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REPORT ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS  
FOR THE PERIOD 1 JULY 1954 TO 30 JUNE 1955

Note by the Secretary-General

Pursuant to paragraph 3 of the resolution adopted by the Security Council at its 415th meeting on 7 March 1949, the Secretary-General has the honour to transmit<sup>1/</sup> to the members of the Security Council the Report on the Trust Territory of the Pacific Islands for the period 1 July 1954 to 30 June 1955, received from the representative of the United States to the United Nations.

RAPPORT SUR LE TERRITOIRE SOUS TUTELLE DES ILES DU PACIFIQUE  
POUR LA PERIODE DU 1er JUILLET 1954 AU 30 JUIN 1955

Note du Secrétaire général

En application du paragraphe 3 de la résolution que le Conseil de sécurité a adoptée à sa 415ème séance, le 7 mars 1949, le Secrétaire général a l'honneur de transmettre ci-joint aux membres du Conseil de sécurité le Rapport sur le Territoire sous tutelle des îles du Pacifique pour la période du 1er juillet 1954 au 30 juin 1955, que le représentant des Etats-Unis auprès de l'Organisation lui a fait parvenir<sup>1/</sup>.

1/ Only a limited number of copies of this report are available. Copies of the report may also be found under cover of T/1244.

1/ Il n'existe qu'un nombre limité d'exemplaires de ce rapport, qui est aussi distribué sous la cote T/1244.

# TRUST TERRITORY of the PACIFIC ISLANDS



1955



**EIGHTH ANNUAL REPORT  
ON THE ADMINISTRATION  
OF THE TRUST TERRITORY  
OF THE PACIFIC ISLANDS**

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July 1, 1954, to June 30, 1955

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Transmitted by the United States of America  
to the United Nations Pursuant to Article  
88 of the Charter of the United Nations

This report, covering fiscal year 1955, is the eighth annual report by the United States to the United Nations, pursuant to article 88 of the United Nations Charter, on the administration of the Trust Territory of the Pacific Islands. Previous reports in the series were published by the Department of the Navy, 1948 to 1951, and the Department of the Interior, 1952 and 1953. The material for the present report was furnished by the Department of the Interior and the Department of the Navy.

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# PART I

## *Description of the Area*

The Pacific Ocean extends westward for over 4,000 miles from San Francisco to the easternmost boundary of the Trust Territory of the Pacific Islands—the islands and atolls of Micronesia. Within the boundaries of this territory, from latitude 1° to 20° north and from longitude 130° to 172° east, stretches a vast expanse of water of some 3 million square miles, roughly equivalent to the land area of the continental United States, within which are scattered over 2,000 islands.

### PHYSICAL CHARACTERISTICS

These 2,000 and more islands may be conveniently grouped into about 96 island units and further into three major island groups: the Marshalls, the Carolines and the Marianas.

They can be classified broadly as “high” volcanic or “low” coral islands. They vary widely in size from a substantial volcanic archipelago, like the Northern Marianas with over 46 square miles of land area, to tiny coral islets linking the circular chain of rock and vegetation which forms a coral atoll. Other volcanic islands lie in the Western Caroline group, and there are outcroppings at Truk, Ponape, and Kusaie of the Eastern Carolines. The remainder of the islands are of coral formation, mostly in the form of atolls.

### CLIMATE AND WEATHER

The climate of Micronesia is tropical which makes possible the abundant vegetation found on the islands. Rainfall, however, provides small seasonal changes. Saipan averages the least rain, 82 inches annually, while Ponape averages the maximum of 185 inches. Generally, rainfall is heaviest in the belt between 1°38' and 8°30' north latitude, where the average annual precipitation is over 120 inches. On the northern islands and atolls of the Marshall group there is a pronounced dry season during which time water scarcity may become a problem. Throughout most of the area the mean annual temperature averages about 75° to 85° F. Humidity is generally high and ranges from an average of 77 percent in the Palaus to 86 percent at Ponape.

Typhoons may develop in any month, but they occur with greatest frequency between July and November. The islands in the western portion of the territory are most subject to destructive typhoons. Truk and the islands to the eastward are relatively free of these disturbances.



## FLORA AND FAUNA

The extreme thinness and relatively low fertility of most of the soils in Micronesia are generally not favorable for agriculture production, but the fairly high rainfall makes tropical vegetation possible. The coconut palm is the characteristic vegetation of the coral atolls.

The bat is the only land mammal native to the islands, and even it is not found on some of the low islands. Since the arrival of Europeans, water buffalo, deer, horses, cattle, goats, dogs, pigs, rats, and cats have been introduced. Insects are exceptionally numerous. It has been estimated that there are 7,000 species of insects, of which perhaps 15 percent have been introduced by human beings. The tropical waters of the sea, reefs, lagoons, and shores abound in marine fauna. There are bonito, tuna, barracuda, sea bass, sharks, eels, flying fish, porcupine and scorpion fish, octopi, sea slugs, many kinds of crustacea and mollusks, porpoises, seacows, and many other types of marine life.

## POPULATION

The local island peoples are classed broadly as Micronesians—people of the tiny islands. Racially they closely resemble the Malaysians, having in the main medium physiques, soft Mongoloid features, straight to wavy black hair, and brown skin. Although there are ethnological, linguistic, religious, and sociological similarities among peoples of various island groups, there is no Micronesian type of culture which encompasses all island peoples of the area, except that all share, to varying degrees, certain very general characteristics: close adjustment to life in small tropical islands; a technology specialized in the use of stone, shell, fibers, and other local materials; narrow political loyalties; close kinship ties; a cult of ancestors; complex social distinctions; and, customarily, a chieftain type of leadership.

Linguistic differences are more remarkable than are similarities, there being nine major languages used in the area, each with its own distinct dialects. The Christian religion has been widely adopted throughout the territory, although practices vary from island to island which indicate the persistence of certain pre-foreign-contact beliefs. As indicated above, social structures have limited common general characteristics. Any generalized accounting is difficult. The detail essential to accuracy is beyond the scope of this report.

## POPULATION MOVEMENTS

Although in pre-European days the island communities were in general locally independent and at times warring against one another, a considerable amount of travel and exchange was carried on between adjacent groups. However, the social and economic consequences resulting from these exchanges have never been profound since most migrations involved only small groups of people.

After Japan assumed political control of the islands and Japanese settlers arrived in large numbers, considerable displacement of the population occurred. On Saipan and Rota Islands, for instance, the Chamorros and Carolinians were mostly uprooted from their previous living sites and came to occupy settlements along the margins of the

large Japanese communities. Before and during the war, too, resettlement of the islanders on an extensive scale became necessary for military reasons. In turn, the entry of American forces involved further population shifts.

A major feature of postwar American policy has been to return the islanders to the places they consider to be home, or on those islands they want to live. It has not been possible always to meet the wishes of the people; for example, the Bikini and Eniwetok people, displaced because of the nuclear experiments, have had new homes provided for them. The Rongelap people have been relocated and provided for because of the fallout resulting from the nuclear experiment of March 1954. The Utirik people, displaced for the same reason, have been returned to their home island.

Other than such repatriation and necessary relocation, there have been no significant population movements in recent years. In all districts there is some constant movement to and from the district center and from island to island, frequently for visits or short-term voluntary employment and also to work on land owned on other than home islands. This is an established practice and involves no great economic or social consequences. Movement from small, overpopulated islands for purposes of homesteading on larger islands where such lands are available is taking place gradually, giving rise to no economic or social consequences other than those of a few individuals or family groups establishing themselves in new communities. In so doing, they are usually assisted by members of the new community as well as by the administering authority.

## HISTORY

The earliest knowledge of Micronesia dates back to 1519-20 when Magellan's expedition from the East, in search of the Spice Islands, finally encountered Guam after failing to sight any of the hundreds of Pacific islands of the present trust territory. No serious efforts were made in the early times by Spain or other European powers to assume effective control of these islands. In 1565 Spain made the fort of Agana on Guam a regular food and water stop for vessels plying between Mexico and the Philippines; but no serious attempt was made to establish some orderly control in the Marianas until 1668 when a small party consisting of a few soldiers and four Jesuit priests was landed on Guam, and soon after Spanish garrisons were set up throughout the Marianas. Although Spain claimed sovereignty over the Marianas, the Carolines, and the Marshalls, she was only active in the Marianas, particularly Guam. At this time and for nearly two centuries after the early explorations, the islands were little known. It was not until the 19th century that Spain became active in the Carolines, the emphasis then being on religious conversion of the inhabitants. Spanish rule in the Carolines, however, was at best extremely spotty and had always to compete for influence with German, Japanese, and American commercial interests, including frequent whalers, expanding British interests to the South, and the Boston Mission Society which had been persuaded of the need to restore moral order in the islands.

In 1885 Germany assumed control of all the Marshalls, and to this empire was added both the Carolines and Northern Marianas in 1899 when Spain sold what she had left of Micronesia to Germany.

German administration, although autocratic in keeping with the times, was moderate and efficient. The German administrators were exceptionally well trained and had a rather good understanding of the problems of the islanders. Encouragement was given to the development of trade and to the expansion of copra production. German control of Micronesia was abruptly terminated by the outbreak of World War I.

At the war's conclusion Japan became the mandatory power for these islands under the mandates system of the League of Nations. From 1935 on, the government of the islands was dominated by the military and the expansionist policies of Japan. Japan continued to send her annual report to the League of Nations through the year 1938.

Japanese rule of the Pacific Islands was complete and direct. Colonization by Japanese was encouraged and economic development was largely by and for the Japanese. All political affairs were under the direct control of the Japanese with relatively few islanders holding more than titular posts. Formal education facilities for the Micronesians were very limited; emphasis was placed upon teaching the Japanese language and customs. Considerable attention was paid to the health of the people. With the coming of World War II, Japanese control became even more rigorous. Japan as a belligerent in World War II used the islands as a great barrier to the liberation of the Philippines, Wake, and Guam and as a threat to Australia and South Pacific Islands. Not until November 1943, when the Gilberts were invaded, did United States forces begin to break through the barrier. In January and February of 1944 the Marshalls were seized; in June and July the Marianas were invaded; by August the eastern and central Carolines were neutralized; in September Angaur and Peleliu in the western Carolines were captured.

On November 6, 1946, President Truman announced that the United States was prepared to place under United Nations trusteeship the former Japanese mandated islands, with the United States as administering authority. The Security Council approved the draft trusteeship agreement, which had been submitted by the United States after minor modifications on April 2, 1947. The agreement entered into force on July 18, 1947, when, pursuant to authorization by both Houses of the Congress, it was approved by the President. On the same date, by Executive Order No. 9875, the President delegated responsibility for the civil administration of these islands, on an interim basis, to the Secretary of the Navy. This interim period lasted until July 1, 1951, on which date administrative responsibility for the trust territory was transferred to the Secretary of the Interior, pursuant to Executive Order No. 10265 of June 29, 1951. On November 10, 1952, Executive Order No. 10408 was issued providing for the transfer of responsibility for the civil administration of the islands of Saipan and Tinian in the Saipan District to the Secretary of the Navy, effective January 1, 1953. On July 17, 1953, Executive Order No. 10470 was issued providing for the transfer of responsibility for the civil administration of the remaining islands in the northern Marianas, with the exception of Rota, to the Secretary of the Navy. To permit more

effective administration of the island of Rota, the High Commissioner's Executive Order No. 51, approved by the Secretary of the Interior on February 17, 1955, amended Section 39, Code of the Trust Territory of the Pacific Islands, establishing Rota District as the seventh district of the trust territory. There have been no other changes in administrative authority and responsibility during the past year.

## PART II

### *Status of the Territory and Its Inhabitants*

#### STATUS OF TERRITORY

There has been no change in the legal status of the Trust Territory of the Pacific Islands. Legal status is established by:

(a) The Trusteeship Agreement between the United States and the United Nations Security Council which entered into force on July 18, 1947.

(b) Executive Order No. 10265 signed by the President of the United States on June 29, 1951, placing administrative responsibility for the Trust Territory of the Pacific Islands with the Secretary of the Interior.

(c) Department of the Interior Order No. 2658 describing the nature and extent of authority exercised by the High Commissioner.

(d) The Proclamation of the High Commissioner.

(e) The Code of the Trust Territory of the Pacific Islands which provides the laws for its government.

(f) Executive Order No. 10408 signed by the President of the United States on November 10, 1952, providing for the transfer of responsibility for the civil administration of the islands of Saipan and Tinian in the Northern Marianas to the Secretary of the Navy.

(g) Executive Order No. 10470 signed by the President of the United States on July 17, 1953, providing for the transfer of responsibility for the civil administration of the remaining islands in the Northern Marianas, with the exception of Rota, to the Secretary of the Navy.

There has been no legislation affecting the legal status of the territory during the year under review.

#### STATUS OF INHABITANTS

The legal status of inhabitants of the trust territory has not changed since the previous report of the administering authority. All persons born in the territory are citizens of the trust territory except those persons who at birth acquire another nationality and those persons, born in the territory, whose principal actual dwelling place in fact has not been in the trust territory or Guam at any time between July 18, 1947, and December 22, 1952, the effective date of the trust territory code (Code of the Trust Territory of the Pacific Islands, section 660). No special national status has been conferred by the

administering authority, nor have qualifications or means for acquiring national status been prescribed.

All persons in the trust territory are subject to the same laws whether they be citizens, resident noncitizens, or visitors. In unusual circumstances the High Commissioner may grant non-Micronesian immigrants permanent residence status. At this time there is no means for immigrants to acquire a status equal in all respects to that of citizens of the trust territory.

Citizens of the Trust Territory of the Pacific Islands may acquire U.S. citizenship in the same manner as other immigrants to the United States. Resident noncitizens of the Trust Territory of the Pacific Islands desiring U.S. citizenship would be governed by U.S. laws applying to the country of their origin.

## RIGHTS OF INHABITANTS

Indigenous inhabitants enjoy equal and greater rights in the Trust Territory of the Pacific Islands than nationals of the metropolitan country. Nationals of the metropolitan country and all other non-indigenous residents are restricted from owning land in the trust territory or from entering business in competition with indigenous enterprise, excepting those persons who may have established permanent residence prior to the present administration.

## PART III

### *International and Regional Relations*

#### INTERNATIONAL RELATIONS

The administering authority continues to cooperate to the fullest extent with the United Nations and its specialized agencies. The trust territory is a part of the Western Pacific Region of the World Health Organization. Communicable disease reporting, quarantine regulations, and international commitments relating to the World Health Organization frequently form, when applicable, the basis for health programs and measures in the territory.

Through its technical assistance program, the United Nations has provided scholarships and fellowships to a number of Micronesian students during the year under review. One young Palauan returned from the Philippines where he studied governmental social and economic welfare programs. One Saipanese student completed a year's study in the field of public administration in Australia. Four applicants from the Marshalls, Ponape, and Palau districts were selected for study during the coming year. Other applications are pending. Through the facilities of UNESCO, the trust territory purchases or receives free literature on a variety of subjects related to education, community development, and other programs of interest in the territory.

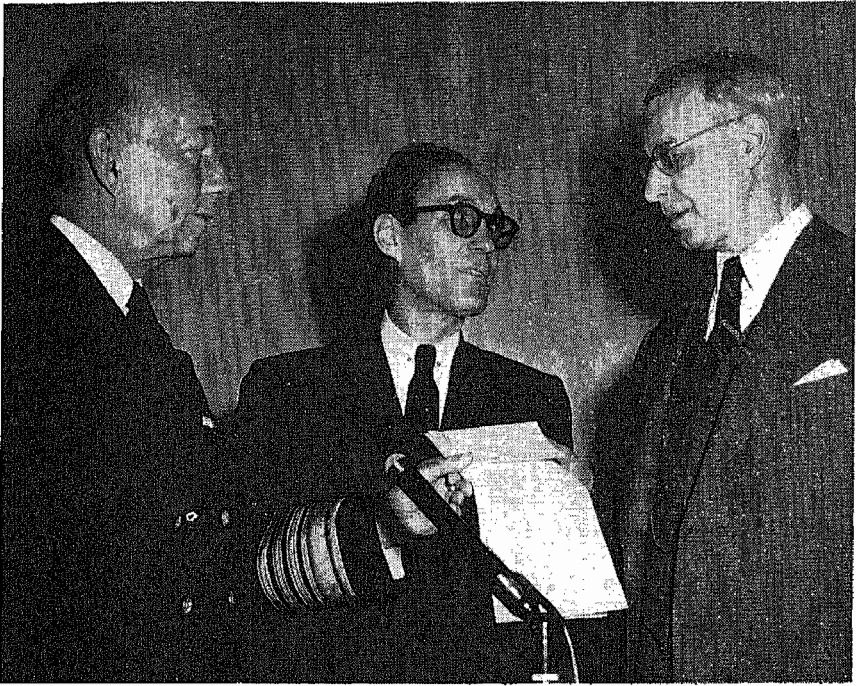
#### REGIONAL RELATIONS

The administering authority and the South Pacific Commission continue to maintain excellent working relationships and cooperation established in previous years. Plans have been made for delegates and representatives from the Trust Territory of the Pacific Islands to attend conferences at Nouméa, New Caledonia, and Fiji during the coming year. Representatives of the Commission frequently visit, observe, and advise on programs in the trust territory.

The Community Center at Koror, Palau Islands, originally established as a South Pacific Commission project, is continuing and expanding its activities as part of the local program. A continuing exchange of information and publications, particularly in the field of education and community development, plays an important part in developing and conducting trust territory programs.

As have been previously reported, there is as yet no basis nor any desire expressed on the part of the indigenous inhabitants to maintain political, economic, social, religious or other forms of association with

inhabitants of neighboring territories in the Pacific. Therefore, the trust territory has not been associated with other territories except as stated above.



*Adm. D. G. Duncan (left), USN, Vice Chief of Naval Operations, presents a check for \$1,541.90 on behalf of the people of Saipan to Ellsworth Bunker (right), president of the American Red Cross, as Francis Wilcox (center), Assistant Secretary of State, looks on. The unsolicited contribution was collected by the Saipanese after the natives intercepted a radio newscast of the floods in northeastern United States in the summer of 1955.*



## PART IV

### *International Peace and Security*

#### MAINTENANCE OF LAW AND ORDER

The Trust Territory Insular Constabulary, a police force established under the Code of the Trust Territory of the Pacific Islands, sections 240 through 242, consists of an armed, uniformed, and trained group of men divided into district detachments. The Insular Constabulary functions under the general supervision of the Chief Counsel, assisted by the Director of Public Safety. Technical supervision is under the direction of the District Attorney. Rules and regulations for the operation and the administration of the Trust Territory Insular Constabulary and operation of prisons and jails set forth standards of employment, including age requirement, qualifications, pay, equipment, leave and subsistence, as well as the description of the duties of the respective officers. Each District Constabulary detachment consists of:

- (a) District Sheriff appointed by the High Commissioner, or in the Saipan District, by the Commander in Chief, Pacific Fleet;
- (b) Deputy Sheriffs, as needed, appointed by the District Administrator; and
- (c) Sergeants, Corporals, Constables, and Probationary Constables as required.

All officers and members of the Insular Constabulary are Micronesians selected from voluntary recruits. Serious crime in the Trust Territory of the Pacific Islands is rare and offenses are, for the most part, those classified as misdemeanors. There has been no collective violence or disorder involving Micronesians during the entire period of U.S. administration.

## PART V

### *Political Advancement*

There have been no changes in the policy of the Trust Territory Government as related to political advancement since the submission of the last report in which the policy was stated as follows:

"It is the policy of the Trust Territory Government to permit and encourage all political advancement toward a goal of self-government which evolves through the will, the needs, and the desires of the inhabitants of the territory. Implicit is the recognition that present political-social structures in each island society have evolved through centuries of functioning to meet the needs of its members, aboriginal structures being more rapidly modified in recent history through frequent and broader experience and communication with peoples of other cultures; that persisting aboriginal and existing modified political structures, not always in consonance with ideals and structures in other cultures, have qualities and characteristics suited to their respective island cultures and must form the basis of a natural evolutionary process of advancement. The Trust Territory Government encourages inhabitants of the territory to retain intrinsically valuable features of political structure and organization, while it encourages, through educational programs encompassing all fields of government, the learning and understanding of other cultures to foster the wise selection, adaptation, and application of features of political structure, organization, and practice which will contribute to advancement as rapidly as the authority inherent in each culture situation permits."

#### Chapter 1. General Political Structure

The High Commissioner, appointed by the President of the United States, is vested with executive and legislative authority for the government of the Trust Territory, subject to the direction of the Secretary of the Interior. Executive Orders 10408 and 10470, however, transferred responsibility for the administration of the Saipan District, with the exception of Rota, to the Secretary of the Navy who has vested the executive and legislative authority for the government of that district in the Commander in Chief, U.S. Pacific Fleet. The Commander, Naval Forces, Marianas, has been delegated this authority and has appointed a Civil Administrator for the Saipan

District. The Civil Administrator, Saipan District, occupies a position similar to those occupied by the District Administrators in other districts. In this report references made to the District Administrators should be understood to include the Civil Administrator, Saipan District. References made to the relationship between the High Commissioner and a District Administrator should also be understood as including the relationship between the Commander in Chief, U.S. Pacific Fleet, and the Civil Administrator, Saipan District. The High Commissioner and the Commander in Chief, U.S. Pacific Fleet, have been authorized to deal directly with each other in matters pertaining to programs of the administering authority.

While the above administrative structure may appear complex, it has been the experience during the year under review that there is in actual practice day-to-day coordination, planning, and integration of programs such as those affecting political, economic, social, educational advancement, agriculture, and public health programs. With the authority which has been delegated by the Commander in Chief, U.S. Pacific Fleet, to the Commander, Naval Forces, Marianas, whose offices are located on Guam, and with the move of the High Commissioner's office to Guam, daily planning and conferences are easily accomplished. Members of the High Commissioner's staff visit the Saipan District and, in turn, members of the Commander, Naval Forces, Marianas, visit in other districts of the trust territory to confer and observe in order that programs may better be coordinated.

The Code of the Trust Territory of the Pacific Islands promulgated in December 1952 provides statutes for its government. These laws apply throughout the territory and are supplemented in each district and in each municipality as necessary by additional laws of local application published in accordance with the code of the trust territory.

With the approval of the High Commissioner, District Administrators may promulgate district orders which are applicable to their respective districts. District orders may be formulated as a result of recommendations or resolutions of district advisory bodies or may be initiated by the District Administrator himself. Frequently, district orders originated in one district and disseminated throughout other districts are found to be applicable either in part or in whole in other districts and lead to promulgation of further orders within those other districts, thereby lending to greater uniformity of law throughout the territory.

Local municipal governments may enact municipal ordinances applying only to their respective municipalities. Those ordinances relating to taxation and finance must be approved by the District Administrator concerned. In some instances, the municipalities within a district have for their own convenience enacted identical ordinances, particularly with regard to tax laws, and have appointed a central agency to collect and disburse funds derived under these laws for some specific purpose. All municipal ordinances and district orders must be in accordance with the code of the trust territory.

Section 14 of the code provides for recognition of local customs as follows:

*"Local customs recognized.* Due recognition shall be given to local customs in providing a system of law, and nothing in this chapter shall be construed to limit or invalidate any part of the existing customary law, except as may be otherwise determined by the High Commissioner."

Native customs are therefore recognized where they are not in conflict with the Code of the Trust Territory of the Pacific Islands, with the principles of the Trusteeship Agreement or with such laws of the United States, including Executive orders of the President, as shall, by their own force, be in effect in the trust territory.

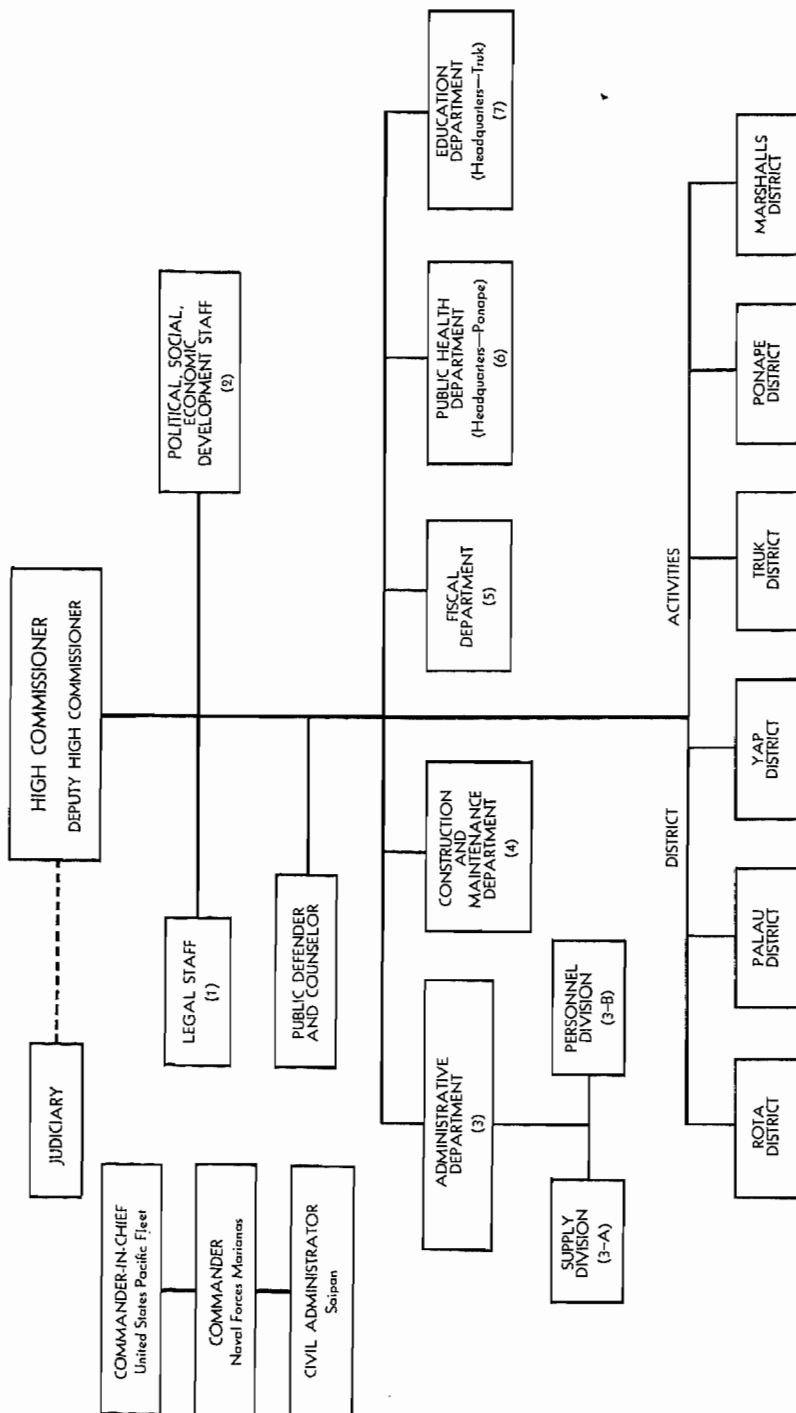
## ADMINISTRATIVE ORGANIZATION

While minor organizational changes have been made, occasioned largely by the move of the trust territory headquarters from Honolulu to offices on Guam and the field, the administrative organization under the High Commissioner consists essentially of the Deputy High Commissioner, a headquarters staff, a field staff, and a district organization in each district under a District Administrator. The chart below shows the departmental organization of the headquarters and field staff, with lines of authority indicated.

It continues to be the policy of the administration to employ Micronesians in all positions as quickly as their knowledge, skills, and experience are compatible with sound administrative practices. In all districts a number of Micronesians occupy administrative positions of considerable importance in various offices of the administration. As examples of progress in this respect during the year under review, in the Marshalls District a Micronesian Educational Administrator and a Micronesian Director of Public Health have replaced U.S. personnel. In Saipan the manager and the assistant manager of the Saipan facility of the Bank of America are Saipanese. Progress has been particularly noteworthy in the field of medicine and public health and in the employment of medical practitioners to carry on many of the functions formerly carried on by U.S. personnel. It must still be recognized, however, that concepts of self-government and the opportunities to contribute to the administration of their own island groups and districts are difficult for most Micronesians to accept since until only a few years ago they have been allowed little or no opportunity to participate in their own government. Micronesians are gradually participating to a greater extent and assuming greater responsibility and authority. It will, however, take considerable time and experience to develop Micronesian personnel to assume completely even the nonprofessional responsibilities of administration.

## JUDICIAL ORGANIZATION

There have been no major changes in the judicial system of the trust territory as outlined in the 1953 report. The High Court consists of an Appellate Division and a Trial Division. District Courts and Community Courts continue substantially as they have in the past. All of the above courts are under the administrative supervision of the Chief Justice, who is appointed by and is directly responsible



to the Secretary of the Interior. The Saipan Court of Appeals in the Saipan District performs the functions performed by the High Court in other districts of the trust territory. Like the High Court, this court has an Appellate Division and a Trial Division. Rules of procedure of the High Court are observed by the Saipan Court of Appeals.

In the lower courts there continue to be a number of instances where one person serves both as a lower court judge and in the executive branch of the Trust Territory of the Pacific Islands or one of its municipalities. Such appointments are made in deference to local custom and desires.

In the Trial Division of the High Court, two local special judges are appointed to sit with the Chief Justice or the Associate Justice in the trial of murder cases. In handling other cases involving local inhabitants, the Trial Division regularly appoints a local inhabitant, frequently one of the District Court judges, to sit as an assessor to advise as to local law and custom. Local inhabitants frequently appear as council in the Trial Division of the High Court, and it is unusual to find a case presented by other than local personnel in either the District or Community Courts. All judges of the District and Community Courts and all Clerks of Courts are likewise local Micronesian inhabitants. Such participation in the courts has aided in spreading a wider understanding of the fundamental principles of the rule of law rather than of men. One of the necessary foundations has thereby been laid for advancement toward orderly self-government.

## LEGISLATIVE ORGANIZATION

Local government organizations on the municipal level may enact legislation (Municipal Ordinances) affecting persons within their respective jurisdictions. Legislative organization above this level follows closely the administrative organization. At the municipal level, considerable variation in the degree and complexity of legislation are found from district to district and from island to island within districts as the cultures vary. Where there is greater persistence of indigenous structures of government, less adoption of introduced forms is found. Such legislation as may be enacted is simple and less formal than in more acculturated societies. As previously mentioned, several municipalities sometimes enact identical legislation to affect adjoining or neighboring communities for reasons of convenience or essential expediency. Congresses, councils, or similar advisory bodies having cognizance of larger islands, areas, or island groups continue to serve mainly in advisory capacities, though more and more frequently their advice, recommendations, and resolutions form the basis for legislative action by higher administrative authorities.

## DEVELOPMENT OF SELF-GOVERNMENT

The administering authority continues to believe in and pursue its policy of gradually strengthening local (municipal) governments to the point where they can gradually assume greater responsibility, and eventually full responsibility, for the government of their own

municipalities. At the same time, the congresses, councils, or other advisory bodies of larger areas or groups of islands are being assisted to develop proficiency toward the same goal with jurisdiction over larger areas. In order not to disrupt the many valuable features of the indigenous societies, these latter steps must be approached gradually, and the individuals mainly concerned must be thoroughly trained in their work. The people of the various electorates or areas of representation must also be further educated and must acquire the ability to subjugate local prejudices if true rather than superficial progress towards self-government of larger areas is to be made. During the year under review, leaders of various district advisory bodies, congressmen, councilmen, and other representatives have traveled outside their own districts to meet with and observe the functioning of advisory bodies in other districts.

The most notable problems in developing territorial self-government as stated in the 1954 report continue to persist though some progress has been evidenced. These problems may be stated as follows:

The basic concepts of democratic self-government are still only vaguely understood by the great majority of the people of the territory. During the year under review, progress in achieving support of public education and public health programs in particular has been noteworthy; however, total responsibility and total support of democratic self-government is a goal not to be realized in the immediate future.

The lack of the common language is a further barrier in developing territorial self-government. Year by year, progress is evident in the development of greater facility in the English language, but since such progress is primarily among people in the younger generation who are not yet able to assume leadership in their own societies, no rapid development toward territorial self-government thinking can be expected. Further, the wide geographic separation of many small communities speaking different languages and having different cultures make it difficult for people of one area to realize that they may have interests in common with people of other areas.

Though some visiting, observation, and exchanges of thought of representatives from one district with those of other districts of the territory has been possible during the year, such travel and visits have been possible for only a few of the total number of local and district government representatives in the territory. The difficulty and expense involved in gathering together representatives of widely scattered communities is a further deterrent in developing territorial self-government.

## Chapter 2. Territorial Government

Under the supervision and direction of the Secretary of the Interior of the United States, the High Commissioner continues to exercise Executive authority over the Trust Territory of the Pacific Islands. Department of the Interior Order No. 2658, published in the Code of

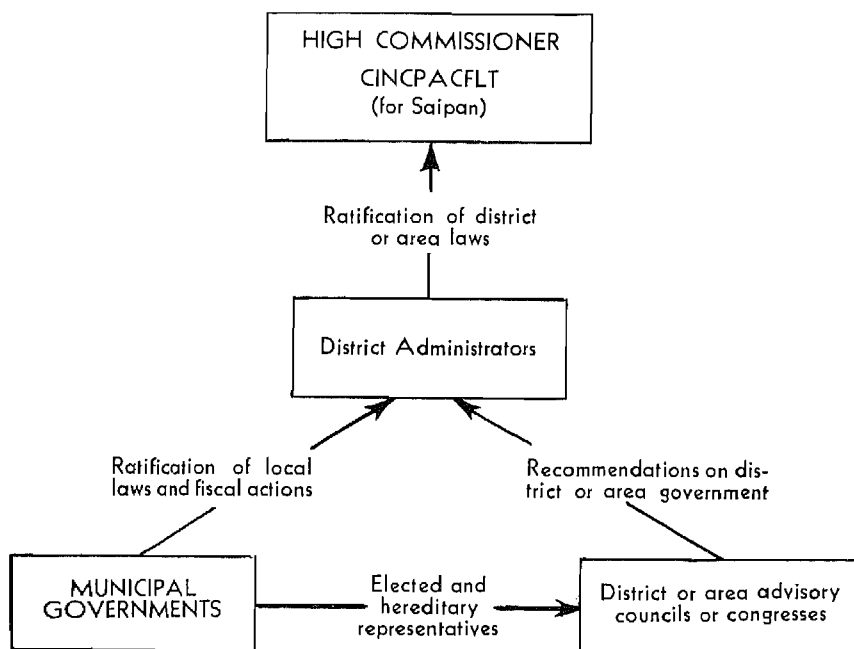
the Trust Territory of the Pacific Islands, sets forth the detailed relationship of the High Commissioner's position with respect to the Secretary of the Interior. During the year under review, no reserved powers have been exercised by the High Commissioner.

The High Commissioner's staff consists of the following:

1. Deputy High Commissioner
2. Executive Officer
3. Special Assistant; Contract and Programs
4. Chief Counsel
5. Comptroller
6. Director of Education
7. Director of Public Health
8. Land and Claims Administrator
9. Staff Agriculturist
10. Staff Anthropologist
11. Personnel Officer
12. General Supply Officer
13. Chief, Construction and Maintenance

On the staff of the Commander in Chief, U.S. Pacific Fleet, are assigned two Island Government Officers. On the staff of Commander, Naval Forces, Marianas, is one officer especially trained and experienced in island government within the trust territory.

All officers of the trust territory, whether appointed by the High Commissioner or the Commander in Chief, U.S. Pacific Fleet, act under authority of the Code of the Trust Territory of the Pacific Islands. The members of the staff of the Commander in Chief, U.S.





Pacific Fleet, are stationed in Honolulu. The staff of the Commander, Naval Forces, Marianas, are stationed at Guam, Mariana Islands. All of the above-named officers of the High Commissioner's staff have been stationed at Guam, Mariana Islands, with the following exceptions:

1. Director of Public Health stationed at Ponape
2. Director of Education stationed at Truk

There are now seven administrative divisions in the Trust Territory of the Pacific Islands, each under the administrative supervision of a District Administrator. These districts are Marshall Islands, Palau, Ponape, Truk, Yap, Saipan, Rota.

The formulation of district or area laws is the responsibility of the respective District Administrators. Such laws may be based on recommendations or resolutions by legislative advisory bodies or initiated, if advisable, by the District Administrators themselves. These proposed laws are submitted to the High Commissioner for ratification. As may be necessary, the District Administrators and their staff aid municipal authorities in the preparation of annual budgets. Expenditures of municipal funds and municipal tax levies are made in accordance with a budget approved by the District Administrator. As a general practice, municipal government officials ordinarily submit municipal ordinances enacted to the District Administrator for approval, though such approval is required by the trust territory code only with regard to fiscal and tax laws.

## LEGISLATIVE AND ADVISORY ORGANS

Political advisory bodies are established in all districts to assist the respective District Administrators in the government of the area. Such advisory bodies are established under sections 41 through 44 of the Code of the Trust Territory of the Pacific Islands. For reasons of culture, including language barriers and geographic separation of communities, these advisory bodies are not, in all instances, fully representative of all political segments within any one district. They represent, however, all of the more populous communities. The various congresses, councils, and other advisory bodies prepare minutes of each session in the local languages in which the meetings are conducted. Resolutions or other actions forwarded to the Administration for information or ratification are translated into English. Membership and representation tables for all advisory bodies follow descriptive information below.

## MARSHALLS DISTRICT

The Marshall Islands Congress continues to be a bicameral body composed of the House of Iroij and the House of Assembly. The House of Iroij is composed of those persons holding rank as "iroij laplap" in accordance with Marshallese custom. The House of Assembly consists of at least one member elected from each of the established municipalities from the Marshall Islands. Tenure as "iroij laplap" according to Marshallese custom determines tenure of members in the House of Iroij. In the House of Assembly 1 assembly-

man is elected for each 200 of population in any municipality. Assemblymen are elected for a term of 1 year. No geographic or ethnic precincts are established within the municipality for the election of assemblymen, each municipality electing one or more such representatives according to the latest official population census. During the year under review the Marshallese Congress met from August 16 through August 23, 1954. At this session it was decided that, due to difficulty of transporting members to any central meeting place, the next meeting of the Congress would be held in August of 1956. A Hold-Over Committee as members of both houses was appointed to meet from time to time as necessary until the next regular session.

*Table A*

# HOUSE OF ASSEMBLY

<i>Name</i>	<i>Islands and atolls represented</i>
1. Joenincan.....	Ailinglaplap
2. Eske.....	Ailinglaplap
3. Amlek.....	Ailuk
4. Anon.....	Ailuk
5. Jibli.....	Arno
6. Kamo.....	Arno
7. Motanlan.....	Arno
8. Maikel.....	Aur
9. Nienbok.....	Aur
10. Jibaj.....	Ebon
11. Jormca.....	Ebon
12. Lepil.....	Jaluit
13. Lisos.....	Jaluit
14. Morris.....	Jaluit
15. Juda.....	Kili
16. Aronean.....	Kwajalein
17. Antle.....	Kwajalein
18. Atidrik.....	Kwajalein
19. Jalle.....	Kwajalein
20. Pluro.....	Lae
21. Atalbot.....	Lil
22. Maas Hone.....	Likiep
23. Bartimius.....	Majuro
24. Lazarus.....	Majuro
25. Levi.....	Majuro
26. Kuntak.....	Majuro
27. Zebdy.....	Majuro
28. Tarki.....	Maloelap
29. Bartok.....	Mili
30. Joel.....	Mili
31. Brass.....	Namrik
32. Erakrik.....	Namrik
33. Anej.....	Nann
34. John.....	Rongelap
35. Naptali.....	Rongelap
36. Jojabot.....	Ujae
37. Atlan.....	Uliga
38. Carl.....	Uliga
39. Dwight.....	Uliga
40. Robert.....	Uliga
41. Meme.....	Utrik
42. Emijwa.....	Wotot

Table B

HOUSE OF IROIJ

<i>Name</i>	<i>Islands and atolls represented</i>
1. Kabua Kabua	Ailinglaplap, Ebon, Jaluit, Kili, Kwajalein, Lae, Lib, Namrik, Namu, Ujae, Wotjo
2. Carl J.	Ailinglaplap, Ebon, Jaluit
3. Jamo J.	Ailinglaplap, Ebon, Jaluit
4. Lejolan K.	Ailinglaplap, Ebon, Jaluit, Kwajalein, Namrik, Namu
5. Anton de Brum	Likiep
6. Andrew	Maloelap
7. Limwijwa (female)	Maloelap, Aur, Wotje, Ailuk, Utrik
8. Namu H.	Maloelap, Aur, Wotje, Ailuk, Utrik
9. Emmi L.	Maloelap, Aur, Wotje, Ailuk, Utrik
10. Loben	Arno
11. Abijai	Arno
12. Jiwirak	Arno
13. Dorothy Kabua (female)	Majuro
14. Henry Samuel	Majuro
15. Maikel	Mejit
16. Taibun	Ailuk
17. Levi	Majuro
18. Joab	Majuro
19. Laujen (female)	Mili
20. Litobej (female)	Mili
21. Keinab	Mili
22. Mo	Mili
23. Loibwij	Ailinglaplap, Ebon, Jaluit, Kili, Kwajalein, Lae, Ujae, Wotjo

PALAU DISTRICT

The Palau Congress is a unicameral body composed of the elected magistrates of the 16 municipalities of the Palau Islands, Sonsorol and Tobi, and congressmen from each of the municipalities selected on a basis of population. This provides for a minimum of 1 congressman from each municipality and a maximum of 4. During the year under review, the Palau Congress met for one regular session lasting 5 days. The members of Congress, their area of representation, and their official positions are shown in the following table:

Table C

THE PALAU CONGRESS

<i>Municipality</i>	<i>Name</i>	<i>Position</i>
Aimeliik	Rebes	Magistrate
	Meruk	Congressman
Airai	Ngiruchelbad	Magistrate
	Albert	Congressman
	Martin N	Congressman
Angaur	Otong	Magistrate
	Mereb	Congressman
Kayangel	Merecebang	Magistrate
	Kambalang	Congressman
Koror	Rudimeh	Magistrate
	Roman T	Congressman
	Morei	Congressman
	Fritz	Congressman
	Toribiong	Congressman
Melekelek	Skang	Magistrate
	Bunibalt	Congressman
	Rechetaoch	Congressman
Ngaraard	Siro	Magistrate
	Ikea	Congressman
	Sonaladaob	Congressman
Ngardmau	Udui	Magistrate
	Sisang	Congressman
Ngarhelong	Ngiraibiochel	Magistrate
	Rechucher	Congressman
	Rimirch	Congressman
Ngaremlengui	Lorengs	Magistrate
	Malsol	Congressman
	Dudiu	Congressman
Ngatpang	Yosio E	Magistrate
	Ngiratumerang	Congressman
Nghesar	Saburo N	Magistrate
	Siangeldeb	Congressman
	Saito	Congressman
Ngwal	Etiterengel	Magistrate
	Tomol	Congressman
	Adelbai	Congressman
Peleliu	Iehiro B	Magistrate
	Kulas	Congressman
	Saburo	Congressman
	Kodep	Congressman
Sonsorol	Ignacio	Magistrate
	Kintaro	Congressman
Tobi	Kalisto	Magistrate
	Salbador	Congressman

The Palau Council is an advisory body whose membership and method of appointment have changed slightly during the year under review. Previously, members of the council were appointed by the District Administrator from social, political, and business leaders resident near the District Headquarters. During the year under review, members of the council have been appointed by the President of the Congress, with the approval of Congress and of the District Administrator. The primary function of the council is to permit the Administration and the people of the Palau District to maintain constant and close contact with one another. The council also acts as a liaison medium between the Administration and the Congress.

