as to land ownership and rights, prior to the effective date of Japan's resignation from the League of Nations, on March 27, 1935, will be considered binding.

11. Rights in lands acquired by the German or Japanese governments will be deemed to be property belonging to the Government of the Trust Territory.

12. Land transfers from the public domain to Japanese corporations or Japanese Nationals since March 27, 1935, will be considered invalid.

13. Land transfers from non-Japanese private owners to the Japanese government, Japanese corporations, or Japanese nationals since March 27, 1935, will be subject to review. Such transfers will be considered valid unless the former owner (or heirs) establishes that the sale was not made of free will and the just compensation was not received. In such cases, title will be returned to former owner upon his paying in to the Trust Territory government the amount received by him. Yen currency and Japanese postal savings which have been turned in by the former property owner (or heirs) to United States authorities for redemption, and which have not been exchanged for dollars, may be credited toward the payment required to clear the title. In case sufficient yen are not available from this source, exchange will be computed at the following rates, for transactions during the times indicated: prior to 1940, 4 yen to the dollar; 1940, 5 to 1; 1941, 6 to 1; 1942, 7 to 1; 1943, 8 to 1; 1944, 9 to 1; 1945, 10 to 1.

Lands required by government activities

14. Public interest during the war and the immediate post war period required seizure of private property, and in some cases the construction of military and government establishments thereon. Occupation of private property without compensation to lawful owners still continues in some localities. This condition must be rectified as soon as possible, for it is the policy of the United States that the owner or owners of private property required for public use shall be properly compensated for the loss of property taken.

15. When possible, government activities shall be concentrated on government owned land, and private property returned to the owners at the earliest possible date.

16. In case there are compelling reasons for retention of privately owned lands, such as the construction of essential facilities thereon, survey shall be promptly made to determine whether it is in fact necessary to retain all of the land now occupied, including areas which are classified as "restricted" for the native people. The determining factor shall be necessity, not convenience.

17. When it is necessary to retain privately owned land for government purposes, it is preferable from all points of view that the owner or owners, including those holding remainder or reversionary rights, be compensated by award of title to other land, rather than by cash payment. Government owned lands, including public domain, may be used for this purpose, after determination of the extent of the government interest and of any private interests remaining therein, if an agreement fair to the former owner and to the government can be reached. When such an agreement cannot be effected, cash compensation from date of seizure is in order. Civil administrators are authorized to initiate payments of rental, at reasonable rates, for lands occupied by civil government activities.

18. Each Civil Administrator will report:

(a) Privately owned lands now occupied by governmental agencies. Marked maps, if

available, shall accompany the report. If no accurate maps exist, sketches shall be submitted, indicating the location of the properties. The report must show the nature of the governmental activity, the physical installations which must be retained, and the reasons for including land areas not occupied by installations. Ownership of the lands, and nationality of owners, if non-natives, shall be stated.

(b) Whether the owners can be compensated by transfer to them of government owned lands. If affirmative the location, extent, and history of acquisition of such lands should be set forth.

(c) If exchange of lands is not practicable, what would be a fair purchase price? What would be a fair annual rental? Indicate whether owners concur. Is it possible to assign public lands to the owners on a permit-to-use basis in lieu of paying cash rental?

Alienation of natives' lands

19. It is the policy of the High Commissioner that, with the exception of land required for governmental purposes, title to land now owned by natives shall not be transferred to non-natives, except that non-natives, other than Japanese nationals may, with the prior approval of the High Commissioner in each case, acquire holdings no more extensive than those formerly held. For this purpose a native is defined as a person who does not owe allegiance to a government other than that of the Trust Territory and who was either born in the Trust Territory, had established a residence therein prior to December 7, 1941 and has resided therein since September 1, 1946.

20. Leases of native owned lands to non-natives will not be made without the approval of the High Commissioner. In preliminary negotiations for such leases it is to be borne in mind that long-term leases and particularly those extending beyond one generation, are ordinarily not in the interest of the natives.

Land Records

21. The long range plan includes cadastral survey of all land, registration of titles, and recording of all land transfers. Completion of this program will take a long time. The immediate need is to establish machinery which will permit prompt and fair decision in cases of disputed ownership or rights to use.

22. The Japanese records must be sought out, preserved, and translated. The assistance of the natives who assisted in the Japanese surveys and land record offices must be used to the full. Active participation by natives in many phases of the solution of the urgent land problems is essential to obtaining satisfactory results.

/s/ C. H. Wright
C. H. WRIGHT
Deputy High Commissioner.

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 2 April 1947, and by the United States Government on 18 July 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 18 July 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

(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. 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.

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 Administrators of the Kwajalein and Majuro Districts, 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

degrees east longitude meridian. This jurisdiction shall be known as the Marshall Islands, and within which the jurisdictional boundary between the Kwajalein and Majuro Districts shall be particularly described as follows: Beginning at a point at 164 degrees east longitude 7 degrees north latitude, east to a point at 169 degrees 40 minutes east longitude 7 degrees north latitude, thence north to a point 169 degrees 40 minutes east longitude 10 degrees north latitude, thence east to a point at 175 degrees east longitude 10 degrees north latitude.

The responsibilities of each of the Governors shall include the government of the inhabitants of those islands under their respective administrative jurisdiction in accordance with the terms of the Trusteeship Agreement, the Executive Order, and all proclamations, regulations, and ordinances of the High Commissioner which are currently in effect.

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 guarantees 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, Migration and Movement, 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 offence 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 governmental 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 Small Pox 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 see 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 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 dollars (\$100.00), or both.

SECTION 8

EDUCATION

In accordance with Chapter XIII, 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 language, history, arts and crafts.
- b. Instruction in the English language to inhabitants of all ages.
- c. Pre-professional 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 six to fourteen. 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 eight 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 one hundred eighty class days. Vacation periods applicable through the entire Trust Territory will be designated by the Educational Administrator, Staff, Deputy High 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 three hours of instruction for all first year pupils and a minimum of five 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 course 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 of benefit of any sectarian, denominational, or private school or to any school not under the 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 imposed 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 or 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 \$2.00 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 \$10.00 per annum, may be levied by each Civil Administration Unit in the area under its jurisdiction. Schedules of license fees exceeding \$10.00 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.

SECTION 10

Interim Regulation No. 5-48.

Amended Criminal Code.

TO THE PEOPLE OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS:

The following amended criminal code is hereby promulgated with the force and effect of law throughout the Trust Territory of the Pacific Islands effective immediately; Interim Regulation No. 3-48 is hereby cancelled, except that it shall remain in full force and effect as to crimes committed prior to the promulgation hereof.

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 one year. Misdemeanors are hereby defined as all other crimes.

ARTICLE II

Crimes Against the Person

Section 1. Murder in the First Degree: Whosoever 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: Whosoever 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 five years or for life.

Section 3. Voluntary Manslaughter: Whosoever 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 ten years.

Section 4. Involuntary Manslaughter: Whosoever 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 three years, or fined not exceeding one thousand dollars (\$1,000.00), or both.

Section 5. Mayhem: Whosoever 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 ten years.

Section 6. Rape: Whosoever 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 fifty years.

Section 7. Carnal Knowledge: Whosoever shall unlawfully have carnal knowledge of the person of a female, not his wife, of less than fourteen years of age, shall upon conviction thereof, be imprisoned for a period of not more than twenty years.

Section 8. Aggravated Assault: Whosoever 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 ten years.

Section 9. Assault: Whosoever 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 six months; or shall be fined not more than one hundred dollars (\$100.00), or both.

Section 10. Assault and Battery: Whosoever 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: Whosoever 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 six months, or shall be fined not more than one hundred dollars (\$100.00), or both.

Section 12. Abduction of a Female: Whosoever 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 one year; or, shall be fined not more than one thousand dollars (\$1,000.00), or both.

Section 13. Kidnapping: Whosoever 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 sequestered within the Trust Territory of the Pacific Islands against his will, or sent out of the Trust Territory of the Pacific Islands against his will, or sold or held as a slave or for ransom, shall be guilty of kidnapping, and upon conviction thereof, shall be imprisoned for a period of not more than twenty years.

Crimes Against Property

Section 1. Arson: Whosoever shall unlawfully, wilfully, and maliciously set fire to and burn the dwelling, office, warehouse, store, barn, shed, cookhouse, 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 twenty 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 twenty years.

Section 3. Grand Larceny: Whosoever shall unlawfully steal, take and carry away personal property of another, of the value of fifty dollars (\$50.00) 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 five 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 (\$50.00) 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 six 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 ten 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 embezzlement, 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 (\$50.00) 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 (\$50.00).

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 twenty 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 one year, or fined not more than one hundred dollars (\$100.00) 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 ten years.

Section 10. Cheating: Whosoever shall unlawfully obtain the property or money of another by false pretenses, knowing the pretenses 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 (\$50.00) or more, shall be imprisoned for a period of not more than five years; or if the value of the property thus obtained be less than fifty dollars (\$50.00), shall be imprisoned for a period of not more than six months, or fined not more than one hundred dollars (\$100.00), or both.

Section 11. Malicious Mischief: Whosoever shall unlawfully, wilfully, 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 six months, or shall be fined not more than one hundred dollars (\$100.00), 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 beforementioned 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 six months, or shall be fined not more than one hundred (\$100.00), or both.