Table D

## THE PALAU COUNCIL

<i>Name</i>	<i>Advisory Function</i>
Joseph Tellei.....	Legal
Francisco Morci.....	Legal
Roman Tmetuchel.....	Legal
Benjamin Mersai.....	Commerce
Takeo Yano.....	Finance
Indalecio Rudimeh.....	Commerce
Masao Kumangai.....	Public Health
Taktai Chin.....	Public Works
Fritz Rubasch.....	Commerce
F. Bismark.....	Public Safety
Pablo Ringang.....	Legal
Eusebio Termeteet.....	Public Safety
Ngoriyaki.....	Political
Thomas Remengesau.....	Administration
Triso.....	Outer Islands
Alfonso Oiterong.....	Education
K. Lomisang.....	Agriculture
Rechesengel.....	Agriculture
Sueko Rechuldak.....	Women's affairs
Maria Gibbon.....	Women's affairs
Orrukem.....	Community Center
Tatsuo Adachi.....	Administration

## PONAPE DISTRICT

The Ponape Island Congress represents the five "wehi" of Ponape Island and consists of a House of "Soupeidi" (nobles) and the Peoples' House. Representatives of the outlying islands of Kusaie, Kapingamarangi, Mokil, Ngatik, Pingelap, and Nukuoro also meet with the Ponape representatives of the Congress to observe and participate in deliberations though they have no voting privileges. Resolutions and recommendations of the Congress are for legislation affecting primarily Ponape Island itself. In matters affecting the district, resolutions and recommendations of the Congress are discussed with outlying groups at the time of next regular field trip to those islands. To the "Soupeidi" House, each "wehi" designates five ranking hereditary nobles as its representatives. Their tenure in office coincides with their tenure in rank as determined by local custom. The Peoples' House is composed of elected representatives from each "wehi" on the basis of 1 representative elected for each 300 inhabitants of the "wehi." In accordance with the charter granted the Congress, sessions are held semiannually and at such other times as circumstances may warrant. Records of each session are kept in Ponapean with action, recommendations or resolutions forwarded to the District Administrator translated into English. Members of both houses, their areas of representation, and their hereditary title, where appropriate, are shown below in table E.

# Table E

## PONAPE ISLAND CONGRESS

NOBLES' HOUSE		PEOPLES' HOUSE	
<i>Matalanim</i>	<i>Title</i>	<i>Matalanim</i>	
Moses Hadley.....	Nanmwarki	Rensper Norman	
Samuel Hadley.....	Nos	Hapner Olter	
Salmon Hadley.....	Nahnawaririn	Alfred Peres	
Salter Hadley.....	Nahnawa en M	Takeshi Hadley	
Sarapin Papuie.....	Saulik en M	Benansie Steven	
<i>Kiti</i>		<i>Kiti</i>	
Benito.....	Nanmwarki	Waltimer Tomsin	
Sarapin.....	Nahniken	Bonne Serile	
Etiger.....	Nahlaimw	Tienisie Tomsin	
William.....	Wasai	Lutik Santos	
Oliver Naupei.....	Robsa	Alfred F. Santos	
		Alfred Tomsin	
<i>U</i>		<i>U</i>	
Edmund William.....	Nanmwarki	Jacob David	
Soni Moses.....	Wasai	Carlos Sakai	
Ausel.....	Lompwei Iapalap	Damian Primo	
Edmond Aprain.....	Leperirin	Ikinas Primo	
Aluis Kiler.....	Nalaimw		
<i>Jokaj</i>		<i>Jokaj</i>	
Kalio Atuwu.....	Nanmwarki	George Saimon	
Ieanis.....	Nahniken	Erwin Lepel	
Pelipe.....	Lepenpalikir	Iakepus Olmus	
Sepin.....	Wasai	Paul Henry	
Kulie Olmos.....	Nahlaimw	Alfred Santos	
<i>Not</i>		<i>Not</i>	
Max Iriarte.....	Nanmwarki	Dohmas Licerio	
Joseph Iriarte.....	Nahniken	Danis Kepier	
Arnold Wetel.....	Wasai	Tura Mendiola	
Felix Laurdine.....	Lepen Net	Martin Christian	
Ieanes Edgar.....	Nahlaimw		
		<i>Ngatik</i>	
		Karl Kehler	

On Ponape Island proper, in addition to the Congress, each "wehi" or municipality has an advisory council whose function is to advise the elected officials, as well as the hereditary leaders of the "wehi." Members on such councils number from 12 in one municipality to 37 in another, membership being based on traditional geographic and political divisions in each "wehi." Such councils meet regularly each month and at such other times as district problems or "wehi" problems or circumstances warrant.

In addition to the above, another informally constituted advisory body is comprised of the Magistrate, Secretary, and the Treasurer of each of the five "wehi" of Ponape. This body normally meets monthly with the District Administrator and members of his staff to consider programs and problems within the district and, particularly, as they concern Ponape Island. The names of these officials, the municipalities they represent, and their positions are as follows:

# MUNICIPAL OFFICIALS

*Elected or appointed*

## *Matalanim*

Chief Magistrate.....	Moses Hadley
Secretary.....	Salmon H.
Treasurer.....	Salter Hadley
Community Court Judge.....	Soure

## *Kili*

Chief Magistrate.....	Oliver Nanpei
Secretary.....	
Treasurer.....	William Sandos
Community Court Judge.....	Waltemahr

## *U*

Chief Magistrate.....	Antreas Willem
Secretary.....	Tidos
Treasurer.....	Salpen
Community Court Judge.....	Edmond

## *Not*

Chief Magistrate.....	Max Iriarte
Secretary.....	Enrico M.
Treasurer.....	Fredrico R.
Community Court Judge.....	Heinrich Iriarte

## *Jokaj*

Chief Magistrate.....	Kalio Artui
Secretary.....	Kuhlio Olmos
Treasurer.....	Boaz
Community Court Judge.....	Erwin H.

## KUSAIE ISLAND COUNCIL

Kusaie, another high and comparatively large island on the eastern edge of the Ponape District, has a Council functioning as both an advisory body to the District Administrator and as a local legislative and advisory body. There are no longer any hereditary or traditional chiefs on Kusaie, nor any persisting system of island royalty. The Kusaie Island Council is composed of the 4 village magistrates; the 4 village secretaries, each of whom are elected to office for 1 year by popular vote of all citizens over the age of 18 in their respective villages; and, in addition, a Chief Magistrate of Kusaie Island and an Island Secretary who are elected for a term of 1 year by all the eligible voters of the entire island. All officials may be reelected to office. The Council considers problems of an island-wide nature and is responsible for liaison between the village government and the District Administrator's representative either in temporary residence or accompanying field trips to the island. Names of Council members, their official positions and the villages they represent are given below:

Kusaie Island Council Chief Magistrate.....	Asu Palik
Kusaie Island Council Secretary.....	Normal Skillings
Lelu Village Magistrate.....	Dosie Paliken
Lelu Village Secretary.....	Yamado
Malem Village Magistrate.....	Kilafa Pwaloka

Malem Village Secretary-Treasurer.....	Kun T.
Utwe Village Magistrate.....	Artino Orlando
Utwe Village Secretary.....	Wilmer
Tafensak Village Magistrate.....	Nehna T.
Tafensak Village Secretary.....	Elmor

Each of the five outlying atolls of the Ponape District have an elected magistrate and an elected secretary. As is the case in most islands, elders of the atoll communities constitute an informal council to advise the elected or hereditary magistrate or chief. In some islands a treasurer is also elected, though more frequently the secretary performs the duties of the treasurer. In many instances, school teachers who have had more training and experience outside their home communities are asked to meet with atoll community councils. Council meetings are called as required to discuss community problems and to meet regularly with representatives of the Administration at the time communities are visited by the administrative field trip party.

## TRUK DISTRICT

The Truk Atoll Council is composed of the magistrates of the 15 island municipalities within Truk Atoll. All of these representatives are elected by popular ballot. This council meets monthly with the District Administrator to consider and advise him and his staff on questions and problems of government in the Truk Atoll. Sessions vary in duration from several hours to a full day, depending upon the problems before the council. Discussions are in Trukese and minutes are kept in both Trukese and English. The magistrate and the municipality represented by him are shown in table F.

*Table F*

### TRUK ATOLL COUNCIL

<i>Name</i>	<i>Island</i>
1. Linus.....	Eot
2. Inet.....	Fala-Beguets
3. Enis.....	Fefan
4. Petrus.....	Moen
5. Aliwis.....	Parem
6. Lorenzo.....	Pata
7. Chipuelong.....	Pis (Truk)
8. Otto.....	Polle
9. Poutau.....	Romalum
10. Aka.....	Tol
11. Rapa.....	Dublon
12. Niwis.....	Tsis
13. Mareehong.....	Udot
14. Iehiro.....	Uman
15. Mikaen.....	Wonei

During the year under review, a district-wide conference of magistrates of all Truk District met for a period of 1 week. In addition to the 15 elected magistrates from Truk Atoll listed above, there are 24



elected and hereditary magistrates or chiefs of the various outlying islands as indicated below:

#### MAGISTRATES FROM OUTLYING ISLANDS—TRUK DISTRICT

<i>Name</i>	<i>Island</i>	<i>Manner of selection</i>
1. Aidel.....	Fananu.....	elected
2. Pupwech.....	Magur.....	hereditary
3. Wereni.....	Murilo.....	elected
4. Otto.....	Nomwin.....	elected
5. Sak.....	Ono.....	hereditary
6. Werin.....	Onari.....	hereditary
7. Robert.....	Pisarach.....	hereditary
8. Filip.....	Pulap.....	elected
9. Fatan.....	Pulusuk.....	hereditary
10. Romolon.....	Puluwat.....	elected
11. Serenus.....	Tamatam.....	elected
12. Oita.....	Ruo.....	elected
13. Aliwis.....	Ulul.....	elected
14. Alberto.....	Etal.....	elected
15. Serafin.....	Kutu.....	elected
16. Rupen.....	Losap.....	elected
17. Ring.....	Lukunor.....	elected
18. Antereas.....	Moch.....	elected
19. Kolit.....	Nama.....	elected
20. Santer.....	Namoluk.....	elected
21. Smith.....	Oneop.....	elected
22. Orlando.....	Pis (Losap).....	elected
23. Estansis.....	Satawan.....	elected
24. Anter.....	Ta.....	elected

Following the pattern established in 1953, a permanent Advisory Committee representing all islands of the Truk District has continued to act as a Hold-Over Committee to advise the District Administrator and his staff on matters of government between the time of the annual conferences of magistrates. One magistrate is elected to represent the Mortlock area for the southeastern islands, another to represent the western islands, and four magistrates are elected to represent the bulk of the population resident in Truk Atoll. Members of this Permanent Advisory Committee and the areas represented by them are shown below:

#### LIST OF ELECTED PAC MEMBERS

1. Ring.....	represents.....	Mortlock Islands
2. Aliwis.....	represents.....	Western Islands
3. Lorenzo.....	represents.....	Atoll Islands
4. Enis.....	represents.....	Atoll Islands
5. Ichiro.....	represents.....	Atoll Islands
6. Marechong.....	represents.....	Atoll Islands

#### YAP DISTRICT

The Yap Council of Magistrates continues to function as an advisory body to the District Administrator and is comprised of the selected magistrates of the 10 "falak" of Yap Island and their appointed secretaries. The Council meets biweekly with the District Administrator and his staff in sessions which average about 3 hours'

duration. Discussions are in Yapese and in English with the use of interpreters. Minutes are kept in Yapese by the council secretary and in English by the Administration. Members of the council and the municipalities represented are shown in table G.

Table G

### YAP COUNCIL OF MAGISTRATES

Name	Position	Representation	Population
Finiginam*	Magistrate	Dalipeebinaw	212
Gillirou	Secretary	Dalipeebinaw	
Kenmed	Magistrate	Fanif	378
Punwo'	Secretary	Fanif	
Panechoor	Magistrate	Gagil	407
Dulkan	Secretary	Gagil	
Kenrad	Magistrate	Giliman	132
Kenfel	Secretary	Giliman	
Rimmang	Magistrate	Kanifay	160
Gorong	Secretary	Kanifay	
Ranep	Magistrate	Map	331
Libiyan	Secretary	Map	
Raganibay	Magistrate	Rull	465
Kenigim	Secretary	Rull	
Zou	Magistrate	Rumung	123
Nifed	Secretary	Rumung	
Roboman	Magistrate	Tomil	464
Lukan	Secretary	Tomil	
Ligman*	Magistrate	Weeloay	264
Gogodon	Secretary		

\*Also hereditary chief of "falak" or municipality.

In addition to the above members, representatives from the Public Health and Sanitation Department, Education, and Agriculture Departments, from the Yap Trading Company, and from the "Fak e Pull" (young men's organization) meet with the council for discussion but have no voting privileges.

### ROTA DISTRICT

With the establishment of Rota as a separate and seventh district of the trust territory during the year under review, the Rota Council, formerly an advisory body to the Rota Community Development Officer, is now constituted as a Rota District Council, advising the District Administrator on matters of government. Members of the council are as follows:

Fortunato T. Manglona, Chairman

Francisco M. Taisacan, Secretary

#### Councilmen:

Alberto Tores

Vincente Inos

Manuel Manglona

Carlos Calvo

Melchor Mendiola

Ansgar Manflona

## SAIPAN DISTRICT

The Saipan Congress is a bicameral advisory body representative of Saipan Island and the inhabited islands of the Marianas chain to the north. This Congress is at present comprised of 15 congressmen, elected at large within the Municipality of Saipan without regard to precinct, and who serve for a period of 2 years, plus a group of 10 commissioners elected from their respective precincts in the Municipality of Saipan, to serve for a period of 1 year. The island of Tinian is not regularly represented in the Saipan Congress, though where matters concerning Tinian as well as islands of the Municipality of Saipan are to be discussed, representatives from Tinian Council are invited to sit with the Saipan Congress. The Congress is divided into several committees, such as the House Rules Committee, Judiciary, Economic, Budget, and Education Committees. Bills are usually drawn by the committees and submitted by them before a joint session of both Houses. There are usually 12 regular and 24 special meetings of the Congress in a year. Meetings are held on the fourth Wednesday of each month. The following have been elected congressmen and commissioners to serve during the current year or the next 2 years as may be appropriate:

### *Congressmen:*

1. Ignacio Sablan
2. Vicente Sablan
3. William Reyes
4. Ricardo Borja
5. Manuel Aldan
6. Francisco Cruz
7. Vincente Camacho
8. Antonio Palacios
9. Jose Attao
10. Elias Sablan
11. Jesus de Leon Guerrero
12. Manuel Sablan
13. Antonio Diaz
14. Antonio de Leon Guerrero
15. Juan Blanco

### *Commissioners*

District One (Chalan Kanoa)-----	Jose Cabrera
Two (Chalan Kanoa)-----	Vicente Sablan
Three (Chalan Kanoa)-----	Blas Tenorio
Four (Chalan Kanoa)-----	Joaquin Villagomez
Five (Susupe)-----	Mariano Aquino
Six (San Antonio)-----	Tomas Sablan
Seven (Oleai)-----	Jose Gogue
Eight (Tanapag)-----	Pedro Lifofoi
Nine (San Roque)-----	Gregorio Camacho
Ten (San Vicente)-----	Prudencio Cabrera

The Tinian Council represents the islands of Tinian and Aguigan. This is a seven-man body elected annually. The person receiving the highest number of votes is named Chief Commissioner and receives a small salary for his part-time work. Officers elected to the municipality of Tinian:

Mayor-----	William Hofschneider
Congressmen-----	Joaquin C. Aldan
	Juan A. Untalan
	Antonio C. Borja

Commissioners-----

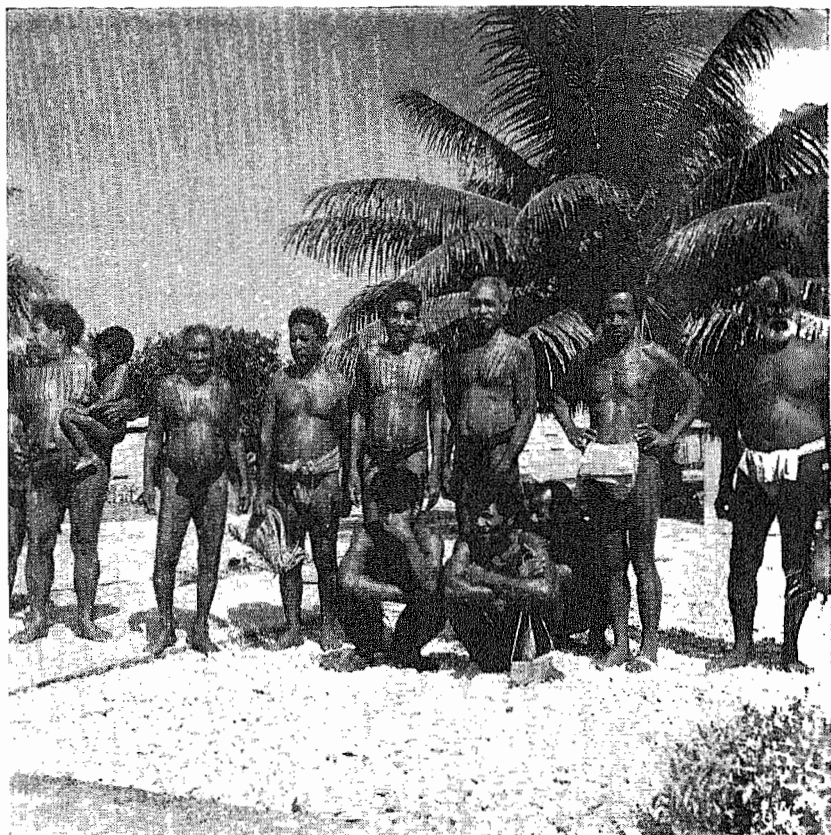
Henry Fleming, Sr.  
Seraphin Atalig  
Lucas Manglona  
Felipe Meudiola  
Juan Matsamoto  
George F. Fleming  
Juan G. Sanicholas

In addition to the above-named Congresses, Councils, and other Advisory bodies, all districts have land advisory boards whose function it is to advise the Administration in all matters pertaining to landownership, land utilization, homesteading programs, and so forth. Membership on such boards is usually comprised of individuals nominated by their respective Congresses, Councils, or other District advisory bodies and approved by the District Administrator. In addition to such indigenous membership, members of the District Administrator's staff concerned with land problems, such as the Land Titles Officer, the District Agriculturist, the District Anthropologist, and others are normally ex officio members of such boards.

### Chapter 3. Local Government

The preliminary explanatory and descriptive information regarding local government in the trust territory as reported by the administering authority in the 1954 report is applicable to present conditions of the territory and, perhaps, for some years to come.

"The municipality is the basic unit of government in the Trust Territory of the Pacific Islands and the only indigenous governmental agency with any degree of local authority in self-government. Geographically the municipality represents the customary geographic-political divisions or entities which may comprise an island, group of islands or atoll, or a locally recognized area or division of a larger island. Utilization of indigenous institutions, authorities, and customs is dependent upon the needs and desires of the people of a municipality and consequently varies from one culture to another, usually in near proportion to degree of contact and experience with foreign cultures. In all municipalities the magistrate is the chief executive. He may be assisted by a secretary, scribe, or treasurer and by other officials, depending upon the size of the municipality, the responsibilities devolving upon its officials, and the local practices and patterns of organization. In less sophisticated or acculturated societies the 'magistrate' may be the ranking chief of the municipal area whose chieftainship accrues to him by hereditary right or other local custom. In some municipalities election or other system of selection by popular consent have been long-established practices of choosing such leaders or magistrates. Other municipalities have more recently adopted popular election practices. Those municipalities retaining customary chieftains as magistrates usually retain more of the native political organizations, while those which have more recently adopted popular elections have usually adopted additional Westernized forms of political organization to meet their administrative responsibilities."



*Elders and chiefs of the island of Ulithi, Yap District. Note elaborate tatoos, a form of adornment much preferred by these people to clothes, which, in some instances, are forbidden by local statute or fiat.*

## STATUTORY BASIS

Sections 41 through 44, Code of the Trust Territory of the Pacific Islands, provide the statutory basis for the creation and conduct of local government. The administering authority exercises certain legal controls in that municipal laws are required to be in conformance with territorial law and that municipal tax levies, budgeting, and disbursements require the approval of the District Administrator. Provision is made in the Code of the Trust Territory of the Pacific Islands for chartering local governments which will permit them to exercise greater power, but none have yet been accorded full legislative authority by charter nor full powers of taxation.

## COMPOSITION

In the geographically smaller and less populous communities in the trust territory which are by far in the majority, municipal governments

usually consist of a magistrate as Chief Executive of the community and a secretary-treasurer or scribe as his assistant. In some of the larger municipalities and in some of those municipalities more advanced politically and socially, additional officers may be needed to discharge special functions. In most municipalities community court judges nominated by popular choice and appointed by the District Administrators sit in the local courts. These municipal officers, for the most part, are elected and are representative of the municipality as a whole in which they hold office.

In most municipalities an increasing number of municipal officers are selected by popular ballot, usually secret, of all qualified voters, held at times determined by municipal referendum. In a number of communities where traditional structures persist to a greater degree, municipal officers take office by hereditary right. In most cases, however, such right is only the right to consideration as a candidate for title which must be confirmed by community elders or the populace as a whole. In several instances, persons having such hereditary rights have requested a popular secret ballot for confirmation of the general public acceptance of their right and desirability for office-holding. In a very few instances, appointment to office has been made by the District Administrators with the advice of locally recognized advisory groups, whether they be formally constituted councils or informal bodies of community elders. Such appointments are usually made at the request of municipal residents or councils owing to factionalism or other situations in which local residents believe that appointment by the district authority will avoid or minimize dissension.

Each municipality determines the terms of office of their elected officials. During the early history of elective processes, in many municipalities people desired only a 1-year term for most offices. With greater experience and confidence in their elected officials, some municipalities are now finding this period too short and are enacting terms of 2 years or even longer. Persons holding office through hereditary position or rank would be expected to remain in office for life or until the municipality institutes popular election for such officials. In most municipalities electors must be 18 years of age or older. In the Palau District, however, where individuals are not considered fully mature at such an early age, the age of 26 has been set to qualify for the electorate. Qualifying ages of candidates vary from municipality to municipality and from position to position—those positions of greater responsibility normally requiring a higher qualifying age. No statutory discrimination is made between the sexes, and no literacy requirement is prescribed. Payment for services in office, where prescribed by the municipality, is made in legal tender provided by that municipality.

## TRADITIONAL RULERS

In most island societies in the Trust Territory of the Pacific Islands, traditional rulers acquire their rank through a combination of hereditary rights and acceptance of their people before accession to title. In almost every case, upon the death of a high ranking or high titled individual, the qualifications and acceptance of his normal successor

are passed upon by a community council of elders or by the populace as a whole. In most cases title or hereditary rank may also be revoked by the people as a whole or as represented by a council of elders. Where traditional rulers are recognized by the Administration as magistrates, the decision of the people as to validity of title or rank is accepted by the Administration. Such officeholders are subject to the same administrative controls as are elected magistrates.

In most areas autochthonous political subdivisions form the natural demarcation for areas of local government. The Marshall Islands have been grouped into municipalities by atolls and islands regardless of the overlapping jurisdictions of the hereditary "iroij." In the Palau District, Ponape Island, and the Marshall Islands, where island or district congresses have been formed, there have developed an amalgamation of numerous areas customarily under independent local authorities. Hereditary rulers or chiefs are represented in all of these advisory bodies, though in the case of the Palau Congress such members do not have the right to vote.

The following paragraph quoted from the 1954 report continues to express the policy of the administering authority:

"Changes in local governmental organization will be made when the expressed needs and desires of the people concerned justify such changes. No major or territory-wide changes have been made during the past year. In the natural evolutionary process changes too minor and numerous to report individually or to consider as other than a continuing developmental process do occur, but no changes have been initiated by the administering authority."

## Chapter 4. Civil Service

There have been no major changes in the Civil Service organization within the trust territory during the year under review. The non-indigenous administrative staff is composed of Federal employees serving in positions excepted by the Civil Service Commission from the Civil Service Act and Rules, under Schedule A, and Naval officers. The Civil Service classification standards for position allocation and for qualifications of personnel have been accepted, however, as controlling all personnel actions relating to the civilian administrative staff.

Micronesians are employed in accordance with the policy and procedure prescribed by the High Commissioner. Applicable regulations are promulgated in the Trust Territory Personnel Manual. Qualifications standards for Micronesian employees, positions allocations, and standardized rates of pay are contained in the Micronesian Title and Pay Plan.

The Personnel Officer on the staff of the High Commissioner is responsible for administration of all matters relating to labor, wages, employment policy, training, employee services, morale, and related personnel functions. At the district level the Administrative Officer on the staff of the District Administrator is responsible for personnel administration.

Federal employees are compensated in accordance with the Classification Act of 1949, as amended. The Micronesian Title and Pay Plan provides a standardized position classification and pay schedule for Micronesian employees, further providing for equal pay for equal work regardless of sex, race, nationality, religion, or clan association. Micronesian employees are not subject to employment contracts. Best possible working conditions are maintained, and standards of health and sanitation are checked and enforced by the Public Health Department.

In general, the Micronesian Title and Pay Plan and the Personnel Manual attempt to provide for Micronesian employees of the government the same type of "fringe benefits" as are provided for employees of the Federal Government. Hours of work are, in general, the same for both Micronesian and nonindigenous employees. The workweek consists of 40 hours, but the workday is established locally by the District Administrators, subject to approval by Trust Territory Headquarters. A leave system for Micronesian employees provides for 13 days annual leave per year, and other perquisites of employment are uniformly good. Absence due to occupational disease or injury is compensated by the administering authority.

The following is a summary of the number of employees, both American and Micronesian employed during the last 5 years:

Employees	June 30, 1955	June 30, 1954 <sup>2</sup>	June 30, 1953	June 30, 1952	June 30, 1951
American.....	<sup>1</sup> 227	215	283	301	209
Micronesian.....	<sup>3</sup> 1, 654	1, 202	1, 541	1, 518	1, 539

<sup>1</sup> Includes 12 Naval officers and 8 Civil Service employees in the Salpan District. Does not include enlisted Navy personnel.

<sup>2</sup> Does not include Salpan District.

<sup>3</sup> Includes Salpan District; does not include 280 additional casual labor.

The various positions and grades for both indigenous and non-indigenous employees are shown in statistical appendix II, tables A and B, pages 135-147.

## CONDITIONS OF EMPLOYMENT

The policy of the administering authority has not changed during the year under review:

"All positions in the Government of the Trust Territory of the Pacific Islands are accessible to all members of the populace who meet the qualifications standards for the various positions. It is the policy of the Government to employ Micronesians to fill all positions for which they meet the requirements."

As noted elsewhere in this report, further progress has been made in replacing American employees with qualified Micronesian personnel. Two positions requiring considerable educational and professional preparation and experience have been filled this year by Micronesian personnel: the position of Educational Administrator for the Marshall Islands and that of the Director of Public Health in the Marshall Islands. Positions requiring less educational and professional preparation and experience are gradually being filled by qualified Micronesians.



Wherever possible, the Trust Territory Government employs Micronesians of the highest qualifications in order that the business of government will be carried on most effectively and economically and in order that employment in the government service of the territory will be regarded as both an honor and a privilege among Micronesian people. Micronesians are increasing their knowledge and ability as administrators by participation in the functions of government and training in its theory and practice. As participation and training continue, a greater number are assuming ever-increasing responsibility for governmental affairs. Non-Micronesians are employed only to fill positions for which no qualified Micronesian personnel are available.

## RECRUITING AND TRAINING

Appointments to all positions in the Trust Territory Government are made by selection from voluntary applicants. The personnel situation with respect to nonindigenous personnel continues to improve and stabilize so that, in most instances, no active recruiting is necessary. Applications of interested and many well-qualified persons are regularly received and files maintained for future reference and possible employment. In general, there is no shortage of Micronesian candidates for employment.

Most employee training is accomplished through on-the-job training programs accompanied by some classroom instruction, particularly in the English language. Instruction in vocational English related to their various trades and skills is stressed for those Micronesian employees whose positions require more frequent contacts with American administrative and supervisory personnel. Training for particular craft and trade skills, clerical and professional fields are conducted by all departments and activities of the Administration. The Public Health Department and the Education Department in each district continue to conduct pre-service and in-service professional training programs for personnel in their respective fields. The requirements, educational and otherwise, for each position established in the Title and Pay Plan for Micronesian employees are given in that publication.

## Chapter 5. Suffrage

Each municipality or each district electing officials prescribes its own regulations in accordance with local preference and customs relative to suffrage. There are no territorial statutes controlling suffrage. Wherever elections are held, women are eligible and do vote. While women are not barred by law from holding office in most of the island societies, women are seldom considered candidates, nor do they desire to hold elective offices. In the Marshall Islands, and in Palau District, however, where women take a more active part

in community and local government affairs, women representatives have been elected to both the Marshall Islands Congress and the Palau Congress.

In the Marshall Islands, Ponape, Truk, Yap, Saipan, and Rota Districts, electors must be residents of the municipality in which they vote and be 18 years of age or over. In the Palau District electors must be 26 years of age or older. Eligibility to hold office varies somewhat from district to district, depending upon the responsibility of the office in most instances. In some municipalities, for example, a candidate for the office of magistrate must have been a resident of the municipality for 3 years prior to eligibility for office, while a candidate for the office of secretary-treasurer need only to have been a resident of the municipality for a period of 1 year prior to eligibility for office. Also, a candidate for the office of magistrate must be 25 years of age or older, while a candidate for the office of secretary-treasurer need only be 18 years of age or older. There is no statutory discrimination as to sex in any district.

## PARTICIPATION IN ELECTIONS

There is no territorial registered electorate as such. The numbers of electors participating in elections are not compiled on a territorial basis since there are no territorial positions. Such records would serve no purpose at the present time. Elections are held in each municipality, most of them sufficiently small so that the secretary or assistants are familiar with the qualifications of each person appearing to cast his ballot. The municipal family registers and population records are sufficient for present purposes. In general, participation in elections is high where populations are concentrated in smaller areas. Among more scattered populations in rural areas or on a few larger islands, participation sometimes falls to slightly more than 50 percent.

Officials of the Administration, municipal government officials, and other local groups encourage participation in elections and the exercise of electoral rights. This is done through announcements, discussions at various meetings, public gatherings, through newspapers where published, and through special election information posters and news-sheets. In some instances teams consisting of Administration members and local leaders have undertaken such encouragement.

In most island cultures of the territory, what would seem to be extreme modesty and self-deprecation, are considered virtues. It would be a violation of such tradition for persons to actively seek public support for office. There are no organizations or parties organized for purely political purposes; however, young men's and women's groups and natural partisan groups sometimes nominate and solicit support of their favorite candidates. Preelection registration has not been necessary. As stated above, members of each small community are sufficiently well known by municipal and election officials to permit the use of family or population rosters in lieu of registration lists.

## Chapter 6. Political Organizations

Nongovernmental organizations of a political nature are still nonexistent in the trust territory. There are a number of groups organized primarily as social clubs which, from time to time, exert local political influence. For the most part, these are young men's organizations but there are a few instances of women's "clubs." Religious groups occasionally take political stands because of certain issues involved in elections, such as control of the manufacture and use of alcoholic beverages. No record is kept of membership in such groups or any particular group's specific activities in political matters, but the political significance of such organizations and their composition and numerical strength are known in a general way. Membership in such organizations is entirely of indigenous inhabitants, though nonindigenous clergy members or missionaries sometimes advise or direct groups with religious affiliations.

## Chapter 7. The Judiciary

There have been no major changes in the judicial organization in the Trust Territory of the Pacific Islands. With the recent establishment of Rota as a separate district of the trust territory, the Rota Island Court has been established as Rota District Court, giving it wider jurisdiction. Other organization of the judiciary has continued as set forth under Chapter 4 of the Trust Territory Code of the Pacific Islands for the six districts under the jurisdiction of the Secretary of the Interior. The judicial organization of the Saipan District under the jurisdiction of the Secretary of the Navy parallels that of the other districts. The Saipan Court of Appeals performs functions similar to those of the High Court in the rest of the territory. It is organized on the same basis of the High Court and observes the same rules of procedure. In each district there is a District Court, and in each municipality or community there is a Community Court, except that no formal Community Courts have yet been established in the Yap District outside of Yap Island proper. The Chief Justice and Associate Justice of the High Court are appointed by and are responsible to the Secretary of the Interior, and the Chief Justice and Associate Justice of the Saipan Court of Appeals are appointed by and are responsible to the Commander, Naval Forces, Marianas. In the case of the High Court these judges are American lawyers employed under U.S. Civil Service laws for full-time judicial work, and in the case of the Saipan Court of Appeals they are Navy officers.

### HIGH COURT

The Appellate Division of the High Court for any particular case continues to consist of three judges assigned by the Chief Justice from a panel consisting of the Chief Justice, the Associate Justice, and temporary judges "learned in the law" designated by the Secretary of

the Interior to sit during such period of time as the Secretary may designate.

The Appellate Division of the High Court and the Saipan Court of Appeals have jurisdiction to review on appeal the decisions of the Trial Division of the High Court and the Saipan Court of Appeals in the following instances:

- (1) All cases tried originally in the High Court;
- (2) All cases decided by the High Court on appeal from a District Court involving the laws of the United States or the Bill of Rights of the Trust Territory; and
- (3) All cases decided by the High Court on review of the record of a District or Community Court decision in which the High Court has reversed or modified the decision so as to affect the substantial rights of the appellant.

Unless and until the U.S. Congress provides for an appeal to a court created by Act of Congress, decisions of the Appellate Division of the High Court and the Saipan Court of Appeals are final.

The Trial Division of the High Court and the Saipan Court of Appeals consists of the Chief Justice and the Associate Justice, either of whom may hold sessions of the court alone, except in murder cases. In murder cases the judge assigned to preside at the trial is required to assign two of the special judges appointed for the district in which the trial is to take place to sit with him. Two or more special judges are appointed by the High Commissioner for definite, specified terms for each administration district. These special judges are all indigenous inhabitants and, when assigned to sit in a murder case, participate with the presiding judge in deciding by majority vote all questions of fact and the finding and sentence; but the presiding judge alone decides questions of law involved in the trial and determination of the case.

## DISTRICT COURT

The High Commissioner of the trust territory appoints a presiding judge and one or more associate judges for definite specified terms for each District Court. All District Court judges are local inhabitants and are subject to removal by the Trial Division of the High Court for cause after hearing. District Court judges in the Saipan District are appointed for definite specified terms by the Commander, Naval Forces, Marianas, and are subject to removal by the Trial Division of the Saipan Court of Appeals for cause after hearing. Under the terms of the Code of the Trust Territory of the Pacific Islands, the presiding judge of each District Court receives a fixed salary which shall not be diminished during the judge's term of office. The associate judges are paid a per diem for the days on which they sit. Sessions of the District Court are in most instances held by a single judge; but if deemed advisable for some special reason, the presiding judge may assign several judges to sit together. Terms for which District Court judges have been appointed vary from 1 to 4 years in the seven districts.

## COMMUNITY COURTS

Community Courts in most cases consist of a presiding judge but may include one or more associate judges, all of whom are indigenous inhabitants. Community Court judges are appointed by the District Administrator for definite specified terms which, in most cases, have been for either 1 or 2 years. They are subject to removal by the Trial Division of the High Court or the Saipan Court of Appeals for cause after hearing. Community Court judges are paid on a per diem basis for the days on which they sit.

## ORIGINAL JURISDICTION

While the Trial Division of the High Court and the District and Community Court may have concurrent jurisdiction in some cases, ordinarily the Trial Division of the High Court or of the Saipan Court of Appeals does not exercise original jurisdiction in any case where it can be promptly and properly tried in the District or Community Court having jurisdiction over it. Original jurisdiction is regularly exercised by the District Courts in all cases which can be heard by such courts with convenience to the parties and witnesses and without undue delay. None of the Community Court judges are as yet men with any formal legal education. Efforts are constantly made, however, to develop in the District Courts an ability to handle matters in as nearly a professional manner as possible. In outlying areas which cannot be conveniently or expeditiously covered by District Courts owing to the distances involved, or in emergencies which occur when a District Court judge is not immediately available, the Community Courts are called upon to exercise original jurisdiction.

## ELIGIBILITY TO PARTICIPATE IN COURTS

There has been no change in eligibility to participate in courts. All members of all sections of the population are eligible to participate, so far as their capabilities permit, in any official capacity in any of the courts. Section 183 of the code requires that indigenous inhabitants be employed as judges, officers, and employees of the courts to the maximum extent consistent with proper administration. The code specifically requires, however, that temporary judges qualified to sit in the Appellate Division of the High Court must be "learned in the law," and it is implicit in the whole plan of organization that both the Chief Justice and the Associate Justice be trained lawyers. There are at present no trained lawyers among the indigenous population. One student from the Palau District is now acquiring additional general education background, planning to prepare fully for the legal profession.

## SECURITY OF TENURE AND INDEPENDENCE

The judicial organization of the Trust Territory of the Pacific Islands has been established to provide maximum independence of judicial authority from the legislative and executive powers. The Chief Justice, the Associate Justice, and temporary judges qualified to sit in the Appellate Division of the High Court must be appointed

by or removed by the Secretary of the Interior, or in the case of the Saipan Court of Appeals by the Secretary of the Navy. Such functions are thus removed from the High Commissioner and the Commander in Chief, U.S. Pacific Fleet, or his designated representative, the Commander, Naval Forces, Mariana Islands. District and Community Court judges can be removed from office during the terms for which they are appointed only by the Trial Division of the High Court or of the Saipan Court of Appeals for cause after hearing. The salary of the judge of the District Court may not be reduced during his term of office. Appointment and removal of judicial officers other than judges and assessors is by the Chief Justice or at his direction. Their rates of compensation, as well as that of assessors and all the lower court judges not on salary, is fixed by the Chief Justice with the approval of the High Commissioner.

## JUDICIAL FUNCTIONS

No administrative personnel as such now discharge strictly judicial functions. Because of the clan and extended family types of social organization common throughout the trust territory, many minor matters connected with domestic relations are handled informally in accordance with local custom by the clan or family heads or leaders of the lineages, either individually or by agreement between them. In the small communities where leadership abilities and capabilities to perform the functions of judicial and administrative offices are limited, some leaders hold both administrative and judicial positions. Many divorce actions are also handled in accordance with custom without court action. There are also instances where District and Community Court judges hold positions in the District Administration or in the executive branch of the municipal government. Section 146 of the trust territory code provides, "Wherever the District Administrator deems it practicable in view of the wishes of the people of the municipality or community and of the number of qualified persons available he shall appoint as judges of the Community Court only persons who hold no office in the executive branch of the government of the municipality or the Trust Territory."

## OFFICIAL LANGUAGES

In the High Court proceedings and records in cases are ordinarily in English, but pleadings in one of the indigenous languages are commonly accepted. Proceedings in the Trial Division of the High Court are ordinarily translated orally in open court into the principal indigenous language in use. Any accused who understands neither English nor such principal indigenous language is provided with translations. The proceedings and records in the District and Community Courts are frequently in the principal indigenous language in use where the proceedings are being conducted. The above procedure is in accordance with rules issued by the Chief Justice providing that the proceedings and record of each case in any court may be either in English or in such indigenous language as the court deems best.

In most cases the Clerks of Courts act as official court interpreters and translators between English and the principal indigenous language

of the district. The Clerks of Courts are all appointed by the Chief Justice after individual investigation and are expected to possess a knowledge of English at least equivalent to that required for graduation from the Pacific Islands Central School at Truk. No specific formal statement of qualifications has yet been established. As may be required from time to time, other translators are appointed either by the Chief Justice or in accordance with his authorization by the judge presiding at the trial at which they are needed, with a view to obtaining the best person immediately available for the translation involved. Parties and counsel in matters heard in the Trial Division of the High Court are encouraged to bring their private interpreters to check the official translation and assist in clarifying any doubtful points about it.

## PROCEDURE

There have been no major changes in procedure during the year under review. The procedure followed in the courts of the Trust Territory of the Pacific Islands in both civil and criminal cases is, in general, a simplification of that used in the United States District Courts sitting without jury. Community Courts are allowed much latitude and are only required to comply with the more essential parts of the rules of procedure applicable to other courts. The accused in any criminal trial, in addition to the rights accorded him by the Bill of Rights, is entitled to the following, set out in section 187, Code of the Trust Territory of the Pacific Islands:

(1) to have in advance of trial a copy of the charge upon which he is to be tried;

(2) to consult counsel before the trial and to have an attorney-at-law or other representative of his own choosing defend him at the trial;

(3) to apply to the court for further time to prepare his defense, which the court shall grant if it is satisfied that the defendant will otherwise be substantially prejudiced in his defense;

(4) to bring with him to the trial such material witnesses as he may desire or to have them summoned by the court at his request;

(5) to give evidence on his own behalf at his own request at the trial, although he may not be compelled to do so;

(6) to have proceedings interpreted for his benefit when he is unable to understand them otherwise; and

(7) to request the appointment of an assessor in trials before the Trial Division of the High Court in the event that one has not been appointed by the Trial Judge under the provisions of section 126 of the code.

In both civil and criminal cases, there is an absolute right of appeal from decisions of the District Courts to the Trial Division of the High Court (or the Saipan Court of Appeals) on both questions of fact and of law. There is also a right of appeal on questions of law from decisions of the Trial Division of the High Court to the Appellate Division in those cases enumerated in the description of the High Court above. Written notice of appeal must be filed within 30 days after announcement of the decision. In the case of an appeal to the Appellate Division of the High Court, other than criminal proceedings, a fee of \$5

must ordinarily be paid. All final decisions of the District Court and Community Court in which no appeal is taken are, nevertheless, subject to review on the record by the Trial Division of the High Court. The court acting on an appeal or review has the power to affirm, modify, set aside, or reverse the judgment or order appealed from or reviewed, and to remand the case with such directions for a new trial or effect entry of judgment as may be just.

In each instance trial is by the court without a jury.

In accord with usual American practice, disputed facts are ascertained primarily from oral testimony of witnesses and exhibits. When deemed advisable or necessary, the court may also go to the scene where an incident occurred to take a formal view of the surroundings, each party or his counsel then being given opportunity to call attention to things he deems particularly important. Depositions may be used by the accused in criminal cases or by either side in civil cases. The Trial Division of the High Court and the District Courts regularly use pretrial conferences in civil cases to simplify the issues and come to an agreement on as many of the facts as practicable.

## FEEs

For filing notice of appeal to the Appellate Division of the High Court, a fee of \$5 is charged in all except criminal proceedings. A charge of 25 cents plus 10 cents for each 100 words in excess of the first 100 is provided for copies of any records or other papers in custody, of the Clerks of Courts, certified to be true copies. No charge is made, however, for any copies of its own records or of papers filed with it which are required by the court or by any other court upon review or appeal.