Section 2. Bigamy: Whosoever being legally married, shall unlawfully and wilfully 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 five 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 five 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 ten 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 five 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 five 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 five years, and shall be fined three 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 five years, and fined not more than one thousand dollars (\$1,000.00).

Section 3. Misconduct in Public Office: Whosoever, being a public official shall do any illegal acts under the color of office, or wilfully 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 one year, or fined not more than one thousand dollars (\$1,000.00), or both.

Section 4. Obstruction 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 one year; or shall be fined not more than one thousand dollars (\$1,000.00), or both.

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

Section 6. Rescue: Whosoever, shall unlawfully, knowingly, forcibly, and wilfully 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 wilfully 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 six months, or shall be fined not more than one hundred dollars (\$100.00), or both.

Section 8. Compounding a Crime: Whosoever shall unlawfully, knowingly, and wilfully, 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 one year, or fined not more than one hundred dollars (\$100.00), 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 two years, or fined not more than two thousand dollars (\$2,000.00), or both.

ARTICLE VI

Crimes Against the Public Peace

Section 1. Disturbing the Peace: Whosoever shall unlawfully and wilfully 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 six months, or shall be fined not more than fifty dollars (\$50.00), 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 wilfully 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 provision 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, wilfully, 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 ten are conclusively presumed to be incapable of committing any crime. Children between the ages of ten and fourteen 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 remains 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 six months or to pay a fine of not more than one hundred dollars (\$100.00) 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 (\$100.00) or six 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 degrees, unless the prosecution is commenced within three 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 II

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, Superior Courts, Justice Courts, and Community Courts, as hereinafter described.

ARTICLE II

Jurisdiction

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 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: Civil Administration Courts shall have jurisdiction over all offenses committed in the Trust Territory of the Pacific Islands and all types of civil claims, except that they shall not adjudicate title to land or any interest therein.

Section 4. All offenses heretofore punishable as an Exceptional Military Court might direct are hereby made punishable as a Civil Administration Court may direct. (Reference Civil Affairs Manual, OpNav 13-23)

ARTICLE III

Constitution of Civil Administration Courts

Section 1. Courts of Appeals: A Court of Appeals shall consist of not less than three persons, at least one of whom shall be an officer or employee of civil administration. The Court shall be convened by the Deputy High Commissioner of the Trust Territory or his delegated representative.

Section 2. 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 3. 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 4. Community Court: A Community Court shall consist of one judge 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 custom to the maximum degree consistent with proper civil administration.

Section 5. Utilization of Native Inhabitants: Native inhabitants of the Trust Territory shall be utilized in the civil administration court system to the maximum degree consistent

ARTICLE IV

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 Superior Courts.

Section 2. Superior Court: A Superior Court shall be competent to try: (a) all civil cases beyond the limitations of Justice Courts or Community Courts, (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, and (c) all civil or criminal cases on appeal from Justice Courts.

Section 3. 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 (\$1,000.00), (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 (\$1,000.00), or one (1) year imprisonment, or both, and (c) all civil or criminal cases on appeal from Community Courts.

Section 4. 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 (\$100.00), and (b) all criminal offenses against civil administration or generally respected native customs, the lawful punishment for which does not exceed a fine of one hundred dollars (\$100.00), six (6) months imprisonment, or both.

ARTICLE V

Procedure

Section 1. Public Sessions: The proceedings of every civil administration court shall be public except when otherwise ordered by the Court or higher authority.

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 charges 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 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.

Section 3. Rules of Procedure: The High Commissioner of the Trust Territory, or his delegated representative, shall prescribe the rules of procedure for civil administration courts.

ARTICLE VI

Imprisonments, 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 in determining the sentence to be imposed.

Section 2. Fines: Where under any proclamation, order or regulations, 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 or a 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 of 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 VII

General Powers of Courts

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, administer oaths, make orders for the disposal of exhibits, and punish contempt of court. A civil administration court may for due cause prohibit any attorney or other person from appearing in court.

ARTICLE VIII

Review

Section 1. Right of Petition: Any person convicted by a civil administration court may, within thirty days after the imposition of sentence, file with the trial court or civil administration a petition addressed to the reviewing authority, submitting reasons why the conviction should be set aside or why the sentence should be modified.

Section 2. Disposition of Record: Every record of trial by a Court of Appeals or a Superior Court shall be transmitted to the Deputy High Commissioner of the Trust Territory for review and file. Every record of trial by a Justice Court shall be transmitted to the Governor in whose Sub-Area the trial was held, for review and file. Every record of trial by a Community Court shall be transmitted to the Civil Administrator in whose district the trial was held, for review and file.

Section 3. Powers on Review: The reviewing authority shall have power to set aside any conviction, to suspend, reduce or commute the sentence, or to order a new trial.

Section 4. Review as Stay: Pending the review, the sentence of a Superior Court or Justice Court will not be stayed but shall be executed forthwith. No sentence of a Court of Appeals shall be carried into effect until reviewed by the Deputy High Commissioner of the Trust Territory and approved by the convening officer.

ARTICLE IX

Confirmation of Death Sentences

No sentence of death shall be executed unless and until confirmed by the Secretary of the

SECTION 12

ALIEN PROPERTY

ARTICLE I

General Principles

1. 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 devolved upon the United States.

2. The Trusteeship Agreement confers upon the United States, as Administering Authority, full powers of administration, legislation and jurisdiction over the Trust Territory.

3. 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.

4. 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.

5. 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

Definitions

"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 Civilian 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

1. 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.

2. Under such Vesting Order, the Area Property Custodian shall be authorized to take immediate possession of all alien property in the Trust Territory.

3. 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 control of any business enterprises connected with such property.

4. 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 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.

5. With reference to the property mentioned in 4 above, the Area Property Custodian shall

(a) provide protection and security for the property;

(b) assume full authority for the direction, management and operation of the property;

(c) utilize the property to the best interests of the Government of the Trust Territory and of the indigenous people of the area; and

(d) in the management of such property act in accordance with the principle of usufruct for the benefit of the indigenous inhabitants of the Trust Territory.

ARTICLE IV

Delegation of Powers

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 monies 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 monies 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 one year or fined not more than one thousand dollars (\$1,000.00), 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

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 participation 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 non-indigenous or non-resident 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 cancelled, 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 cancelled, 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 organiza-

tions, 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 transshipped 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:

<u>Country</u>	<u>Enterable Products</u>
Admiralty Is.:	All prohibited.
China:	<u>Allium spp.</u> , arrowroot, <u>Brassica oleracea</u> , including (kala, cow-cabbage, cauliflower, broccoli, cabbage, sprouts, asparagus, Portuguese cabbage), cassava, dasheen, ginger root, horseradish, kudzu, <u>Lilium spp.</u> , turnip, udo, waterchestnut, watercress, waterlily root and yam bean root.
Dutch New Guinea:	<u>Allium spp.</u> , including (chives, garlic, leek, onion), cacao bean pod, durian.
Japan: Bonins, Volcanoes, Ryukyus, Korea.	<u>Allium spp.</u> , arrowhead, asparagus, <u>Brassica oleracea</u> , burdock, cassava, dasheen, ginger root, horseradish, kudzu, lily bulb, radish, strawberry, udo, <u>Vaccinium spp.</u> , waterchestnut, waterlily root, yam bean root.
Netherlands:	<u>Allium spp.</u> , apple.
New Zealand:	<u>Allium spp.</u> , apple, apricot, chayote, grape, melon, pear, plum.
Philippines:	<u>Allium spp.</u> , wild ginger root, durian, sarsaparilla root.
Siam:	<u>Allium spp.</u>

(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, litchi 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 rejection. 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 cucurbitae* 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 Rind Borer (*Prays endocarpa* Mayr.)

4. Cucurbits: All Cucurbits (Cucumbers, squash, melons, pumpkins, etc.) and other hosts of the Melon Fly (*Dacus cucurbitae* 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, vegetable, 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 (Phylloconistis citrella stain) and Citrus Bark Borer (Agrilus 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 (Aclees porosus Fascoe).

8. Coconuts, Coconut Plants: All coconuts, coconut plants, and the fronds are prohibited shipment from all portions of the Trust Territory into the sub-area 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 Breu), the Root Grub (Anomala sulcataul 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, sugar cane bagasse, may not be used as packing material within the Trust Territory nor may it enter from foreign countries. Intra-District use of certain plant products including coconut fronds, as packing, is permitted.

C. IMPORTATION OF LIVE STOCK REGULATIONS

1. In order to prevent the introduction of contagious, infectious or communicable animal diseases the importation of live stock 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 disinsectized in all compartments not later than thirty minutes before landing if the quarantine officer after inspection determines that the aircraft has not been adequately disinsectized, the aircraft shall be tightly closed and disinsectized 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 disinsectization is complete."

2. A 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 Plant 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 safe guarded 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 \$500.00 or three months in jail, unless otherwise provided by law or regulation.

THE PACIFIC COMMAND
AND UNITED STATES PACIFIC FLEET
HEADQUARTERS OF THE COMMANDER IN CHIEF

6 August 1947

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 small-pox, 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, U.S. 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 U. S. 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 paracitism 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 latter 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 benefitted 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 small pox 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 wilfully 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. 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 Small Pox 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 12936 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 exists 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) pediatrics, 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.