Provisions for collection of fees are substantially as outlined in the 1954 report. Sheriff's fees for serving any form of process are \$1 plus 3 cents per mile for any travel actually performed and necessary in connection with the service. A policeman executing or serving process in a criminal or contempt case is not allowed to charge or collect any fees therefor. Sheriff's fees for levying writ of execution and making sale thereunder include the fees stated above for serving any process, plus \$5 for conducting the sale, 5 cents for every dollar collected up to \$50, and 2 cents for every dollar collected over \$50. The sheriff may also be allowed for caring for any property seized under attachment or levy of execution his actual, reasonable, and necessary expenses provided that no caretaker or watchman shall be allowed in excess of \$1 for each 12 hours of service. Witness fees are 3 cents per mile for going from his place of residence or usual place of business or employment, whichever is nearer, to the place where he is summoned to appear as a witness and returning therefrom, unless suitable transportation is provided without expense to him. In any case in which a witness has been summoned to attend before any court and it is necessary for him to remain in attendance for more than 1 day at a point so far removed from his residence or usual place of business or employment as to prohibit return thereto from day to day, the court before whom he has been summoned may determine the amount reasonable to cover the witness' subsistence needs per day while in attendance. Section 262 of the code provides defense of any case,



action or proceeding, civil or criminal, on any appeal therein without prepayment of fees by a permanent resident of the trust territory who is unable to pay such fees or give security therefor. It also provides that in a criminal case the court may order a witness summons issued and served without repayment of fees upon the request of an accused who cannot pay witness fees; and that, if the court does so order, the fees of the witness shall be paid in the same manner as those of a witness summoned on behalf of the Government. Fees collected in the trust territory are nominal.

## LEGAL AID

The Government of the trust territory employs an American lawyer as Public Defender and Counselor for the territory. His primary duty is to act as counsel for accused persons who so desire and who are charged with crimes involving a possible sentence of life imprisonment or imprisonment for 5 years or more. In each district under the administration of the Secretary of the Interior, he has a local representative who acts as counsel for the accused who desire them in less serious cases, so far as time will permit. Both the Public Defender and his district representatives are available, so far as their primary duties will permit, to provide legal aid and assistance to all persons who are unable to secure adequate counsel without undue hardship. In the Saipan District, a Civil Service employee of the Naval Administration Unit who is a trained lawyer makes his services available without charge as Public Defender and Counselor to those persons who require them.

## PENALTIES

Section 7 of the Code of the Trust Territory of the Pacific Islands assures all sections of the population equal protection of the law. Chapter 6 of the code sets forth the penalties for the principal crimes. The code provides only maximum penalties, except in the case of murder, and the same practice is generally followed in promulgating District Orders and municipal ordinances which authorize criminal penalties for their violation. Thus, the courts are allowed a wide discretion in fitting the punishment to the circumstances of a particular case.

Under the laws of the trust territory, no crime is punishable by death. Punishments most frequently used are imprisonment for a stated period, fines, or unpaid labor on public projects. In addition to these, (a) if the defendant is convicted of wrongful or unlawful sale, purchase, use or possession of any article, or of a willful wrong causing damage to another, the court may order restitution or compensation to the owner or person damaged, or the forfeiture of the article to the trust territory or a municipality thereof; (b) if a defendant is convicted of an offense involving the sale of a harmful article or the operation of an unlawful business, the court may order that the place of sale or business be closed or vacated for a specified time; and (c) the court which imposes a sentence of imprisonment may direct that the execution of the whole or any part of the sentence shall be suspended on such terms as to good behavior and on such conditions as the court

may think proper to impose. Corporal punishment is not permitted. There is no provision for deportation of citizens of the trust territory.

The High Commissioner of the trust territory is authorized to pardon or parole any person convicted of crime in the trust territory. The District Administrator of the district in which a person is sentenced is authorized to parole any person sentenced to imprisonment for not more than 6 months or to pay a fine of not more than \$100, or both. All cases are reviewed periodically to determine eligibility for parole, and the same general principles are applied in determining eligibility as have been outlined in previous reports.

## Chapter 8. Legal System

There have been no changes or amendments to section 20 of the Code of the Trust Territory of the Pacific Islands which declares the following to have the effect of law:

- (1) The Trusteeship Agreement;
- (2) Such laws of the United States, as shall, by their own force, be in effect in the Trust Territory, including Executive Orders of the President;
- (3) Those laws and regulations of the Government of the trust territory and amendments thereto;
- (4) District orders promulgated by the District Administrators of the trust territory with the approval of the High Commissioner; and
- (5) Duly enacted Municipal Ordinances.

Recognized customary law of various parts of the trust territory in matters and areas to which it is applicable, as determined by the courts, shall have the full force and effect of law insofar as such customary law is not in conflict with any of the laws mentioned above (section 21, Code of the Trust Territory of the Pacific Islands). Section 14 of the code provides that due recognition shall be given to local customs in providing a system of laws. Section 22 of the code provides that common law, as interpreted by American decisions, shall be the law except as otherwise expressly provided by the written law of the trust territory or by recognized local custom. One important limitation to the application of common law appears in section 24 which provides that the law concerning ownership, use, inheritance, and transfer of land in effect in any part of the trust territory on December 1, 1941, shall remain in full force and effect except insofar as it has been or may hereafter be changed by the express written enactment made under the authority of the Trust Territory of the Pacific Islands.

Section 436 of the trust territory code further requires that, in awarding sentences under chapter 6 of the code concerning crimes and criminal procedures, due recognition shall be given to the customs of the inhabitants in accordance with the Trusteeship Agreement. The penalty for any act which is made a crime solely by generally respected native custom shall not exceed a fine of \$100 or 6 months'

imprisonment, or both (section 434, Code of the Trust Territory of the Pacific Islands).

To varying extents in each district and in the several societies within a district, local customs regarding land tenure, usage, transfers, and inheritance have been recorded. Certain other customs of people in the various societies have also been recorded; but no complete codification has been attempted as yet, nor is it believed feasible that such codification can be completed in the near future. Because of the nature and complexities of the many and varied island cultures, it is believed slow but accurate codification is preferable to a hasty attempt to achieve completion.

## PART VI

### *Economic Advancement*

In the economic field the primary objective of the trust territory Government continues to be attainment of maximum self-sufficiency. During the year under review, program and efforts have again been, first, to strengthen and broaden the subsistence agriculture basis of the island economy and to encourage the continuous development of island resources to meet present and expanding island needs, increasing production of already-established economic activity and encouraging feasible additional activity to contribute to a higher standard of living; second, to improve and increase the production of established marketable commodities in order to provide income for needs which cannot be met from local resources; and, third, to encourage the development of such other productivity as may lessen the dependence upon the single major marketable product (copra) to meet supplemental cash needs of the islands. The trust territory Government has further continued its efforts to develop Micronesian ability to cope with and handle all matters of economics and finance, internal and external commerce and trade as well as public finance, taxation, and related governmental affairs.

### Section 1. Finance of the Territory

#### Chapter 1. Public Finance

The territorial government is supported by funds appropriated annually by the U. S. Government. The local or municipal administration controls its own fiscal aspects of government. Fiscal operations of the municipalities are governed by sections 1141 through 1144 and 1146 of the Code of the Trust Territory of the Pacific Islands. The provisions of these sections are briefly stated as follows:

SECTION 1141: Provides that local governments shall be responsible for preparing an annual budget to provide for:

- (a) Payment of official salaries,
- (b) maintenance of municipal buildings,
- (c) maintenance of municipal roads, paths, bridges, and wharves.

It also provides that expenditures of municipal funds shall be made in accordance with the annual budget as approved by the District Administrator.

SECTION 1142: Provides that each local government shall have an official responsible for the collection and disbursement of municipal funds.

SECTION 1143: Authorizes local governments to levy taxes and collect license fees in accordance with schedules approved by the District Administrator. It also provides that taxes may be paid in labor in lieu of currency.

SECTION 1144: Provides for the scheduling of business license fees to be approved by the High Commissioner, and for the deposit of license fees in local government treasuries.

SECTION 1146: Provides penalties for the nonpayment of taxes or license fees, and for willful failure to provide information to permit the collection of taxes or license fees.

SECTION 1147: Provides that taxes imposed or authorized upon property shall be a lien upon the property and may be collected by a levy upon it. It also provides that the prepayment of any license fee may be made a condition of the issuance of such license, and further that any taxes or license fees imposed or authorized under this chapter of the code, or under any District Order may be collected by civil suit brought either in the name of taxing unit concerned or in the name of the person authorized to collect such taxes or fees.

In most municipalities of the trust territory, annual budgets are prepared by local officials, then referred to the local council, or to the people as a whole for approval, and then transmitted to the District Administrator for ratification. Subsequent modifications which may become necessary are processed in the same manner. Frequently, officials of the administration assist and advise in the original preparation of the budget where such assistance is required or requested. Such approved budgets determine the extent of expenditures which may be made locally during the fiscal year from municipal funds. Similarly prepared and approved tax and license fee schedules provide the tax income for the municipality. The secretary or treasurer or secretary-treasurer, or, in some instances, the magistrate, is authorized to collect taxes and license fees and expend them in accordance with approved schedules and budget.

Some municipalities, because of their small size or their simple needs under customary organization, do not prepare budgets. Tables in statistical appendix IV A (p.154 and ff.) show budgeted expenses, revenues, and expenditures of those municipalities which prepared budgets for the year under review.

The Trust Territory of the Pacific Islands has entered into no administrative, fiscal, or customs unions.

1. Statement of comparison of revenues and expenditures, fiscal years 1954, 1955, and 1956:

Revenues and Expenditures for Fiscal Years 1954, 1955, and 1956  
(exclusive of Saipan District)

Year	Total net obligations	Revenues
1954.....	\$5,031,302	\$1,570,256
1955.....	6,181,420	1,508,043
1956 (estimated).....	6,566,163	1,330,000

2. Statement of obligations by activities. See statistical appendix IV A, page 155.

3. Statement of analysis of revenues, fiscal years 1954, 1955, and 1956. See statistical appendix IV A, page 155.
4. Statement of fund position Angaur Mining Trust Fund, June 30, 1955. See statistical appendix IV A, page 156.
5. Statement of fund position Copra Stabilization Fund, June 30, 1955. See statistical appendix IV A, page 157.

## Chapter 2. Taxation

The Government of the trust territory and the local or municipal governments are the only taxing authorities in the Trust Territory of the Pacific Islands.

Chapter 18 of the code of the trust territory contains the laws under which the system of taxation is administered. Applicable sections of the code are quoted below:

**SECTION 1142.** Responsibility for funds of local governments. Each local government shall have an official who shall be responsible for the collection and disbursement of all local-government funds.

**SECTION 1143.** Authority of local government to levy taxes; license fees. Local governments may levy and collect taxes and license fees in accordance with schedules approved by the District Administrator. Such revenues shall be paid into the respective local government treasury for the purpose of meeting budgetary requirements. Any levy or assessment for local projects essential for the welfare of the community may be paid to the respective local-government treasury in the legal tender of the Trust Territory, or in labor in lieu of money.

**SECTION 1144.** Business license fees. In addition to any taxes or license fees levied by local governments, District Administrators shall collect license fees as a prerequisite to engaging in business in their respective districts and for other purposes. Schedules of fees to be charged shall be prepared by the District Administrators and submitted to the High Commissioner for approval. Moneys so collected shall be deposited in the Treasury of the local government in which the business is conducted.

**SECTION 1145.** Imposition of Trust Territory taxes. In addition to any other tax or duty imposed by law, there shall be levied and collected the following taxes by the District Administrator or his authorized representative and paid to the Treasurer of the Trust Territory.

(a) Internal revenue taxes. The first purchaser of products specified herein in the Trust Territory shall pay taxes as follows:

- (1) Cigarettes—One (1) cent per every ten (10) cigarettes.
- (2) Tobacco, other than cigarettes—Twenty percent (20%) ad valorem.
- (3) Perfumery, Cosmetics and Toiletries—Perfumery, including cologne and other toilet waters, articles of perfumery, whether in sachets or otherwise, and all preparations used as applications to the hair, or skin, such as cosmetics, lipsticks, pomades, powders and toilet preparations not having medicinal properties, twenty-five percent (25%) ad valorem.

(b) Processing tax. A processing tax of fifteen percent (15%) ad valorem shall be paid on all articles manufactured or processed in the Trust Territory with the following exceptions:

- (1) Articles for use as human food in the Trust Territory; and
- (2) Articles, except copra, produced by an individual personally (as opposed to a corporation, cooperative, or group of employees) and sold by that individual without aid of any employee, partner or associate other than members of his own family.

SECTION 1146. Nonpayment of evasion of taxes; license fees. Any person, consignee, or purchaser required under this Chapter to pay any tax or license fee, or required by regulations made under authority of the High Commissioner to furnish any records, or supply any information for the purposes of the computation, assessment or collection of any tax imposed hereby, who willfully fails to pay such tax, furnish such records or supply such information, at the time or times required by regulations, shall be liable to a penalty equal to twice the value of the article or articles purchased, exported, or used, but not less than fifty dollars (\$50), or imprisonment for not more than thirty (30) days, or both.

No income, corporation, or dividend taxes have been levied in the trust territory; nor are there any taxes on huts or houses, land or cattle. Most municipalities levy capitation taxes. These vary considerably according to the needs of each municipality. Other taxes levied by local governments are license fees, trochus taxes, copra taxes, and so forth. Taxes throughout the territory apply to all permanent residents, each municipality maintaining its own records of persons paying taxes. These records are reviewed from time to time by the administering authority. There are no territorial records of the number of persons paying various municipal taxes.

In most cases local government officials collect taxes of their respective governments. The firm with which the Copra Stabilization Fund Board has contracted for the purchase and export of copra pays the copra processing tax directly to the Treasurer of the trust territory. Municipal taxes are wholly administered by local governments. Such administration gives local officials greater experience in self-government and provides for an independence which would not be possible if the tax program was administered for them. The copra processing tax and trochus royalty are equitable forms of taxation since copra and trochus represent the real wealth of the area. Those persons obtaining the greatest income from sale of copra and trochus pay the greatest amount of tax. At the present stage of development of the territory, a more complicated tax system does not appear feasible.

Two districts of the trust territory, Truk and Ponape, have of their own accord levied taxes on certain imports. Food items, feed for livestock, medicines, and such other essentials are exempted from tax. Those items which are considered less essential and more in the nature of luxury items are taxable at an average rate of approximately 5 percent ad valorem.

Basis and rates of local taxes vary from one municipality to another according to the amount of economic activity in each. In most instances there is no formal system of exemption and deduction. Municipal officials or councils, however, normally exempt the physically handicapped or seriously ill.

Taxes are paid individually. Local government officials collect taxes and fees on due dates, when transactions are made, or when application is made for a license to do business. The Code of the Trust Territory of the Pacific Islands provides that a person may furnish labor in lieu of money, though there are no territorial figures to indicate the extent to which the labor option is chosen. It is known that most public works projects in island communities are provided for in this manner.

The taxpayer has recourse to a suit in equity to determine the justification of a tax. Section 1146 of the code deals with nonpayment of taxes. Land may not be foreclosed for nonpayment of taxes, nor may

compulsory labor be exacted in default of payment. There is no discrimination in the trust territory as to applicability of tax laws to all permanent residents of the territory, and to all persons engaged in business.

Neither individuals nor trading, producing, or marketing organizations pay direct taxes on income; however, individuals and production organizations pay more or less in proportion to earnings through the copra and trochus taxes previously noted.

## Section 2. Money and Banking

United States currency is the official medium of exchange in the trust territory. Banking services for inhabitants in areas other than Saipan are available through the Bank of America National Trust and Savings Association located at Guam, Mariana Islands. On Saipan there is a branch bank of the Bank of America National which serves the Saipan District only.

No legislation or regulation governing currency and exchange has been necessary. Currency fluctuations have had no effect on the economy of the trust territory.

Requirements for capital goods in the trust territory are quite limited, and present credit needs are relatively small. In addition to the credit facilities of the Saipan branch of the Bank of America and the Guam branch of the same bank, the Congress of the United States has appropriated funds for loans to meet the needs of local companies in taking over the functions formerly performed by the Island Trading Company. Additional loans or grants have been available through the trust territory Government from its public revenue funds upon approval of specific projects and requests by the High Commissioner.

## Section 3. Economy of the Territory

### Chapter 1. General

The basis of the economy in the trust territory continues to be subsistence agriculture and fishing. Food plants of the tropics and semitropics, some of them apparently carried by original island settlers and others more recently introduced by foreign governments, adminis-



trations, and individuals who have touched the islands, are well established for the most part. Tree and ground foodcrops provide the staple vegetable diet and are sufficient in quantity and easily cultivated in most islands. Fish, shellfish, and other seafoods are plentiful and provide the most common mineral-protein substance.

Most economic activity centers within the family, extended family, and clan, each member contributing a share of goods and services. The small part of the population engaged in periodic work for wages is not typical; such employment exists mainly in the district centers. Where assistance or particular skills for a certain project are required by a family or clan group, such assistance is usually provided by other members of the community on an exchange or cooperative basis. Cash income provides additional desired food items for which tastes have been acquired, minor luxuries, and other goods from the outside world. Cash is obtained from the sale of copra, trochus shell, handicraft, and other minor products of the territory. Money income, however, does not measure living standards, production, or well-being in the territory. Many families with a comparatively low cash income are able to maintain a high standard of living through their self-sufficient agricultural and fishing endeavors.

For some years to come, the present and potential resources of the territory appear to be adequate for the subsistence of its people. Migrations from a few heavily populated islands are now, and will continue to be, desirable. Land available and not in use at the present time on larger islands would appear, however, to be adequate to care for such surplus population from the small islands.

## PRODUCTS OF THE TERRITORY

As in most small Pacific islands, the coconut palm is the backbone of the island economy throughout the trust territory for its subsistence and utility value and also for the production of copra, the main export of the territory. Since the war years, when much of the islands' available labor force was diverted compulsorily to activities with and for the Japanese military and family coconut groves consequently neglected, the copra industry has again risen to prewar levels in almost all islands of the territory. Some expansion in the industry is taking place through planting of additional private lands and areas released under homestead. Agricultural programs attempt further to increase production through better selection of seed-nuts improving planting and cultivation practices, processing of the nutmeat and storing and transportation of copra. While projects are underway in several islands to select better seedstock for local use, a larger project is being planned for the coming year for selection of seedstock on Yap, which has the most heavily bearing trees and the best coconuts, for distribution throughout the territory.

Additional breeding stocks of cattle, swine, and poultry have been brought into the territory and projects expanded in the districts for the up-breeding of presently owned native stocks and distribution throughout the islands of purebred and better quality stocks. Production for limited export, which is possible from two or three of the larger islands, is considered secondary and has not been greatly emphasized up to this time.

Because of the lack of meat preservation methods in most areas, the raising of cattle for home consumption has played an almost negligible part in the agricultural subsistence economy of the islands. Cattle can be raised successfully only on the few larger volcanic islands. On these islands additional breeding stocks have been introduced, new pasture grasses and cover crops tried, and several community pastures developed to increase production for local community use. A small export market is a future possibility but appears of little significance at the present time.

Each family and sometimes a community or island group fishes for its own subsistence purposes. A small amount of fishing is done for sale of the catch to people at district centers and in more populous areas. Proposals have been entertained and negotiations attempted to establish commercial fishing for export, but thus far no program has been developed which would be truly for the islanders' benefit rather than their exploitation.

The prospects of cacao as an additional cash crop continue to improve. Several hundred thousand seedlings have been planted by private landowners, and the experimental cacao plantation on Babelthuap in the Palau Islands has been increased to approximately 200 acres. Earlier plantings will bear fruit during the coming year, but it is contemplated that the first year's production will be sufficient only to provide additional seedstock and will not be sufficient for export.

During the past few years, trochus shell has been the second most important source of cash income. Though the harvest during the recent season was less in tonnage than in the previous year due to heavy winds and high seas, the current market price has brought the people of the trust territory greater cash income this year than during the past year. Purchase of shells is still limited to those over 3 inches in diameter in order to protect future crops.

## COMMERCIAL ACTIVITY

In general, commercial activity in the trust territory is quite simple and consists, for the most part, in family or community endeavor in producing copra for periodic sale or trade with small local stores and visiting trading agencies. Each island group is relatively self-sufficient, and because of the limited variety of island resources, quite similar products are produced throughout the territory. There is, therefore, little prospect of or need for regional trade between areas of the territory.

The Island Trading Company, originally created by order of the Secretary of the Navy in October 1947 "to promote the economic advancement and self-sufficiency of the inhabitants of the Trust Territory," continued to close out its business during the first half of the year under review. The company officially terminated its business on December 31, 1954. Prior to this date, however, the trust territory Government negotiated a contract with an American firm to act as marketing agent for the Copra Stabilization Board, and contracts were let to Micronesian firms in each district for the purchase of copra produced.

The Micronesian-owned trading companies and corporations which have been established in each district continue to expand and are

now performing all necessary functions formerly performed by the Island Trading Company. These indigenous companies trade directly and import goods desired from the United States, Japan, and, to a limited extent, other countries of the world. These companies comprise important trading links between the outside world and the copra, handicraft, and trochus producers from the many islands of the territory.

Mining of phosphate on Angaur Island in the Palau District was completed on April 30, 1955, and by July 2, 1955, all areas mined had been backfilled, the phosphate processed and shipped, and the Japanese employees of the Phosphate Mining Company had departed from Angaur.

There is no estimate of national income of the territory. As previously noted, the basis of the island economy is subsistence agriculture, and money income alone cannot be used to measure living standards. Comparison between the trust territory with other areas of the world on the basis of a cash economy or money income would not reflect the true and comparable standards of living.

There are no nongovernmental organizations of an economic nature in the territory.

## Chapter 2. Policy and Planning

### ADMINISTRATIVE ORGANIZATION

A Political, Social, and Economic Development Staff is attached to the office of the High Commissioner. This staff consists of an Anthropologist, a Contracts and Programs Officer, a Staff Agriculturist, Entomologist, and Fisheries Specialist at the present time. It has the function of planning and advising on programs and problems arising in the various districts. A Plant Pathologist and Copra Production Specialist are being added to the staff. Experts in various fields related to island economics and general development have given their voluntary advisory service and short-term contract services to the territory.

Organization within each of the administrative districts of the territory has been revised during the year under review. Economic development programs are now the direct responsibility of the District Administrators. With regard to economic development, each District Administrator is assisted by an Assistant District Administrator, one or more District Agriculturists, and an Anthropologist in addition to the technical assistance available from the various members of the High Commissioner's staff. Programs and efforts directed toward improvement and development of the island economy are very largely in the field of agriculture. Both American and Micronesian personnel engaged in this work meet with leaders of the various communities, demonstrating techniques and taking their work directly to the communities and farms. They advise as necessary in matters relating to production, marketing, business organization, record keeping, and methods. Simple courses in

business methods and accounting adapted to trust territory business are offered in each of the districts by the various education departments and other members of the administrative staff.

The Island Trading Company of Micronesia officially terminated its business as of December 31, 1954. Prior to that time, however, local firms had been awarded contracts for the purchase of copra and had assumed other functions previously performed by the Island Trading Company.

In each community and in each district of the territory, the attitudes, opinions, and advice of the Micronesian inhabitants are studied, sought, and considered in all economic planning. Plans, and programs are discussed with community leaders, family heads, and, on occasion, with all community residents at the local level. At the district level the various advisory bodies or congresses have committees concerned with agriculture and other economic matters and problems.

## POLICY

Economic growth and development directed toward a goal of eventual total self-sufficiency has been, and will continue to be, the policy of the administering authority. Natural resources of the territory are reserved for the use of Micronesians to the greatest degree consistent with their capacity. When foreign firms are considered for admission to the territory to engage in any type of economic activity, the trust territory Government first examines their proposed programs of operation and insists that such programs be designed to permit the training and eventual turning over to Micronesians the enterprise under consideration. No discrimination is made between these various cultural or ethnic groups of the territory in regard to matters of economic development.

All individuals and business firms within the territory are allowed to buy and sell in world markets except for the export of copra. During the year under review, the Copra Stabilization Board contracted with a private American firm to export the entire copra output of the trust territory. This arrangement protects Micronesians from violent fluctuations in the world copra market.

The trust territory Government continues to promote and assist in the development of locally owned trading organizations. Such organizations have developed to the extent that they now maintain adequate stocks of all goods desired by the local inhabitants of the various districts and are able to purchase and ship the entire copra production.

The policies and programs of the trust territory Government are aimed at improving both subsistence and cash crops, improving production of those existing in the territory and introducing new crops wherever feasible.

No special privileges are granted to any nonindigenous groups in any branch of the economy. Nonindigenous private enterprise is permitted only to perform necessary and desirable functions presently beyond the ability of the Micronesians, and then only under such conditions as will result in maximum benefit to the Micronesians.

## CONSERVATION

Through the trust territory Government's educational, agricultural, and other economic programs, the conservation of natural resources are discussed, demonstrated, and practiced. All agricultural activities and programs are considered with a view toward conservation policies. Rotation of crops is both demonstrated and encouraged, and use of leguminous cover crops is promoted for pasturage and suitable land not otherwise in use. The burning-off of land is discouraged and has not been a major problem on any of the islands. Plant and animal quarantines are designed to prevent the introduction of plants or animals which might upset the natural ecological balance. Parasites and other natural enemies of harmful plants and insects previously introduced have been released in all of the islands where such control was necessary. Education programs teach conservation practices to both children and adults.

Within the limits of appropriations from the U. S. Government and local revenues, funds are available for economic development projects which are usually conceived and planned at the district level, then studied by the technical staff of the High Commissioner and approved by him.

The Pacific Science Board of the National Research Council and the South Pacific Commission continue to provide technical advice and assistance on economic matters in the territory.

## CREDIT FACILITIES

Credit facilities and loans were available from the Island Trading Company to Micronesian firms during the part of the year in which the Island Trading Company continued to operate. The trust territory Government has since established a revolving loan fund from which various business and economic enterprises in the territory may borrow at nominal interest rates. As local enterprise develops, most projects and programs are capable of local financing.

During the year under review, there have been no disasters necessitating any major emergency relief measures. During October 1954 a typhoon again struck islands of the Northern Marianas chain destroying part of the coconut crop and other trees. Damage was sufficiently slight, however, so that no major relief action was necessary.

## Chapter 3. Investments

The trust territory Government's policy of encouraging Micronesian investment and enterprise continues, and there are no permanent foreign investments in the trust territory.

## Chapter 4. Economic Equality

Members and nonmembers of the United Nations enjoyed equal treatment in economic matters with nationals of the administering

authority, subject only to the security requirements of the area. Although the Trusteeship Agreement affords the administering authority a preferential position with regard to economic matters, the administering authority maintains its policy of taking recourse to such preferential position only when considerations of security, strategic interests, its obligation to promote international peace and security, or the advancement of the inhabitants may render such action necessary.

## Chapter 5. Private Indebtedness

There is little private indebtedness in the trust territory, and usury is not a problem.

## Section 4. Economic Resources, Activities, and Services

### Chapter 1. General

The agencies established for promotion of economic and social advancement are also responsible for the administration of economic resources in the territory. The Code of the Trust Territory of the Pacific Islands provides controls on the clearing of land by fire to insure against destruction of valuable resources; the harvesting of trochus by limiting the harvest season to a 2-week period each year and controlling the size of trochus shells which may be taken; and prohibiting fishing by explosives or any form of poison except local roots, nuts, or plants which have long been in use and do not constitute a hazard. There are also controls on the taking of turtles, sponges, and pearl oyster shells. Administrative controls do not conflict to any appreciable extent with local customs and indigenous laws related to the use of resources. The principal export commodities of the trust territory continue to be copra, phosphate, trochus, and handicraft. Phosphate, however, though marketed during the year under review, will not be exported in the future. Since the termination of Island Trading Company, copra has been marketed by a private American company operating under contract for the Copra Stabilization Fund. Local trading companies marketed all trochus shell and handicraft produced for export.

Throughout the year under review, the Copra Stabilization Board maintained a price for copra of \$100 per short ton for grade No. 1, \$90 per short ton for grade No. 2, and \$80 per short ton for grade No. 3. These prices were effective for delivery to the warehouses of these local trading firms awarded copra contracts. Prices paid in the field are \$10 per short ton less.

The trust territory Government, through its Copra Stabilization Board, has continued to maintain a stable buying price for copra in the trust territory despite fluctuations in the world market. The Northern Marianas Development Company is the sole authorized exporter of copra for the Saipan District and adheres to copra stabilization policies similar to those established in the other districts. When the world copra market is high, surplus moneys derived from export sales are deposited to stabilization funds. When the copra market drops, moneys are withdrawn from the funds to maintain the stabilized buying price. Statements of the status of the Copra Stabilization Funds will be found in statistical appendix IV A, page 157.

Trochus shell was marketed by each of the trading companies through brokers in Japan and the United States. Due to unusual winds and heavy seas during most of the trochus season, less shell was exported this year than during the previous year. Due to the higher price of trochus, however, the smaller quantity exported this year will bring an estimated return of approximately \$100,000 more to the Micronesians than that exported during the previous year.

Local companies export handicraft to Guam, Hawaii, and the United States. A small amount of fibre for various weaving purposes is exported to Japan.

As noted elsewhere in this report, the Phosphate Mining Company completed mining operations at Angaur Island in April 1955 and continued with backfilling operations until the company's contractual obligations had been filled and all personnel departed by July 2, 1955. Final payments for last shipments of phosphate and severance fees to be placed into the trust fund for the people of Angaur, are being completed. The people of Angaur continue to draw interest from the trust fund investments. A statement of the status of the Angaur Trust Fund will be found in statistical appendix IV A, page 156.

Other economic activity in the territory is primarily on a family basis.

## PRIVATE CORPORATIONS

The principal private corporations which have been active in the trust territory during the past year are:

Name	Location	Type of business	Ownership
Kwajalein Islands Trading Co.....	Kwajalein	Importer.....	Micronesian
Marshall Islands Import-Export Co.....	Majuro	Importer.....	Micronesian
Carlos Etscheit.....	Ponape	Importer.....	(1)
Leo Etscheit.....	Ponape	Importer.....	(1)
Ponape Co-op.....	Ponape	Importer.....	Micronesian
Nanpei Co.....	Ponape	Importer.....	Micronesian
Truk Trading Co.....	Truk	Importer.....	Micronesian
Yap Trading Co.....	Yap	Wholesale-Retail.....	Micronesian
Western Carolines Trading Co.....	Koror	Importer.....	Micronesian
Phosphate Mining Co.....	Angaur	Mining.....	Japanese
Micronesian Metals & Equipment Co.....	Koror	Scrap Collection.....	United States
Northern Marianas Development Co.....	Saipan	Import-Export.....	Micronesian
J. H. Pomeroy Co.....	Koror	Marine Salvage.....	United States

<sup>1</sup> Belgian nationals, longtime residents of the trust territory.

As stated above, copra export is restricted in the territory for the benefit of the inhabitants. Export rights have been given under

contract by the Copra Stabilization Board to a single export firm for which the Micronesian-owned companies in the districts act somewhat as buying and shipping agents. In the Saipan district similar rights have been given to the Northern Marianas Development Company. No other organizations have monopolistic rights in the territory.

There are as yet no true cooperatives in the territory. Several local firms, however, practice such principals of cooperative organization as allowing only a single vote per stockholder regardless of the amount of stock owned and of making rebates to stockholders or members on the basis of their purchases during the year.

As noted above, the concession to the nonindigenous Phosphate Mining Company for the mining of certain phosphate deposits on Angaur Island has been terminated. Concessions continue to the Micronesian Metals and Equipment Company for the removal of scrap metal in the Western Carolines and Northern Marianas and to the J. H. Pomeroy Company for the salvage of sunken vessels in the Palau and Truk districts.

## Chapter 2. Commerce and Trade

The nonindigenous population within the trust territory is comparatively negligible in numbers, and none of these are engaged in any major economic activity. It has been the policy of the trust territory Government to encourage participation by Micronesians to the greatest extent possible in the general structure of commercial life.

Customs and traditions, which vary throughout the territory, govern most of the distribution of domestic products. There is little interisland trade and little specialization which would call for distribution of domestic products. Some fish, meat, and other local products are sold in district centers, but the volume of such trade is quite insignificant. Indigenous companies which import directly distribute trade goods throughout the districts in which they operate. They accompany administration field trip vessels or use local vessels to distribute to family purchasers and small retail stores on the islands in their respective districts.

Price controls or the allocation of supplies have not been necessary in the trust territory. There is an increasing volume of merchandise available at reasonable prices in each of the districts.

There has as yet been no need for customs duties or quotas imposed by the administration on exports or imports of the trust territory. As noted above, the only restriction is that on the export of copra, presently a monopoly in the Saipan District of the Northern Marianas Development Company, and in other districts of firms operating under contract supervised by the Copra Stabilization Board. On the local government level, governments in some islands and communities have levied taxes on imports which can be considered luxury items for the purposes of financing local government services in operation. The tax rate varies from one community or municipality to another where such taxes have been levied, but the overall average rate of tax is estimated to be approximately 6 percent ad valorem.



## Chapter 3. Land and Agriculture

### LAND TENURE

Customs and practices related to land tenure and utilization, which have evolved in each of the many island societies throughout the years, vary throughout the territory from district to district and island to island and are beyond even general description in this report. The United Nations Trusteeship Council Committee on Rural Economic Development published a study of the subject in documents of the T/A.35/L. series: 9 (14 May 1951), 28 (5 September 1951), 28 Add. 1 (12 November 1951), and 33 (8 January 1952).

Additional partial studies have been made in all districts regarding the quality, location, and utilization of lands under cultivation or in other stages of development. No complete compilation is available at this time.

In most islands land tenure and utilization practices have been undergoing change for many years due to the influence of the various foreign administrations and to the increasing contact with persons and practices from other cultures. Former kinship control patterns of ownership and utilization tend to diverge toward individual ownership and direct inheritance. No great influence has as yet been exerted on traditional land control patterns. Traditional patterns continue to remain fundamental to contemporary systems throughout the territory.

As noted above, the nonindigenous population of the trust territory is so small as to be almost negligible. There is no nonindigenous "section" of population as such, and the land area with which alien individuals are concerned is minor and of little importance in the economy of the territory. Religious mission organizations have acquired title or use rights under previous administrations, but these areas, too, have little influence on the island economy.

Section 900 of the code of the trust territory prohibits alienation of land titles to aliens. The administration's continuing policy of not allowing alien interests to compete with indigenous enterprise further effectively restricts alienation of land by leasehold or other means.

### POPULATION PRESSURES

Indigenous population movements are normally restricted to the area of existing kinship ties due to traditional land control systems, though there are instances of individuals and small family groups having entered and now living in societies where they have no clan or kinship ties and, consequently, no land rights. It is normally difficult for persons or groups to migrate to islands or communities where no land is controlled by the kinship group to which they belong. Where such moves have occurred in the past, they have been accomplished mainly by the intercession of administrators by expropriating land for the migrant group or by persuading the host peoples to accept them. In past history such moves have, for the most part, been necessitated by typhoon and tidal wave damage which made a number of small islands at least temporarily uninhabitable. At present

considerable areas of public land exist on a number of the larger islands. Under the changing pattern of traditional land controls, the relieving of population pressures by migration is largely a question of inducing or influencing sections of the population to leave their homelands.

## EROSION

On high islands having heavy rainfall, erosion is an almost constant threat. During the previous administration colonization and large-scale military activity intensified agricultural methods not well suited to the tropics, and lumbering operations have removed part of the native ground cover. Since the high islands are comparatively sparsely populated, however, such ground cover removal has not affected the island inhabitants to any great extent. Coconut palms and other fauna on the populated atolls effectively protect them from erosion. Water supplies are adequate on all of the high islands and on most of the atolls. The few atolls having insufficient water to sustain life are uninhabited, though some are visited and worked, as the rainy seasons and water supply permit, by their owners residing on other islands or atolls.

## LAND DISPUTES

Most land disputes are between indigenous occupants and are settled by traditional methods of arbitration and sanctions. Some such disputes result from contemporary practices of tenure and utilization diverging from traditional patterns, frequently with little or no formal recordings of succession to title, relationships recognized by traditional law, and so forth. Other disputes may be related to prestige or rank—connotations associated with control of certain properties. A few such cases have been taken to the trust territory courts.

## ACQUISITION AND TRANSFERS OF TITLE

Procedures have been established for the registration of title to real property in the trust territory, though there has as yet been no compulsory registration. Persons living on islands where district centers are located have in particular been encouraged to have titles registered and recorded with their respective district Clerks of Courts. At present there is no legislation controlling the transfer of land among indigenous inhabitants or interests.

No land can be transferred to individuals, corporations, or missions not indigenous to the territory. Section 900 of the Code of the Trust Territory of the Pacific Islands prohibits such transfer and was drafted for the purpose of protecting indigenous inhabitants against any alienation of their lands and agricultural resources.

The Government of the Trust Territory of the Pacific Islands retains the right of eminent domain inherent to all governments. Previous administrations claimed as public domain all lands not then in actual use by the inhabitants and, further, acquired title to various parcels of land. Such title is considered to devolve to the present government of the trust territory. Of such lands, some have been or

will be returned to original owners to rectify inequities. Other areas have been or will be released to new potential owners under homestead programs and laws. Some public lands are being reserved to accommodate future population increases. Some areas are presently retained for conservation purposes and for new territorial development of resources. No public land was acquired during the past year.

As in the past, the inhabitants in general desire the return of land to the original owners. In most instances, however, they recognize the equity of previous title transfers and willingly honor them. A need for land reserves is somewhat difficult for many Micronesians to visualize, but they are, on the whole, complacent to the concept of providing reserves to care for future needs. The need for land by their Government for administrative purposes has long been accepted.

## AGRICULTURAL PRODUCTS

Coconuts, taro, arrowroot, yams, tapioca, breadfruit, pandanus, and bananas, as well as a small number of introduced crops, are the principal agricultural crops of the territory. The agricultural potential of each island, as well as cultural preferences, places different emphasis on the various crops. German, Japanese, and American methods and contacts have only slightly modified traditional cultural practices. Coconuts, breadfruit, pandanus, and other tree crops are generally planted with very little cultivation. On most islands and in most family plantations, coconut palms are closely spaced and not usually well thinned out. Taro is cultivated in natural depressions or pits as well as man-made pits in which the soil is improved by rotting vegetable matter before planting. Root crops may be planted between tree crops or in small clearings. The cultivation of yams on Ponape plays a political-social-prestige role, as well as serving its subsistence purpose. Giant yams, sometimes weighing several hundred pounds, are a prestige item in the Ponapean system of feasts. The traditional digging stick plus a few imported tools such as bush knives and Okinawan hoes are the most common tools used for cultivation. The use of machinery is limited since in most areas it poses a threat to the land through erosion. It has been the policy of the administration not to introduce for the sake of immediate expediency any methods which would threaten the loss of future agricultural resources. Programs are being conducted for the improvement in the quality of coconut plantings through selection of better seed nuts and improved methods of spacing and planting. Additional pamphlets and literature pertaining to coconut cultivation and other agricultural programs have been prepared in the local languages as well as English for use in both children's and adult education.

## AGRICULTURAL EXPERIMENTATION

Each district has widespread programs of agricultural experimentation and demonstration in addition to the larger projects of the district centers. Demonstration work is carried to the outlying communities. In some communities nurseries have been established where additional and improved plant stocks may be obtained by the local inhabitants. The use of soil-enriching crops to permit crop rotation, rather than

continuing a pattern of shifting cultivation, is part of the educational and agricultural programs. Demonstration in the preparation and use of compost and natural fertilizers is carried on. Experimentation with an increasing variety of breadfruit trees is continuing in an attempt to find better fruit and trees which will produce a year around supply.

At the experimental and demonstration stations at the district centers, the District Agriculturists and Extension Agents direct programs of testing suitable crops for possible introduction and dissemination, cultivation of cacao, fruit trees and other plantings, conservation and erosion control measures, reforestation and irrigation. The Experimental Plantation on Babelthuap Island in the Palaus has been extended to approximately 200 acres, and the first cacao plantings are beginning to bear fruit this year. Though it is still too early for a final assessment of results, progress has been encouraging. Plans are being made to send several Micronesian and American personnel to other cacao-producing areas for study and observation of cultivation and processing techniques. This personnel will then work throughout the territory to assist individual and family producers on the islands where cacao can be cultivated.

There has been no attempt to promote large-scale agricultural development since the economy, the areas of land available for cultivation, and the island cultures do not lend themselves to such development. The patterns which the Micronesians have developed over the centuries have, for the most part, proved beneficial, and there is no attempt being made to radically change such patterns. Since improvements must be practiced by large numbers of individuals and small family groups, progress is necessarily slow and developmental.

The training of Micronesians to serve as agricultural agents continues, both within the trust territory and in sending prospective agents for further agricultural training in Hawaii. Seven students from the various districts attended an agricultural high school in Hawaii during the year under review, and additional students are expected to enroll during the coming year. One Saipanese student received his degree in agriculture from the University of Hawaii in June 1955.

The area under cultivation has not been greatly increased during the year. Additional lands have been released under the homestead program, but the cleaning and planting of such land is a slow and arduous task. Traditional cultivation methods in the territory do not make for any great problem of conservation. Rather, certain practices have developed through learning by experience over centuries of cultivation and are now part of the traditional pattern. Experimentation and projects in land reclamation continues in several areas which were heavily cultivated by Japanese and Okinawan farmers and where soils are considerably depleted.

No areas of the trust territory are subject to famines or inadequate supplies of food. Where typhoon damage has been suffered, people from nearby communities or islands normally send food supplies to the islands which have been damaged; and, in some cases, the administration has provided food supplies until local food production could again be developed.

## PLANT QUARANTINE REGULATIONS

Plant quarantine regulations prohibit the importation of certain planting materials in order to prevent the introduction to the territory of dangerous plant and insect pests and diseases. Otherwise there are no restrictions on the growing of food or economic crops by the Micronesian inhabitants.

In almost all islands of the territory, rainfall is sufficient for the growing of agricultural crops without need for extensive irrigation. During dry periods in some islands, ground water from springs and wells is used, but the need for extensive irrigation is not present.

## Chapter 4. Livestock

No new types of livestock have been introduced into the territory during the past year, and the principal livestock continue to be swine, chickens, carabao, cattle, goats, and ducks. Additional breeds of cattle have been introduced on Saipan where they have been added to the government breeding herd. Better breeds of hogs have been introduced throughout the territory, and a program of developing breeding stock for distribution to all islands is under way. Additional chicken projects have been undertaken to further upgrade the island flocks. In each district, demonstrations are carried on, and informative literature is disseminated on better methods of raising hogs and chickens. Little use is made of eggs; chickens are raised primarily for meat, as are hogs. Few refrigeration facilities or other methods for the preservation of fresh meat are available outside the district centers, and the killing of hogs, consequently, is usually associated with some special occasion.

Brucellosis was discovered in the fall of 1954 among hogs on most islands of the territory. It has not been possible to determine when or how the disease was introduced, but it apparently has been present for a considerable number of years. Testing programs are underway to test all hogs for brucellosis reaction. Positive reactors are isolated and, as the meat is needed, slaughtered under the supervision of personnel trained in handling infected animals.

There have been no other serious pests or diseases affecting livestock in the territory during the past year.

## Chapter 5. Fisheries

The fisheries resources of the territory are perhaps its most valuable from the standpoint of subsistence. These resources provide the islanders with a major portion of mineral protein requirements in their diet. Reef and lagoon fishing are a daily activity of most families; deep sea fishing is less frequently done. Negotiations with interested commercial fishing interests have been carried on, but no successful proposal or arrangements have been accomplished as yet.



*Brahma purebred and crossbred cattle at Malalanim Plantation, Ponape District.*

The gathering of trochus shells continues to provide a substantial source of supplementary income during the 2-week season each year when shells may be taken. A Fisheries Specialist has been employed to study, advise, and assist in the development and increase in production of trochus shell as well as other marine resources.

The fresh water tilapia, first introduced from the Philippines to Guam, has been further distributed to several islands in the territory where fresh water ponds are available for raising these fish to supplement the local diet.