SECTION 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.

SECTION 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 pre-professional and professional education in the healing art and may establish minimum standards for hospitals for interne training. It may determine whether pre-professional 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.

SECTION 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 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, pre-professional 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.

SECTION 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 (a) 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.

SECTION 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.

SECTION 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 aforementioned 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.

SECTION 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.

SECTION 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 osteopathy. 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 qualifications 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 member or 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.

SECTION 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.

SECTION 11. MEDICAL PRACTITIONERS: EXAMINATION: The commission shall refer to the board of examiners in medicine and osteopathy every graduate of the U. S. 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.

SECTION 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 chiropractics 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 sciences of anatomy, physiology, chemistry, bacteriology, pathology, and hygiene.

SECTION 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.

SECTION 14.

BOARD OF EXAMINERS IN MID-WIFERY: APPOINTMENT: REFERRENCE 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 three 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 applicant'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.

SECTION 15.

EXAMINATIONS: 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 to commission may be 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 ninety days before the first day of each examination.

SECTION 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 may be. 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.

SECTION 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 one hundred, and the reports of the several boards of examiners shall be made accordingly.

SECTION 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 two 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.

SECTION 19. APPLICATIONS FOR LICENSES TO BE FILED WITH THE DEPUTY HIGH COMMISSIONER, TRUST TERRITORY OF THE PACIFIC ISLANDS: CONTENTS OF 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 Section 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 applicant 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.

SECTION 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 ninety 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 is 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 examin-

ation, or on the basis of examination, and shall show the date of such original registration, if there be any, and of such original licenses.

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.

SECTION 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 twenty-one 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.

SECTION 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 twenty-one 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.

SECTION 23. SUSPENSION, REVOCATION OR ANNULMENT OF LICENSES: 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 thirty 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 or 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, of 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 supersedure as 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, re-certify 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 re-issue the proper license or certificate to practice as the case may be.

SECTION 24.

PREMATURE DISCLOSURE OF EXAMINATION; FALSE IMPERSONATION OF LICENSE 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 whosoever 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.

SECTION 25.

ALTERING OR FORGING DIPLOMA OR SEAL OF THE DEPUTY HIGH COMMISSIONER, TRUST

TERRI TORY 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.

SECTION 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.

SECTION 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.

SECTION 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 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.

SECTION 29.

EXEMPTIONS FROM OPERATION OF LICENSES, 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 practitioners, of federal contractors, shall register with 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.

SECTION 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 negative 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.

SECTION 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.

SECTION 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.

SECTION 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.
- (a) 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 sciences, such as responsible supervision of a patient requiring skill in observation of symptoms and reactions and to accurate recording of the facts, and carrying out of treatments and medications as prescribed by a licensed physician, and to application of such nursing procedures as involve understanding of cause and effect in order to safeguard life and health of a patient and others; or (2) performs such duties as are required in the physical care of a patient and in carrying out of medical orders as prescribed by a licensed physician, requiring an understanding of nursing but not requiring the profes-

sional service as outlined in (1).

(d) Optometry in the meaning of these regulations is defined as the measurement of visual acuity and the prescribing and fitting of lenses to correct visual defects, not to include diagnosis or medical or surgical treatment of diseases of the human eye or its appendages or any ocular manifestations of systemic disease.

Navy Department

Op22/djh
Serial 1422P22

OFFICE OF THE CHIEF OF NAVAL OPERATIONS

Washington 25, D. C.

15 January 1948

From: Chief of Naval Operations.
To: High Commissioner of the Trust Territory of the Pacific Islands.
Commander in Chief, Pacific and U. S. Pacific Fleet.
Governor of Guam.
Governor of American Samoa.
Subject: Government of the Trust Territory of the Pacific Islands.
References: (a) CincPac - CincPoa ltr Ser 52855 of 12 Dec 45.
(b) SecNav despatch 211415 of July 47.

1. Reference (a) promulgated the basic policy for the Naval Military Government in the Pacific Ocean Areas for the interim period between the close of active hostilities and the establishment of the Civil Administration of the Trust Territory of the Pacific Islands which was instituted by reference (b).

2. The general provisions of reference (a), being applicable to the Trust Territory, have been confirmed by the Chief of Naval Operations and by the Secretary of the Navy. Certain portions thereof have been rendered obsolete by changed conditions. This letter sets forth the basic policy of the Navy Department with respect to the government of the Trust Territory. While intended primarily for that territory, certain portions are equally applicable to the Island Governments of Guam and American Samoa. All provisions are applicable to the Naval Military Government of the Bonin - Volcano Islands. The principles herein set forth are to be considered as a guide for all officers and persons connected with the several governments under the cognizance of the Navy Department. In the Trust Territory, they are to be observed in conjunction with the provisions of the trusteeship agreement as approved 18 July 1947.

MISSION

3. It shall be the mission of the island governments under the jurisdiction of the Navy Department to discharge the obligations of the United States under the trusteeship agreement and to this end they shall effect:

- (a) The early establishment of self-governing communities.
- (b) The institution and maintenance of an adequate program for public health and sanitation.
- (c) The establishment of a general system of elementary education adapted to local environments and designed to assist in the early achievement of the objectives enumerated herein and the facilitation of vocational and higher education, including training on the professional levels.
- (d) The protection of the local inhabitants against the loss of their lands and resources and the institution of a sound program of economic development of trade, industry and agriculture along lines which will ensure that the profits and benefits thereof accrue to the inhabitants and which will assist them in achieving the highest possible level of economic independence.
- (e) The physical restoration of damaged property and facilities.

SELF-GOVERNING COMMUNITIES

4. It is desired that the inhabitants of the island territories be granted the highest degree of self-government that they are capable of assimilating. They shall be encouraged and assisted to assume as much as possible of the management of their own affairs and the conduct of their own government. Local governments, insofar as practicable, should be patterned on the politico-social institutions which the inhabitants have evolved for themselves. Island Government ordinances and regulations should give due weight to local

traditions and customs. Legislation and its enforcement machinery should be held to the minimum requisite to the preservation of peace and order, the maintenance of property rights, the enforcement of measures for health and sanitation and those laws respecting trade, industry and labor which are essential to economic well-being.

PUBLIC HEALTH AND SANITATION

5. The Health Service Policy for the Trust Territory of the Pacific Islands issued by the High Commissioner on 5 August 1947 and promulgated by the Deputy High Commissioner in his letter Serial 473 of 28 November 1947, together with the Program, Rules and Regulations promulgated by the same letter are hereby approved. Details of the program and of the rules and regulations for its execution may be modified as necessary to suit changing conditions.

EDUCATION

6. The type and extent of educational facilities will vary in different localities according to local needs and the native capability for assimilation. The primary consideration is a system which will benefit the many and which will assure a progressive development of each community along lines which will raise the native standards by improvement in health and hygiene, by betterment in methods of food production and in the nature of food supply, and which will equip the local inhabitants for the conduct of their own government and the management of their trade and industry.

7. Educational programs shall foster and encourage instruction in the native language and history and in native arts and crafts. Instruction in the English language for inhabitants of all ages is a prime necessity but this is not to be construed as discouraging instruction in native languages and culture. Vocational training in trades, skills, agriculture and home-making as suited to the particular locale should be included in all curricula. Tests and educational material should be appropriate to the local environment, should be geared to the capacity of the inhabitants to absorb and should be calculated to effect the aims of the system as enumerated above.

8. Maximum employment shall be given to local teachers and programs for their progressive training and for the training of additional native teachers shall be continued. Educational facilities on Guam can be made available for the higher education of those individuals who demonstrate a capability and adaptability for advanced work and who should be considered as a potential source of teachers and government officials.

ECONOMIC DEVELOPMENT

9. Indiscriminate exploitation of the meagre natural resources of the area is to be avoided. Trade and industry should be encouraged along lines which directly benefit the local inhabitants by providing for their physical needs and material well-being and which are of a nature and on a scale such that ultimate ownership and management can be transferred to their hands. The establishment for the profit of aliens; of enterprises which tend to maintain the native economy at the level of cheap labor and those which do not permit the local inhabitants to enjoy the full benefits of their own labor and enterprise shall not be tolerated. No rights in land or concessions to operate commercial or other enterprises in the Trust Territory shall be granted to non-local private individuals, companies, or associations without prior approval of the Secretary of the Navy.

10. The Island Trading Company has been created as a governmental agency for the purpose of providing trade goods, purchasing and marketing handicraft and copra, and for the conduct of such other commercial enterprises as may be appropriate. This is an interim arrangement until such time as the inhabitants of the various localities are in a position to carry on these functions on their own account. It is the Department's desire to encourage and assist the local people to achieve this goal as soon as practicable.

11. In those areas in which the inhabitants are agriculturally minded, they should be encouraged and assisted in bettering their methods of agriculture and in increasing the yield. In other areas where the people are not agriculturally inclined, consideration shall be given to the importation of trees and plants which, while requiring little cultivation,

will effect an augmentation of the food supply or will provide materials for local construction and handicraft. The establishment of "industrial" agriculture by outside owner-management which offers only employment or farmer-tenancy to the local inhabitant will not be permitted. Every encouragement will be given to agricultural development along lines which will assist the area toward self-subsistence and which will assure the individual the maximum returns from his effort.