## Chapter 6. Forests

There are nine more or less distinct types of vegetation on the islands of the territory. The mangrove swamps, which contain many species of trees, are valuable sources of lumber for poles and cut lum-

ber, as well as having value from the soil conservation standpoint. Strand vegetation borders the shore of the high islands and makes up the total vegetation of most of the low coral atolls. Such vegetation includes coconuts, pandanus, low brushy vegetation, and some trees, all of which have a resistance to varying degrees to salt in the soil. On raised coral limestone islands, the vegetation is similar to but richer than strand vegetation. The coastal plain vegetation has in most areas been cleared for planting of coconut groves and other agricultural crops. Low primary forests are tropical rain forests. Secondary forests on slopes contain gardens and orchards of coconut, breadfruit, and banana. Cloud forests are scrubby wet moss forests on steep slopes and crests. On the highest islands the extremely exposed summits may have dwarfed vegetation. There are also grasslands on volcanic portions of some high islands.

The islanders have developed quite a thorough working knowledge of the worth of most forest products and carefully conserve local trees, particularly on the smaller islands and the low coral atolls. A small amount of lumbering is done on the higher islands, and on all islands logs and lumber are cut for canoe building, house building, and other family needs. In many cases the trees cut are those which are beyond their prime productive period.

Forests in the trust territory are not now capable of providing lumber for export. Larger mangrove trees on the high islands were almost completely cut by the Japanese administration and private companies. A few of the high islands, notably Kusaie, Ponape, and Babelthuap, have provided a small amount of lumber for the administration's needs as well as for local inhabitants' requirements. The trust territory code provides measures for conservation and protection of forests. Individuals are required to obtain permits from the district administrations before land is cleared by burning. The code also provides for the eradication and control of lantana, a weed pest which has been introduced to a number of islands in the territory.

The coconut plantation at Ponape and the cacao plantation at Babelthuap continue to be operated by the administering authority. A considerable part of the coconut plantation is being released, however, for the homestead program. At the experimental cacao plantation on Babelthuap, approximately 200 of the 300 acres contemplated have been planted.

As part of the agricultural and land programs, small areas have been planted in types of the so-called "Philippine mahogany" and other hardwood trees. Seedlings of these trees are distributed without charge to any local landowner interested in increasing his own plantings.

The trust territory Government is also developing the island of Jabor, Jaluit Atoll in the Marshall Islands, as an atoll agricultural station. Jabor is a typical coral atoll island of approximately 65 acres. Experimental and demonstration coconut groves are being planted in addition to other plants which may improve the economy of the low islands.

For the most part the breadfruit, Palo Maria, tropical almond, and *Eleocarpus* Yoga provide the local timber which is used for building and construction in the trust territory. Except for the breadfruit, the supply of these trees is limited, and particularly on low islands, the supply of the breadfruit is limited by local needs for the tree's

fruit production. On the various islands people also make use of pandanus, coconut, and nipa palm for thatch, coconut logs for some construction, hibiscus fibre for handicraft, and coir fibre for rope and twine.

## Chapter 7. Mineral Resources

Mineral resources throughout the territory are extremely limited. Phosphate mining on a comparatively small scale has proved economically feasible until the end of the past year. Bauxite and manganese of low grade were exploited by the Japanese under heavy government subsidy.

Rock phosphate has been the most important and widely distributed mineral resource. It was mined by the Japanese on 10 islands of the territory, including both high and low island formations. Phosphate deposits on Angaur were the largest in the territory and were first worked by the German Government. As noted previously, the phosphate was being mined until April 1955 by a Japanese firm under contract to the trust territory.

The largest bauxite deposits in the territory are found on Babelthuap, but even these are extremely limited and of poor grade. It is not considered feasible to attempt commercial exploitation.

The Phosphate Mining Company continued until the termination of its operation to pay a severance fee of \$2 per ton to the Angaur Mining Trust Fund and additional payments such as land rental. The company also paid to the Government of the trust territory a 15-percent processing tax based on the value of Florida phosphate ore.

A request by another firm for phosphate mining privileges at Fais Island was refused on the recommendation of the Fais people, who have suffered removal of much phosphate-rich topsoil through past mining operations.

The trust territory Government continues to maintain its policy of protecting Micronesians from loss of their resources by indiscriminate exploitation. There are no general regulations governing ownership or development of mineral resources.

## Chapter 8. Industries

There are no large-scale industries in the trust territory. The production of handicraft and the processing of copra have traditionally been the only forms of industry known to the indigenous population. Small processing and service industries which have been developed continue in operation. Among these are a small soap factory, an oil press, a sawmill, and several small boat building establishments. There are no fuel and power facilities in the area other than those which have been established for needs at the administrative centers, and the character of the area does not lend itself to large-scale industrial development.



## Chapter 9. Transport and Communications

### AIR TRANSPORTATION

Transocean Airlines, a commercial firm operating a fleet of three amphibious planes owned by the Government, provides air transportation between Guam and the district centers, except Saipan to which transportation is maintained by the Navy. Air transportation between Guam and the Saipan District is provided on twice weekly flights. Services between Guam and the other districts call for a weekly visit to each district.

### SURFACE TRANSPORTATION

Ocean transportation service for passengers, cargo, and mail are provided by two AK's (4,800 tons cargo capacity), three AKL's (250 tons cargo capacity), two auxiliary schooners, and one oceangoing tug, plus a number of small vessels owned privately or by local trading firms. The larger vessels are operated under contract for the Government by Pacific Micronesian Lines, Incorporated. The AKL's and smaller vessels provide service from the district centers to outlying islands within each district. The AK's are used as interdistrict vessels carrying cargo, passengers, and mail between the district centers, Guam, and, occasionally, ports in Japan.

Ocean transportation in the Saipan District is provided by the Navy from Guam. LSM-type vessels operate on a regular schedule from Guam to Saipan, Tinian, and islands to the north. In addition, three privately owned smaller vessels operate mainly between Saipan, Tinian, and Rota in the Marianas chain.

### POSTAL SERVICE

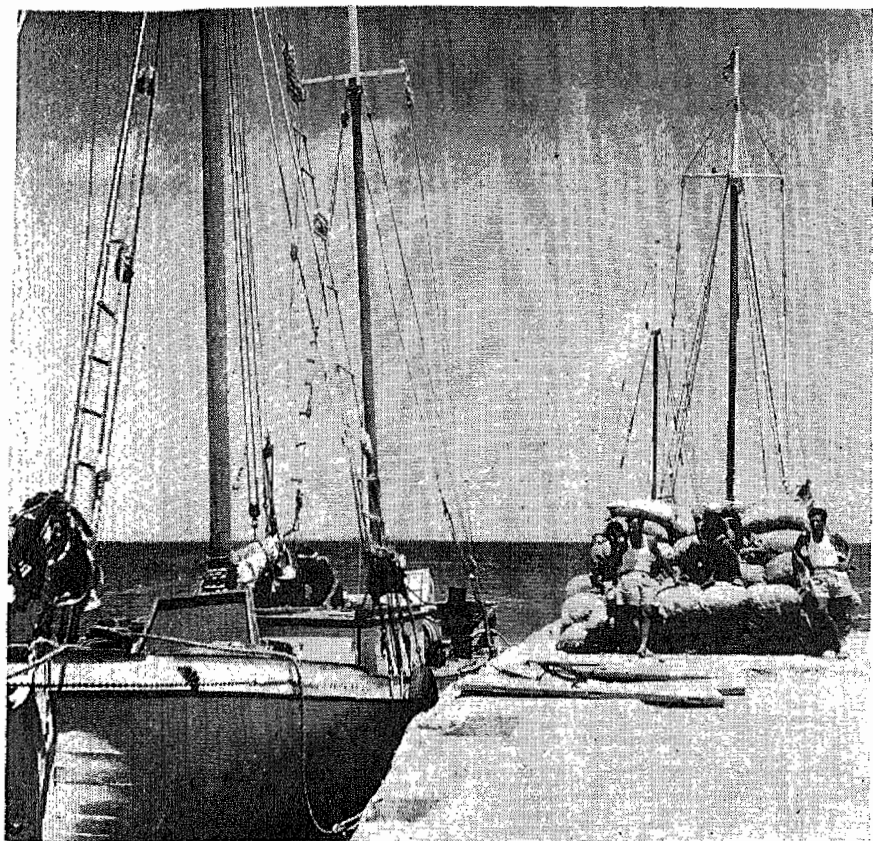
The U.S. Post Office Department operates third-class post offices in all the districts of the trust territory under the administration of the Department of the Interior. The Navy maintains a Fleet Post Office at Saipan. Information as to the volume of business may be found in statistical appendix XV, page 177.

### TELEPHONE, TELEGRAPH, AND RADIO

Telephone service is operating in the administration area of each district except Yap. Radio telephone service is available between the High Commissioner's office at Guam and each of the district centers.

All government telegraphic communications between the headquarters office at Guam and the district centers are handled through a Naval Communications Center. Communications emanating from the district centers are transmitted by trust territory radio stations. There are no submarine cables in use. Services on a revenue basis are available to all inhabitants and organizations in the territory.

Each district continues to maintain a transmitting and receiving station in direct contact with Guam. These stations communicate by Morse code and radiophone and are also in contact with ships and planes within their vicinity. Several additional communications points



*A native owned vessel at Majuro, Marshall Islands District. Vessels of this type are used for interisland trade in copra, trade goods, and for passengers.*

in outlying islands have been established. These islands transmit to and receive from their respective district centers. These operations are still in the experimental stage, and many problems of maintenance and operation remain to be solved. Local broadcasting stations have been operating in the Truk and Marshalls Districts; programs are in English and the local languages and transmit both informational and entertainment programs. U.S. Armed Forces radio broadcasts are transmitted daily from Kwajalein. Programs are for the most part in English with a half hour daily program in Marshallese consisting of local news and a brief summary of world news.

## ROADS

Road systems and conditions have not changed appreciably during the past year. Throughout the territory there are roads and paths built by the German administration, the Japanese, American Military

Forces, or the local people. For the most part roads have been built to serve the administration's needs. Few vehicles are owned by Micronesians, and a few draft animals are found only on the higher islands. Roads are being repaired and maintained in administrative centers, but few extensions are being made since construction and maintenance for a very limited use are prohibitively costly. Essential roadways are being improved as needs demand and funds permit.

## METEOROLOGICAL SERVICES

The U.S. Weather Bureau now maintains observation stations at all district centers in the area under the administration of the Department of the Interior. Two or three American personnel and several trained Micronesian assistants are normally assigned to each station. The Navy maintains its own weather facility at Saipan.

Weather observation reports are transmitted to the Naval Communications Center at Guam where they are radioteletyped or broadcast throughout the Pacific. The service is of great value to ships and planes operating in this area.

## OWNERSHIP AND OPERATION OF FACILITIES

The Government of the trust territory does not distinguish between indigenous inhabitants and other segments of the population with respect to ownership, operation, or servicing of existing transportation and communication facilities. The administering authority uses Micronesian personnel in preference to outside personnel whenever the Micronesian concerned is found to be physically and mentally suited for a particular job or undertaking. The trust territory Government continues to maintain its on-the-job training program aboard its ships administered by the Pacific Micronesian Line. Within the past year several Micronesian personnel have risen to the status of ship's officers in both deck and engine room capacities. At all district radio stations and at the Central Electronics Depot, Truk, programs are established to train Micronesian personnel in all phases of wireless communications.

## Chapter 10. Public Works

Local or municipal governments construct, maintain, and repair various facilities for public services and general government use, assisted as necessary by the respective district administrations. The administering authority continues to improve public school and hospital facilities in all districts and is in the process of constructing improved and permanent installations for power and water facilities, adding permanent housing, office buildings, warehouses, and making other routine improvements to all facilities.

## PART VII

### *Social Advancement*

The administering authority has not changed its policy as stated in the previous report: The Trust Territory Government recognizes that the diverse social structures and practices of the population groups throughout the islands represent various stages of social evolution. It is the policy of the Government that social advancement shall continue to be an evolutionary process based on the needs and desires of the people concerned. It follows, therefore, that the Government shall not interfere in or superimpose upon the sociopolitical organization of any group unless there exists an actual or potential detriment to the well-being of members of that or any other group. Recent history and experience indicate little need for such direct intervention by the administration. Rather, through broad programs of education, the Government permits and encourages the continuing natural modification of organization, structures, and practices within each group, following their understanding of need, their expressed desire, and their knowledge of means to accomplish such modification.

#### Chapter 1. General Social Conditions

General social conditions in the territory remain substantially as they were described in the previous report. The cultural diversity throughout the territory from district to district and island to island have been mentioned throughout these reports. Such diversity includes, of course, social aspects and organization within each culture. Social stratification and political organization are closely correlated. The local community is the basic unit of political-social organization in the Central Carolines and consists of a number of lineages of matrilineal descent. The first ranking chief in such communities is normally the senior male of the lineage which, by tradition, first populated the island. These chiefs receive gifts and first fruits from other lineages and enjoy some prestige and authority but do not form a special social class. The two Polynesian islands of Kapingamarangi and Nukuoro in the Eastern Carolines are on a similar level of social organization. Organization becomes more complex both to the east and west of this area, with class stratification more common on some of the islands. The Yapese, for example, still differentiate between nine social classes, though the effects of such differentiation work no undue hardships on persons of the lower classes. Until a few genera-

tions ago, the Yapese maintained an economic religious empire which allegedly extended as far as Kusaie in the Eastern Carolines. Its influence is still felt to some small extent in relations between Yapese and the out-islanders of the Ulithi and Woleai areas. Ponape retains a complex system of titles and "nobility." The majority of adult males hold titles in either one of the two lines of nobility or the line of commoners in their respective "wehi" or municipalities. They succeed to higher titles and advance up the social ladder in proportion to their success in prestige competition and their quality of birth. Somewhat similar stratifications occur in other islands, though in some of the more acculturated areas class stratifications today play a decreasingly important role in social organization. The Saipanese have today a largely Westernized culture and have advanced more rapidly than many of the island inhabitants elsewhere in the territory. Extended kin groups have replaced the former clan organization among the Chamorro Saipanese. Some Carolinians on Saipan still retain their matrilineal clan system.

Except for the Polynesians of Kapingarmarangi and Nukuoro, matrilineal lineages and clans are found throughout the territory, though a patrilineal bias is evident in the western islands.

Ancestor worship forms the basis of early native religious practices and beliefs. In some societies the traditionally accepted early leaders of migrant groups or leaders in warfare against other clans acquired the status of higher deities among succeeding generations, though there is no well-defined hierarchy of gods. There was no elaborate cosmogony, and a distinct class of priests existed in only a few societies. The great majority of Micronesians are now Christianized; however, fears and propitiation of spirits and ghosts still persist in some situations.

Sorcery is still practiced to a small extent, and the simpler magical formulae are widely known.

## SOCIAL ORGANIZATIONS

There are few nongovernmental social organizations in the trust territory. Men's clubs exist more or less along traditional organizational lines in the central Carolines and consist of all the adult males of a community. In Palau there are three age-grade societies for males and three for females which today include normally persons 35 years of age and over. They function primarily as communal work units. Youth organizations established in Palau and Yap during the Japanese administration continue to exist in a somewhat modified form. Originally used as a vehicle for Westernizing the younger people, today they are concerned mainly with athletics and performance of community labor. They continue to retain a non-traditional, nonlocal orientation for the most part. In several districts graduates of secondary and higher schools have organized for social and educational purposes. A few women's organizations have become active, particularly in the Palau and Ponape Districts, in promoting better child, home, and family care and in sponsoring community, social, and educational activities. The secret nativistic religious movement in Palau continues to exist and is believed to have several hundred adherents.



*Men's houses on Yap are the meeting places for the men of a village. Here the technique of lengthy discussions is employed by the chief and elders to assess local public opinion on current village or island problems.*

## Chapter 2. Human Rights and Fundamental Freedoms

The rights and freedoms of inhabitants of the trust territory are expressly guaranteed by the Bill of Rights of the Code of the Trust Territory of the Pacific Islands, which are briefly stated below:

- (1) Freedom of religion, conscience, spirit, press, assembly, 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 cruel and unusual punishments;
- (7) No discrimination on account of race, sex, language, or religion;

- (8) Freedom of migration and movement;
- (9) The maintenance of free elementary education;
- (10) No imprisonment for failure to discharge contractual obligation;
- (11) The writ of habeus corpus;
- (12) No quartering of soldiers in private houses;
- (13) Protection of trade and property rights; and
- (14) Due recognition of local customs.

Slavery, involuntary servitude, and practices akin to slavery do not exist in the trust territory. In many societies, services to chiefs and social superiors continue to be performed and have the sanction of custom but do not have the force of law. Observance of such customs is optional.

During the year under review, no problems arose requiring judicial or administrative decisions concerning human rights.

Through local publications and education programs, trust territory inhabitants are frequently reminded and made aware of their rights of petition to the United Nations and to the territorial Government. Right of petition is quite frequently exercised to the territorial Government and occasionally to the United Nations. Such petitions most often concern favors or special consideration for individual's or groups.

Inhabitants of the territory enjoy human rights and fundamental freedoms without restriction or discrimination of any kind.

## FREEDOM OF INFORMATION

The Bill of Rights of the code of the trust territory guarantees freedom of the press. In all districts all newspapers are published weekly, biweekly, or monthly for the information of the general public. Such newspapers are printed both in English and the local language. Administration offices particularly concerned with political, social, and economic advancement publish papers containing information and materials related to those fields of advancement as well as general local news, world news, various regulations, orders, proclamations, and such information pertaining to municipal and district government. The intermediate schools, both public and private, and the various education departments publish papers with particular emphasis on educational and professional teaching, information, and data. Such school and educational publications are circulated primarily among teachers and students but are carried out into their homes as well. Other publications have an estimated circulation of one copy to every 25 to 30 inhabitants. Frequently such publications are read at meetings and assemblies by the local teachers or other more literate community members.

There are no restrictions in the territory on subscriptions to any publication. General news publications in both Japanese and English languages are received mainly from Hawaii and mainland U.S. publishing firms.

Micronesians throughout the territory own perhaps 200 radio receiving sets. Broadcasts from Guam, Manila, and Japan are most frequently received, and both English and Japanese language broadcasts are popular. A few receivers regularly, and others occasionally, are able to receive additional broadcasts from Australia, Hawaii, and other parts of the Pacific.

Each district of the territory has one or more motion picture theaters in operation. In the Marshalls, Truk, and Palau Districts, the theaters are operated by the local Micronesians-owned trading companies. At Ponape two private entrepreneurs, both Micronesians, own and operate theaters. At Yap an employees' recreational organization sponsors film showings for the general public. At Saipan there are four locally owned movie theaters. Audiences vary from 10 to 300 persons attending a performance, with an average of perhaps 50 to 60 per performance throughout the year.

Newspapers, news broadcasts, newsreels, and other informational and educational films are all active media in the territory for dissemination of news and information on the United Nations and the rest of the world.

## INDIGENOUS RELIGIOUS PRACTICES

A few island populations are predominantly pagan. The increasing influence of Christianity, however, is evident. Certain religious practices are closely correlated with the traditional healing arts, although island inhabitants are looking more and more to the aid and assistance of foreign medication and treatment.

The "Modekngei" of Palau is the only example of what might be termed an indigenous religious movement. As mentioned above, the secrecy surrounding the Modekngei makes it difficult to receive accurate information as to its leadership and membership. The movement first appeared during the period of German administration and seems to be particularly preoccupied with a sort of "day of reckoning" when the foreigner will somehow disappear and those persons who have avoided foreign vices and adhered to Palauan customs will inherit power and authority. It is of antforeign but nonviolent orientation, and though the Japanese administration attempted to suppress the movement, it did flourish during the latter years of the recent war. Its strength seems to have subsided.

## MISSIONARY ACTIVITIES

As of the end of the year under review, 120 missionaries were present in the territory. The number of foreign missionaries of each denomination is shown in statistical appendix XXII, L. on page 194. Figures for Micronesian lay and ordained mission personnel are not indicated since they vary somewhat throughout the year and many engage in only part-time or intermittent activity with the mission organizations. The American Board of Commissioners for Foreign Missions and the Society of Jesus are responsible, respectively, for the predominating Protestant and Catholic mission activities. The Catholic diocese of the Marshall and Caroline Islands has its bishop's headquarters at Truk. The Saipan District is within the Diocese of Guam.

The trust territory Government requires that mission schools meet curriculum standards established for all schools of the territory. The churches and schools are otherwise free of regulation by the administration. No public moneys are used to support religious institutions or personnel, as is provided in the Bill of Rights in the code of the trust territory. New mission organizations desiring to establish



themselves within the trust territory are required to have the necessary means of support and accommodations.

## ADOPTION

In accordance with the code of the trust territory, any suitable person may by decree of court adopt a minor child if the court is satisfied that the interests of the child will be promoted by such adoption. The court requires consent of the natural parents and the consent of the child if the child is over the age of 12 years. The courts also recognize and will confirm the validity of adoptions effected in accordance with local customs. The adopted child and parents have all the rights and are subject to all the duties of natural child and parent, including rights of inheritance when there is no recognized custom as to rights of inheritance of adopted children. Adoption is common throughout the territory, and adoption in accordance with local customs is most frequent. No territory-wide data is available as to the extent of such customary adoption. Ethnographic reports cite instances of adoption as high as 40 percent of all children in a few societies. Local custom usually provides simply for agreement of the natural and adopting parents, and adoption is consummated for a variety of reasons. In the case of ill treatment or abuse, an adopted child may apply to the courts on the same basis as any other person. Marriage between an adopted parent and child is not legally prohibited, but under common law and native custom this would usually be considered classificatory incest.

## IMMIGRATION

Sections 662-667 of the Code of the Trust Territory of the Pacific Islands control immigration and issuance of entry permits for the trust territory.

Persons who are neither legal residents nor citizens of the trust territory are not permitted to enter or remain in the territory as permanent residents without specific authorization of the High Commissioner.

In accordance with regulations issued by the High Commissioner, persons desiring to visit the islands may be issued permits for a specified period of time. These permits may be revoked upon withdrawal of security clearance or at the discretion of the High Commissioner.

Valid entry permits, evidence of security clearance, evidence of compliance with health and quarantine regulations of the territory, and valid passports are required of all noncitizens applying for entry to the trust territory.

These rules and regulations apply without discrimination to nationals of all countries including the United States.

Administrative aspects and legal problems related to immigration are the responsibility of the Chief Counsel of the trust territory.

During the year under review, an orphaned minor nephew of a long-time Belgian resident of the territory is the only instance of an immigrant entering the territory for the first time.

### Chapter 3. Status of Women

The equality of women in all matters is recognized by the administering authority, and under the Bill of Rights of the code of the trust territory, women have the same human rights as do men. Division of labor along sex lines exists in the various cultures throughout the territory. In such patterns of behavior, however, there is no implication of degradation, and physical integrity is not threatened.

The administering authority also recognizes equal legal status of men and women. In this regard there is no written law other than as contained in the Bill of Rights, but no occasion has yet arisen which has made any ruling necessary. Women have equal access to courts, equal rights to own property, to control earnings, to act as guardian, and engage in business. Both in civil law and ordinarily in local custom, spouses are not responsible for each other's debts. Distinctions are sometimes made between the sexes in traditional native practices. With regard to types of property, either sex may inherit. Inheritance is usually according to the appropriateness of use by either sex of the property in question. In some societies distinctions are made between the sexes with regard to inheritance of classes of land, of usufruct tenure, and of ultimate land rights. In such matters considerable variation is found in the many different cultures.

Under the code of the trust territory, women have equal rights with men to hold public office, exercise public functions, and exercise voting rights. In a few, but encouraging instances, women have shown an increasing willingness and desire to participate in community activities and local government affairs. In both the Marshalls and Palau Districts, women continue to sit as equal members of the advisory bodies in those districts. In most indigenous societies traditional chieftanships are reserved to men.

As previously noted, divisions of labor according to the sexes are common to the territory as elsewhere, and occupations entered into by either sex are quite closely regulated by custom and tradition. The administering authority assures both sexes the same opportunities and facilities for training and guidance and the same rights to work. Because of traditional regulations and practices, however, discrimination on the basis of sex is not a problem.

The trust territory Government respects in each culture local customs and attitudes as to proper activities of the two sexes. There are many customary specializations according to sex, and women do not usually engage in certain economic activities just as men do not intrude in certain feminine activities. Not all activities are associated with only one sex or the other, and in some such activities, both male and female members of a family or kin group or a community may work cooperatively or independently.

At the district administrative centers and in a few population centers where greater foreign influence has had the effect of weakening traditional sanctions and barriers, some departure from traditional practices occurs with relation to occupations of the sexes. This, however, is not widespread nor predominant even in such centers.

The trust territory code prohibits polygamy in the territory. Under local practices of marriage and divorce, situations sometimes occur which in other societies might be considered bigamous if not polygamous; but they are not so considered in most of the island societies except by a few individuals who adhere more rigorously to the doctrines of the churches. Infant betrothal is no longer practiced as it was a number of years ago, though parents sometimes make informal agreements for the future marriage of their children. Such agreements are not now enforced if either party is later reluctant to fulfill the agreement. Parents in the island societies, as in most other societies, sometime bring social pressures to bear on their children in attempting to effect desirable and proper marriages. While bride prices, as such, do not exist in most islands, an exchange of valuables between the families of the bride and groom does occur, the family of the bride usually receiving more than it gives. In keeping with traditional practices, a Palauan bride is actually "bought" following a period of bargaining. Payment is in both food and American and Palauan money, the amount varying according to the rank of the girl.

In February 1955, 4 Micronesians and 1 American attended a Pacific Women's Congress in the Philippines. Following their return to the territory, interest and participation in women's organizations already existing in the Palau District have increased. Several women's groups have been organized in the Ponape District, and on several occasions groups representing several island communities of that district have met together. No immediate or major "women's movements" are anticipated. The groups meet informally for purposes of discussion of local affairs, to develop interest and participation by women in more community activities, and to improve education and application of learning in problems of child, family, and home care. Mothers of school children occasionally meet in female parent-teacher groups. No groups are highly organized and no records of membership and attendance are maintained by most groups.

## Chapter 4. Labor

Most labor in the territory is devoted to family subsistence agricultural work, fishing, and the production of copra and some handicraft. The trust territory Government, the Micronesian trading companies, several boat-building establishments, sawmills, retail stores, and other small business enterprises employ an estimated total of 2,200 indigenous persons. A number of others are employed intermittently or on a short-term basis in connection with salvage and scrap operations, stevedoring and cargo handling, and so forth. Since the trust territory Government is the largest single employer, conditions of employment and wages established by the Government and set forth in the Micronesian Title and Pay Plan tend to set the standards. Such standards are periodically reviewed in order to assure that government employment does not establish a wage structure or conditions of employment which would be beyond the means of private employers and would prohibit free competition in the labor market.

As has seemed inevitable in most underdeveloped and less acculturated areas, some cultural and economic maladjustments have occurred in the trust territory due to abandonment of traditional occupations to work for money wages. Such maladjustments occur mainly at district centers where wage employment exists to the greatest extent. In other communities and areas, people engage primarily in agriculture and fishing, and unemployment does not exist. Every effort is made by the administering authority to avoid maladjustments and to assist individuals in readjusting to their traditional environment when such maladjustment is evident.

## RECRUITING AND TRAINING

The trust territory Government and private employers practice free selection of voluntary applicants for all positions. Officers concerned with personnel administration programs in each district maintain files of applications for employment, but there are no formalized recruiting agencies. No fees are charged, and all employers transferring employees from their home communities provide for return transportation upon termination of employment.

The trust territory Government is continuing its training program for all employees, and additional training is carried on in schools in each of the districts and at the Pacific Islands Central School. A number of Micronesians have been sent abroad for special training in the Philippines, Guam, Hawaii, and the United States.

Subject only to requirements of public order and security, the Bill of Rights of the trust territory code guarantees freedom of movement. Movement within the territory for purposes of employment is infrequent since most employment is to be found only at the district centers, and Micronesians from one district are most often reluctant to migrate to another district where they have no family or clan ties or family lands. A few individuals in the Marshalls District have migrated to Ebeye for employment by the Navy at Kwajalein which is sometimes available. Others have migrated to Guam and Saipan, but no serious problems are created by these migrations. Frequently such movement and employment are of temporary nature.

Members of the trust territory administrative staff are Federal employees of the U.S. Government and are recruited from Guam, Hawaii, and the continental United States. Employees are recruited under an agreement providing for transportation of themselves and their families for a 2-year period of service. Housing is provided by the Government at an appropriate rental fee, and standard American food items and artifacts are obtainable by employees from commissaries operated under contract for the trust territory Government or from locally operated stores. Contacts with the indigenous population are not restricted except under unusual circumstances. Former employees are not permitted to remain in the territory after separation.

## WORKING CONDITIONS

In most communities of the territory, community leaders and officials sometimes direct that all physically capable adult males shall perform labor on public buildings and improvement projects; but

such directives do not have the force of law in the usual sense. Non-compliance by any individual is followed by social pressures of community scorn and ridicule and is not frequently practiced. All labor is voluntary with the exception of penal labor. The latter is utilized for municipal and district administration projects for the benefit of the local population.

There have been no problems of indebtedness of any consequence among workers or to employers in the trust territory.

Many of the conventions and recommendations of the International Labor Organization have been incorporated into the policies and employment programs and practices of the trust territory Government. No further formalization has appeared necessary to date.

Details of working conditions remain substantially as they were described in the previous report. Labor boards, established in each district of the trust territory and composed of both American and Micronesian employees, continue to hear and recommend actions to the District Administrators. Individuals or groups of employees may present problems before these boards either directly or through representative board members. Such matters as salary and work schedules for various classification of employees, hours and conditions of work, and recreational programs are presented and recommendations drawn by the group.

The trust territory employs no Micronesians on a contract basis. Upon accession they become permanent employees and may separate at any time they may choose.

The normal workweek consists of 8 hours' work per day for 5 days, making a total of 40 hours per week. Certain employees, such as communications, power plant, and hospital employees, may work other schedules as necessary for their respective departments and activities, but not to a total of more than 40 hours per week without additional compensation for overtime hours. Eight holidays annually are recognized and are granted with full pay. In addition, 13 days of annual or sick leave are granted each employee. Since their communities and young men's organizations handle matters of recreation adequately, the trust territory provides few facilities in this regard but encourages employees to participate in such community programs.

The Micronesian Title and Pay Plan, established during the previous year, has continued in effect with a few minor changes and additions made in light of additional information or due to changing needs. Higher grades have been established for positions in the fields of public health and education, and several intermediate positions have been added to permit more logical, and perhaps more rapid, progression of employees hired originally in the nonskilled or semiskilled labor bracket who have become qualified for higher positions. In any given grade an employee may progress through five annual salary increases if his work has been satisfactory. Employees are paid regularly every 2 weeks.

In positions where employees are required to be available during meal hours, they are provided with rations at no cost to themselves.

Micronesian employees generally secure their own housing in the area of their employment. When personnel, such as specialists in the field of public health, are required to travel from one district to another, they are provided with quarters during their temporary stay

at any given district center. Employees and their supervisors, in cooperation with district sanitarians, generally maintain sanitary conditions in the areas of employment at a high level. Public health personnel regularly inspect employment areas.

Equal pay for equal work is provided under the Micronesian Title and Pay Plan. No discrimination is made on account of race, sex, nationality, religion, or clan association.

All applicants for government employment are given a medical examination without charge to themselves. During and on completion of employment, they are provided medical examinations and are given free treatment for any diseases or injuries sustained during their employment with the trust territory.

Compensation is paid by the Government for any injuries sustained by employees while on the job. The administration maintains a policy of retaining employees capable of performing their work subsequent to their being so injured.

The trust territory Government does not hire persons under 14 years of age and government employment is open to both sexes on an equal basis. As previously stated, discrimination on the basis of sex is seldom a problem since traditions and customs so closely regulate the occupations entered into by each sex.

There is normally no underground work performed in the territory. With the exception of radio operators, power plant watchstanders, and hospital personnel, Micronesian employees of the Government perform night work only during emergencies.

The trust territory maintains active training programs in all fields necessary to the administration of the islands, including clerical, trades, professional, supervisory, and administrative fields. Plans are being developed to add additional vocational training personnel in order better to assist Micronesian employees in developing their skills to the maximum extent.

A Director of Public Safety is attached to the staff of the High Commissioner, and in each district safety supervisors inspect and check operations to insure that safety practices are observed. Safety and trade supervisors train Micronesian employees for the safe operation of all equipment.

## LABOR LAWS

The District Administrators, their administrative officers, and the members of the Personnel Department on the High Commissioner's staff are responsible for the administration and enforcement of labor laws and regulations. They insure that laws and regulations apply to all employees justly and equitably.

Through labor boards and by individual Micronesian and American employees, proposals are made for labor rules and regulations. These proposals are considered by the Personnel Department of the High Commissioner's office. Subsequently, formal rules and regulations are promulgated to serve as the basis for solution of labor problems or to establish standards for labor.

## UNIONS AND DISPUTES

Trade unions are not prohibited but do not exist in the territory. Prohibition against striking against the Government is the only restriction on the right to strike.

Regulations as may be necessary are enacted to insure that Micronesian employees of the Government suffer no indignities and are given an equal share of desirable and undesirable jobs.

Trust territory employees have the right to join or refrain from joining any lawful union association or organization, but no employee may strike against the Government or join any organization which claims the right to strike against the Government. The trust territory Government's policy continues to encourage understanding between management and employees. There have been no serious labor disputes in the trust territory during the year under review. No employers or employees were charged or convicted for offenses against existing labor laws and regulations.

## Chapter 5. Social Security and Welfare Services

As previously noted, the general welfare of the people in all societies of the territory is assured by the system of relationships which exist within these societies. Family, clan, community and traditional ties, and the indigenous political and economic structures and organizations link the people in complex relationships in which every individual is assured of assistance when needed. Each society unquestioningly accepts responsibility for the care of aged persons, epileptics, orphans, abandoned, neglected, and handicapped children, the poor, the ill, and all other unfortunate people. The programs of the trust territory Government for economic, social, and educational advancement make further contribution to the improvement of social conditions. Such programs, added to the custom of the local societies, normally provide mutual aid, relief services, and all types of social security and welfare services, and no institutionalized measures or programs are necessary at the present time.

On several occasions under emergency conditions, the trust territory Government has provided relief in the form of food and supplies to people of typhoon-damaged islands. Where transportation facilities have permitted, people from nearby and undamaged islands have of their own accord provided relief in similar emergency circumstances.

Special financing for social security and welfare service purposes has not been necessary except in emergency conditions. Thus far there has been no need for an organized or institutionalized social welfare program in the usual sense.

## Chapter 6. Standards of Living

The standard of living varies from island to island and district to district throughout the territory. There is greater reliance on wage

earnings and imported commodities at district centers where less agricultural land is available in the immediate vicinity and more persons spend the normal working day earning money wages. In the central Carolines, between Yap and Truk, is the other extreme where the inhabitants rely almost completely on native subsistence, and trade goods enter only as luxury goods.

As previously noted, it is virtually impossible to assign monetary values to goods produced and consumed locally by each family and each community or to assess the value of economic activities conducted through reciprocal exchanges of labor, gifts, and native currency. No monetary figures can be given, therefore, to be used as a basis of comparison.

Improvement of living standards is possible in every community. The trust territory Government is continuing its efforts to achieve steady improvement, to better subsistence agricultural methods, to develop additional resources, and to achieve maximum utilization of existing resources. The policy and programs of the administration are planned and intended to help people realize community needs and the desirability of improvement and to develop local community means to a maximum extent in order that improvement may be accomplished. Such policies and programs are considered basic and of primary importance and should precede any greater emphasis at this time on commercialized activity.

## Chapter 7. Public Health

The public health programs of the trust territory aim to "improve the health and sanitary conditions of the indigenous people, minimize communicable disease, provide as much medical and dental care as practicable, and carry on a vigorous technical training program" for Micronesian health personnel.

Basic laws pertaining to public health are contained in section 610 to 615 of the code of the trust territory. Additional and supplemental regulations and memorandums are issued as necessary from time to time. During the year under review, the Saipan mental hospital and the Tinian leprosarium have been operated by the Navy for the entire territory. Construction of facilities at other islands has been undertaken and will be completed early in the coming year in order to care for such patients where their home community environment can contribute full therapeutic benefits. Health and sanitation education programs are carried on jointly by both the Public Health and the Education Departments, and conditions of health and disease are becoming better understood and needs more clearly defined and recognized.

Tuberculosis has been the most serious health hazard in the trust territory. Steps have recently been taken to establish a program during the coming year in which a complete tuberculosis survey of all islands will again be made. Persons found to be free of the disease will be inoculated with the recently developed tuberculosis preventa-



tive, the BCG vaccine. Persons found to have contracted the disease will be given treatment with the best medicines available.

Some of the major disease scourges found in other parts of the world and some of the so-called tropical diseases are fortunately not now found in the territory. The treatment of leprosy continues as additional cases are discovered. Most cases previously discovered have been arrested and are continuing final treatment or they have been cured.

The Department of Public Health is an integral unit of the administrative structure. The trust territory Director of Public Health functions in both administrative and supervisory capacities. His permanent office and those of his territorial or intradistrict staff are located in the field. The District Director of Public Health in each district has combined duties of administrative and clinical medicine. Each district hospital has a staff of 1 to 3 American personnel. Other employees at the district hospital and on all outlying islands are Micronesian. A systematic program for the technical training of Micronesian health personnel continues, and several personnel have qualified for higher professional positions having increasing responsibility during the past year.

There are no organized medical facilities in the trust territory other than those operated by the administering authority. The trust territory continues its membership in the World Health Organization and is assigned to the Western Pacific region. It complies with WHO International Sanitary Regulations and makes epidemiological reports through the South Pacific Health Service to the World Health Organization. Public Health personnel have attended health and medical conferences in Manila, Australia, Guam, and Hawaii during the past year. The U.S. Public Health Service continues to serve as pathological and bacteriological consultant for leprosy and certain other communicable diseases.

A Yapese Board of Health has been established in the Yap District. In most districts and on most islands, however, members and committees of congress and district islands and community officials and chiefs serve as Board of Health, though they are not specifically so designated. The understanding, cooperation, and participation of the indigenous population are considered of vital importance to the success of public health programs and are constantly sought and encouraged.

An additional hospital has been constructed in the Rota District, and new leprosaria and mental wards are nearing completion in several of the other districts. Other additions, remodeling, and repairs have been made to hospitals and dispensaries in outlying areas and islands and to technical teaching facilities from Government resources outside the public health budget.

Collections for medical and dental services during the year under review accounted for approximately 5.8 percent of total public health expenditures, apart from costs of maintenance and repair which are covered by operations and maintenance appropriations.

The South Pacific Commission provides technical assistance upon request. Last year's grant-in-aid to the Trust Territory School of Nursing from the China Medical Board of the Rockefeller Foundation

continues to be in effect this year to provide an additional nursing teacher and teaching aids for the school.

## MEDICAL FACILITIES

There are nine hospitals in the territory, including the leprosarium at Tinian and the mental hospital at Saipan, which will serve only the Saipan District during the coming year.

Approximately 115 dispensaries and substations are maintained in outer islands and areas and are staffed by Micronesian personnel. These dispensaries and substations vary in size from 1-room aid stations to 10-bed establishments. They are visited periodically and assisted by members from the respective district hospital staffs.

(i) All hospitals have special sections or wards for maternal and child care. (ii) There has as yet been no malaria recognized in the territory. (iii) All hospitals have tuberculosis wards, and some



*Outpatient clinic on Palau.*

villages or communities have established rest houses to accomplish partial isolation, particularly during the night when infection is most likely to occur in crowded family sleeping quarters. (iv) Medical and public health teams examine ships crew-members prior to shore leave as part of the venereal disease control program. There has been no great increase at any time in any area in the incidence of venereal diseases, and no other special teams have been necessary. (v) Except as noted above, there are no special treponematoses control units. (vi) Reports following partial leprosy surveys are available, and all bacteriological positive cases have been sent to the leprosarium at Tinian. During the coming year leprosy cases will be treated at their home district centers. (vii) Psychiatric cases have in the past been transferred to the psychiatric hospital at Saipan. All such patients have been or will soon be returned to their home districts when mental units are completed at the various hospitals in the near future. Greater hospital and medical facilities are, of course, more accessible to the portion of the population nearest the district centers. Medical field trips periodically and health aid assistants regularly are available to all the population, and patients from outlying areas who cannot be adequately treated or cared for at their home community dispensaries are brought to the district centers for treatment at the district hospitals. Communicable diseases are treated without charge.

There are no special institutions or organizations for medical and hygiene research in the trust territory. Public Health Department personnel continually study and engage in research related to their particular fields, and specialists from outside the territory have been engaged for particular studies and necessary research from time to time. As noted above, a territory-wide check is to be made during the coming year on the incidence of tuberculosis in connection with the tuberculosis inoculation program. Various scientific studies in specific atolls contribute valuable information for planning and conducting health and sanitation programs. No outside organizations, however, have been directly engaged in public health research.

Prenatal, maternity, and child health clinics are conducted at and near the district centers and in field locations where qualified personnel are available. Hospital delivery is increasing. Attendance at such clinics indicates an increasing understanding and appreciation of the value of modern medicine and regular care.

Midwifery is still practiced in keeping with local customs and experience. It is more common in the outlying areas where fully qualified professional personnel are not always immediately available. Training in midwifery is conducted at some of the district hospitals and to some extent in the nurses' training program.

As the training and professional background of Micronesian personnel improves, school health programs likewise improve and are more thorough. Medical and dental examinations of students are conducted at the district centers and are carried on in outlying areas by medical and dental field trip personnel. The report of the survey of infant diet and nutrition made last year under the cooperative sponsorship of the South Pacific Commission and the trust territory Government is now in the process of publication, and copies of the full report will soon be available. As a matter of preliminary informa-

tion, a few items of interest taken from the manuscript of the report are given below:

(i) Growth and development of children from birth to the age of 2½ years is, on the whole, satisfactory. (ii) Medical opinion is unanimous that overt malnutrition is rare but it is agreed that approximately 30 percent of the children, especially those during the period 7 to 14 months, are not in normal nutritional condition. It is during this period that most of the children are weaned from their mother's breast and are not yet used to the foods given to them. (iii) As a whole, the locally grown or obtained foods would permit a satisfactory diet for the present population, at least in the high volcanic islands, except for certain wage-worker groups, schools, and hospitals. Food imports are necessary for these groups and for inhabitants of heavily populated low coral islands.

No fees are charged for sanitary services; preventive inoculations; school, preschool, and baby clinics; treatment for communicable disease; most dental services for children; and most services on outlying island medical field trips. Persons unable to pay those nominal fees shown below are given equal and full treatment, and payment or nonpayment has no influence upon care. It is the policy of the trust territory to establish medical and dental fees at rates which people in each community can afford to pay without hardship. Charges for each community are locally adapted since the economy varies considerably throughout the territory. No fees have changed substantially since the last report, and average fees are quoted below:

Hospitalization.....	50¢ per day
Minor operations.....	50¢ to \$1.50
Major operations.....	\$2.50 to \$10
Outpatient calls.....	10¢ to 20¢
Amalgam dental fillings.....	25¢ to \$1
Simple extractions.....	10¢ to 25¢
Full upper and lower dentures.....	\$15 to \$20

United States or equivalent license standards are enforced for nonindigenous medical and dental personnel. Micronesian medical and dental practitioners, nurses, pharmacists, technicians, and sanitarians having appropriate technical training and experience are licensed by the High Commissioner upon recommendation of an examining board. Licenses for hospital and dental assistants and apprentices are not required. Since there is an increasing appreciation of and demand for modern medicine, there has been no reason or need to interfere with or license traditional practitioners of native "medical" lore.

Medical, dental, technical, and other public health service personnel have received further training during the year, and several additional Micronesian personnel have been added to the district staffs. However, a great need for continued training of present personnel and for additional trained personnel continues to exist. Training plans, programs, and activities to meet the problem are discussed under "Training and Health Education" below.

## ENVIRONMENTAL SANITATION

Public health, sanitation, and education personnel continue to devote a great deal of effort to the problems of household and community sanitation. Excreta disposal systems consist for the most part of over-water latrines subject to wave and tide action and privies with earth disposal on the higher islands. A few houses at district centers have water-carriage disposal systems terminating in the ocean. Due to the conventional habits and the widespread lack of understanding among the indigenous people, the excreta disposal aspects of environmental sanitation problems are still quite serious, and considerable time and effort are devoted to health and sanitation education, including demonstrations and the use of simple visual aids.

At the district centers and in some adjacent areas, water is supplied by means of pipelines from dependable and supervised sources. In other areas fresh water is obtained by rain catchment or from springs, streams, and shallow wells. District sanitarians check and supervise water supply, including chlorination and examination of samples. Local health aides assisted by community chiefs, councils, and other leaders exercise some control in outlying areas.

No fresh milk is available on the low islands, and no dependable supply of fresh milk is available on the high islands where cattle are raised. Canned and dried milk are most frequently used. Locally produced fresh meat is limited in supply and difficult to preserve or keep economically. Except for chicken, other meats are consumed by the island inhabitants mainly on special occasions. Animals butchered for sale at district centers are inspected by public health personnel. Demonstration slaughter houses in several districts are available for use by Micronesian inhabitants and are also used to demonstrate better and more sanitary methods of slaughtering and butchering. Fish locally obtained and soon eaten is the principal animal food. The Public Health Department in each district maintains sanitary inspections and enforcement of sanitary regulations in respect to bakers and the few restaurants that exist.

On most islands flies are abundant and mosquitoes almost equally so. Public health and education personnel continually teach and demonstrate better sanitary measures applicable to the local communities. Burying or burning of trash and refuse, eliminating standing water, and such simple measures are stressed rather than the use of costly insecticides and similar means of control.

## PREVALENCE OF DISEASE

The principal diseases and conditions receiving treatment during the year were tuberculosis, respiratory infections and diseases, intestinal parasites, enteric infections, infections and diseases of the skin, gonococcus infections, leprosy, and injuries from accidents and violence. Tables in statistical appendix XIX, pages 182 and 183, report the number of cases treated in hospitals and clinics and newly reported cases of communicable disease for the year ended June 30, 1955.

Tuberculosis, pneumonia and influenza, cardiovascular-renal diseases, and accidents continue to be the principal causes of death in

the territory. A total of 52 infant deaths was reported, giving an infant mortality rate of 31.4. A public health analyst and vital statistician travels throughout the territory working with district public health personnel in conducting programs of training, simplifying, and improving statistical reporting. However, no data are as yet totally reliable. The relative numerical importance of communicable diseases and causes of death are believed to be correctly indicated above. Due to the many scattered islands with their outlying dispensaries and substations manned by personnel still inadequately trained in clerical skills and statistical reporting, a comparatively high degree of error, underreporting, and misreporting continues to occur. For these reasons present statistics on the prevalence of disease and mortality rates cannot be accepted or interpreted as presenting an exact picture of conditions in the territory. Accuracy is improving and underreporting is decreasing year by year. It will undoubtedly be some time, however, before data as accurate and reliable as are desired can be obtained.

## PREVENTIVE MEASURES

Most babies and children and a large percentage of adults in the territory have been vaccinated for smallpox and inoculated against tetanus, typhoid fever, diphtheria, and whooping cough. There has been practically no incidence of these diseases during the year under review. Dental fluorine applications are administered to all children available to dental clinics and field units.

At the present time tuberculosis is still the most prevalent serious disease. As previously noted, a program has been initiated to examine the entire population of the territory and to vaccinate those persons found to be free of the disease with the preventive BCG vaccine. Persons having the disease will be treated, and further efforts will be made to provide isolation or semi-isolation and improve nutrition as an outgrowth of intensified health education efforts in all communities.

As of June 30, 1955, the number of leprosy patients at the Tinian Leprosarium had been reduced in a period of 2 years from 150 to 30. The remaining patients from districts other than Saipan will be returned to their home districts in the near future as soon as leprosaria now under construction in the districts are completed. Many patients released from the leprosarium are presumed to have been cured and are now given only routine examinations periodically for possible recurrence of symptoms. Many additional cases have been arrested and are receiving treatment as outpatients with encouraging results at the various hospitals.

Through an intensive program of treatment with penicillin, the incidence of yaws has been reduced to the extent that such treatment comprised only a fraction of 1 percent of all cases treated in the various hospitals and dispensaries in the past year. Gonorrhea is kept under control by treatment and denial of landing permits to infected members of ships' crews. The incidence of filariasis varies considerably from island to island, but throughout the territory the disease appears to be of a benign variety with a low incidence of resulting elephantiasis. Treatment with the drug hetrazan continues

in those areas where the disease occurs and has been effective in reducing the number of microfilaria in the blood, thereby decreasing the infection potential of mosquito carriers.

## TRAINING AND HEALTH EDUCATION

Training programs for Micronesian personnel for public health services have continued and improved during the year under review. The trust territory policy is to train Micronesians for all positions to carry out a full and effective public health program in every island. Programs are in effect at each district center in which persons with greater skills, professional background, and experience teach and train those of lesser experience and professional preparation. Both American and Micronesian medical, dental, and nursing personnel on each district staff participate in the training of health aides, pharmacists, sanitarians, and technicians. As interested and qualified applicants are available, the trust territory continues to send students to the Central Medical School at Suva, Fiji, for training as medical and dental practitioners and in technical fields related to public health service. The Central Medical School programs in medicine and dentistry have been increased to 5 years and the standards for admission upgraded. Four students are now enrolled and three applicants are pending acceptance by the school. Recent graduates returned to the territory in March and April 1955 and are now employed throughout the districts. Arrangements have been made with the Government of Guam to permit the sending of personnel from the trust territory public health staff to Guam Memorial Hospital for training in specified fields where that hospital staff has technicians and professional personnel not generally available in the districts. After completion of basic professional training and serving a period of employment in hospitals in the territory, qualified medical and nursing personnel are sent to hospitals in Hawaii for further training in both general and special fields of public health work. Such training is usually of 1 year's duration which may be taken in one or more general or special fields such as surgery, obstetrics, orthopedics, and others, according to the individual student's interest and the needs of the territory.

The Trust Territory School of Nursing is being moved from Ponape to Koror in the Palau District where greater facilities will be available. Basic training is accomplished in 20 months, after which graduate nurses serve periods of employment in the district hospitals and, if qualified, may later be sent to Honolulu for further training. A regular program of health aide training continues on a district basis. Health aides from outlying islands are brought to the hospitals at the district centers, at more or less regular intervals, for further training and experience where maximum facilities are available. A 3-month sanitation training program provided better trained sanitarians for all districts of the territory, and their training continues under the supervision of a Chief Sanitarian for the territory. Persons from all sections of the population who meet the qualifications of age, intelligence, and education background are eligible for public health training; but such trainees must necessarily also be selected from home areas in need of particular and specialized health services. For the

higher grades of technical and professional service, graduation from the Pacific Islands Central School or its equivalent is required. Certificates are awarded all graduates, and licenses for the higher grades of service are issued by the High Commissioner upon recommendation of an official examining board.

Manuals are planned, and several are in the process of writing and publication to serve both teaching purposes and as reference works, particularly for health aides and other public health personnel in outlying areas who do not have immediate access to better qualified personnel for advice and confirmation of diagnoses and treatment in more complicated cases. A first aid manual is being prepared in English and will later be translated into the various languages as may be necessary and desirable. Another manual scheduled for early publication is one to be cross-indexed by diseases, their symptoms, and treatments for the use of health aides in outlying dispensaries and substations.

Close cooperation is maintained between public health and education staffs in coordination of programs. Professional and technical personnel from the public health staff teach classes related to health and sanitation in the various schools and also serve as consultants and technical advisers to teacher personnel and community leaders in conducting children's and adult education programs. Such methods are slowly proving to be an effective means of furthering understanding and acceptance of health knowledge and practices and methods of improvement of health and sanitation conditions. Coordinated and cooperative programs are aimed at improvement of practices in infant and maternal welfare, control of disease, sanitation, and the eradication of injurious traditional practices. Such programs, accompanied by a decrease in incidence of disease and decreasing mortality, have stimulated the growth of confidence in and demand for medical and public health services.

## NUTRITION

Throughout the islands the nutrition of the people is generally good. There is some variation between islands, though such variation is of no major importance. In most areas food is limited in variety but is quite adequate in quantity and quality. Malignant malnutrition of infants is rare, though as previously mentioned there is a higher incidence of malnutrition from approximately the 8th to the 14th months during which children are being weaned. Well-baby clinics and educational programs related to infant and child care strive to improve understanding of nutritional requirements and to effect better nutritional practices.

Coconuts, breadfruit, yams, sweet potatoes, tapioca, arrowroot, pandanus, papaya, pineapple, citrus, mango, and fish are the principal island foods. Chicken and shellfish are quite commonly used, pork a little less so, and on major occasions, cattle or carabao may be slaughtered for beef. Rice, sugar, and flour are the principal imported food supplements. Some of the less expensive canned meats are used fairly often, and dried or canned milk is used particularly as a supplemental infant food.



In general, disastrous storms strike one or more islands every several years. Where local or administration transportation facilities permit, people of nearby islands which have not been damaged by the storm usually take food to their island neighbors and relatives affected by the disaster. Where distances and transportation facilities do not permit such action, the administration provides emergency relief at once.

On the staff of the High Commissioner are an agriculturist, an entomologist, a marine biologist, and a coconut expert who provide technical assistance and guidance to agriculturists and other personnel in the field. The first efforts of all such personnel are devoted to improvement of subsistence resources of the inhabitants of the various islands. Due to cultural differences as well as geographic and geological factors, available native foods vary somewhat from island to island. Experimentation is carried on in an attempt to improve the quantity, quality, and variety of foods which can be cultivated on the low islands.

The preliminary study of diet and nutrition in the territory, particularly as it relates to infant and child physical growth and development, has been completed, and the report is in the process of publication by the South Pacific Commission. Continuing observations and studies are carried on by public health and education personnel in each of the districts. No serious or extensive nutritional deficiencies have yet been demonstrated. A comparatively high proportion of infants undergo a period of malnutrition while they are being weaned. Efforts are being made to improve dietary and nutritional practices in this regard, although it does not appear at the present time to be a cause for major concern. Low protein intake would seem to be prevalent in islands where fishing is sometimes difficult because of weather and seas, or where the sea is not so easily accessible because of surrounding mangrove swamps. Preliminary observations seem to indicate, however, that the combination of limited animal proteins, plus vegetable proteins from various sources, gives a reasonably adequate protein balance to the diet. Supplemental feeding for school children has not yet appeared necessary. Supplemental foods for infants, tubercular patients, and for certain pre- and post-partum women are encouraged and are provided when practicable.

## Chapter 8. Narcotic Drugs

The importation of narcotic drugs is prohibited by section 619 of the trust territory code except for those imported through established channels for public health purposes. It is unlawful for any person to supply or sell opium, its compounds, or derivatives except for medical use as authorized by the Director of Public Health. No opium is grown in the territory, and its preparations are not produced or manufactured. All known handling and use of narcotic drugs is for medical purposes and under control of the District Directors of Public Health. There is no known case of addiction to the use of narcotic drugs in the trust territory.

## Chapter 9. Drugs

There has been no difficulty in controlling the importation and sale of drugs and medicines. Section 619 of the trust territory code provides for such importation and sale only through official channels except upon specific approval of the Director of Public Health or his authorized agents.

## Chapter 10. Alcohol and Spirits

The manufacture of alcoholic beverages by individuals for their personal use in accordance with local customs and traditions is permitted, subject to community control. There is no such manufacturing on a commercial scale. The importation of alcoholic beverages for the use of Micronesians is, in most communities, prohibited at the request of the Micronesian inhabitants. In the Saipan District importation of beer has been requested, permitted, and constitutes no problem. A Saipan local ordinance restricts quantity of imports to 2,400 cases per month. A locally enacted tax regulation imposes a tax on beer which provides additional revenues for the municipal government on Saipan.

## Chapter 11. Housing and Town and Country Planning

There has been no need in the trust territory for legislation affecting house and/or town and country planning. Where public lands have been available in district centers for release under homesteading programs, the most logical and desirable areas have been reserved for residential or for business sites. There are no industrial areas, and present business sites are those for small business entrepreneurs operating retail general merchandise stores, bakeries, tailor shops, barber shops, restaurants, and so forth. Usage of private lands is controlled by the families or clans or by the communities owning them.

Housing conditions vary from island to island and community to community depending upon the materials available. Within a community housing conditions of various sections of the population differ much as they do elsewhere in the world. In areas where abandoned Japanese civil and military installations and facilities or abandoned U.S. military installations were established, the local inhabitants have learned to make greater use of lumber, corrugated metal, pipe, and such materials foreign to their earlier environment. Some such houses are built in adaptations of local designs, though more are built in the pattern of Japanese or American construction the inhabitants have known. Where little or no such materials have been available, people continue to build with native materials—hardwood poles or bamboo framework, the walls of which are usually covered with

matting or thatch, thatched roofs, and floors or platforms of stone, bamboo, or sand. A very few tools of local design are still used to a small extent, though the great majority of tools and household equipment continue to be purchased as they have been since early trading days a century or more ago. The average family or household, however, possesses little beyond the necessities. Furnishings are generally few and simple. People who have had more alien contact and have learned the techniques and skills of building along Western lines generally build wooden frame houses of sawed lumber and corrugated metal roofing. In such households, furnishings and equipment are also more often along Western lines. Where services are available and can be afforded, running water, electric lights, irons, refrigerators, and stoves are used; but these are at present in the great minority.

At most district centers wartime buildings and installations or those built immediately following the war of wartime materials continue to house and support administration personnel. Replacement with permanent concrete structures is underway and will be accomplished year by year as funds permit. The intermediate schools in each district and, to some extent, the Pacific Island Central School all provide training in the use of tools and in various types of simple construction. Much of the actual work of building, maintenance, and repair, plus some alterations, additions, and new construction, is planned cooperatively and carried out by students under the supervision and with the assistance, as necessary, of their teachers. Students from the various islands of each district and from the districts of the territory carry home with them the skills acquired in school which serve to promote improvement in community welfare, housing, and building. In the public works programs at the district centers, Micronesians frequently seek employment for periods of one to several years, at least, partially for the purpose of acquiring new or greater skills to carry back to their homes for family and community use. Such skills include carpentering, plumbing, painting, concrete work, electrical skills, and the operation, maintenance, and repair of a variety of equipment. Training and supervision are given by more highly trained Micronesian personnel as well as by American supervisors.

## Chapter 12. Prostitution

Because of family and other social controls and the attitude in Micronesian societies toward promiscuity, prostitution has not been a problem in the trust territory.

## Chapter 13. Penal Organization

The incidence and nature of crime in the trust territory compares in many respects with that of well-ordered communities of comparable

size in the United States. Maintenance of law and order is a minor problem.

The District Constabulary units in the various districts are under the technical supervision of the Director of Public Safety and the District Attorney on the High Commissioner's staff and under the administrative supervision of the District Administrator of the district in which they serve. Within each district the constabulary unit is responsible for maintaining law and order, for local defense, conduct of criminal investigation, the service of legal process, maintenance of fire protection, and the administration of district penal institutions. As of June 30, 1955, there were 7 district sheriffs with staffs totaling 101 deputies and constables. Personnel staffing the penal institutions are selected from outstanding constabularymen and are specially trained by the Constabulary Supervisor and the District Attorney.

Section 173 of the trust territory code provides that, in any case in which a court is authorized to impose a sentence of imprisonment, the court may, if it deems best, in lieu of imprisonment sentence the accused to perform hard labor on any public project in accordance with the accused's physical ability and for a period not to exceed that for which imprisonment might be imposed.

The operation of district prisons and community jails is governed by the Trust Territory Rules and Regulations for Operation and Administration of the Insular Constabulary. The District Administrator is responsible through the District Sheriff for administration of prisons and the protection of all prisoners from abuse and mistreatment. The rules provide that confinement of prisoners over and above punitive aspects shall be corrective in nature. Hard labor may be performed only on public projects directly affecting and benefiting Micronesian populations, and such labor may not exceed a 6-day workweek of more than 8 hours per day.

Rehabilitative projects in the prisons include the manufacture of handicraft, fishing, gardening, and animal husbandry. Proceeds derived from such projects are used for the benefit of prisoners.

"Crime and Criminal Procedures" are covered in sections 405-434 chapter 6 of the code of the trust territory. Crimes are classified into misdemeanors and felonies, and penalties are provided therefor. Penalties are usually restricted to fines or imprisonment or both. Except in the case of murder in the second degree where minimum punishment is provided by the code, all other sections provide only maximum sentences or fines. By such provision, the courts may exercise considerable discretion in imposing punishment based upon facts and circumstances of the case. No death sentence is permitted, the maximum sentence in the trust territory being life imprisonment for murder. In lieu of, or in addition to, other lawful punishment, the High Court may order residence within a specified area for a period of time not to exceed the maximum period of imprisonment (sections 170 and 171); order restitution or compensation where loss or damage to property is concerned (section 172); order a place of business vacated or closed for a specified time (section 174); suspend the whole or part of any sentence on the condition of good behavior. Section 436 of the code provides that in awarding any sentence due recognition shall be given the customs of the inhabitants in accordance with the Trusteeship Agreement, article 6, paragraph 1.

No classification of prisoners has been made since criminal types in the usual sense are almost nonexistent. Separate rooms are provided for women imprisoned and a police matron is available at all times. In district prisons all prisoners are given medical examination prior to confinement, and in community jails prisoners are examined as soon after confinement as possible. Prisons are comparatively clean, light, and airy, with adequate space provided for sleeping, cooking, dining, relaxation, and exercise purposes. Prisoners suffering from communicable or contagious diseases or mental illness are segregated and given daily medical attention. The administration provides funds for the subsistence of prisoners; they are furnished sufficient quantities of properly prepared and nourishing food and are permitted adequate time to complete meals in a normal manner. Outer clothing is furnished to prisoners by the administration. Prisoners are permitted to receive gifts of food and similar items from friends and relatives.

Whenever possible, prisoners are confined within their home districts; and if convicted and sentenced in another district, they are normally transferred to the district of their residence. No prisoners are confined at a long distance nor outside of the trust territory.

The District Administrators periodically review cases of all prisoners to determine their eligibility for parole. Eligibility is determined by (a) whether the prisoner has served at least one-half of his sentence, has conducted himself satisfactorily, has learned from confinement, will not become a burden on the community, agrees to comply with the terms of parole; (b) the will of the community to accept the return of the prisoner; (c) whether the return of the prisoner to regular community life will be more beneficial to the individual and the community than continued confinement. The District Administrators may pardon or parole any person sentenced to imprisonment for not more than 6 months or to pay a fine of not more than \$100. The High Commissioner may pardon or parole any person convicted. The administering authority is at present considering the desirability of reducing the time required for eligibility of parole to one-third of the sentence in all cases where the sentence exceeds 6 months. Final determination is yet to be made as to whether such a reduction is in the best interests of the Micronesian community.

Upon presentation of an informal petition for parole, each case is considered on its own merits. A prisoner is usually paroled to the custody of the magistrate or some responsible person in his home community, and he is required to report once each month to the District Administrator to insure that his conduct is in compliance with the conditions attached to his release.

## JUVENILE DELINQUENCY

Due to parental and family authority and control, social sanctions, and taboos throughout the territory, there is comparatively little juvenile delinquency, and there are no major juvenile delinquency problems. Sections 432 and 495 of the trust territory code provides for proceedings against and disciplining of any child under 18 years of age as a delinquent child. The court may confine any delinquent child in such place and under such conditions as it deems best. This period shall not exceed the period the accused might have been con-

fined if he were not under disability as provided in the code. Proceedings are conducted in accordance with accepted practices in the juvenile courts in the United States, including the following measures insofar as possible: a report by a welfare or probation officer; detention if and where necessary apart from adults; hearings informally in closed sessions; interrogation of parents and release in their custody as appropriate. An offender 16 years of age or over may be treated as an adult if in the court's opinion his physical and mental maturity so justify.

# PART VIII

## *Educational Advancement*

### Chapter 1. General Educational System

Legal provisions for a system of education in the territory are set forth in Chapter 8 of the trust territory code. The code provides for:

(1) A free public school system in which elementary schools are supported largely by the local communities in which they are established.

(2) The establishment of a Department of Education and the appointment of a Director of Education on the High Commissioner's staff. The code further delineates the duties of the Director.

(3) The establishment of Boards of Education in each local community. The code defines the duties and responsibilities of the education personnel in each district: the District Educational Administrator, the District Superintendent of Schools, school principals and teachers. It sets forth the conditions under which nonpublic schools can be established and operated. The code requires compulsory school attendance of all children between the ages of 8 and 14. In actual application at this level of development, however, it has been the policy of the department to help each Micronesian community understand its needs and the desirability of children's education rather than impose such authority which would, at this time, be from the outside.

The main objectives of the educational policy as reported in previous years has not changed:

(1) Every reasonable attempt shall be made to provide every child with an opportunity to attend 6 years of elementary schooling.

(2) Beyond elementary school, select students with potential leadership ability shall have opportunities to proceed on to the secondary field in order to improve their opportunities to become productive citizens and further the progress of their communities.

(3) Education in Micronesia is the responsibility of the people, and in order to enable them fully to assume that responsibility, the administering authority will extend as much assistance and encouragement as it is able to give them.

In the Marshall Islands a Micronesian has assumed the duties and responsibilities of the educational administrator's position, and in all districts Micronesians serve as superintendents of schools, principals

of intermediate schools, and in other responsible positions of the administration. Depending on the needs and desires of the various communities and islands, Micronesian Boards of Education serve in some instances in their own small communities and in others on an island-wide or district basis. Island and district advisory bodies have committees whose functions include the consideration of educational programs and policies and recommendations for their improvement to meet island and district needs. Through such personnel, school boards and committees, aided by the publication of bulletins, news sheets, and newspapers concerning education, every effort is made to obtain greater Micronesian understanding of educational problems, programs, and needs and to achieve maximum Micronesian participation in educational policy formation.

The High Commissioner is finally responsible for the establishment and operation of the free public school system in the territory. His authority and responsibilities are delegated to the Director of Education on his staff and the Educational Administrators in the various districts, the latter under the administrative supervision of their respective District Administrators. Based on recommendations from the various islands and districts, the Director of Education formulates and recommends educational policies for the approval of the High Commissioner, establishes approved educational procedures, and insures their application.

Educational Administrators in each district are responsible for supervision of all schools, public and private, within their districts. In addition, mission schools have supervision from educational personnel within their own organizations. Close working relationships are maintained with mission personnel and schools. Cooperation and coordination are encouraged, and district administration personnel assist these schools in every way possible. In the final analysis, educational administrators are charged with supervisory responsibility for all educational programs in their district, and their efforts are directed toward developing and improving all programs for the benefit of the inhabitants of their district.

The Department of Education aims to improve teaching by emphasizing cooperative and creative supervision on the part of the American and Micronesian staff members. Two or more American supervisors in each district spend most of their time working with elementary teachers and community leaders in their schools and communities, assisting them in recognizing problems and needs, and working toward solutions by giving concrete, constructive, and helpful suggestions. The Director of Education visits all districts, at least semiannually, for a period of from one to several weeks to observe, advise, and assist members of the district staffs. District Educational Administrators visit all school and communities within their districts regularly, not to inspect but rather to consult, evaluate programs, and offer assistance as may be needed or desired. The supervisory responsibility of the governmental Department of Education serves to see that mission schools maintain minimum program requirements for all children attending their schools. To a very great degree, all schools, both public and private, share common purposes and goals. The Department of Education supervises and assists in promoting conditions favorable to the realization of these goals.



In many areas educational associations and parent-teacher associations have developed. In some such groups are included members who have no official or unofficial capacities with respect to school programs except that they are generally interested in the development of programs which will meet the total needs of their communities or islands. By means of such organizations, more local inhabitants are closely associated in the total workings of the educational system.

## SHORT-TERM PLANS

There have been no major changes in educational plans in the territory during the past year. Continuous efforts are made to improve the curriculum, course of study, and learning experiences so that they may be better geared to the various cultures encountered in Micronesia. All districts are producing an increasing amount of teaching and learning materials in the various languages and dialects of the territory. Since these must be the languages of instruction rather than poor English, which few if any Micronesian elementary teachers are prepared to use and teach as a second language, the production and use of such materials in the vernacular is creating a growing respect for the indigenous languages, and many instances are known in which parents and older family members request that children bring home such materials after school in order that other persons in the family may also have the use and enjoyment of them. All programs continue to stress understanding and appreciation of the child's own cultural heredity and environment. Since sound curriculum development must be an outgrowth of the culture, no curriculum or curricular materials prepared in other parts of the world and for other cultures are totally suitable for Micronesian use. Curricular materials for the social studies, arithmetic, language arts, health, science, and vocational arts are in a continuous process of rewriting, revision, and preparation to bring them into closer relationship with the Micronesian environment. Continued efforts are meeting with gradually increasing success in developing Micronesian understanding and acceptance of responsibility for support and administration of their own educational programs in order to eliminate the formerly accepted dependence upon a paternalistic administering authority.

In a continuation of emphasis from the elementary level, the curriculum at the intermediate level also stresses values indigenous to Micronesian cultures. In the intermediate boarding school programs, where the facilities and the environment at the district centers differ considerably from the home community environment of the average student, efforts aim toward assisting the student to understand cultural differences and to enable him to choose wisely from among the acculturating influences and practices as he observes and experiences at the district center those features and practices of Western culture which may augment rather than replace or destroy valuable and worthwhile features of his own culture. Increasing emphasis is placed on the agricultural vocational programs. Intermediate schools raise some of the foods which students consume in their dining rooms. Students are learning better agricultural practices by actually trying out more scientific methods of farming, and the rewards of their labor

go into their kitchens and dining rooms. Male students develop increasing and new skills in canoe making, handicraft, boat repairing, carpentry, net making, the raising of livestock, and similar skills essential to life in their home communities. Female students are engaged in programs of homemaking instruction, food preparation, sewing for their own and family needs, weaving, home nursing, infant and child care, and other related subjects. A most important educational adjunct to this part of their program is the planning and carrying through of student projects.

## LONG-TERM PLANS

The policy and aims of the trust territory Government, which have been previously stated, would seem to be valid into the indefinite future:

"The Department of Education is trying to bring as many activities as possible within the support and scope of the people themselves in their own districts and local communities to result in programs of total community education for community development rather than more formalized, segmented children's school programs for education's sake alone with little regard for community needs and applicability."

Continuation and the extension of the improvements and trends noted above under "Short-Term Plans" should result in a better integrated approach to education on the part of Micronesians which will permit and encourage the continual improvement of their own educational systems and programs to meet immediate and future changing needs.

The preparation and production of materials for intermediate and adult education in both the vernacular and English continue. Additional work on orthographies has been accomplished in some districts to the extent that workable and commonly accepted orthographies are now in use and have permitted and facilitated the production of educational and other materials. In other areas considerable work remains to be done to further standardize orthographies and to gain wider understanding and acceptance of them. This continues to be part of the plans which, due to the many languages and dialects in the area, will necessarily extend for some time into the future.

## NONGOVERNMENTAL SCHOOLS

Charters granted by the administering authority are required for the operation of any nongovernmental school. Applications for charters must be accompanied by statements covering the major purposes of the school, school grades to be covered, courses offered, physical facilities of the school plant and grounds, and qualifications of personnel to conduct the educational programs. Applications are approved and charters are granted to nongovernmental agencies to operate schools under the supervision of the administering authority when conditions and facts indicate that at least a minimum educational program will be conducted and goals of education established by the trust territory Government will be achieved.

The trust territory code provides that nongovernmental schools shall

receive no financial assistance from the administering authority or from local government revenues. Assistance is provided, however, in the sharing of curricular and teaching materials and in obtaining necessary school supplies at cost. Teachers from nongovernmental schools are invited and do attend government-conducted teacher training schools and programs. Support and assistance are received from the local communities in the form of voluntary labor on construction projects and gifts of food to boarding schools.

## NONSEGREGATION

In no schools of the territory is there any segregation or distinction on the basis of race, color, or religion. In most districts of the territory both Catholic and Protestant missions of several denominations operate schools, but no students of another religious faith are denied admission to any such institution. Such denial would be considered grounds for refusal or revocation of charter.

No public-aided school requires the study of religion or attendance at any religious service. In some instances, at the request of Micronesian parents, students in public schools have been excused from activities for a limited period of time to attend religious instruction groups or participate in church activities.

## KNOWLEDGE OF THE UNITED NATIONS

The Department of Education distributes United Nations materials to all districts. These are used in intermediate schools and in the Pacific Islands Central School as an integral part of the social studies program for teaching and imparting further knowledge about the United Nations and the International Trusteeship System. At the elementary and community levels explanations and discussions are held as part of the teacher-training program and with other community leaders. Materials are simplified and additional teaching aids prepared for teachers to carry back to their outlying communities for presentation in a manner which can be understood by people of limited educational backgrounds. United Nations Day is celebrated annually, with educational and civil ceremonies.

## COMPULSORY EDUCATION

As previously noted, the trust territory code requires school attendance of all children between 8 and 14 years of age or until graduation from an elementary school. Rather than impose such policy at the present time, however, it has been the practice in each district to attempt to develop wider understanding of problems and needs with regard to education and to stimulate interest and attention to such problems of education as school attendance.

Education is free for boys and girls in all public schools of the trust territory. Although there are no legal or administrative restrictions with regard to education for girls, in most communities of the trust territory girls do not yet have equal status with boys. In the first years of schooling enrollments between boys and girls are usually about equal. Following these years, however, there is a gradual at-



*Fourth grade schoolgirls on Saipan do a Spanish dance as part of the program celebrating United Nations Day.*

trition in many communities in the enrollment of girls. This condition is slowly improving as more parents understand the desirability of education for both sexes. No distinction is made between boys and girls in the general education programs, and both sexes have school experiences designed to help them live better in their own cultures. Beginning particularly in the middle grades, however, in keeping with local desires and traditional practices, boys have specialized training in vocational skills while girls are trained to improve homemaking skills. Both sexes continue with general educational programs in addition to such specialized work.

No school fees are charged by any public school in the territory at any of the educational levels.

No scholarships have been necessary in the elementary education programs. Scholarships consisting of subsistence and living accommodations are provided by the administering authority to all intermediate and Pacific Islands Central School students. Scholarships providing transportation, tuition, and subsistence are awarded to medical and dental students attending the Central Medical School at Suva, Fiji, and to a number of students in Hawaii. During the past year one student per district has received full scholarship grants from appropriated funds to attend school outside the trust territory. It is anticipated that two scholarships per district will be awarded during the coming year. In addition to such government scholarships, a number of Micronesian communities, private organizations, and individuals have provided scholarships for Micronesian students. In

most instances transportation costs of students privately sponsored have been provided from trust territory funds.

On Saipan, where elementary and intermediate students are sometimes transported considerable distances from their homes, bus transportation is provided by the administering authority. Transportation from outlying islands to intermediate schools at the district centers has been provided at government expense to all intermediate students from such islands. No provision for other local transportation in the districts has been necessary.

## EDUCATIONAL FACILITIES

Although considerable improvement has been made during the past year, the present state of school buildings and facilities must still be reported to vary from poor to excellent. Additional construction and repair to elementary school buildings continues to be needed in most districts. New buildings have been constructed in some communities to replace inadequate and deteriorating buildings. In some communities additional new buildings and schools have been established where none formerly existed in order to meet the needs of growing communities and eliminate the necessity of children traveling too great distances to attend school. Most communities are not able at the present time to construct and maintain school buildings and facilities on a high level. Every effort is made to encourage the use of local materials which adequately serve the needs of the communities.

A few schools in the Saipan District have furniture and equipment of standard U.S. manufacture. In most schools, however, furniture and other equipment are generally locally constructed. Such furniture as exists in most schools is generally of crude construction and usually in need of repair. The use of mats or cushions on the floor together with low tables is encouraged, particularly for small children, since such furniture is the type to which they are accustomed and with which they are most comfortable. In most cases community residents cut local logs and lumber and construct furniture for use in their schools. Teacher education programs have included studies in school administration in which problems related to new construction, maintenance, and repair of school buildings are considered. Attention is also given to developing adequate standards for school furniture and other equipment in each district.

The necessity for writing textbooks and teaching materials in the vernacular has been partially met, and efforts continue to add to and improve such texts and materials year by year. All districts have standard duplicating and mimeographing machines for production of such materials, and a third district has this year added a printing press and equipment to establish a printing section in its education department. Micronesian teachers and other education personnel are being instructed in the preparation and printing of their own materials. American members of the education staff, together with Micronesians, also write and prepare such materials and of necessity at the present time give considerable supervision to the layout and printing processes.

The intermediate schools and PICS maintain their own libraries, and in most districts intermediate school libraries are open for general public use. Most elementary schools have no true libraries as such,

though most do have collections of books for student use which are occasionally drawn from by other members of the communities. Because of the many languages and dialects in the territory, no body of literature has yet developed as it has in other parts of the world; but with the increasing production of materials in the vernacular, demand for such materials on the part of the population is increasing. Demand for materials in English or other nonvernacular languages is limited by the language abilities of the Micronesians. The increasing production of materials and their popular acceptance in most communities indicate a time not too far distant when each community can have its own small but growing library of interesting and instructive reading matter.



*The Palau Intermediate School, shown at a festive moment, was one of the few Japanese buildings left standing on this island when the Americans took over.*

## YOUTH GROUPS

Most districts have youth groups of various types, all more or less informally organized. In the Palau and Yap Districts there are continuing but modified organizations first sponsored by the Japanese administration as a vehicle for westernizing young Palauans and Yapese. Today their activities are largely social and athletic. In

both districts these groups are usually among the chief sponsors of celebrations in observance of United Nations Day, and in such activities they are assisted by the education departments and the administration in general.

In several districts there are young people's organizations made up of young men and women most of whom have graduated from schools beyond the intermediate level. Membership includes doctors, nurses, teachers, and others who generally comprise one of the most progressive groups in the districts where such organizations are established. Their activities are largely social, but they also have as primary interests and objectives the raising of the standard of living and general welfare in the territory.

On Saipan the Boy Scout troop continues to function more or less along the lines of Boy Scout organizations elsewhere. The group carries on numerous community service activities in addition to its recreational activities.

A girls' club, originally composed of 27 members, was recently organized in the Ponape District under the leadership of a woman who had been a trust territory representative to the Maui Conference in February of the Pan-Pacific and Southeast Asia Women's Association. Its main purpose is to teach girls and young women home improvement, child care, craftwork, health, and nutrition. It is also concerned with raising the level of women in all phases of community life.

In the intermediate schools and at the Pacific Island Central School, there are student government organizations in which all students participate and practice self-government. In some schools of the districts, alumni organizations of recent graduates have also been established.

## Chapter 2. Primary Schools

Six years of elementary schooling are provided for all children. Almost half of the elementary schools continue to be single room buildings taught by one teacher. These schools are usually divided into three age groups, the first 2 years being in group one, the third and fourth years in group two, and the fifth and sixth years in group three. In schools where enrollment is sufficient to warrant two teachers, the enrollment may be divided into two groups, each covering 3 years. In some instances, however, the rapidly increasing enrollment in the first years due to population increase warrants one teacher teaching the first 2 years while the other teaches the remaining 4. Three schools now have sufficient enrollment to warrant individual teachers assigned to each year who are responsible for the children's total experiences each day. Nongovernmental elementary schools follow the same general organization. There is little departmentalization, and one teacher is usually responsible for a group of children throughout the day and throughout the year.

## ELEMENTARY EDUCATIONAL POLICY

Elementary educational programs in the territory continue to be guided by the following concepts:

(a) Every reasonable attempt shall be made to provide every child with an opportunity to attend 6 years of elementary schooling.

(b) Elementary education in Micronesia is the responsibility of the people in local communities, with such assistance and encouragement as the administering authority is able to give them.

(c) Sectarian teaching is not permitted in public elementary schools.

(d) Mission schools shall follow the course of study prescribed for public elementary schools. They are permitted to go beyond this prescribed minimum in such things as sectarian teaching and vocational training. The administering authority grants charters to these schools after ascertaining that they meet certain standards in regard to teacher qualifications, curriculum, and physical plant.

Within the framework of basic policies and concepts are such goals as those listed below. Though they apply equally to education at levels above the elementary and guide the development of curriculum in the intermediate schools and PICS, they are stated here under Elementary Educational Policy because of their particular importance at this level inasmuch as many students at the present time do not desire or are not qualified to go beyond this level.

(1) To develop skills in communications and calculating—the 3 R's (reading, writing, speaking, listening, discussing, and calculating).

(2) To train in vocational skills such as agriculture, carpentry, weaving and other useful crafts, care of tools, and simple technical and commercial skills necessary for economic progress.

(3) To improve homemaking skills in food preparation, nutrition, child care, care of the sick, home improvement, and making of clothing.

(4) To stimulate self-expression in indigenous arts and crafts.

(5) To promote better health education through personal and community hygiene and sanitation.

(6) To impart more knowledge and better understanding of the physical environment and natural processes through the teaching of geography and simple and practical science, and of the human environment through teaching of economic and social organization, law, and government.

(7) To impart knowledge about other areas of the world and the people who live in them.

(8) To develop qualities and understandings such as accepting civic responsibilities, understanding of human rights and recognizing individual and group responsibilities in securing these rights for all fellow citizens, sympathy and understanding for different points of view, personal integrity, moral courage, and understanding the nature of democratic freedom in its relation to the general welfare, to develop spiritual and moral values and ethical ideals, preserving and developing what is good in the traditional beliefs and customs of each society, building upon and adapting them to a wider conception of individual and group duties and responsibilities within the immediate society and to the world at large.



## CURRICULUM

The curriculum throughout the grade levels centers around a core of the social studies. Study units begin in the first year to develop increasing understanding and appreciation of the family and progresses through the years to studies of the community, the island, where it is comprised of several communities, the districts, the trust territory, the larger Pacific area, and finally to the rest of the world and the interrelationship within the world community.

*Group I.*—All activities at this level are in the local language. Following the study unit plan, children tell stories about their experiences, begin to dictate such stories, and read group stories both silently and orally, discuss their experiences and plan their activities together. Simple stories, written in the vernacular, are introduced. Stories are read to the children, discussed, sometimes retold, and dramatized. Manuscript writing is introduced.

*Group II.* The vernacular continues to be the language of instruction at this level, and work continues on speaking, reading, and writing the local language. The skills of communication are directly related wherever possible to activities drawn from the social studies. These are supplemented by the use of reading materials in the vernacular, progressing from the simple to the more difficult according to the development of the child.

*Group III.* Activities listed under group II are continued with the purpose of increasing proficiency in self-expression and written and reading vocabulary. The reading and writing of English has been deemphasized since most children are not sufficiently proficient in the local language and also because few if any teachers are at present capable of teaching English as a second language. Simple conversational English may be introduced. In arithmetic or calculating skills, the following abilities are ordinarily developed at the levels indicated or at levels considered appropriate or important in local cultures and practices:

Group I. Read numbers

Write numbers

Count

Compare objects as to number, size, and shape

Tell time of day using vernacular expressions

Read the clock to even hour

Measure length with local measures (fingers, palm, arm, etc.)

Measure to an even inch

Group II. Compute with whole numbers

Addition and subtraction skills

Easy multiplication and division

See relationship between inches, feet, and yards

Tell time to one-quarter hour

Read the calendar

Measure in feet and inches

Make change

Apply learned skills to life situations

Problems and computation involved in social studies, vocational arts, and science

### Group III. Multiplication and division

Simple fractions and decimals

Add, subtract, multiply, and divide decimals

Add and subtract fractions

Measure in feet, inches, and fractions of inches

Tell time to the minute

Handle money and keep simple accounts

Make problems involving weights in tons, pounds, and ounces

When possible, recreational and physical education activities are integrated with social studies units. In addition, children learn new games and practice and enjoy them during periods for such activities. Social studies units include health education, covering aspects of both personal and community health and hygiene.

Agricultural education is also a part of the elementary school curriculum. Teachers take their children out into their communities to learn the various aspects and problems concerned in agriculture. Community problems are again brought back into the school and are integrated with social studies programs. Such problems as getting a better living from the soil, and growing better coconuts and other food and utility crops form content for the curriculum. School gardens are an important part of agricultural education. Many schools, through the medium of school gardens, are helping children learn the simple but essential principles of natural phenomena of the everyday world around them.

All education programs are concerned with helping children and adults understand and appreciate the value of preserving what is best in creative achievements in their own cultures. Elementary schools are encouraged to include indigenous arts and crafts in the curriculum. Community elders and recognized craftsmen are brought into the educational programs, and school groups are sometimes taken to such persons in the community for crafts and vocational work study projects. Girls are taught the skills of weaving mats, hats, belts, and clothing out of local materials. Boys are taught canoe making and skills related to house building as well as carving and other traditional craft forms.

Through programs and activities such as those described above, continuous efforts are made from the earliest elementary years up through all education programs to develop and increase the students' understanding and appreciation of and pride in their own cultures and to avoid the instability which is frequently engendered by contact with and superficial acceptance of values and ideals of other cultures.

### AGE STATISTICS

The approximate age at which children normally enter each grade is—

- (1) Grade 1—8 years
- (2) Grade 2—9 years
- (3) Grade 3—10 years
- (4) Grade 4—11 years
- (5) Grade 5—12 years
- (6) Grade 6—13 years

The approximate ranges of pupils in each grade are—

- (1) Grade 1—6 to 15 years
- (2) Grade 2—7 to 16 years
- (3) Grade 3—8 to 20 years
- (4) Grade 4—9 to 20 years
- (5) Grade 5—10 to 20 years
- (6) Grade 6—11 to 20 years

Attendance rates vary considerably throughout the territory, and various reasons are given for the differences in attendance. In the Palau and Saipan Districts attendance is in general quite high, as it is also in most of the Marshall Islands. Truk and Ponape both have problems of children having to walk long distances over poor trails to schools and on Ponape of having sometimes to ford fairly large streams. During periods of weather favorable to the production of copra or to certain planting and agricultural work, children are sometimes kept at home to work or to care for younger children while older members of the family are occupied with copra making, planting, or cultivating.

In the central Carolines in particular, however, there is an attendance problem which will not be easily overcome. Earlier formal and institutionalized school programs were more or less decreed instead of being established upon an understanding of need and an expressed desire for such programs. In some islands understanding is increasing, and interest in and support of school programs is slowly developing. In other islands institutionalized programs do not have sufficient appeal to the parents and elders of the communities. Traditional patterns of teaching and training youngsters persist, however, and it should not be misunderstood that no education is taking place. Despite the lack of formalized school programs, the policy is to build upon and supplement traditional programs, as understanding, desire for, and participation in broader education programs can be developed.

### Chapter 3. Secondary Schools

Intermediate schools at each district center extend the general education program through the 7th, 8th, and 9th years. In addition to the public intermediate schools, seven mission intermediate schools also cover 3 years of general and vocational training beyond the 6-year elementary program.