RESTORATION OF DAMAGED PROPERTY

12. The scarcity of local construction materials and the difficulties connected with obtaining importations are recognized. Nevertheless, in some localities substantial progress has been made in the restoration of damaged facilities by ingenious use of local and salvaged products. The local inhabitants should continue to be assisted in restoring their damaged communities and at the same time encouraged to develop their own resources and initiative.

/s/ LOUIS DENFELD

APPROVED:

/s/ JOHN L. SULLIVAN

PICTORIAL SUPPLEMENT



Figure 11.

Pingelap Island, Eastern Carolines - Main street of the village of Pingelap.



Figure 12.

Majuro, Marshall Islands - Teacher trainees at the Majuro Teacher Training School singing American songs in English. These trainees will upon graduation assume the teaching responsibilities on their own home islands.



Figure 13.

Palau Islands, Western Carolines - Typical houses of the Palau Area.



Figure 14.

Many of the islands have only very narrow passages through the coral reefs. Here an outrigger canoe must be partially lifted through on its way to meet the ship in the background.



Figure 15.

Ngatik Island, Eastern Carolines - During the copra season temporary huts are constructed in the area being harvested.

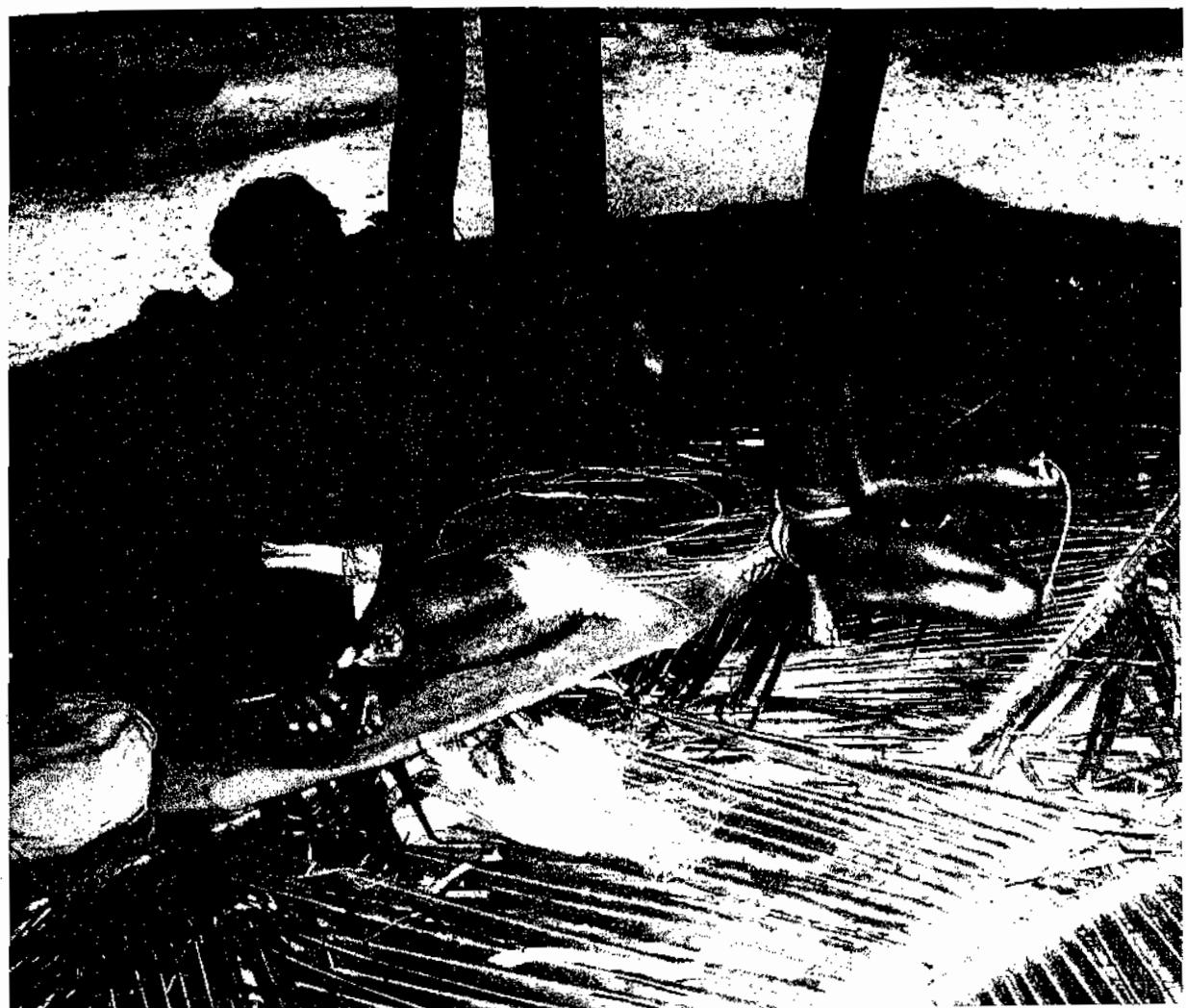


Figure 16.