#### INTERMEDIATE EDUCATIONAL POLICY

The policy in intermediate educational programs is to provide good terminal education for the majority of intermediate students as well as a good general education to prepare a select minority of students to go on to senior secondary schools. All public intermediate schools are coeducational, and programs are aimed at preparing both boys and girls better to serve their families, communities, and districts. Students selected for further training following graduation from the

district intermediate schools may go to the Pacific Islands Central School at Truk for 2 additional years of general education. Plans are being formulated to add a third year of specialized education in various fields for a number of select graduates from the 2-year PICS program. More than 200 students, largely from the Palau and Saipan Districts and graduates of both the Intermediate Schools and the Pacific Islands Central School, are attending public and private high schools on Guam. The program at the Pacific Islands Central School is planned to broaden general education backgrounds as well as to give some special training to provide potential leadership for Micronesian communities and districts to help them achieve political, economic, social, and educational advancement.

## CURRICULUM

In general, the organization of the intermediate curriculum centers about basic concepts as previously stated:

(1) Education in citizenship is an integral part of the social studies. The school provides experiences through which students come to understand their own institutions, problems related to their economic welfare, their geographical environment and its effect upon their way of life, the historic background from which their society has evolved, and something about the outside world and Micronesia's place in it. Students are given opportunities to have experiences in good citizenship and in solving civic problems, activities designed to deepen their insight into the structure, resources, and operations of their community. Some of these experiences take them out of the classroom and give them actual contact with some facets of community life.

In the social studies emphasis is given to the subject of government, with direct reference to its application in district and local governments. Consideration of the problems faced by local officials and district representatives in the ordering of political affairs are taken up as class projects.

At the Pacific Island Central School more attention is given to forms of government which exist outside the trust territory and to the role of the United Nations in trust territory affairs. Studies of other forms of government are always on a comparative basis and as they have relevance to local trust territory affairs.

Based on the work of four trust territory educators, one of them a Micronesian, in a summer school workshop at the University of Hawaii, a syllabus has been prepared entitled "Economic Education in Micronesia." This syllabus is applicable to elementary education in social studies, though its use is at present limited according to the abilities of Micronesian elementary teachers—backgrounds of education, experience, and understanding. Throughout secondary educational programs the syllabus has been used in social studies groups in helping Micronesian students to understand their own economic problems and to assist them in planning ways to improve their economic status.

(2) Greater facility in the use of English as a second language is required of at least a number of Micronesians throughout the territory if they are to maintain relationships with the world outside. More

stress is placed upon the teaching of English as a second language in the secondary schools of the territory, though it is not emphasized at the expense of the native languages. More English reading materials are introduced in all studies, and each school library is constantly being improved by the addition of supplementary reading materials;

Educators in the trust territory have had repeatedly made evident to them that teaching English as a foreign language is a much more highly specialized field than teaching it to children in English-speaking countries. Efforts are being made to improve the application of recently developed scientific linguistic techniques in order to improve the teaching of English in the territory.

(3) General arithmetic is taught in the secondary schools, much of it in application to daily problems in various activities and in integration, as much as possible, with vocational activity programs. Instruction is directed toward helping students understand about numbers in their daily living experiences, to teach them to figure with the skill necessary in their daily activities, and to help them improve their ability to recognize in daily living problems the situations requiring the use of numbers.

(4) Agricultural programs at each intermediate school are planned to develop agricultural crops and livestock through the use of practical demonstration projects. These projects contribute to students' subsistence at the schools but not to the extent that such production might crowd out the value of good agriculture education. Where sufficient land is available, each school cultivates enough land to provide an adequate supply of breadfruit, taro, coconut, local fruits, and other indigenous foods, as well as providing an area for developmental agricultural training.

(5) Other vocational skills include carpentry, boat building, net making, and simple mechanics for boys, while girls learn such home-making arts as sewing, cooking, weaving, and home and child care.

(6) Because of the needs of Micronesian communities, considerable emphasis is placed on health education in the social studies programs of the secondary schools. Students are helped to develop a better understanding of personal, home, and community health and sanitation problems and the reasons for health procedures. Teaching materials and aids are prepared in cooperation with public health personnel, who also regularly take part in teaching and other activities of the school health and hygiene programs.

(7) Science is integrated with the social studies, agriculture, and health education. Additional emphasis is being given to help students develop better understanding of physical environment, natural processes, and phenomena since such understanding is a prerequisite to progress along many lines—agricultural, health, sanitation, technology, and others.

At the Pacific Islands Central School the core classes are the backbone of the curriculum. In these classes of 2 hours' duration, students study the needs and problems of Micronesia, including social, economic, political, and educational problems, as they confront Micronesians. They develop better understanding of how resources, work, wages, and ways of life depend upon environment. They are introduced to and study health, medical, and sanitation problems as

they relate to the individual and to the community. Problems of self-government are examined, beginning at the family level and progressing to the community or village, island or atoll, the district, the trust territory, and the world, including the United Nations. The Student Council functions as a self-governing body in the PICS community. The following is a description of the curriculum at the Pacific Islands Central School:

#### *Senior A*

Core—10 periods  
 Geography and science—5 periods  
 Arithmetic—3 periods  
 Speech—2 periods  
 English—2 periods

Agriculture—4 periods and a library period for special agriculture  
 Language arts—4 periods for those not in agriculture  
 Electives—3 periods  
 Library—2 periods

#### *Senior B*

Education—10 periods  
 Core—10 periods  
 Language arts—2 periods  
 Math—3 periods

Electives—3 periods  
 Library—2 periods  
 Geography and science—3 periods

#### *Senior C*

Core—10 periods  
 Geography and science—5 periods  
 Language arts—2 periods  
 Typing—5 periods (commerce students)  
 Health and sanitation—5 periods (girls)  
 Electives—3 periods

English—3 periods  
 Mathematics—2 periods  
 Library—3 periods

#### *Junior A*

Core—10 periods  
 Industrial arts—4 periods  
 Agriculture—4 periods  
 Geography—2 periods

Mathematics—3 periods  
 Language arts—4 periods  
 Library—3 periods  
 Electives—3 periods

#### *Junior B*

Core—10 periods  
 Industrial arts—4 periods  
 Agriculture—4 periods  
 Language arts—3 periods

Mathematics—3 periods  
 Geography—3 periods  
 Library—4 periods  
 Electives—3 periods

#### *Electives*

1. Library and guided reading
2. PICS news and creative writing
3. Office training
4. Typing

5. Chorus
6. Health classes
7. Special agriculture

#### *Entrance age*

7th grade—14 years  
 8th grade—15 years  
 9th grade—16 years  
 10th grade—17 years  
 11th grade—18 years

#### *Age range*

7th grade—12-21 years old  
 8th grade—13-25 years old  
 9th grade—15-25 years old  
 10th grade—15-22 years old  
 11th grade—16-31 years old

With the exception of the intermediation school at Yap, all intermediate schools and PICS are boarding schools, and attendance is maintained at a very high level. A few absences occur due to illness requiring medical attention and rest.

## Chapters 4 and 5. Institutions of Higher Education and Other Schools

There are no institutions of higher general education within the trust territory, nor any other specialized schools other than the School of Nursing described in part VII, chapter 7. Pre-service and in-service teacher-training programs are conducted in each district by the district educational staffs. In addition, a few teachers have attended the Territorial College on Guam for special teachers' sessions during the summer months.

### Chapter 6. Teachers

No territory-wide minimum standards have been set with respect to qualifications of elementary schoolteachers. Because of the demand for teachers due to increasing enrollment in the lower elementary grades, some teachers have been employed who are themselves graduates only of the district intermediate schools but have had some additional training for teaching. Such teachers are placed in schools where they can work under the supervision and with the assistance of more experienced and better qualified teachers. Each year a number of graduates of the Pacific Islands Central School enter the teaching field, and it is expected that within a few years minimum qualifications can be established requiring graduation from PICS plus completion of a basic teacher-training course conducted at each district center. Despite these limitations, however, three districts have established certification standards and pay scales based on those standards.

The supply and availability of teachers in terms of numbers continue to be adequate in most districts. As noted above, however, the quality of teachers leaves considerable room for improvement. Graduates of the intermediate schools and PICS who desire to teach attend training programs conducted in each district to give them the basic professional background for teaching. They receive instruction in child and educational psychology, child growth and development, curriculum planning, community education, preparation of materials, and teaching methods which are geared to the educational needs of Micronesian communities. Student teachers are given opportunities to observe classes and activities in established elementary schools and to do practice teaching under supervision.

Teacher education programs are conducted during elementary school vacation periods in each district to provide additional general and professional education, refresher courses, and workshop for all teachers. During the school year supervisors of teacher education visit and work with teachers in their home communities and schools for periods of a few weeks to several months, depending upon needs of the teachers and their communities. Supervisors bring new teaching materials, usually developed in the field and during teacher-training sessions and produced at the district centers, professional

reading materials, books, and various visual aids and teaching devices. Supervisors assist elementary teachers in improving their programs, adapting new methods and techniques, and developing greater teaching skills.

In all teacher education and supervisory programs, every attempt is made to broaden the outlook of teachers by helping them to better understand their own society and to relate their teaching and teaching materials to the particular needs and problems within their own cultures. Great emphasis is placed on the values and customs of the people and the people themselves and how they are linked and patterned in relation to one another. Programs are planned and aimed at improving school and community relationships to assist the teacher in making the school an instrument for community improvement and to develop the teacher's ability to use the community and its resources as a vital part of the educational environment.

In all districts except Palau teachers are now paid from centrally collected district funds derived from local taxes on copra, tobacco, luxury items, and certain other imports. Such district-wide use of local revenues permits the payment of more adequate salaries for teachers in all communities regardless of the communities' levels of economic development. Salaries still vary somewhat from district to district depending largely upon economic status and the measures enacted to derive local revenues for support of public services. On some islands of the central Carolines, where cash income and its use are still somewhat of a novelty and only incidental to the basic economy, traditional organization and patterns provide no cash payment for services rendered to the community in the fields of health, education, and local government administration. In these communities teachers, as well as other public service "employees," are rewarded with gifts of food and other local valuables and the positions of prestige which they occupy. Exclusive of Saipan, where all salary scales are higher, the average monthly salary of elementary teachers throughout the territory in terms of cash would be approximately \$28 on a 12-month basis.

Intermediate schoolteachers' salaries are paid by the trust territory Government, and they receive approximately \$30 to \$70 per month on a 12-month basis.

Annual salary increases are provided for both elementary and intermediate teachers for satisfactory service and/or completion of additional teacher training.

Salaries of U.S. educational personnel are shown in statistical appendix XXII, page 191.

## Chapter 7. Adult and Community Education

There has as yet been no compilation of accurate data with regard to literacy. For estimating and reporting purposes, literacy has been defined as the ability to read and write in the vernacular or other language comparable to normal attainment upon completion of 4 years' schooling. Estimates contained in the statistical appendix on



page 134 are made by personnel in each district who have had greater and more frequent opportunity to observe the inhabitants of the districts more or less in cross section. Estimates are influenced by various interpretations of the term and application of the definition. It may be noted that estimates for the year under review in some instances vary considerably from estimates previously reported by other recorders.

The provision and conduct of adult education programs are part of the duties and responsibilities of the educational administrators in each district. In most areas and cultures it has been educational policy to foster informal programs to promote the development of background and understanding, the learning of skills, and the participation on the part of the people to permit community development rather than to establish or impose more formalized classroom programs for adults. By means of discussion groups, accompanied by demonstration techniques and the use of visual aids, understanding and interest and participation in programs of local government, public health, and sanitation, certain economic activities and other community improvement projects have been stimulated to varying degrees in different communities. In addition, more formalized programs are conducted at the district centers in particular, with classes in English, simple mathematics and bookkeeping, agriculture, and other subjects of interest requested by various Micronesian groups.

The program of sending both U.S. and Micronesian personnel to outlying communities to live and work with community residents in community education and development is being continued and expanded. The most fertile field for development is, of course, that in which local residents recognize a community problem which they have been unable to solve and have requested assistance. In other instances the local inhabitants of a community may be made aware through outside stimulus of problems not previously recognized. Programs thus far have been concerned with study and observation to evaluate and determine needs and of meeting immediate problems, needs, and interests of various communities in the fields of government, homemaking skills, child care and welfare, and health and sanitation. It cannot yet be said that such programs are beyond the experimental stage. Results are seldom spectacular but the progress evident in some communities is encouraging.

The stimulation of intellectual and cultural activities centers to a considerable extent in and around the schools. In many communities the school buildings are considered the logical meeting place for many activities. School libraries are open to the public and from time to time educational films are shown. A number of schools maintain exhibits of handicraft and local artifacts.

As has been noted in part VII, chapter 2, Freedom of Information, newspapers are published in all districts, and local theaters show motion pictures of educational value in addition to those shown under sponsorship of the education departments in the districts. Each district is acquiring additional projection equipment for the showing of educational films.

## Chapter 8. Culture and Research

Partial geological surveys were conducted in the Truk and Saipan Districts during the year under review; others are contemplated in the near future. The U.S. Weather Bureau maintains observation stations in each district of the territory to collect and report meteorological information. Professional personnel in the fields of public health and education regularly carry on research in their respective fields. Such research usually has bearing, however, upon immediate problems and is not conducted on the basis of general district or territory-wide surveys. The trust territory Government employs anthropologists on the staff of the High Commissioner and in each district of the territory for the purpose of conducting continuous research in all fields of anthropology and particularly to advise the District Administrators and staff members who have immediate responsibility for the social, political, economic, and educational welfare of the people. As needs require and availability permits, the trust territory engages the services of scientific and technical experts in various fields to study and observe conditions and programs in the territory in order to advise the administration with regard to phases of its programs for advancement of the Micronesian inhabitants.

Each year the trust territory Government has arranged with the Pacific Science Board of the National Academy of Sciences-National Research Council, a private organization under Government charter located in Washington, D.C., to conduct a number of planned studies, research programs and projects of concern to the administration of the trust territory. Under auspices of the board a group of scientists are now undertaking an ecological study of rats on the island of Ponape, and it is anticipated that their findings will be of value throughout the territory. A first volume of abstracts and digests of scientific reports, prepared for easier administrative use and application, has been completed for reports covering the Truk and Ponape Districts made under the programs of the Coordinated Investigations of Micronesian Anthropology and the Scientific Investigations of Micronesia.

The trust territory Government has employed a marine biologist, an expert in coconut culture, and is employing a plant pathologist for the purpose of studying problems in the territory and advising administrative personnel as to present programs and possibilities for development. The Staff Entomologist continues studies of insect pests and problems of control in the territory and has arranged for additional introduction of predators and other biological controls where necessary. Experiments with the carnivorous snail, a predator on the giant African snail, have been sufficiently successful to warrant introduction in the near future to the various islands of the territory infested with the African snail.

### PRESERVATION OF INDIGENOUS ART AND CULTURE

The Director of Education, advised and assisted by the Staff Anthropologist, is responsible for taking measures to discover, foster, and encourage indigenous art and culture. In each district the District Educational Administrators and District Anthropologists

have similar functions and responsibilities. There are no nongovernmental organizations having the specific purpose of fostering and preserving indigenous art and culture, though some of the youth groups and other organizations having social and educational purposes incorporate limited programs and activities in this respect with their other functions and purposes.

School programs throughout the territory encourage and stimulate the use of indigenous art, music, and dancing. Legends and folklore are recorded and are published and illustrated by local artists for use in school programs as well as for adult literature. Community elders and recognized masters of the various arts are brought into school programs to stimulate the preservation of indigenous craft and lore and to develop an increasing appreciation of the cultural heritage of the Micronesian student.

Traditional music throughout Micronesia is limited almost entirely to chants sung on various occasions and for various purposes. The most common musical instruments were the nose flute and drums. Vocal and instrumental music both religious and secular are common today in most islands and reflect the cultural influence of the Spanish, Germans, Japanese, Americans, and others with whom the Micronesians have come in contact over the past 125 years.

Dancing is encouraged in all school programs, and community elders and older students frequently teach the younger ones. In some societies traditional forms of dancing, almost completely unadulterated, persist and are encouraged. Most intermediate schools have collections of handicrafts and Micronesian artifacts which are expected to form the basis for establishment of museums. The museum in Palau has recently been reorganized, and it opened a very impressive and successful exhibit in connection with the Palau Annual Fair. Contained in the exhibit were all the bead, stone, shell, and other Palauan valuables, or "money," belonging to one of the chiefly clans of the Palaus.

The archaeological ruins at Nanmatal on Ponape and in Lele on Kusaie continue to be partly cleared occasionally, though no major preservation or restoration has yet been possible. A team of archaeologists is expected to work on Yap for approximately 6 months during the coming year.

## LANGUAGES

Linguists who have worked throughout the territory generally agree that nine distinct languages are spoken within the territory: Palauan, Yapese, Chamorro, Ulithi-Woleai, Trukese, Ponapean, Kusaiean, Marshallese, and Kapingamarangi-Nukuoro. Each of these has further dialectical variations with, for example, at least five dialects of Ponapean recognized. These are the languages of everyday use and most people know only the language of their home island. The languages have a common Malayo-Polynesian source; but great differences exist nevertheless, and none of them are mutually intelligible. In islands where there were larger Japanese populations and where the Japanese language was stressed in the schools, many people know at least conversational Japanese. It was at one time the secondary language; but with increasing disuse, it is being replaced by English.

No universal pidgin has developed in Micronesia, and pidgin from other areas of the Pacific is not well understood.

Policy concerning the teaching of indigenous languages in primary and secondary schools remains unchanged:

"Teachers and pupils should be encouraged to respect and revere their island languages. Education should start where the pupils start. In a language program the pupils start with their mother tongue. In general, therefore, the mother tongue of the pupils shall be the language through or by means of which instruction shall be carried on in the elementary schools.

"Teaching aids, texts, and other literature in all island languages shall be prepared. This can best be done as part of the local school curriculum by the teachers and pupils, with expert guidance and advice. Language can well be taught in relationship with reading and literature.

"While more stress is placed on the teaching of English in the intermediate schools, even here it shall not be emphasized at the expense of native language."

Linguistic work in the territory is continuing through the efforts of educators and anthropologists. Basic work in standardizing orthographies was previously completed by expert linguists. Slight modifications found necessary through practice and use are being made, and further efforts continue to promote acceptance of standardized orthographies.

## CULTURAL FACILITIES

Additional literature is being added to libraries in all districts each year. Magazines, books, and other publications of both general and specialized natures are available to the general public at intermediate school libraries, and various professional and technical publications are available from several of the departmental libraries in the districts. Materials published by or pertaining to United Nations and UNESCO are regularly received by all libraries and are used in educational programs as well as being made available for withdrawal by interested individuals. Though literacy in English is gradually increasing and improving, such literacy is quite generally confined to the comparatively small groups of young men and women who have received education in English since the advent of U.S. administration. By far the greater part of English-language publications are of little direct use at present to the great majority of Micronesians.

Because of the many languages and dialects in the territory, the most widely used of which is the language of only a few thousand people, and the high cost of translating and reproducing publications originally in English or other languages into Micronesian languages for such small groups, it is extremely unlikely that much of the great body of world literature can be provided in the indigenous languages. Greater access to and usability of such literature is necessarily dependent upon increasing English literacy. All districts are preparing and publishing general and specialized materials in the languages and dialects of their respective islands. Three districts maintain printing plants as part of the educational facilities, and all districts have

additional mimeograph or similar-type facilities for reproduction. Most materials produced to date have been for children's education programs or to meet special educational and informational needs for adults. Much use is made of simple illustration both for interest and attractiveness as well as to aid in understanding where literacy levels are low.

The intermediate schools at the district centers maintain libraries for school and public use. Various departments of the administration maintain additional professional libraries and make materials available to persons interested in and concerned with those professions. Elementary schools have collections of books, magazines, and other materials, though none can at present be considered public libraries in the usual sense. Support of all libraries and collections is primarily by the administering authority, and staffing is by students and teachers as part of the educational program.

As previously described, each district has one or more cinemas operating. The availability of films and the condition of equipment have improved to the extent that films are generally shown from 3 to 7 nights a week in all districts. Because of high rental fees plus transportation costs for first quality films, those shown in the districts are quite often older films or those of less high order.

As noted under Social Organizations, part VII, chapter 1, several youth groups and those organized under Protestant and Catholic church activities have some educational and cultural purposes. These are the only nongovernmental organizations of educational and cultural nature existing within the territory.

## PART IX

### *Publications*

Copies of laws, amendments, and regulations have been previously furnished.

The following bibliographies have been compiled on the Trust Territory of the Pacific Islands:

1. *Bibliography of Micronesia* by Huzio Ukinomi, University of Hawaii, Honolulu, Hawaii.

2. *Non-Self-Governing Areas*, Vols. I and II, compiled by Helen F. Conover, Library of Congress, Washington, 1947.

3. A selected bibliography in the *Handbook on the Trust Territory of the Pacific Islands*, Navy Department, Office of Naval Operations, Washington 25, D.C., 1948.

4. *Island Bibliographies* by Marie Helene Sachet and F. Raymond Fosberg, National Academy of Sciences-National Research Council Publication 335, Washington, D.C., 1955.

## PART X

### *Resolutions and Recommendations of the General Assembly and the Trusteeship Council*

The resolutions and recommendations of the General Assembly and the Trusteeship Council are conscientiously studied and implemented throughout the administration of the territory. In addition to resolutions and recommendations, which are accepted and published for the Council and Assembly as a whole, the comments, criticisms, and recommendations presented in Council meetings and general sessions by representatives of the member nations frequently give rise to reevaluation and study of various aspects of the administering authority's programs and efforts.



*Mason Sears (center), U. S. Representative on the Trusteeship Council, converses with Delmas H. Nucker (left), Acting High Commissioner of the Trust Territory of the Pacific Islands and Special Representative at the Trusteeship Council, and Elias P. Sablan from Saipan District.*

The location of the trust territory headquarters has continued to be a matter of concern for several years. It is gratifying to report that the decision to establish headquarters on Guam as an interim measure has proved to be sound. The move to Guam has enabled administrative and technical advisers on the High Commissioner's staff to work more closely and for longer periods of time with personnel in all districts who are immediately responsible for implementation of policies and programs at the district level. Location on Guam has also permitted maximum liaison and coordination of policies between the High Commissioner's office and that of Commander, Naval Forces, Marianas to promote administration of the trust territory as an integrated whole. In addition to aiding programs of the most obvious and immediate benefits to Micronesians, location on Guam has aided immeasurably in developing essential logistic support and communications between the district centers and the transport and communications facilities at Guam. It is still contemplated, of course, that headquarters offices will eventually be established within the territory. Present needs for close regular contact and liaison with other governmental and private agencies and firms on Guam, plus the impossibility of immediately establishing adequate transport and communications facilities in the field, do not make it feasible to establish headquarters at a more isolated location at the present time.

Another matter of continuing interest and concern in the United Nations and to which constant attention and efforts have been devoted by the administering authority is that of the welfare of the Marshall Islanders who suffered as the result of the unexpected "fallout" following the thermonuclear experiments conducted in March 1954. As reported by the special representative of the administering authority at the Trusteeship Council hearings in June 1955, the people of Utiirik Atoll have long since been well established again on their home island. Thorough medical and physical examination of every inhabitant of the atoll shows that the Utiirik people are in good health. Excellent breeding stocks of swine and chickens distributed to the Utiirikese to replace those lost due to the fallout seem to be thriving. All claims for damages have been settled. The people of Rongelap Atoll continue to live at Ejit Island in Majuro Atoll until such time as thorough investigation and tests prove their home islands absolutely safe for their return. In the meantime food, shelter, and clothing have been provided by the Atomic Energy Commission and the administering authority. Cash payments equivalent to the value of their usual copra production are made to the Rongelapese for copra which they would normally have made at Rongelap. All claims for property damages have been settled. Those who suffered personal injury have recovered, and no claims were made for such injury. It is planned that the Rongelap people will also be returned to their islands with good breeding stocks of swine and chickens to replace animals lost, and with construction materials to assist them to quickly and easily reestablish themselves on their atoll.

In the examination by the Trusteeship Council of the previous year's report, it was particularly encouraging to the administering authority to note the wide acceptance and endorsement of the administering authority's policies with regard to the rate of change and



development, particularly in the field of political advancement. The trust territory Government has adhered to policies previously and repeatedly stated: to permit and encourage the development of democratic organization and practices in government. Outward major manifestations of understanding, acceptance, and practice on the part of Micronesians are few, and progress appears to be slow. However, political advancement on this basis is desirable because the orderly evolutionary process provides a less disruptive development.

As has been noted in pertinent sections of the preceding report, Micronesians have been advanced to two high level administrative positions in the territory: one a District Director of Public Health and the other a District Educational Administrator. Additional Micronesians have progressed to only slightly less responsible positions in the administration of the territory, and it is anticipated that additional district and interdistrict staff positions will gradually be filled by qualified Micronesian personnel in the near future.

Differences in culture and degrees of acculturation and difficulties of communication because of language differences have not changed measurably during the past year. Coupled with the factor of geographical distances between islands and island groups which tend to support the established ethnocentricity and insularity of the indigenous societies, such factors have led to a continuing emphasis upon education, advice, and encouragement as techniques for political advancement rather than any attempt to foster a territory-wide political structure for which there is as yet no basis. The administering authority has continued to sponsor visits of representative leaders from islands within a district to the district centers and, in several instances, visits of leaders from one district to another to observe local and district governmental bodies in action, attend sessions of district advisory bodies, observe political-social organization and programs for advancement in all fields. It is further believed that such simple gradual measures are more in keeping with the limitations of the island economies than is the fostering of large assemblies of representatives who recognize only limited common interests, the costs of such assemblies or conferences being far in excess of the abilities of Micronesian communities to support them. Efforts toward development of greater territory-consciousness will continue as total advancement in the regional or district area permits.

The Trusteeship Council has further expressed the hope that the administering authority would continue to render all possible assistance to local trading and commercial firms in order to promote their early self-sufficiency. It is believed that progress in this respect is noteworthy. Trading companies have fully assumed the copra purchasing and the handicraft, trochus shell, and limited other exporting as well as the necessary trade goods import functions, many of which were formerly performed by the Island Trading Company. Additional boats for cargo, passenger, and trading service are being acquired by all companies. Several larger trading vessels of size to conduct interisland trade in the districts are being operated by the trading companies under contract with the trust territory Government, with the plan and expectation that trading companies will eventually purchase such vessels and others to conduct all interisland trade. The administering authority has made loans available at nominal

interest rates, enabling locally owned trading companies to construct improved and permanent facilities, to maintain adequate stocks at almost all times despite irregularities of shipping, and for other similar purposes which contribute to greater services for all islanders as well as the continuing development of island firms.

Agricultural and economic development technical advisory personnel and the Extension Agent staff have been increased. More funds have been appropriated, and facilities for experimentation and demonstration have been expanded in keeping with the administering authority's policy of emphasizing agricultural development. Additional breeding livestock and planting materials for food and of other utility value have been introduced and distributed in all districts. Continuing efforts are made to further diversify agricultural production for subsistence and cash needs. The cultivation of cacao on government demonstration plots as well as on farmsteads of individual and family landowners has increased considerably. Further study and experimentation are conducted in an effort to develop additional subsistence and cash crops.

A problem of concern to the administering authority for a number of years, and which has frequently been brought to the attention of the Trusteeship Council and United Nations Visiting Missions, has been resolved with the settlement of claims for redemption of Japanese currency collected in the early days of Military Government. Claims were redeemed at the rate established at the time Japanese currency was collected. According to available records and as indicated after numerous and repeated investigations, there are no further claims of this nature pending.

The Trusteeship Council has urged the early and rapid settlement of land claims and the greater development of land utilization programs. Investigations of title, determinations of ownership, and processing of claims for payment on the basis of land values determined by the Trukese Land Advisory Board have recently been completed for all of Truk District so that early settlement may be made. Determinations of ownership and processing of claims is nearing completion in the Marshalls District, though the determination of land values by the Marshallese Land Advisory Board is still to be made. The great majority of claims pending were in the above two districts. Approximately 2,000 additional acres of public land have been processed and released under the homestead program. In addition to this acreage, plots of agricultural land which were released and have been used, some of them since 1946 under use permits the administering authority was then empowered to grant, are being incorporated into the homestead programs to permit acquisition of full title. Estimates of acreage shown as public lands or as lands under control of the trust territory Government do not reflect the many plots which have been utilized for a number of years but which have not been officially recorded in the central records of the District Land Offices. Authority to permit the use of such lands was granted to local government offices, and records are in the process of being transferred and kept in the district offices. Claims for compensation of lands retained for essential military purposes have been processed, funds have been appropriated for payment, and payment will be made in the near future.

Members of the Council have also recommended that the unexploited mineral resources, particularly bauxite and manganese, be investigated as to possibilities for commercial development. No additional technical surveys have been conducted, but review of records of the Japanese administration and of surveys conducted by experts on the economic development staff of the occupation forces formerly in Japan indicated that the mining of remaining ores cannot be commercially developed due to the low grade of the ores; the scarcity of labor on high islands where most such deposits are found and a general reluctance of Micronesians on such islands to engage in mining; the high cost of transporting and maintaining labor from outside sources; and the high cost of transporting ores to distant markets. Studies will be continued, but it is not presently anticipated that limited quantities of low grade ore can be successfully mined in these remote Pacific islands.

The Trusteeship Council has also expressed the hope that commercial fishing would be reestablished in the islands. The administering authority is no less desirous of bolstering the island economy through the establishment of such industry. The fishing industry developed in prewar years was controlled and operated almost exclusively by Japanese and Okinawans. Discussions and negotiations have continued with various firms in an attempt to establish fishing industries in which the benefit accruing to Micronesians would outweigh the disadvantages of exploitation. It is still the aim and desire of the administering authority to assist in the establishment of fishing programs, initially through outside commercial interests having the capital and equipment to inaugurate a commercial fishing industry, but with a planned program for the training of Micronesians and eventually permitting the development of indigenous companies operated and owned by Micronesians. It is contrary to the policy of the administering authority to permit exploitation to the detriment of Micronesians of their fisheries or other natural resources. Efforts in this regard are continuing, and it is hoped that satisfactory programs can soon be established.

The recommendation has also been made by the Council that the level of secondary education be raised. As elementary and intermediate programs improve year by year, the level of secondary education is being raised by a gradual process of upgrading all programs. In addition, a third year is being added to the Pacific Islands Central School program. It must be recognized that higher education programs in other countries and cultures have developed over many years based on the needs, attitudes, and desires in such cultures which differ considerably from those in Micronesia. Most students who have been sent to schools in Hawaii have spent 1 year in the 12th grade of senior high schools to give them greater facility in the English language as well as broader backgrounds before they have proceeded to the more adult university or college level. Just recently two students from Micronesia, graduates of the Pacific Islands Central School, passed entrance examinations and qualified for immediate enrollment at the University of Hawaii. Such students are, of course, outstanding, and no generalizations regarding the level of secondary education should be drawn from their example. Considering past experience with students entering schools abroad, however, it is

believed these students do indicate to some extent the administering authority's policies, aims, and efforts with respect to upgrading all levels of education.

Concern has frequently been expressed with regard to salary scales for Micronesian teachers in the territory, and recommendations have sometimes been advanced that the administering authority subsidize elementary schoolteachers' salaries. It continues to be the policy and desire of the trust territory Government to develop increasing local support of local government, including public education and other services. Legislation to provide greater local revenues has been enacted in the Ponape District with the result that teachers' salaries have increased 25 percent or more since the previous report. Other districts have likewise enacted tax measures or revised local and district financial organization to provide more adequate salaries for elementary schoolteachers. The trust territory Government is currently seeking the services of a tax consultant qualified to conduct surveys on the economic level of Micronesian communities, districts, and the territory and to make recommendations with regard to tax and local revenue programs now in effect and those which may be instituted in the future. It is hoped that such studies and recommendations will lead to sound and adequate support of all public services to the maximum extent possible within the limitations of the island economies.

The Trusteeship Council has noted with satisfaction the effective public health programs of the administering authority. Conscientious efforts to improve upon established programs and to develop additional programs needed to raise the level of health throughout the territory continue. Facilities for the conduct and improvement of health programs have been expanded, and through the personnel training programs, public health personnel continue to progress toward greater professional competence.

# PART XI

## *Summary and Conclusions*

During the year under review the following achievements were accomplished in the trust territory:

*Administration.* The move of the trust territory headquarters from Honolulu to Guam, begun during the previous year, has been completed and all levels of administrative organization have subsequently been reorganized. The total number of American personnel has been only slightly reduced; but in actuality more efficient organization has permitted greater reduction in purely administrative and operational positions, while additional positions have been established for more extensive technical advisory assistance to Micronesians, particularly in the field of agricultural and economic development. Training programs for Micronesian personnel have continued to develop the capabilities and qualifications of additional personnel to fill increasingly responsible positions. Programs of permanent construction to gradually replace wartime structures and temporary facilities have been established in all districts. To improve administrative organization and programs, the island of Rota has been established as a separate district; and the districts of Yap and Palau have been placed under separate administrative organizations.

*Political advancement.* As has been frequently noted in Trusteeship Council hearings and by United Nations Visiting Missions, the process of political advancement must be gradual in order not to incite social revolution which might well destroy the whole structure of the indigenous societies. Consequently although the administering authority can report year by year no spectacular achievements in the field of political advancement, a gradual increase in understanding and appreciation of democratic processes is evident. Members of local advisory bodies participate more freely and frequently with less regard for individual social status or traditional rank of fellow members. In many villages and communities more local residents are taking greater interest in local government activities and are giving increasing support to their elected government officials. Several women's organizations, though primarily organized for social and educational purposes, are stimulating greater women's interest in all local government affairs. Each year a few more people are elected to political office on the basis of qualifications, character, education, experience, and leadership ability rather than because of traditional rank or status. Members of district advisory bodies are learning by experience, and the nature and scope of their discussions and deliberations are broadening.

*Economic advancement.* Problems in the administering authority's land program have been better delineated, and the staff of the land department has been strengthened to cope with those problems. Additional claims have been paid and others processed for early settlement. Trading companies have developed and been strengthened to the extent that they are now assuming all functions formerly performed in each district by the liquidated Island Trading Company. Facilities are being improved to continue to develop Majuro in the Marshall Islands as a world port. Additional cargo and passenger vessels have been put into operation under the management of local trading companies. Increasing success is being realized in developing controls for the giant African snail and rhinoceros beetle which have been destructive to agricultural production. Experts in coconut cultivation and marine resources have been added to the technical advisory staff and it is anticipated that a plant pathologist will soon be added to assist in agricultural and economic development programs. Additional livestock and planting materials have been introduced to improve the subsistence economy in the territory and possibly add to the cash income of the Micronesians.

*Social advancement.* Four Micronesian and one American women representatives from the trust territory attended a Pacific women's conference in Manila, and since their return to the territory have established local women's organizations which will gradually improve the status of women in Micronesian societies. In public health, facilities have been or are being completed in each district to permit the return of leper and mental patients to their home communities. In general the disease rates continue to decline throughout the territory while birth rates increase, reflecting improving health conditions. A program is being established to examine all Micronesian inhabitants and vaccinate them against tuberculosis.

*Educational advancement.* A trend which began a few years ago has led to considerable reorganization in the education departments in the districts. As Micronesian personnel are better trained to assume the teaching and administrative responsibilities at the District Intermediate Schools, American personnel are employed as teacher-trainers to live and work in all communities in assisting and training teachers as they carry on work in their home community schools. New tax measures and reorganization of local government finance have provided greater public support of educational programs and more adequate salary payments to teachers. A considerable amount of printed materials in the vernacular have been produced in each district. Plans are being formulated for the establishment in the near future of permanent buildings and facilities for the Pacific Islands Central School at a better location which will permit more extensive programs in agriculture and other special training. Plans have been made to add a third year to the Pacific Island Central School program.

Because of cultural differences it is sometimes difficult to assess public opinion for the territory as a whole. In some cultures people do not openly reveal attitudes and opinions and, if pressed to do so, will express agreement with the opinions and attitudes of administration representatives, if they are known. It can be noted among Micronesian young people who have had more contact with Americans

and more educational background under present programs that there is an increasing willingness to express opinions. Among both young and old inhabitants of the territory, however, an increasing appreciation of the administration's purposes, policies, and goals is evident. Interest and participation in programs for political, social, economic, and educational advancement continue to grow as Micronesians advance in education, awareness, and understanding of the benefits of administration under the Trusteeship Agreement.

## Statistical Appendixes

### Statistical Organization

At the local level, the various local departments have actually collected the statistics which were reported to headquarters. The compiling of statistical information has been performed at the headquarters office.

The Public Health Department has a combined statistician and medical records librarian who established a workable system for the collection of disease statistics and vital statistics and compiled them.

In regard to statistics, there has been no relation between the specialized institutions of the United States and local statistical services.

The Trust Territory of the Pacific Islands cooperates with the South Pacific Commission by furnishing statistics when required. Communicable disease reports are rendered monthly to the World Health Organization, the South Pacific Commission, and the Pacific Science Board. Statistics are also furnished to other specialized agencies of the United Nations upon request.

In the following tables the term "census" is used in a broad sense. The various municipal governments are contacted and are requested to furnish the required information. The municipalities are small and the results are therefore usually satisfactory. There are no specialized census teams available to take a complete census. Outer islands are contacted by field trip parties regularly, at which time numerical data are furnished by the local chiefs or municipal officials. The data furnished by local authorities are checked against previous reports, but there are sources of error which cannot be controlled. One of the most difficult types of data to obtain accurately is age data, as many persons are not aware of their true ages; and there is also some confusion regarding Japanese and American methods for recording ages.

The spread-out character of the area and the large number of small communities make it very difficult to obtain accurate statistics as of a certain date, as most of the islands are visited once every 3 or 4 months for short periods. The language barrier is, of course, a factor that creates problems in obtaining statistical data. It is believed that the situation will be improved as more people learn to speak English and when more highly trained islanders are available.

Registration of births and deaths is compulsory, but the registration is at present incomplete. Efforts are being made to extend the coverage and to improve the reporting by closer supervision and education.

Records are kept of persons entering or leaving the territory, but it has not yet been possible to institute a complete system for recording internal migrants.



# I. Population

## A. Population as shown by latest census—June 30, 1955 <sup>1</sup>

<i>District</i>	<i>Population</i>
Saipan.....	6, 543
Rota.....	860
Palau.....	7, 656
Yap.....	5, 102
Truk.....	17, 334
Ponape.....	12, 535
Marshalls.....	14, 260
	<b>64, 290</b>

<sup>1</sup> 1955 census taken by survey of each household by municipal officials and from regularly maintained municipal records. In the outer islands census reports are necessarily as of the date of the most recent field trip prior to the end of the fiscal year.

## A. (1) Comparative statement of population for trust territory for years ending June 30, 1951 to 1955

	Fiscal year				
	1951	1952	1953	1954	1955
Total population.....	56, 178	57, 205	57, 802	61, 102	64, 290

## A. (2) Population by island or political subdivision

Island or political subdivision	Population			Date of census
	Male	Female	Total	
Rota District.....	422	438	860	July 21, 1955
Palau District:				
Atmelik Municipality.....	150	174	324	May 1955
Airal Municipality.....	250	262	512	Jan. 1955
Angaur Municipality.....	255	229	484	May 1955
Kayangel Municipality.....	81	79	160	Apr. 1955
Koror Municipality.....	1, 107	1, 102	2, 209	Feb. 1955
Molekelok Municipality.....	150	154	304	Dec. 1954
Ngaraard Municipality.....	347	389	736	Dec. 1954
Ngardmau Municipality.....	97	93	190	Mar. 1954
Ngaremlengui Municipality.....	151	164	315	Apr. 1955
Ngarehlong Municipality.....	287	276	563	Apr. 1955
Ngatpang Municipality.....	57	48	105	Mar. 1955
Nghesar Municipality.....	249	225	474	Apr. 1955
Ngilwal Municipality.....	171	138	309	Apr. 1955
Peleliu Municipality.....	386	360	746	May 1955
Sonsorol Municipality.....	42	49	91	Feb. 1955
Tobi Municipality.....	54	60	114	Mar. 1955
Pulo Anna Island.....	7	6	13	Apr. 1955
Merir Island.....	4	3	7	Apr. 1955
District total.....	3, 845	3, 811	7, 656	
Yap District:				
Dalipebinaw.....	108	104	212	June 20, 1955
Fanif.....	211	167	378	June 21, 1955
Gigil.....	216	191	407	June 21, 1955
Giliman.....	67	65	132	June 24, 1955
Kanifay.....	90	70	160	June 23, 1955
Map.....	170	155	331	June 20, 1955
Rul.....	245	220	465	June 27, 1955
Runung.....	65	58	123	June 16, 1955
Tomil.....	258	206	464	June 24, 1955
Weloy.....	149	115	264	June 15, 1955
Eauripik.....	71	65	136	May 8, 1955
Elato.....	17	22	39	May 8, 1955
Fais.....	120	109	229	May 15, 1955
Faraulep, Faraulep.....	31	51	82	May 10, 1955
Faraulep, Pigue.....	11	23	34	May 16, 1955

# A. (2) Population by island or political subdivision

Island or political subdivision	Population			Date of census
	Male	Female	Total	
Yap District—Continued				
Maluk.....	115	131	246	May 20, 1955
Lamotrek.....	76	84	160	May 20, 1955
Ngulu.....	25	21	46	May 21, 1955
Satawal.....	131	107	238	May 13, 1955
Sorol.....	6	5	11	May 26, 1955
Ulithi-Asor.....	26	36	62	July 7, 1955
Ulithi-Palalop.....	72	62	134	July 5, 1955
Ulithi-Passara.....	43	30	82	Apr. 1, 1955
Ulithi-Lothou.....	10	14	24	Apr. 1, 1955
Ulithi-Mogmog.....	74	81	155	Apr. 4, 1955
Woleai-Palalop.....	105	103	208	May 8, 1955
Woleai-Mariyang.....	8	3	11	May 20, 1955
Woleai-Palau.....	10	17	36	May 20, 1955
Woleai-Tagnulap.....	11	25	36	May 21, 1955
Woleai-Palalus.....	42	36	78	May 20, 1955
Woleai-Silap.....	27	14	41	May 13, 1955
Woleai-Wotagui.....	32	46	78	May 8, 1955
District total.....	2,657	2,445	5,102	
Truk District:				
Dublon.....	641	706	1,347	May 31, 1955
Eot.....	95	104	199	May 13, 1955
Fala-Beguets.....	123	96	219	May 4, 1955
Fefan.....	745	668	1,413	May 20, 1955
Moan.....	1,313	1,162	2,475	June 8, 1955
Parem.....	66	71	137	June 13, 1955
Pate.....	270	243	513	June 7, 1955
Pis (Truk).....	95	96	191	June 13, 1955
Pollo.....	234	270	504	Mar. 31, 1955
Romanaum.....	130	111	241	May 31, 1955
Tol.....	981	951	1,932	June 23, 1955
Tsis.....	70	74	144	June 21, 1955
Udot.....	287	297	584	Apr. 27, 1955
Uman.....	561	702	1,263	May 20, 1955
Wonei.....	194	191	385	May 11, 1955
Etal.....	131	116	247	Dec. 31, 1955
Kutu.....	246	239	485	Dec. 31, 1955
Losap.....	190	239	429	Dec. 17, 1955
Lukunor.....	250	231	481	Mar. 31, 1955
Moch.....	193	192	385	Apr. 14, 1955
Nama.....	311	327	638	Apr. 12, 1955
Namolik.....	133	124	257	Dec. 31, 1955
Onoop.....	213	191	404	Dec. 31, 1955
Pis (Mortlock).....	93	101	194	Apr. 11, 1955
Satawan.....	208	214	422	Apr. 25, 1955
Ta.....	75	91	166	Dec. 31, 1955
Tanaru.....	50	53	103	Mar. 31, 1955
Magur.....	17	16	33	June 30, 1955
Murilo.....	85	87	172	Sept. 30, 1954
Nomwui.....	93	114	207	Apr. 16, 1955
Onari.....	22	24	46	May 30, 1955
Ono.....	24	23	47	June 30, 1954
Pisameh.....	28	30	58	June 30, 1954
Pulap.....	92	88	180	Jan. 31, 1955
Pulusuk.....	102	90	201	Feb. 13, 1955
Puluwat.....	122	135	257	Nov. 8, 1954
Ruo.....	62	63	125	Apr. 17, 1955
Tanalam.....	33	31	64	Dec. 17, 1954
Ulul.....	82	95	177	Feb. 1, 1955
District total.....	8,060	8,065	17,334	
Ponape District:				
Kolonia.....	479	442	921	June 15, 1955
Not Municipality.....	480	466	946	June 15, 1955
Uh Municipality.....	595	526	1,121	June 15, 1955
Madolenihmw Municipality.....	1,096	839	1,935	June 15, 1955
Kidi Municipality.....	993	870	1,863	June 15, 1955
Sokohe Municipality.....	787	722	1,509	June 15, 1955
Mokil Island.....	199	214	413	Dec. 30, 1954
Kusaie:				
Lelu.....	408	369	777	Dec. 30, 1954
Malem.....	294	235	529	Dec. 30, 1954
Utwe.....	175	160	335	Dec. 30, 1954
Tafusak.....	307	287	594	Dec. 30, 1954
Pingelap Atoll.....	360	338	698	Dec. 30, 1954

# A. (2) Population by island or political subdivision

Island or political subdivision	Population			Date of census
	Male	Female	Total	
<b>Ponape District—Continued</b>				
Kusaie—Continued				
Ngatik Atoll.....	191	170	361	Dec. 30, 1954
Nukunoro Atoll.....	106	117	223	Dec. 30, 1954
Kapingamarangi Atoll.....	180	220	400	Dec. 30, 1954
District total.....	6,560	5,975	12,535	
<b>Marshall's District:</b>				
Ailinglaplap.....	648	575	1,223	Sept. 23, 1954
Aiuk.....	222	210	432	July 30, 1954
Arno.....	616	603	1,219	Feb. 15, 1954
Aur.....	204	268	472	July 24, 1954
Ebon.....	401	404	805	Oct. 1, 1954
Jaluit.....	597	586	1,183	Mar. 20, 1954
Kili.....	141	118	259	Unknown
Kwajalein.....	804	818	1,622	Feb. 18, 1954
Lae.....	63	55	118	June 30, 1954
Likiep.....	38	27	65	July 15, 1954
Likiep.....	339	271	610	Mar. 28, 1954
Maloelap.....	218	262	480	May 31, 1955
Majuro (Laura).....	685	657	1,342	Unknown
Majuro (Rita, Uliga, Salome).....	858	853	1,711	Sept. 5, 1955
Melit.....	186	168	354	July 23, 1954
Mill.....	198	183	381	Sept. 14, 1955
Namorik.....	241	257	498	June 10, 1954
Namu.....	215	205	420	Unknown
Rongelap (Ejit).....	77	86	163	Sept. 24, 1955
Ujae.....	78	82	160	July 15, 1954
Ujelang.....	87	88	175	Mar. 3, 1955
Utirik.....	95	79	174	Aug. 17, 1954
Wotho.....	24	27	51	Mar. 12, 1954
Wotje.....	157	186	343	Feb. 24, 1954
District total.....	7,192	7,068	14,260	
<b>Saipan District:</b>				
Alamagan.....	28	40	68	June 1955
Anatahan.....	30	24	54	June 1955
Agrihan.....	45	56	101	June 1955
Pagan.....	37	38	75	June 1955
Tinian.....	205	245	510	June 1955
Saipan.....	2,938	2,797	5,735	July 1955
District total.....	3,343	3,200	6,543	

# B. Estimate of population as of June 30, 1955

Section of population	Population		
	Male	Female	Total
Chamorro.....	3,766	3,617	7,383
Carollian.....	21,598	20,764	42,362
Marshallese.....	7,163	7,039	14,202
Polynesian.....	112	90	202
Nonindigenous.....	63	47	110
Gilbertese.....	21	20	41
Total.....	32,723	31,567	64,290

# C. (1) Ages and sex composition of population

Age group	Male	Female	Total
Under 1 year.....	977	945	1,922
1-4 years.....	3,917	3,828	7,745
5-9 years.....	3,420	3,026	6,446
10-14 years.....	2,493	2,418	4,911
15-19 years.....	2,103	2,161	4,264
20-24 years.....	2,110	2,165	4,275
25-34 years.....	3,367	3,430	6,803
35-44 years.....	3,002	2,951	5,953
45-54 years.....	2,295	2,179	4,474
55-64 years.....	1,704	1,655	3,359
65-74 years.....	1,063	964	2,027
75 and over.....	871	761	1,632
Age unclassified.....	2,144	1,993	4,137
Total population.....	29,466	28,482	57,948

<sup>1</sup> The difference of 6,342 persons from a total population of 64,290 reflects persons on outlying islands from which current data could not be obtained.

C. (2) Literacy and educational level of population

Age group	District	Number of persons	Literate in local language <sup>1</sup>	Literate in English <sup>2</sup>	Literate in Japanese <sup>3</sup>	Elemental education or equivalent <sup>4</sup>	Intermediate education or equivalent <sup>5</sup>	Number secondary education or equivalent <sup>6</sup>	Number some higher education <sup>7</sup>	Number professional or university graduate <sup>8</sup>
15-24 years	Rota	148	95	45	40	90	85	2	2	2
	Palau	1,599	80	75	30	96	30	15	2	2
	Yap	707	57	26	28	35	9	37	20	4
	Truk	2,963	95	65	35	65	14	55	6	9
	Ponape	2,184	82	14	1	28	14	70	8	9
	Marshall	1,394	99	25	25	99	33	16	1	1
Totals: 15-24 years		8,695	85	43	27	69	31	195	38	13
25-34 years	Rota	80	85	30	95	30	45	8	8	6
	Palau	1,011	55	10	82	55	10	79	33	2
	Yap	719	64	8	66	48	3	6	2	1
	Truk	1,908	95	50	45	15	3	32	6	6
	Ponape	1,627	55	5	15	15	5	21	7	6
	Marshall	1,111	99	25	50	99	45	56	5	5
Totals: 25-34 years		6,456	75	21	59	44	19	202	61	19
35 years and over	Rota	98	75	25	85	5	2	2	5	5
	Palau	1,957	35	6	13	12	1	12	3	3
	Yap	2,093	28	1	45	16	0.2	3	1	1
	Truk	6,060	65	5	5	5	1	6	1	1
	Ponape	3,820	40	1	10	5	40	101	6	4
	Marshall	3,768	99	10	25	99	7.3	124	16	6
Totals: 35 years and over		17,736	57	8	30	23	7.3	124	16	6

<sup>1</sup> Able to read and write with some comprehension in local language. Estimated percentage of age groups.

<sup>2</sup> Able to read and write with some comprehension in English language. Estimated percentage of age groups.

<sup>3</sup> Able to read and write with some comprehension in Japanese language. Estimated percentage of age groups.

<sup>4</sup> Completion of 6 years of elementary school or equivalent.

<sup>5</sup> Completion of intermediate school or equivalent.

<sup>6</sup> Completion of Pacific Islands Central School or equivalent.

<sup>7</sup> Some education beyond PIGS or high school level. Number.

<sup>8</sup> Completion of university or college course or professional training comparable to medical school at Suva. Number.

No accurate detailed statistics are yet available; however, it is estimated that those indigenous persons who can neither read nor write simple materials in the vernacular are about 20 percent of the adult population.

## D. Birth and death statistics

There were 1,654 live births and 312 deaths reported for the trust territory in calendar year 1954. This includes data for the Marshalls and Carolines and an estimate for Rota based on reports for part of the year. Information on maternal deaths is not available. Totals of 46 stillbirths and of 52 deaths under 1 year of age were reported for 1954. The infant mortality rate is 31.4 per 1,000 live births. These figures probably reflect some under-reporting. For Saipan the totals were 285 births and 48 deaths, of which 12 were under 1 year.

From information available the statistics on age at death is believed to be substantially as follows:

Under 1 year	19.1	45-49 years	4.6
1-4 years	3.2	50-54 years	5.8
5-9 years	4.3	55-59 years	5.9
10-14 years	1.8	60-64 years	5.2
15-19 years	1.7	65-69 years	5.3
20-24 years	3.4	70-74 years	6.8
25-29 years	3.8	75-79 years	3.1
30-34 years	3.2	80 and over	12.2
35-39 years	5.2	Adult exact age unknown	2.0
40-44 years	3.4		

## E. Migration

There has been no immigration or emigration. Internal migration is as follows:

Number migrating	Old place of residence	New place of residence	Description of group	Remarks
Saipan				
86	Palau	Saipan	Family	New home
Rota				
6	Rota	Guam	Family	New home
8	Rota	Tinian	Family	New home
5	Rota	Saipan	Family	New home
Palau				
3	Angaur	Yap	Partial family	New home
1	Angaur	Koror	Individual	New home
1	Almelik	Koror	Individual	New home
32	Nguarard	Koror	Families	New home
4	Ngarmau	Koror	Family	New home
1	Ngiwal	Koror	Individual	New home
6	Koror	Merir Island	Family	Return to former home
Ponape				
42	Pis-Losap	Madolenihmw Ponape Island	Dependents of earlier migrants	To join heads of families
123	Pingelap	Ponape	Homesteaders and dependents	
22	Kapingamarangi	Ponape	Homesteaders and dependents	
Total	340			

## II. Administrative Structure of Government

### A, B. Nonindigenous employees

Position	Grade	Sex
Headquarters:		
Office of the High Commissioner:		
Deputy High Commissioner	GS-15	Male
Secretary	GS-6	Female
Administrative Officer	GS-13	Male
Administrative Officer	GS-9	Male
Equipment Specialist	GS-9	Male
Anthropologist	GS-12	Male
Secretary	GS-5	Female
Legal Staff:		
Attorney Adviser	GS-13	Male
Attorney Adviser	GS-12	Male
Secretary	FS-5	Female
Clerk-Stenographer	GS-4	Female

## A, B. Nonindigenous employees—Continued

Position	Grade	Sex
<b>Headquarters—Continued</b>		
<b>Administrative Department:</b>		
Executive Officer.....	GS-14.....	Male
Reports Officer.....	GS-9.....	Female
Administrative Assistant.....	GS-7.....	Female
Secretary.....	GS-5.....	Female
Radio Operator.....	GS-5.....	Female
Mail and File Supervisor.....	GS-4.....	Female
Mail and File Clerk.....	GS-3.....	Female
Clerk.....	GS-3.....	Male
Telephone Operator.....	GS-3.....	Female
File Clerk.....	GS-2.....	Male
Clerk-Typist.....	GS-2.....	Female
<b>Property and Supply Division:</b>		
General Supply Officer.....	GS-12.....	Male
General Supply Assistant.....	GS-11.....	Male
General Supply Assistant.....	GS-9.....	Male
Procurement Officer.....	GS-9.....	Male
General Supply Assistant.....	GS-7.....	Male
Secretary.....	GS-5.....	Female
Purchasing Agent.....	GS-5.....	Female
Procurement Clerk.....	GS-5.....	Male
Storekeeper (Receiving).....	GS-5.....	Male
Storekeeper (Shipping).....	GS-5.....	Male
Storekeeper.....	GS-5.....	Male
Procurement Clerk.....	GS-4.....	Male
Procurement Clerk.....	GS-4.....	Male
Clerk Typist.....	GS-3.....	Female
Storekeeper.....	GS-3.....	Male
Clerk Typist.....	GS-3.....	Male
Carpenter.....	Wage board.....	Male
Truck Driver, Warehouse.....	Wage board.....	Male
Truck Driver, Warehouse.....	Wage board.....	Male
Truck Driver, Warehouse.....	Wage board.....	Male
Laborer, Warehouse.....	Wage board.....	Male
Laborer, Warehouse.....	Wage board.....	Male
Laborer.....	Wage board.....	Male
<b>Personnel Division:</b>		
Personnel Officer.....	GS-12.....	Male
Personnel Assistant.....	GS-9.....	Male
Personnel Assistant.....	GS-7.....	Male
Personnel Clerk.....	GS-5.....	Male
Secretary.....	GS-5.....	Female
<b>Fiscal Department:</b>		
Comptroller.....	GS-13.....	Male
Budget Officer.....	GS-11.....	Male
Government Accountant.....	GS-11.....	Male
Fiscal Accountant.....	GS-9.....	Male
Fiscal Accountant.....	GS-8.....	Male
Voucher Examiner Supervisor.....	GS-8.....	Male
Voucher Examiner.....	GS-6.....	Male
Fiscal Accounting Clerk.....	GS-6.....	Female
Secretary.....	GS-5.....	Female
Fiscal Accounting Clerk.....	GS-5.....	Male
Bookkeeping Machine Operator.....	GS-4.....	Female
Time, Leave, and Payroll Clerk.....	GS-4.....	Female
Clerk-Typist.....	GS-3.....	Female
<b>Public Works:</b>		
Construction and Maintenance Superintendent.....	GS-13.....	Male
Construction and Maintenance Superintendent.....	GS-12.....	Male
Construction and Maintenance Superintendent.....	GS-11.....	Male
Construction Superintendent.....	GS-10.....	Male
Engineering Draftsman.....	GS-7.....	Male
Purchasing Agent.....	GS-6.....	Male
Secretary.....	GS-5.....	Female
Snapper, Heavy Equipment Mechanic.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
Snapper, Building Repairman.....	Wage board.....	Male
Building Repairman.....	Wage board.....	Male
Building Repairman.....	Wage board.....	Male
Building Repairman.....	Wage board.....	Male
Electrician.....	Wage board.....	Male
Automotive Mechanic.....	Wage board.....	Male
Gardner.....	Wage board.....	Male
Laborer.....	Wage board.....	Male
<b>Headquarters—Inter-District:</b>		
<b>Agriculture and Fisheries:</b>		
Entomologist.....	GS-12.....	Male
Agriculturist.....	GS-11.....	Male
Agriculturist.....	GS-11.....	Male
Agriculturist.....	GS-9.....	Male
Agriculturist.....	GS-9.....	Male

## A, B. Nonindigenous employees—Continued

Position	Grade	Sex
<b>Headquarters—Inter-District—Continued</b>		
<b>Central Electronics Depot:</b>		
Communications Specialist	GS-12	Male
Electronics Technician	GS-9	Male
Electronics Technician	GS-7	Male
<b>Public Health Department:</b>		
Medical Officer	GS-14	Male
Dental Officer	GS-12	Male
Nurse Supervisor	GS-9	Female
General Supply Assistant	GS-9	Male
Medical Records Librarian	GS-6	Female
Clerk-Stenographer	GS-4	Female
Sanitation Officer	GS-9	Male
<b>Legal Department:</b>		
Public Defender	GS-11	Male
Public Prosecutor	GS-11	Male
Supervisor, Protective Services	GS-11	Male
Claims Examiner	GS-11	Male
<b>Education Department:</b>		
Education Training Specialist	GS-13	Male
Clerk-Typist	GS-3	Female
Principal Teacher	GS-10	Female
Teacher	GS-7	Female
Teacher	GS-5	Female
Teacher	GS-5	Male
<b>Public Works:</b>		
Construction Superintendent	GS-10	Male
Quartermaster, Refrigeration Mechanic	Wage board	Male
Leadingman, Public Works	Wage board	Male
Leadingman, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
<b>District Administration:</b>		
<b>Rota:</b>		
District Administrator	GS-11	Male
Medical Officer	GS-11	Male
Claims Examiner	GS-9	Male
Agriculturist	GS-9	Male
Snapper, Public Works	Wage board	Male
<b>Palau:</b>		
District Administrator	GS-14	Male
Medical Officer	GS-12	Male
Administrative Officer	GS-11	Male
Education Officer	GS-11	Male
Maintenance and Construction Superintendent	GS-10	Male
Communications Specialist	GS-9	Male
Fiscal Accountant	GS-9	Male
Claims Examiner	GS-9	Male
Surveyor and Cartographic Engineer	GS-9	Male
Agriculturist	GS-9	Male
Education Specialist	GS-9	Male
Hospital Administrative—Assistant	GS-8	Male
Administrative Assistant	GS-7	Male
Teacher	GS-7	Male
Teacher	GS-5	Female
Secretary	GS-5	Female
Clerk	GS-4	Female
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
Snapper, Public Works	Wage board	Male
<b>Yap:</b>		
District Administrator	GS-12	Male
Administrative Officer	GS-11	Male
Medical Officer	Ungraded	Male
Education Officer	GS-11	Male
Chief Communicator	GS-9	Male
Administrative Assistant	GS-9	Male



## A, B. Nonindigenous employees—Continued

Position	Grade	Sex
<b>District Administration—Continued</b>		
<b>Yap—Continued</b>		
Administrative Assistant.....	GS-9.....	Male
Construction and Maintenance Superintendent.....	GS-9.....	Male
Hospital Administrative Assistant.....	GS-8.....	Female
Agriculturist.....	GS-7.....	Male
Teacher.....	GS-7.....	Female
Teacher.....	GS-5.....	Male
Secretary.....	GS-5.....	Female
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
<b>Truk:</b>		
District Administrator.....	GS-13.....	Male
Medical Officer.....	GS-12.....	Male
Civil Affairs Officer.....	GS-11.....	Male
Administrative Officer.....	GS-11.....	Male
Education Officer.....	GS-11.....	Male
Construction and Maintenance Superintendent.....	GS-10.....	Male
Communications Specialist.....	GS-9.....	Male
Anthropologist.....	GS-9.....	Male
Agriculturist.....	GS-9.....	Male
Principal Teacher.....	GS-9.....	Male
Education and Training Specialist.....	GS-9.....	Male
Hospital Administrative Assistant.....	GS-8.....	Female
Accountant.....	GS-7.....	Female
Administrative Assistant.....	GS-7.....	Male
General Supply Assistant.....	GS-7.....	Male
Surveying and Cartographic Engineer.....	GS-7.....	Male
Teacher.....	GS-7.....	Female
Teacher.....	GS-6.....	Male
Secretary.....	GS-6.....	Female
Clerk-Stenographer.....	GS-4.....	Female
Leadingman, Electrician.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
<b>Ponape:</b>		
District Administrator.....	GS-13.....	Male
Medical Officer.....	GS-12.....	Male
Administrative Officer.....	GS-11.....	Male
Education Officer.....	GS-11.....	Male
Construction and Maintenance Superintendent.....	GS-10.....	Male
Communications Specialist.....	GS-9.....	Male
Fiscal Accountant.....	GS-9.....	Female
General Supply Assistant.....	GS-9.....	Male
Agriculturist.....	GS-9.....	Male
Education and Training Specialist.....	GS-9.....	Female
Education and Training Specialist.....	GS-9.....	Male
Administrative Assistant.....	GS-7.....	Female
Secretary.....	GS-5.....	Female
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
<b>Marshall:</b>		
District Administrator.....	GS-13.....	Male
Medical Officer.....	GS-12.....	Male
Administrative Officer.....	GS-11.....	Male
Administrative Officer.....	GS-11.....	Male
Education Officer.....	GS-11.....	Male
Construction and Maintenance Superintendent.....	GS-10.....	Male
Communications Specialist.....	GS-9.....	Male
Fiscal Accountant.....	GS-9.....	Male
General Supply Assistant.....	GS-9.....	Male
Claims Examiner.....	GS-9.....	Male
Agriculturist.....	GS-9.....	Male
Hospital Administrative Assistant.....	GS-8.....	Female
Teacher.....	GS-7.....	Female
Teacher.....	GS-7.....	Male
Secretary.....	GS-5.....	Female
Clerk-Stenographer.....	GS-4.....	Female
Clerk.....	GS-4.....	Female
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
Snapper, Public Works.....	Wage board.....	Male
<b>Saipan:</b>		
Naval Administrator.....	Cominader.....	Male
Assistant Naval Administrator.....	Lieutenant.....	Male
Administrative Officer.....	Lieutenant.....	Male
Operations Officer.....	Ensign.....	Male

## A, B. Nonindigenous employees—Continued

Position	Grade	Sex
<b>District Administration—Continued</b>		
<b>Saipan—Continued</b>		
Public Works Officer.....	Lieutenant.....	Male
Supply Officer.....	Lieutenant.....	Male
Disbursing Officer.....	Lieutenant Junior Grade..	Male
Senior Medical Officer.....	Lieutenant Commander ..	Male
Administrative Assistant to Medical Officer.....	Lieutenant.....	Male
Medical Officer.....	Lieutenant.....	Male
Chief Nurse.....	Lieutenant Junior Grade..	Female
Internal Affairs Officer.....	GS-11.....	Male
Education Director.....	GS-11.....	Male
District Attorney.....	GS-11.....	Male
Land and Claims Officer.....	GS-11.....	Male
Principal of Intermediate School.....	GS-9.....	Male
Education Specialist.....	GS-9.....	Female
Education Specialist.....	GS-8.....	Male
Teacher.....	GS-7.....	Male
Teacher.....	GS-7.....	Female
Teacher.....	GS-7.....	Female
Teacher.....	GS-7.....	Female
Teacher.....	GS-7.....	Female
Teacher.....	GS-7.....	Female

NOTE.—The above listings include positions established for special construction projects which are not included in basic organization personnel totals.

*Micronesian Employees as of June 30, 1955*

ROTA DISTRICT

Department and activity	Grade and sex																								Total
	I		II		III		IV		V		VI		VII		VIII		IX		X		XI		XII		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
Finance and Supply:																									
Administrative.....																									
Warehousing.....																									
Agency activity.....																									
Laundry.....																									
Native dining room.....																									
Administration:																									
Administrative.....								1										1							2
Property and supply.....																									
Communications.....																									
Public Health:																									
Administration.....																									
Hospitals.....								1	3																
Sanitation.....																		1							5
Field medical services.....																									4
Medical education.....																									
Islands Affairs:																									
Administrative.....																									
Land and Claims.....								4		2															6
Agricultural development.....																									
Education:																									
Administrative.....																									
Intermediate schools.....																									
Elementary schools.....	1																								1
PICS.....																									
Legal:																									
Constabulary.....																									
Public defender.....																									
District attorney.....																									
Public Works:																									
Administrative.....																									
Operations and maintenance.....																									
Central repair shop and salvage.....																									
Special Projects (specify).....																									
Constructions Hospital Harbor.....								9		1															16
Total.....	1							15	3	3		3	4	1		4	1			1	1				37
																									4

*Micronesian Employees as of June 30, 1955—Continued*

PALAU DISTRICT

Department and activity	Grade and sex																								Total
	I		II		III		IV		V		VI		VII		VIII		IX		X		XI		XII		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
Finance and Supply:																									
Administrative:																									
Warehousing:						2		1			1					1									
Administration:																									
Administrative:							3																		
Property and supply		2																							
Communications									4	1			2				1								
Public Health:																									
Administration:	2		1	2				1	1	3			2												
Hospitals:	1			6																					
Sanitation:								1																	
Field medical services:												1				2									
Island Affairs:																									
Administrative:								3			3						1								
Land and claims:			1					2		1			1												
Agricultural development:			4					1		1							1								
Education:																									
Administrative:			1					1		1															
Intermediate schools:			1						3				3												
Elementary schools:									1	1															
Legal:																									
Constabulary:								1		6							5								
Public defender:											10														
Public Works:																									
Administrative:								1		2															
Operations and maintenance:			29	13				38		10			6				6								
Special Projects:																									
Cacao project:			32	8					1	2			1												
Beetle control project:			10						1				1												
Public works center project:			23		2				3		5						1								
Wharf and warehouse project:			27		1				2		4		1												
Total:	3	133	10	28	3	25	8	34	2	62	1	17	10	22			6		5		1				370

## YAP DISTRICT

[illegible]

*Micronesian Employees as of June 30, 1955—Continued*

TRUK DISTRICT

Department and activity	Grade and sex																								Total
	I		II		III		IV		V		VI		VII		VIII		IX		X		XI		XII		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
Finance and Supply:																									
Administrative.....			1				2																		4
Warehousing.....			1				4				1														6
Agency activity.....					1																				1
Laundry.....	1										1														2
Native dining room.....	6		1				4																		13
Administration:																									
Administrative.....			1		4																				6
Property and supply.....									6		1		4					1							13
Communications.....																									6
Public health:																									13
Administration.....							4																		4
Hospitals.....																									4
Sanitation.....			1		1		13	7	2		3		1	4											138
Field medical services.....					3		4																		8
Medical education.....					2		27	1			3														36
Island Affairs:																									
Administrative.....			1								1														3
Land and claims.....							2	2			1		2												8
Agricultural development.....			11				4				1														16
Education:																									
Administrative.....							1																		1
Intermediate schools.....							2	1	1				5	1											11
Elementary schools.....											1														3
PTCS.....			1										1												3
Legal:																									
Constabulary.....					3		9				5		1		2		1								22
Public defender.....																	1								1
District attorney.....																									
Public Works:																									
Administrative.....			48		11		2		5		1		4		5										3
Operations and maintenance.....											24														100
Central repair shop and salvage.....			70		2				1		18		3		2										97
Special Projects.....																									
Total.....	7		136		24	3	82	11	15		61		21	6	26		4		5		2				403

1 Includes one specialized dentist. 2 Water storage, pier, and hospital project.



*Micronesian Employees as of June 30, 1955—Continued*

MARSHALLS DISTRICT

Department and activity	Grade and sex																								Total		
	I		II		III		IV		V		VI		VII		VIII		IX		X		XI		XII			XIII	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F		M	F
Finance and Supply:																											
Administrative.....									3							1											4
Warehousing.....																											
Agency activity.....																1											1
Laundry.....																											
Administration:																											
Administrative.....			1								1					1		1									4
Property and supply.....								3			2					3											5
Communications.....											1							1									5
Public Health:																											
Administration.....																											
Hospitals.....					2	1	5	2	2	1			1	9	3						4						30
Sanitation.....					1		1																				3
Field medical services.....							4	35			8		1	2	6												56
Islands Affairs:																											
Administrative.....			1																								2
Anthropologist.....											1																1
Land and claims.....											1																2
Agricultural development.....			3								2		2														7
Education:																											
Intermediate schools.....							1	1	1				6	1					1		1						10
Elementary schools.....																											1
Legal:																											
Constabulary.....					2		3			3					3				1								12
Public defender.....																											1
Public Works:																											
Administrative.....							1																				1
Operations and maintenance.....									18		23				11		1		1								55
Central repair shop and salvage.....											3																3
Special Projects:																											
Kili.....																											
Jaluit.....			5		1		1		1		3				1					1							1
Construction.....			1				3		10		15																12
Total .....			11		7	1	22	37	35		64		14	11	29		5		3		6						245

<sup>1</sup> In addition to above 1 Male, 1 Female—ungraded—Kili project.



*Micronesian Employees as of June 30, 1955—Continued*

SAIPAN DISTRICT

Department and activity	Grade and sex																								Total
	I		II		III		IV		V		VI		VII		VIII		IX		X		XI		XII		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
Finance and Supply:																									
Administrative.....																									
Warehousing.....																									
Agency activity.....																									
Laundry.....																									
Native dining room.....																									
Administration:																									
Administrative.....																									
Property and supply.....																									
Communications.....																									
Public Health:																									
Administration.....																									
Hospitals.....																									
Sanitation.....																									
Field medical services.....																									
Medical education.....																									
Island Affairs:																									
Administrative.....																									
Land and claims.....																									
Agricultural development.....																									
Education:																									
Administrative.....																									
Intermediate schools.....																									
Elementary schools.....																									
PICS.....																									
Legal:																									
Constabulary.....																									
Public defender.....																									
District attorney.....																									
Public Works:																									
Administrative.....																									
Operation and maintenance.....																									
Central repair shop and salvage.....																									
Special Projects.....																									
Constructions.....																									
Total.....																									

*Micronesian Employees of the Judiciary Department, as of June 30, 1955*

Title of position	Rota		Palau		Yap		Truk		Ponape		Marshalls	
	Salary	M	F	Salary	M	F	Salary	M	F	Salary	M	F
Clerk of Courts.....	\$100 per year <sup>1</sup>	1	---	\$200 per year	1	---	\$900 per year	1	---	\$900 per year	1	---
Presiding Judge District Court.....	\$2.50 per day	1	---	\$800 per year	1	---	\$310 per year	1	---	Vacant	1	---
Associate Judge District Court.....	\$2.50 per day	1	---	\$2.50 per day	3	---	\$2.50 per day	2	---	\$2.50 per day	4	---
Community Court Judge.....	-----	---	---	\$2.50 per day	16	---	\$2.50 per day	38	---	\$2.50 per day	14	---
Totals.....	-----	3	---	-----	21	---	-----	42	---	-----	20	---

<sup>1</sup> Part-time position. The position shown above where \$2.50 per day is paid is on an actual work basis, the judges being paid only for those days when sitting. In addition, the District Judges have been appointed Special Judges of the High Court and are also paid \$2.50 per day when sitting in such court.

Saipan has in its employment 1 senior judge at an annual salary of \$2,596.50 and has Community Courts at Saipan, Tinian, Agrihan, Pagan, Alamagan, and Anatahan. In addition, Saipan has a District Court and a Court of Appeals and 2 clerks of Court, 1 for the Court of Appeals and 1 for all other courts.

### C. Classified pay rates for U.S. personnel

<i>Pay grade</i>	<i>Annual pay range<sup>1</sup></i>	<i>Pay grade</i>	<i>Annual pay range<sup>1</sup></i>
GS-1-----	\$2, 690 to \$3, 200	GS-10-----	\$5, 915 to \$6, 725
GS-2-----	2, 960 to 3, 470	GS-11-----	6, 390 to 7, 465
GS-3-----	3, 175 to 3, 685	GS-12-----	7, 570 to 8, 645
GS-4-----	3, 415 to 3, 925	GS-13-----	8, 990 to 10, 065
GS-5-----	3, 670 to 4, 480	GS-14-----	10, 320 to 11, 395
GS-6-----	4, 080 to 4, 890	GS-15-----	11, 610 to 12, 690
GS-7-----	4, 525 to 5, 335	GS-16-----	12, 900 to 13, 760
GS-8-----	4, 970 to 5, 780	GS-17-----	13, 975 to 14, 620
GS-9-----	5, 440 to 6, 250	GS-18-----	14, 800 to -----

<sup>1</sup> Base rates; add 25 percent territorial post differential for personnel in Guam and trust territory.

### Wage schedule for ungraded U.S. personnel

Leadingman Public Works-----	\$6, 614. 40 to \$7, 155. 20
Quartermaster Ref. Mechanic-----	\$7, 321. 60 to \$7, 945. 60
Snapper Public Works-----	\$2. 97 per hour

### Micronesian Pay Plan

<i>Pay grade<sup>1</sup></i>	<i>Annual pay range</i>	<i>Pay grade</i>	<i>Annual pay range<sup>1</sup></i>
I-----	\$270. 40 to \$364. 00	IX-----	\$873. 60 to \$1, 164. 80
II-----	312. 00 to 416. 00	X-----	1, 019. 20 to 1, 331. 20
III-----	364. 00 to 499. 20	XI-----	1, 164. 80 to 1, 456. 00
IV-----	416. 00 to 582. 40	XII-----	1, 310. 40 to 1, 643. 20
V-----	499. 20 to 665. 60	XIII-----	1, 456. 00 to 1, 851. 20
VI-----	582. 40 to 811. 20	XIV-----	1, 643. 20 to 2, 080. 00
VII-----	665. 60 to 873. 60	XV-----	1, 851. 20 to 2, 246. 40
VIII-----	769. 60 to 1, 019. 20		

<sup>1</sup> The Micronesian pay grades are based on the nature of the duties performed and the responsibility of the position, similar to the classified pay rates for U.S. personnel.

## III. Justice

### A. Major crimes, fiscal year 1955

District	Homicides	Infanticides	Aggravated assaults	Thefts with violence
Saipan-----	0	0	2	0
Rota-----	0	0	0	0
Palau-----	0	0	0	0
Yap-----	0	0	0	0
Truk-----	0	0	1	0
Ponape-----	0	0	0	0
Marshall-----	0	0	0	0
Totals-----	0	0	3	0

# B. Prosecutions, acquittals, and convictions for fiscal year 1955

	Prosecuted		Acquitted		Convicted	
	Indigenous	Nonindigenous	Indigenous	Nonindigenous	Indigenous	Nonindigenous
<b>High Court:</b>						
Rota District.....	0	0	0	0	0	0
Salpan District.....	24	1	1	0	23	1
Palau District.....	9	0	3	0	6	0
Yap District.....	0	0	0	0	0	0
Truk District.....	4	2	1	0	3	2
Ponape District.....	0	0	0	0	0	0
Marshalls District.....	0	0	0	0	0	0
Totals.....	37	3	5	0	32	3
<b>District Court:</b>						
Salpan District.....	206	62	19	0	182	62
Rota District.....	0	0	0	0	0	0
Palau District.....	74	0	8	0	66	0
Yap District.....	56	0	13	0	43	0
Truk District.....	105	18	22	0	83	18
Ponape District.....	78	0	10	0	68	0
Marshalls District.....	18	0	0	0	18	0
Totals.....	537	80	72	0	460	80
<b>Community Courts:</b>						
Salpan District <sup>1</sup> .....	0	0	0	0	0	0
Rota District.....	5	0	0	0	5	0
Palau District.....	76	0	1	0	75	0
Yap District.....	0	0	0	0	0	0
Truk District.....	623	0	153	0	470	0
Ponape District.....	9	0	3	0	6	0
Marshalls District.....	30	0	0	0	30	0
Totals.....	743	0	157	0	586	0
<b>Totals for all Districts:</b>						
Salpan District.....	230	63	20	0	205	63
Rota District.....	5	0	0	0	5	0
Palau District.....	150	0	12	0	147	0
Yap District.....	56	0	13	0	43	0
Truk District.....	732	20	176	0	556	20
Ponape District.....	87	0	13	0	74	0
Marshalls District.....	48	0	0	0	48	0
Totals all courts.....	1,317	83	234	0	1,078	83

<sup>1</sup> Five cases withdrawn upon motion.

<sup>2</sup> No Community Courts cases as of June 30, 1955. All cases tried by higher courts.

C. Total number of persons convicted during the year under review, classified according to section of the population, sex and age, type of offense, and type of punishment or treatment

# ROTA DISTRICT

Type of offense	Number	M	F	Adult	Juvenile	Deprivation of liberty	Deprivation of liberty and fine	Fine	Fine and suspended sentence	Suspended sentence	Warning	Restitution or compensation
Felonies.....	0											
Misdemeanors under territory-wide law exclusive of minor traffic violations.....	5	5		5		3			1	1		
Violation of district orders.....	0											
Violation of municipal ordinances.....	0											
Violation of local custom.....	0											
Totals <sup>1</sup> .....	5	5		5		3			1	1		

<sup>1</sup> Five indigenous.

# PALAU DISTRICT

Type of offense	Number	M	F	Adult	Juvenile	Deprivation of liberty	Deprivation of liberty and fine	Fine	Fine and suspended sentence	Suspended sentence	Warning	Restitution or compensation
Felonies:												
Rape.....	3	3		3		3						
Burglary.....	3	3		3		3						
Misdemeanors under trust territory-wide law exclusive of minor traffic violations.....	114	108	6	114		57	6	16	10	25		
Violation of district orders.....	0											
Violation of municipal ordinances.....	0											
Violation of local custom.....	0											
Totals <sup>2</sup> .....	120	114	6	120		63	6	16	10	25		

<sup>2</sup> 120 indigenous.

In addition to the above, there were 27 convictions for traffic violations in which no greater punishment than a fine of \$25 or less was imposed. All these offenders were male adults.

Nine boys under 18 years of age were adjudged delinquent children under section 432 of the trust territory code. One was released with a warning, and the other 8 were released on conditions approximating probation. Under that section, however, these do not constitute convictions.

# YAP DISTRICT

Type of offense	Number	M	F	Adult	Juvenile	Depriva- tion of liberty	Depriva- tion of liberty and fine	Fine	Fine and suspend- ed sent- ence	Sus- pended sentence	Warning	Restitu- tion or compen- sation
Felonies.....	0											
Misdemeanors under trust territory-wide law exclusive of minor traffic violations.....	32	30	2	32		21		11				
Violation of district orders.....	1	1		1				1				
Violation of municipal ordinances.....	0											
Violation of local custom.....	0											
Totals <sup>3</sup> .....	33	31	2	33		21		12				

<sup>3</sup> 33 indigenous.

In addition to the above, there were 10 convictions for traffic violations in which no greater punishment than a fine of \$25 or less was imposed. All these offenders were male adults.

# TRUK DISTRICT

Type of offense	Number	M	F	Adult	Juvenile	Depriva- tion of liberty	Depriva- tion of liberty and fine	Fine	Fine and suspend- ed sent- ence	Sus- pended sentence	Warning	Restitu- tion or compen- sation
Felonies:												
Illegal entry <sup>4</sup> .....	2	2		2				2				
Forgery.....	1	1		1		1						
Aggravated assault.....	1	1		1		1						
Larceny from a dwelling house.....	1	1		1		1						
Misdemeanors under trust territory-wide law exclusive of minor traffic violations.....	230	152	78	230		156		36		35	1	2
Violation of district orders <sup>5</sup> .....	35	38	17	35		7		43		1	3	4
Violation of municipal ordinances.....	184	178	6	184		126		52		2	3	1
Violation of local custom.....	94	65	29	94		36		6		2	1	49
Totals <sup>6</sup> .....	508	438	130	568		328		139		40	5	50

<sup>4</sup> Two illegal entry, nonindigenous.

<sup>5</sup> Seventeen violation of district order, nonindigenous.

<sup>6</sup> 549 indigenous; 19 nonindigenous.

NOTE.—In addition to the above, there were 8 convictions for traffic violations in which no greater punishment than a fine of \$25 or less was imposed. All these offenders were male adults.  
One boy, under 18 years of age, was adjudged a delinquent child under section 432 of the trust territory code and released on conditions approximating probation. Under that section, however, this does not constitute a conviction.

C. Total number of persons convicted during the year under review, classified according to section of the population, sex and age, type of offense, and type of punishment or treatment

# PONAPE DISTRICT

Type of offense	Number	M	F	Adult	Juvenile	Depriva- tion of liberty	Depriva- tion of liberty and fine	Fine	Fine and suspend- ed sen- tence	Sus- pended sentence	Warning	Restitu- tion or compen- sation
Felonies.....	0											
Misdemeanors under trust territory-wide law exclusive of minor traffic violations.....	68	59	9	68		17	1	49				1
Violation of district orders.....	0											
Violation of municipal ordinances.....	0											
Violation of local custom.....	0											
Totals <sup>1</sup> .....	68	59	9	68		17	1	49				1

<sup>1</sup> 68 indigenous.

In addition to the above, there were 6 convictions for traffic violations in which no greater punishment than a fine of \$25 or less was imposed. All these offenders were male adults.

# MARSHALLS DISTRICT

Type of offense	Number	M	F	Adult	Juvenile	Depriva- tion of liberty	Depriva- tion of liberty and fine	Fine	Fine and suspend- ed sen- tence	Sus- pended sentence	Warning	Restitu- tion or compen- sation
Felonies.....	0											
Misdemeanors under trust territory-wide law exclusive of minor traffic violations.....	30	30	0	30	0	12	0	17			1	
Violation of district orders.....	0											
Violation of municipal ordinances.....	0											
Violation of local custom.....	0											
Totals <sup>2</sup> .....	30	30	0	30	0	12	0	17			1	

<sup>2</sup> 30 indigenous.

Two boys, under 18 years of age, were adjudged delinquent children under section 432 of the trust territory code and released on conditions approximating probation. Under that section, however, these do not constitute convictions.

## SAIPAN DISTRICT

Type of offense	Number	M	F	Adult	Juvenile	Depriva- tion of liberty	Depriva- tion of liberty and fine	Fine	Fine and suspend- ed sen- tence	Sus- pended sentence	Warning	Restitu- tion or compen- sation
Felonies.....	24	24		18	6	9	12	0	3		0	10
Misdemeanors under trust territory-wide law exclusive of minor traffic violations.....	44	42	2	44		18		15	10	1		
Violation of district orders.....	2	2		2				1	1			
Violation of municipal ordinances.....	16	13	3	16				16				
Violation of local custom.....	0											
Totals.....	86	81	5	80	6	27	12	32	14	1	0	1

<sup>9</sup> Some had deprivation of liberty partly suspended—jail probation.

<sup>10</sup> Interpreted to mean returned stolen property—in kind or actual.

In addition to the above, there were 179 traffic violations, 14 by juveniles, the rest by 155 male and 24 female adults.



## IV. Public Finance

### A. Revenues and expenditures for fiscal year 1955

#### Local Government Finances

#### CONSOLIDATED STATEMENT OF COST OF OPERATIONS FOR ALL TRUST TERRITORY LOCAL GOVERNMENTS FISCAL YEAR 1955

District	Budgeted expenses	Revenues	Expenditures	Balance <sup>1</sup>
Saipan.....	\$78,860.00	\$67,597.13	\$73,978.60	\$49,753.67
Rota <sup>2</sup> .....		7,500.00	1,000.00	500.00
Koror.....	35,832.93	35,860.60	33,496.38	2,364.22
Yap <sup>3</sup> .....		2,364.54	389.12	7,242.70
Truk <sup>4</sup> .....		24,907.82	17,607.03	7,343.67
Ponape.....	19,370.06	20,203.17	15,916.50	11,981.89
Marshalls.....	15,118.66	19,564.04	15,118.66	4,445.38
Totals.....	140,181.65	177,997.30	167,506.98	83,631.53

<sup>1</sup> Balance figures for Saipan, Yap, Truk, and Ponape include 1954 funds carried over to fiscal year 1955.

<sup>2</sup> The newly established Rota District prepared no budget for fiscal year 1955.

<sup>3</sup> The municipalities of Yap District prepare no budgets inasmuch as officials serve without salary and disbursements are nominal.

<sup>4</sup> No data is available for Truk District municipalities for the fiscal year 1955, inasmuch as those municipalities follow the calendar year and last information is as of December 31, 1955.