Murillo Islands, Eastern Carolines - Coir (coconut) rope is being made here by twisting it together on the thigh. This rope serves many uses in the island life.



Figure 17.

Kapingamarangi Islands, Eastern Carolines - The inhabitants of these islands are Polynesian and their homes and villages are neat and clean.

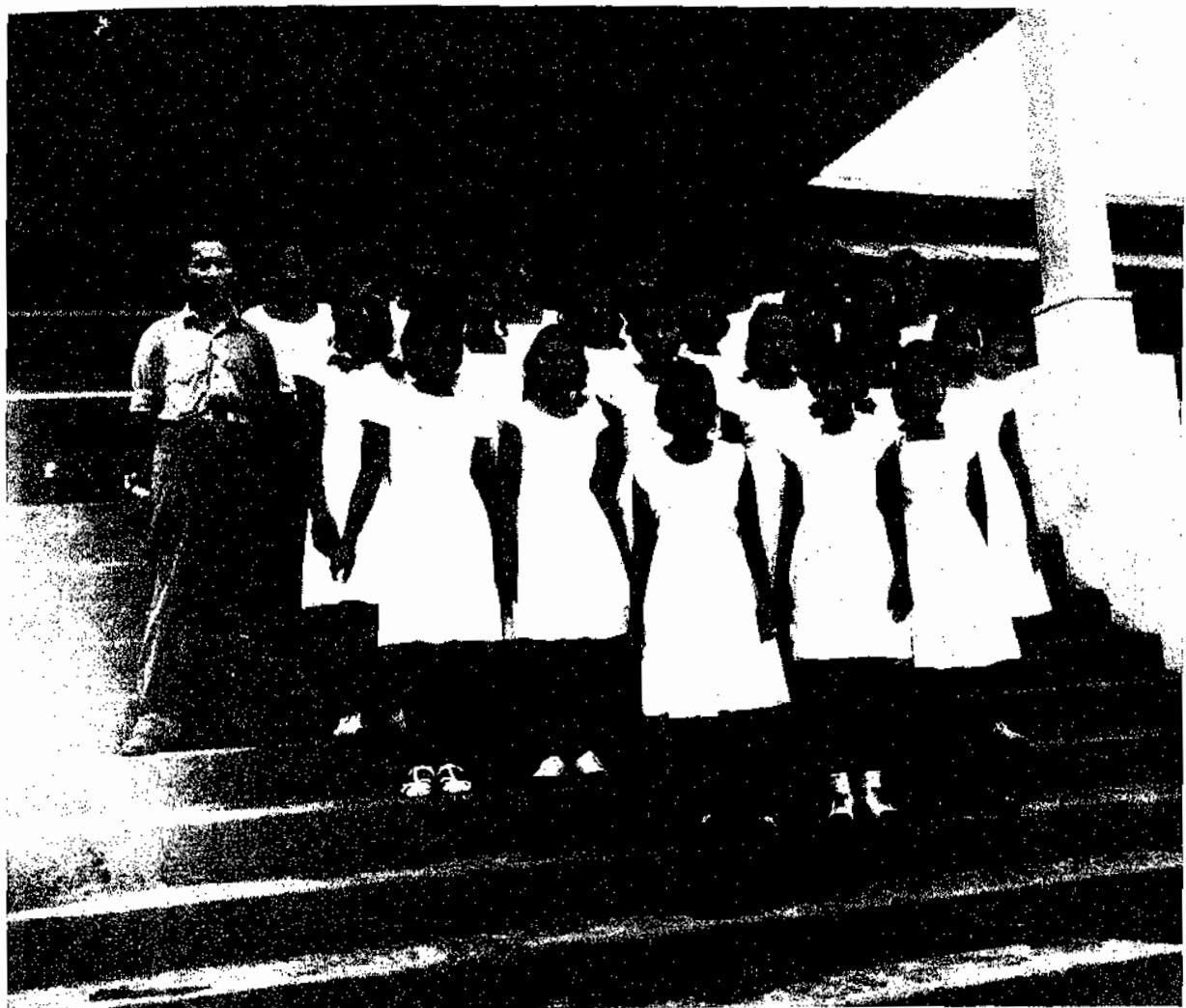


Figure 18.

Koro Island, Western Carolines - Palauan nurses aides are photographed in front of the Civil Administration Dispensary.