### A. 1 Revenue and Expenditures

#### TRUST TERRITORY OF THE PACIFIC ISLANDS

#### COMPARATIVE STATEMENT OF LOCAL REVENUE COLLECTIONS FOR FISCAL YEAR ENDING JUNE 30, 1951 TO 1955

(Exclusive of Saipan)

Source	Fiscal year					Estimate 1956
	1951	1952	1953	1954	1955	
Medical and dental fees.....		\$21,645	\$22,264	\$27,085	\$29,530	\$30,000
Recovery of health costs from other agencies.....				650	8,267	
Recovery of education costs from other agencies.....				13,600	11,200	11,000
Building and dwelling rental.....		34,267	42,678	56,020	72,076	60,000
Service credits.....		3,723	5,804	19,948	998	1,000
Utility charges.....		50,187	55,708	6,986	11,962	11,000
Miscellaneous.....	\$73,420	37,962	18,803	146	52,659	50,000
Radio dispatch revenue.....		11,888	22,625	11,109	11,495	11,000
Freight and passenger revenue (Sea).....		484,963	741,910	919,798	508,942	580,000
Freight and passenger revenue (Air).....		52,562	35,890	56,487	38,040	30,000
Sales of petroleum products.....		102,421	120,420	82,781	113,474	90,000
Stevedoring.....				40,177	74,949	60,000
Internal revenues and trochus royalties.....	46,487	60,327	26,227	54,785	11,481	14,000
Copra processing taxes.....	186,390	193,810	100,313	107,481	171,941	150,000
Rental of land and facilities.....	3,672	6,419	24,285	1,267	1,501	1,000
Fines and court fees.....	4,245	6,501	2,630	1,401	5,395	2,000
Other collections.....	32,113	33,317	110,955	56,267	88,086	59,000
Scrap and property sales.....		463,605	90,851	76,888	60,204	23,000
Phosphate processing tax.....		64,239	32,233	36,790	105,903	7,000
Repayments from commissaries.....					50,000	140,000
Totals.....	346,327	1,717,836	1,462,596	1,570,266	1,568,093	1,330,000

Source of Funds  
[Other Than Saipan]

Source	Fiscal year					
	1951	1952	1953	1954	1955	Estimate 1956
Appropriated funds.....	\$1,014,000	\$4,287,270	\$5,493,285	\$4,292,880	\$5,000,000	\$5,000,000
Local funds.....	421,326	602,242	1,339,514	1,637,087	1,508,093	1,566,163
Anguar Mining Trust Fund processing tax.....	45,978					
Special appropriation for projects in connection with administrative transfer.....	1,011,400					
Local funds transferred from Navy as of June 30, 1954.....		244,239				
Reserves from other appropriated funds.....	6,210,600					
Totals.....	8,703,304	5,113,751	6,832,779	5,929,907	6,508,093	6,566,163

Obligations by Activities  
[Other Than Saipan]

Program or activity	Fiscal year					
	1951	1952	1953	1954	1955	Estimate 1956
Construction.....					\$745,337	\$936,163
General administration.....	\$5,167,000	\$1,093,389	\$1,163,257	\$1,424,226	884,357	973,000
Legal and public safety.....	177,200	148,069	129,556	105,497	110,462	145,500
Economic and political development.....	88,400	327,430	338,881	373,048	347,977	442,500
Department of health.....	490,000	641,329	715,951	538,364	543,670	529,000
Department of education.....	407,509	437,888	399,540	300,396	384,816	426,000
Operation and maintenance of plant.....	1,227,000	1,654,974	2,087,482	1,090,053	1,555,931	1,508,000
Transportation services.....		1,200,575	2,094,512	2,090,808	1,608,870	1,605,000
Totals.....	7,557,109	5,504,663	6,920,179	5,931,392	6,181,420	6,566,163

SAIPAN DISTRICT  
Local Revenues

Source	Fiscal year 1954	Fiscal year 1955 (estimate)
Utilities sales.....	\$45,152	\$35,761.02
Local taxes.....	6,247	8,910.75
Court fines and fees.....	6,196	3,570.25
Medical and dental fees.....	3,431	1,111.70
Scrap revenues.....	130,981	53,167.19
Miscellaneous.....	2,399	4,763.43
Totals.....	194,406	107,285.24

Statement of Obligations by Program  
[Includes obligations from appropriated funds and expenditures from local revenues]

Program	Fiscal year		
	1954	Estimate 1955	Estimate 1956
General administration.....	\$116,492	\$66,416	\$92,008
Legal and public safety.....	51,037	63,218	43,211
Public education.....	72,354	100,863	102,839
Medical care, public health and sanitation.....	126,820	103,088	170,703
Commerce, industry, and agriculture.....	33,395	52,950	48,750
Public works.....	650,906	505,465	321,589
Totals.....	1,051,004	892,000	780,000

TRUST TERRITORY OF THE PACIFIC ISLANDS  
STATEMENT OF FUND POSITION—ANGAUR MINING TRUST FUND  
JUNE 30, 1955

BALANCE SHEET

*Assets*

Cash on deposit—Bishop National Bank.....	\$108,016.79
Deferred and accruing charges to accounts receivable:	
Phosphate Mining Co. supervisory cost.....	\$7,641.54
Hydrological survey.....	10,063.73
	17,705.27
Investments in U.S. Government securities (see schedule).....	1,021,584.34
Total assets.....	1,147,306.40

*Liabilities and Net Worth*

Changes in net worth, July 1, 1954, to June 30, 1955:

Income:	
Interest on investments.....	\$23,627.55
Gain on sale of investments.....	187.50
Severance fees.....	211,049.18
Total.....	234,864.23

Expenses:

Commissions.....	608.48
Insurance and postage.....	1.60
Contribution to Angaur Scholarship Fund.....	3,000.00
Annual distribution to beneficiaries of trust.....	15,000.00
Special distribution to landowners.....	14,285.72
Total.....	32,895.80

Net income.....	201,968.43
Net worth July 1, 1954.....	945,337.97

Net worth June 30, 1955.....	1,147,306.40
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Total liabilities and net worth.....	1,147,306.40
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# *Detail of Investments*

Description	Maturity value	Cost	Due date	Interest dates
U. S. Treasury 2¾% bonds.....	\$470,000.00	<sup>1</sup> \$471,924.21	Apr. 1, 1980	Apr. and Oct. 1
U. S. Treasury Ser. S. 2½% bonds.....	100,000.00	100,000.00	Sept. 1, 1962	May and Nov. 1
U. S. Treasury Series K 2.76% bonds.....	75,000.00	75,000.00	Dec. 1, 1964	Jan. and Dec. 1
U. S. Treasury 3¼% bonds.....	30,000.00	<sup>1</sup> 30,037.50	June 15, 1983	Jan. and Dec. 1
U. S. Treasury 3¼% bonds.....	30,000.00	<sup>1</sup> 30,168.75	June 15, 1983	Jan. and Dec. 1
U. S. Treasury 3¼% bonds.....	30,000.00	<sup>1</sup> 31,490.63	June 15, 1983	Jan. and Dec. 1
U. S. Treasury 3¼% bonds.....	40,000.00	<sup>1</sup> 42,737.50	June 15, 1983	Jan. and Dec. 1
U. S. Treasury 3% bonds.....	50,000.00	<sup>1</sup> 50,225.75	July 15, 1995	Feb. and Aug. 1
U. S. Savings Series K 2.76% bonds.....	50,000.00	50,000.00	Apr. 1, 1966	Apr. and Oct. 1
U. S. Savings Series K 2.76% bonds.....	50,000.00	50,000.00	July 1, 1966	July and Jan. 1
U. S. Savings Series K 2.76% bonds.....	40,000.00	40,000.00	Aug. 1, 1966	Feb. and Aug. 1
U. S. Savings Series K 2.76% bonds.....	50,000.00	50,000.00	Nov. 1, 1966	May and Nov. 1
Totals.....	1,015,000.00	1,021,584.34		

<sup>1</sup> Includes interest purchased and acquisition costs.

## TRUST TERRITORY OF THE PACIFIC ISLANDS

### STATEMENT OF FUND POSITION—ANGAUR SCHOLARSHIP FUND JUNE 30, 1955

#### BALANCE SHEET

#### *Assets*

Cash on deposit—Bank of America..... \$2,085.45

#### *Net Worth*

Contribution by Angaur Mining Trust Fund..... \$3,000.00

#### Expenses:

#### Augustine Moses:

Cash advance.....	\$100.00
Visa fee.....	15.00
Hotel bill at Guam.....	97.95
Plane fare to Manila.....	191.80
Personal expense for February 1955.....	40.00
Personal expense for March 1955.....	40.00
Personal expense for April 1955.....	40.00
Personal expense for May 1955.....	40.00
Personal expense for June 1955.....	40.00
Personal expense at Guam.....	19.00
School tuition (Atenio De Manila) charges.....	290.80

914.55

Total net worth..... 2,085.45

## TRUST TERRITORY OF THE PACIFIC ISLANDS

### STATEMENT OF FUND POSITION—COPRA STABILIZATION FUND JUNE 30, 1955

#### BALANCE SHEET

#### *Assets*

Cash on Deposit—Bank of America..... \$817,421.35

*Liabilities and Net Worth*

Net worth July 1, 1954-----		\$752, 991. 28
Changes in net worth July 1, 1954 to June 30, 1955:		
Income:		
Interest-----	\$8, 630. 53	
Price support on copra by Island Trading Company—settlement for quarter ended—		
June 30, 1954-----	55, 962. 23	
December 31, 1954-----	85, 663. 72	
Atkins Knoll copra settlement lot 1-----	22, 332. 73	
Atkins Knoll copra settlement lot 2-----	18, 841. 92	
Atkins Knoll copra settlement lot 3-----	3, 097. 76	
Total-----	194, 528. 89	
Expense:		
Price-support settlement on copra by Island Trading Co.:		
Quarter ended September 30, 1954-----	129, 895. 28	
Board meeting fees—		
Leon S. Fisk-----	100. 00	
James Shoemaker-----	100. 00	
Wire charges-----	3. 54	
Total-----	130, 098. 82	64, 430. 07
Net worth, June 30, 1955-----		817, 421. 35
Total liabilities and net worth-----		817, 421. 35

SAIPAN COPRA STABILIZATION FUND

OPERATING STATEMENT FOR THE PERIOD ENDING JUNE 30, 1955

Cash on hand November 1, 1955-----		\$29, 016. 03
Receipts:		
November 4, 1954, sale of 45.64 s/t copra @ \$162.79 per s/t		
October-----		7, 429. 86
January 4, 1955, interest on savings account-----		280. 00
May 23, 1955, sale of 53.36 s/t copra @ \$156.48 per s/t April---		8, 349. 76
		45, 075. 65
Expenditures:		
November 4, 1954, Bank of America service charge for L/C re sale October-----	\$7. 43	
November 15, 1954, Bank of America service charge for cable L/C re sale October-----	3. 30	
November 20, 1954, Mr. J. Ada transportation from Japan to Guam-----	160. 00	
November 20, 1954, Mr. J. Tenorio transportation from Japan to Guam-----	160. 00	
November 20, 1954, Treasury of U.S. transportation costs of copra from Saipan to Japan-----	467. 23	
November 20, 1954, Nor Mar Dev Co payment for October copra @ \$120 per s/t-----	5, 467. 80	
December 31, 1954, Bank of America charges November and December-----	2. 00	
February 10, 1955, Bank of America charges January-----	1. 00	
December 14, 1954, advance payment to Nor Mar Dev Co-----	4, 500. 00	
April 25, 1955, Treasury of U.S. special deposit to transportation cost April trip-----	525. 00	
Total expenditures-----		11, 293. 76
Balance on hand June 30, 1955-----		\$33, 781. 89

## V. Taxation

A, B. The following statements show the various items taxed by the different municipalities and the estimated numbers of taxpayers and total revenues:

### *Consolidated statement for all districts*

District	Number of taxpayers	Amount
Salpan.....	4,000	\$67,597.13
Rota.....	407	695.25
Palau.....	4,205	21,506.57
Yap.....	811	1,888.88
Truk.....	3,762	7,437.75
Ponape.....	2,952	11,359.65
Marshall.....	2,661	20,008.14
Totals.....	18,798	\$130,403.37

### *Municipal Taxes*

#### ROTA DISTRICT

[Fiscal year 1955]

Municipality	Name of tax	Rate and unit of levy	Number of taxpayers	Revenue from tax
Community.....	Gun tax.....	\$6.00	20	\$120.00
	Vehicle tax.....	5.00	40	200.00
	Dog tax.....	1.25	45	56.25
	Bicycle tax.....	1.50	20	32.00
	"Moonshine" (alcohol tax).....	10.00	4	40.00
	<i>License Fees</i>			
	Hunting.....	1.00	17	17.00
	Bakery.....	5.00	1	5.00
	Pool Hall.....	7.50	1	7.50
	Movie.....	15.00	1	15.00
	Service station.....	25.00	1	25.00
	Driver's license.....	1.50	47	72.50
	Passport.....	.50	210	105.00
	Totals.....		407	695.25

#### PALAU DISTRICT

[Fiscal year 1955]

Municipality	Name of tax	Rate and unit of levy	Number of taxpayers	Revenue from tax
All municipalities.....	Head tax.....	\$2-\$8 for each male between 18 and 60. <sup>1</sup>	1,377	\$4,074.00
All municipalities (except Kayangel).....	Property tax.....	2 percent specific <sup>2</sup>	1,789	8,470.48
All municipalities.....	Sales tax.....	10 percent ad valorem.....	Unknown	3,355.98
All municipalities.....	License fees.....	\$10-\$50 per annum <sup>3</sup>	201	3,120.38
All municipalities.....	Driver's license.....	25-50 cents per license <sup>4</sup>	518	151.00
All municipalities.....	Vehicle registration fee.....	\$5-\$10 per vehicle <sup>5</sup>	105	745.00
Kayangel, Ngaremlengui, Ngarbehong, Ngatpang, Ngiwal, Nghesar.....	Cocunut tree tax.....	\$0.04 per tree.....	91	1,154.73
Nghesar, Koror, Ngaraard, Ngatpang, Ngaremlengui.....	Firearms tax.....	\$5 per firearm.....	6	30.00
	Firearms tax.....	\$10 per firearm.....	37	180.00
	Special assessment.....	\$4.50 per each payer of head tax.....	51	225.00
Totals for Palau.....			4,205	21,506.57

<sup>1</sup> \$2 per taxpayer in all municipalities except Koror (\$5), Nghesar (\$8), and Añnellik where taxpayers not also paying the house tax are required to pay \$5.

<sup>2</sup> Including taxes on dwellings, boats, vehicles, dogs, and monkeys.

<sup>3</sup> \$10 for any business license in all municipalities except Koror, where the following fees are established: general importers, \$50; wholesalers, \$30; limited importers, \$20; retailers, \$15; barbers, beauty shops, handicraft, and commercial fishermen, \$5; all others, \$10.

<sup>4</sup> \$0.25 for temporary learner's permit; \$0.50 for driver's license.

<sup>5</sup> \$5 for automobiles, jeeps, motorcycles; \$10 per truck.

# Municipal Taxes—Continued

## YAP DISTRICT

[Fiscal year 1956]

Municipality	Name of tax	Rate and unit of levy	Number of tax-payers	Revenue from tax
All municipalities.....	Head tax.....	\$2 per year per male, age 18-60.	811.....	\$16.70
All municipalities.....	Trochms.....	\$0.01 per pound.....	All sellers.....	930.88
All municipalities.....	Copra.....	\$0.15 per sack.....	All producers.....	924.80
All municipalities.....	Dog license.....	\$0.50 per dog per year.	All dog owners.....	11.00
All municipalities.....	Tuba <sup>1</sup> tax.....	\$2 per tree.....	All tuba-makers.....	6.00
Totals.....			811.....	1,888.88

<sup>1</sup> Tuba is fermented coconut sap.

## TRUK DISTRICT

[Fiscal year 1955]

Municipality	Name of tax	Rate and unit of levy	Number of taxpayers	Revenue from tax
Dublon.....	Head tax.....	\$2 per year from every male 16-50.....	303.....	\$171.00
	Income tax.....	\$0.50 from every stevedore.....	100.....	140.00
	Copra sales tax.....	\$0.001 per pound sold to exporter.....		20.61
Eot.....	Head tax.....	\$2 per year from every male 16-50.....	37.....	58.00
	Income tax.....	\$1 per month from every employee.....	1.....	0.50
	Copra sales tax.....	Same as above.....		20.07
Fanapanges.....	Head tax.....	Same as above.....	56.....	52.00
	Wage earner tax.....	\$1 per month from every wage earner.....	1.....	1.30
	Copra sales tax.....	Same as above.....		20.60
Pefan.....	Head tax.....	\$2 per year from every male 18-60.....	335.....	287.88
	Income tax.....	\$0.75 per month from every employee.....	27.....	20.60
	Copra sales tax.....	Same as above.....		78.70
Moer.....	Head tax.....	\$2 per year from every male 18-60.....	600.....	1,016.00
	Wage earner tax.....	\$1 per month from every employee.....	170.....	1,286.00
	Copra sales tax.....	Same as above.....		119.76
Parem.....	Head tax.....	\$2 per year from every male 18-60.....	41.....	54.00
	Copra sales tax.....	Same as above.....		6.12
Pata.....	Sales tax.....	10 percent of gross sale of local produce.....		
	Head tax.....	\$2 per year from male 18-60.....	100.....	
	Income tax.....	\$2 per month from every employee.....	5.....	6.00
	Copra sales tax.....	Same as above.....		38.72
Pis (Truk).....	Head tax.....	\$2 per year from every male 18-60.....	35.....	
	Copra sales tax.....	Same as above.....		13.31
Polle.....	Head tax.....	\$2 per year from every male 15-60.....	155.....	58.00
	Copra sales tax.....	Same as above.....		56.76
Romanum.....	Head tax.....	\$2 per year from male 18-60.....	75.....	86.00
	Wage earner tax.....	\$0.50 per month from every wage earner.....	4.....	2.00
Tol.....	Head tax.....	\$2 per year from every male 18-60.....		637.50
	Wage earner tax.....			194.80
	Copra sales tax.....	\$0.001 per pound.....		252.06
TsIs.....	Head tax.....	\$2 per year from every male 18-50.....	34.....	68.00
	Wage earner tax.....	\$1 per month from every employee.....	3.....	12.80
	Copra sales tax.....	Same as above.....		7.07
Udot.....	Head tax.....	\$2 per year from every male 18-60.....	148.....	2.00
	Income tax.....	\$1 per month from every employee.....	17.....	8.00
	Copra sales tax.....	Same as above.....		112.29
Unan.....	Head tax.....	\$2 per year from every male 18-60.....	290.....	482.00
	Income tax.....	2 percent of every employee's salary.....	25.....	178.20
	Sales tax.....			96.03
	Copra sales tax.....	Same as above.....		51.33
WoneI.....	Head tax.....	\$2 from every male 16-48.....	88.....	106.00
	Income tax.....			1.00
	Copra sales tax.....	Same as above.....		63.36
Pananu.....	Head tax.....	\$2 per year from every male 18-60.....	10.....	4.00
	Copra sales tax.....	Same as above.....		
Magur.....	Copra sales tax.....	\$1.10 per bag sold to exporter.....		9.70
	Copra sales tax.....	\$0.01 per pound.....		
Murilo.....	Head tax.....	\$1 per year from every male 18-60.....	42.....	
	Copra sales tax.....	\$0.001 per pound.....		
Nomwin.....	Head tax.....	\$2 per year from every male 18-60.....	32.....	20.55
	Copra sales tax.....	\$0.001 per pound.....		
Onari.....	Head tax.....	\$2 per year from every male 18-60.....	8.....	13.00
	Copra sales tax.....	\$0.10 per bag sold to exporter.....		10.30
	Copra sales tax.....	\$0.001 per pound.....		

*Municipal Taxes—Continued*

TRUK DISTRICT

[Fiscal year 1955]

Municipality	Name of tax	Rate and unit of levy	Number of taxpayers	Revenue from tax
Ono.....	Head tax.....	\$2 per year from every male 18-60.....	10	-----
	Copra sales tax.....	\$0.001 per pound.....		-----
Pisarah.....	Head tax.....	\$2 per year from every male 18-60.....	16	-----
	Copra sales tax.....	\$0.001 per pound.....		-----
Pulap.....	Head tax.....	\$0.10 per bag sold to exporter.....		\$104.00
	Copra sales tax.....	\$0.001 per pound.....		-----
Pulusuk.....	Head tax.....	\$2 per year from every male 18-60.....	60	92.00
	Copra sales tax.....	\$0.001 per pound.....		-----
Puluwat.....	Head tax.....	\$2 per year from every male 18-60.....	80	125.00
	Copra sales tax.....	\$0.001 per pound.....		-----
Ruo.....	Head tax.....	\$2 per year from every male 18-60.....	23	63.00
Tamatam.....	Head tax.....	( <sup>1</sup> ).....	1	1.00
	Copra sales tax.....	\$0.001 per pound.....		-----
Ulul.....	Copra sales tax.....	\$0.10 per bag sold to exporter.....		120.00
	Copra sales tax.....	\$0.001 per pound.....		-----
Etal.....	Head tax.....	\$2 per year from every male 18-60.....	66	55.00
	Copra sales tax.....	\$0.001 per pound.....		3.23
Kutu.....	Head tax.....	\$2 per year from every male 20-60.....	80	72.00
	Copra sales tax.....	\$0.001 per pound.....		19.02
Losap.....	Head tax.....	\$2 per year from every male 18-60.....	59	109.00
	Copra sales tax.....	\$0.001 per pound.....		-----
Lukunor.....	Head tax.....	\$2 per year from every male 18-60.....	80	47.00
	Copra sales tax.....	\$0.001 per pound.....		16.54
	Wage earner tax.....	\$0.50-\$1.50 per month from every employee.....	6	9.94
Moch.....	Head tax.....	\$2 per year from every male 18-60.....	62	25.85
	Sales tax.....	5 percent of gross sale of cigarettes.....		4.95
	Copra sales tax.....	\$0.001 per pound.....		7.29
Nama.....	Head tax.....	\$2 per year from every male 18-60.....	130	80.00
	Wage earner tax.....	\$1 per month from every employee.....	6	20.00
	Copra sales tax.....	\$0.001 per pound.....		-----
Namohuk.....	Head tax.....	\$1.50 per year from every male 18-56.....	56	11.50
	Wage earner tax.....	5-10 percent of every wage earner's salary.....		59.00
	Copra sales tax.....	\$0.001 per pound.....		1.64
	Copra sales tax.....	( <sup>1</sup> ).....		100.00
	Import tax.....	( <sup>1</sup> ).....		50.00
Onsep.....	Head tax.....	\$2 per year from every male 18-60.....	87	68.00
	Copra sales tax.....	\$0.001 per pound.....		2.48
Pis (Mortlock).....	Head tax.....	\$2 per year from every male 18-60.....	44	25.00
	Copra sales tax.....	\$0.001 per pound.....		-----
Satawan.....	Head tax.....	\$2 per year from every male 20-60.....	86	121.40
	Copra sales tax.....	\$0.001 per pound.....		2.48
Ta.....	Head tax.....	\$2 per year from every male 18-59.....	20	9.00
	Copra sales tax.....	\$0.001 per pound.....		9.11
Totals.....			3,732	7,437.75

<sup>1</sup> No data available. Information obtained from report prepared by Municipal Offices.



# Municipal Taxes—Continued

## PONAPE DISTRICT

[Fiscal year 1955]

Municipality	Name of tax	Rate and unit of levy	Number of taxpayers	Revenue from tax-payers	Remarks
All municipalities and atolls.	Head tax.....	\$2 per year per male between age of 18-65.	2,952 taxable males.	\$3,840.00	
Five Ponape Island municipalities.	Trochus tax.....	\$.05 per pound.....	All sellers of trochus.	7,217.65	Revenue deposited with the municipal government where fisherman is permanent resident.
Five Ponape Island municipalities.	Public works improvement tax.	\$3 per month per man between age of 18-65.	-----	302.00	Most substitute one day's work per \$1 of tax in lieu of cash payment.
Atolls and Kusaie.	Public works improvement tax.	Varies from 2 days per month to 2 days per week per mail.	-----	(1)	
Sokohs.....	Boat tax.....	\$0.20 per foot per each boat sold.	-----	-----	No revenue to date.
Totals.....	-----	-----	2,952	11,359.65	

<sup>1</sup> Labor on municipal public works.

## MARSHALLS DISTRICT

[Fiscal year 1955]

Municipality	Name of tax	Rate and unit of levy	Number of tax-payers	Revenue from tax
Ailinglaplap.....	Head tax.....	\$10.00	235	\$2,350.00
	Wholesale.....	10.00	2	20.00
	Retail.....	10.00	13	130.00
	Bakery.....	5.00	31	155.00
Aur.....	Head tax.....	12.00	49	588.00
	Wholesale.....	10.00	1	10.00
	Retail.....	10.00	4	40.00
	Bakery.....	5.00	3	15.00
Ailuk.....	Head tax.....	12.00	75	900.00
	Boat tax.....	5.00	2	10.00
	Canoe tax 1.....	3.00	4	12.00
	Canoe tax 2.....	2.40	7	16.00
	Wholesale.....	10.00	2	20.00
	Retail.....	10.00	7	70.00
	Bakery.....	5.00	5	25.00
Arno.....	Head tax.....	12.00	227	2,724.00
	Wholesale.....	10.00	2	20.00
	Retail.....	10.00	15	150.00
	Bakery.....	5.00	18	90.00
Ebon.....	Head tax (M).....	5.65	129	728.85
	Head tax (F).....	2.52	163	410.76
	Wholesale.....	10.00	1	10.00
	Retail.....	10.00	7	70.00
	Bakery.....	5.00	5	25.00
	Billiards.....	10.00	1	10.00
Maloclap.....	Head tax.....	4.80	80	384.00
	Wholesale.....	10.00	3	30.00
	Retail.....	10.00	2	20.00
	Bakery.....	5.00	5	25.00
Majuro (Laura).....	Head tax.....	2.00	180	372.00
	Land tax.....	3.30	238	785.40
	Wholesale.....	10.00	3	30.00
	Retail.....	10.00	6	60.00
	Restaurant.....	10.00	1	10.00
	Bakery.....	5.00	7	35.00
Majuro (Rita-Uliga-Salome).....	Wholesale.....	10.00	24	240.00
	Retail.....	10.00	22	220.00
	Restaurant.....	10.00	2	20.00
	Bakery.....	5.00	17	85.00

# Municipal Taxes—Continued

## MARSHALLS DISTRICT

[Fiscal year 1955]

Municipality	Name of tax	Rate and unit of levy	Number of tax-payers	Revenue from tax
Mejit	Driver's license	.50	25	\$12.50
	Application	.25	25	6.25
	Trucks	10.00	6	60.00
	Jeeps	5.00	2	10.00
	Motorcycles	5.00	8	40.00
	Head tax	7.20	55	396.00
	Wholesale	10.00	3	30.00
	Retail	10.00	3	30.00
	Bakery	5.00	3	15.00
	Head tax	11.40	79	900.60
Mill	Wholesale	10.00	3	30.00
	Retail	10.00	5	50.00
	Bakery	5.00	6	30.00
	Head tax	10.00	120	1,200.00
	Barber	2.50	2	5.00
	Billards	10.00	1	10.00
	Retail	10.00	12	120.00
	Bakery	5.00	25	125.00
	Wholesale	10.00	2	20.00
	Head tax	15.00	96	1,440.00
Namerik	Wholesale	10.00	2	20.00
	Retail	10.00	7	70.00
	Bakery	5.00	4	20.00
	Barber	2.00	1	2.00
	Head tax	2.00	35	70.00
	Wholesale	10.00	1	10.00
	Retail	10.00	3	30.00
	Head tax	2.00	24	48.00
	Land tax	12.15	42	510.30
	Wholesale	10.00	1	10.00
Ujao	Retail	10.00	2	20.00
	Bakery	5.00	3	15.00
	Head tax	12.50	32	400.00
	Retail	10.00	2	20.00
	Sailing canoe	24.00	12	288.00
	Head tax	11.40	38	433.00
	Wholesale	10.00	1	10.00
	Retail	10.00	3	30.00
	Bakery	5.00	4	20.00
	Head tax	7.50	12	90.00
Wotho	Land tax	20.00	10	200.00
	Wholesale	10.00	1	10.00
	Retail	10.00	2	20.00
	Head tax	5.00	86	516.00
	Wholesale	10.00	1	10.00
	Retail	10.00	6	60.00
	Bakery	5.00	3	15.00
	Head tax	10.00	5	50.00
	Wholesale	10.00	10	100.00
	Restaurant	10.00	3	30.00
Wotje	Head tax	4.00	24	96.00
	Retail	10.00	2	20.00
	Head tax	13.44	17	228.48
	Retail	6.00	160	960.00
	Head tax	6.00	160	960.00
	Wholesale	10.00	4	40.00
	Retail	10.00	4	40.00
	Bakery	5.00	8	40.00
	Head tax	10.00	5	50.00
	Wholesale	10.00	10	100.00
Kwajalein (Eboye)	Retail	10.00	3	30.00
	Head tax	4.00	24	96.00
	Retail	10.00	2	20.00
	Head tax	13.44	17	228.48
	Retail	6.00	160	960.00
	Head tax	6.00	160	960.00
	Wholesale	10.00	4	40.00
	Retail	10.00	4	40.00
	Bakery	5.00	8	40.00
	Head tax	10.00	5	50.00
Lae	Wholesale	10.00	10	100.00
	Retail	10.00	3	30.00
	Head tax	4.00	24	96.00
	Retail	10.00	2	20.00
	Head tax	13.44	17	228.48
	Retail	6.00	160	960.00
	Head tax	6.00	160	960.00
	Wholesale	10.00	4	40.00
	Retail	10.00	4	40.00
	Bakery	5.00	8	40.00
Likiep	Head tax	10.00	5	50.00
	Wholesale	10.00	10	100.00
	Retail	10.00	3	30.00
	Head tax	4.00	24	96.00
	Retail	10.00	2	20.00
	Head tax	13.44	17	228.48
	Retail	6.00	160	960.00
	Head tax	6.00	160	960.00
	Wholesale	10.00	4	40.00
	Retail	10.00	4	40.00
Totals	Bakery	5.00	8	40.00
	Head tax	10.00	5	50.00
	Wholesale	10.00	10	100.00
	Retail	10.00	3	30.00
	Head tax	4.00	24	96.00
	Retail	10.00	2	20.00
	Head tax	13.44	17	228.48
	Retail	6.00	160	960.00
	Head tax	6.00	160	960.00
	Wholesale	10.00	4	40.00
Totals			2,661	20,008.14

# Municipal Taxes—Continued

## SAIPAN DISTRICT

[Fiscal year 1955]

Name of tax	Amount	Name of tax	Amount
Beer tax.....	\$30,659.15	Vehicle registration.....	3,283.60
Soft drinks tax.....	2,144.62	Rifle registration.....	138.00
Tobacco tax.....	6,795.00	Juke box.....	403.45
Gasoline tax.....	4,067.00	Movies.....	702.52
Head tax.....	1,296.50	Bicycle and drivers license.....	930.00
Business licenses.....	7,830.00	Gas net.....	1,667.41
Birth certificates.....	64.25	Cockfight.....	433.50
Cattle registration.....	105.50	Bato game.....	424.50
Dog registration.....	166.00	Pig slaughter fees.....	369.00
Death certificate.....	8.50	Vehicle inspection.....	1,514.25
Marriage certificate.....	44.00	Transportation rental.....	683.03
Cattle slaughter fees.....	1,145.00	Miscellaneous.....	2,009.50
Transfer private property.....	45.95	Health tax.....	
Transfer living space.....	13.00	Totals.....	67,597.13
Passport fees.....	150.00		

Following are tables showing the district-wide taxes for each district:

### District Taxes

#### ROTA DISTRICT

[Fiscal year 1955]

Name of tax	Rate and unit of levy	Number of tax-payers	Revenue from tax	Where tax money is deposited
Cigarettes <sup>1</sup> .....	1 cent per 10 cigarettes.....	2	\$310.00	} With District Administration.
Other tobacco <sup>1</sup> .....	20 percent.....	2	30.00	
Perfume and cosmetics <sup>1</sup> .....	25 percent.....	2	15.00	
Totals.....		6	355.00	

<sup>1</sup> Trust territory tax collected by District Finance and Supply Office; section 1145 trust territory code.

#### PALAU DISTRICT

[Fiscal year 1955]

No taxes were collected on a district-wide basis in the Palau District during the 1954-55 fiscal year.

#### YAP DISTRICT

[Fiscal year 1955]

Name of tax	Rate and unit of levy	Number of tax-payers	Revenue from tax	Where tax money is deposited	Remarks
Cigarette tax.....	\$0.01 per every 10 cigarettes imported.....	3	\$1,550.00	District treasurer..	
Other tobacco.....	20 percent ad valorem.....	1	9.36	District treasurer..	
Perfumery, cosmetics, toiletries.....	25 percent ad valorem.....			District treasurer..	
Business license.....	\$10 per retail store; \$25 per wholesale store; \$7 other business.....	50	487.00	District treasurer..	See note below.
Vehicle registration fee.....	Jeeps and motorcycles \$5 yearly.....	3	15.00	District treasurer..	See note below.
Vehicle operator's license fee.....	Trucks \$10 yearly.....	6	60.00	District treasurer..	See note below.
Bicycle registration fee.....	\$0.50 per license.....	111	55.50	District treasurer..	See note below.
Totals.....		174	\$2,176.86		

NOTE.—Business license fees were established in accordance with section 1144, of the trust territory code. Vehicle Registration fees were established by section 811, trust territory code. Vehicle Operator's License fees per section 812, trust territory code. Bicycle Registration fees were established by Yap District Order No. 4-54 approved by the Deputy High Commissioner January 4, 1955.

*District Taxes --Continued*

**TRUK DISTRICT**

[Fiscal year 1955]

Name of tax	Rate and unit of levy	Number of taxpayers <sup>1</sup>	Revenue from tax	Where tax money is deposited
Cigarette tax.....	\$0.02 per package of 20 cigarettes.	4	\$10,429.72	Safe of Finance and Supply Office.
Import tax.....	5 percent of cost of goods.	9	16,517.54	Do.
Copra sales tax.....	\$0.001 per pound.....	1	1,787.61	Safe of Finance and Supply Office before disbursement is made. <sup>2</sup>
Totals.....		14	28,734.87	

<sup>1</sup> Taxpayers shown are local trading firms who pay taxes upon receipt of imported goods and upon monthly copra purchases. In effect, the entire populace pays such taxes.  
<sup>2</sup> Copra sales tax is distributed quarterly to the municipal offices.

**PONAPE DISTRICT**

[Fiscal year 1955]

Name of tax	Rate and unit of levy	Number of taxpayers	Revenue from tax	Where tax money is deposited	Remarks
Cigarette tax.....	\$0.02 per pack of cigarettes imported.	Only 4 wholesalers.	\$10,334.08	Finance and Supply Office.	
Other tobacco.....	20 percent ad valorem.	Only 4 wholesalers.			
Perfumery cosmetics and toiletries.	25 percent ad valorem.	Only 4 wholesalers.	670.60	Finance and Supply Office.	
Import tax.....	\$0.02 per pack of cigarettes imported; 50 percent on jewelry and cosmetics; 5 percent on all other imports except food-stuffs.	All importers	24,435.54	Ponape District Treasurer's Office.	For public elementary school teachers' salaries. Excess tax for municipal governments.
Control of mangrove and upland forest.	Usually no charge for private and municipal use. Commercial use: \$2 a cord for firewood; \$0.05, \$0.10, \$0.20, \$0.30 per foot depending on diameter at base of tree.	Commercial purchases.	94.00	Municipal office in municipality where cutting is performed.	
Totals.....			\$35,543.22		

**MARSHALLS DISTRICT**

[Fiscal year 1955]

Name of tax	Rate and unit of levy	Number of taxpayers	Revenue from tax	Where tax money is deposited	Remarks
Cigarette.....	\$10 case.....	4	\$1,427.80	Finance Office.	
Cosmetic and perfumery.	25 percent ad valorem.	4	264.35	Finance Office.	
Copra sales.....	\$0.001 per pound.....	All copra sellers.	8,869.72	Bank of America.	Copra sales tax is a district-wide tax that is not collected by trust territory administration. Proceeds are used to pay teachers on all atolls.
Totals.....			10,561.87		

C, D. The following shows the taxes levied by the trust territory for fiscal year 1955:

Name of tax	Yield	Description
Copra processing tax.....	\$171,941.22	15 percent ad valorem copra produced.
Phosphate processing tax.....	75,151.58	15 percent ad valorem phosphate shipped.
Trochus royalty.....	6,775.63	1 cent per pound.
Cigarette tax.....	32,264.76	1 cent per 10 cigarettes, other tobacco 2 percent ad valorem.
Perfumery, cosmetics, and toiletry.....	4,706.35	25 percent ad valorem perfumery, cosmetics, etc.
Total.....	290,839.54	

NOTE.—There are no transit duties collected in the trust territory.

## VII. Commerce and Trade

A. No foreign exchange balances are maintained.

B. (a) There are no reexports. The estimated value of imports and exports, exclusive of Saipan,<sup>1</sup> for the last 5 years is as follows:

	1951	1952	1953	1954	1955
Imports.....	\$2,223,174.00	\$1,848,885.00	\$2,171,400.00	\$2,258,326.00	\$2,487,520.31
Exports.....	2,213,621.00	1,750,162.00	1,235,700.00	3,342,789.00	4,301,581.64

<sup>1</sup> There are 116 business firms in Saipan all importing their own materials on their own orders. The exporters are the farmers with goods and copra for sale. In Tinian there is a farmers' union, and all exports go through that agency. In Saipan anyone with produce takes it to the boat and sells it. No count is available.

<sup>2</sup> Of this amount, \$2,744,500 is for phosphate export.

### *Consolidated Statement of Imports for Trust Territory*

District	Amount
Rota.....	\$33,000.00
Palau.....	233,038.97
Yap.....	83,395.18
Truk.....	554,962.00
Ponape.....	583,168.80
Marshalls.....	631,098.85
Total.....	<u>2,118,663.80</u>

## C. (a)

*Imports*

[Fiscal year 1955]

Commodity	Percent of total imports	Percent of each class of commodity	Country of origin
Rice.....	16	100	U.S.A.
Flour.....	8	80	U.S.A.
		20	Canada
Sugar.....	8	99	U.S.A.
		1	Japan
Canned meat.....	7	78	U.S.A.
		24	Japan
Canned fish.....	7	39	U.S.A.
		51	Japan
		10	Canada
Tobacco and tobacco products.....	7	100	U.S.A.
Clothing.....	8	85	U.S.A.
		20	Japan
		25	Hong Kong
Textiles.....	10	67	U.S.A.
		33	Japan
Building materials.....	12	85	U.S.A.
		14	Japan
		1	Philippines
Miscellaneous.....	17	64	U.S.A.
		33	Japan
		2	Hong Kong
		1	Great Britain
Total percent.....	100		

## ROTA DISTRICT

Goods imported	Country of origin	Local importer	Mail order	Totals
Various.....	U.S.A.....	\$30,000	\$1,000	\$31,000
	Japan.....	2,000		2,000
Totals.....		32,000	1,000	33,000

*Imports*  
PALAU DISTRICT

Goods imported	Country of origin	Local imports	Mail order imports	Indigenous purchases from administration	Totals
Food:					
Rice.....	U. S. A.....	\$35,847.38	-----	-----	\$35,847.38
Flour.....	U. S. A.....	7,076.16	-----	-----	7,076.16
Sugar.....	U. S. A.....	24,058.88	-----	-----	24,058.88
Canned meat.....	Japan.....	6,264.30	-----	-----	6,264.30
	U. S. A.....	7,436.07	-----	-----	7,436.07
Other.....	Japan.....	13,048.55	-----	-----	13,048.55
	U. S. A.....	43,696.11	-----	-----	43,696.11
	Japan.....	32,994.69	-----	-----	32,994.69
	Philippines.....	2,427.25	-----	-----	2,427.25
Beverages.....	U. S. A.....	26,594.18	-----	-----	26,594.18
	Japan.....	3,812.59	-----	-----	3,812.59
Tobacco and tobacco products.....	U. S. A.....	29,091.77	-----	\$1,070.00	30,161.77
Clothing.....	U. S. A.....	19,272.49	\$5,356.49	-----	24,628.98
	Japan.....	3,821.78	-----	-----	3,821.78
Textiles.....	U. S. A.....	12,261.81	1,098.30	-----	14,260.11
	Japan.....	1,133.87	-----	-----	1,133.87
Building material:					
Cement.....	Japan.....	530.00	-----	-----	530.00
Lumber.....	U. S. A.....	621.06	-----	-----	621.06
	Japan.....	3,212.50	-----	-----	3,212.50
Other.....	U. S. A.....	38,768.13	-----	-----	38,768.13
	Japan.....	1,830.86	-----	-----	1,830.86
Boats, parts, and gear.....	U. S. A.....	3,668.66	-----	-----	3,668.66
	Japan.....	63.28	-----	-----	63.28
Machinery.....	U. S. A.....	5,292.33	-----	-----	5,292.33
	Japan.....	996.95	-----	-----	996.95
Petroleum, oils, and lubricants.....	U. S. A.....	8,115.27	-----	14,084.08	22,799.35
Miscellaneous.....	U. S. A.....	51,259.74	371.52	-----	51,631.26
	Japan.....	19,689.04	-----	-----	19,689.04
Totals.....		402,885.70	7,726.31	15,764.08	426,366.09

YAP DISTRICT

Goods imported	Country of origin	Local imports	Mail order imports	Indigenous purchases from administration	Totals
Food:					
Rice.....	U. S. A.....	\$13,586.00	-----	-----	\$13,586.00
Flour.....	U. S. A.....	1,526.40	-----	-----	1,526.40
Sugar.....	U. S. A.....	4,771.27	-----	-----	4,771.27
Canned meat.....	U. S. A.....	9,536.72	-----	-----	9,536.72
	Japan.....	1,047.73	-----	-----	1,047.73
Canned fish.....	U. S. A.....	4,952.25	-----	-----	4,952.25
	Japan.....	890.00	-----	-----	890.00
Other.....	Japan.....	1,796.82	-----	-----	1,796.82
Beverages.....	U. S. A.....	2,797.48	-----	-----	2,797.48
	Japan.....	291.84	-----	-----	291.84
Tobacco and tobacco products.....	U. S. A.....	10,431.08	-----	-----	10,431.08
Clothing.....	U. S. A.....	510.00	-----	-----	510.00
Textiles.....	Japan.....	2,059.20	-----	-----	2,059.20
	U. S. A.....	244.50	-----	-----	244.50
Building material: Cement.....	Japan.....	239.00	-----	-----	239.00
Boats, parts, and gear.....	U. S. A.....	260.34	-----	-----	260.34
Machinery.....	U. S. A.....	3,826.67	-----	-----	3,826.67
Petroleum, Oils, and lubricants.....	U. S. A.....	2,212.73	-----	-----	2,212.73
Miscellaneous.....	U. S. A.....	9,112.75	\$126.18	-----	9,238.93
	Japan.....	4,049.14	-----	-----	4,049.14
Totals.....	U. S. A.....	72,805.27	126.18	-----	72,931.45
	Japan.....	10,373.73	-----	-----	10,373.73
Grand Total.....		83,179.00	126.18	-----	83,305.18

*Imports*  
TRUK DISTRICT

Goods imported	Country of origin	Local imports	Mail order imports	Indigenous purchases from administration	Totals
<b>Food:</b>					
Rice.....	U.S.A.....	\$75,976.00	-----	-----	\$75,976.00
Flour.....	U.S.A.....	27,025.00	-----	-----	27,025.00
Sugar.....	U.S.A.....	19,156.00	-----	-----	19,156.00
Canned meat.....	Japan.....	1,062.00	-----	-----	1,062.00
	U.S.A.....	11,551.00	-----	-----	11,551.00
Canned fish.....	U.S.A.....	4,405.00	-----	-----	4,405.00
	Japan.....	21,695.00	-----	-----	21,695.00
Other.....	U.S.A.....	79,060.00	-----	-----	79,060.00
Beverages.....	U.S.A.....	17,969.00	-----	-----	17,969.00
Tobacco and tobacco products.....	U.S.A.....	41,822.00	-----	-----	41,822.00
Clothing.....	Hong Kong.....	30,125.00	-----	-----	30,125.00
Textiles.....	U. S. A.....	34,715.00	-----	-----	34,715.00
<b>Building material:</b>					
Cement.....	Japan.....	1,989.00	-----	-----	1,989.00
	U.S.A.....	1,005.00	-----	-----	1,005.00
Lumber.....	U.S.A.....	2,301.00	-----	-----	2,301.00
Other.....	U.S.A.....	5,031.00	-----	-----	5,031.00
Boats, parts, and gear.....	U.S.A.....	14,759.00	-----	-----	14,759.00
	Japan.....	2,224.00	-----	-----	2,224.00
	U.S.A.....	1,985.00	-----	-----	1,985.00
Machinery.....	U.S.A.....	10,090.00	-----	-----	10,090.00
Petroleum, oils, and lubricants.....	U.S.A.....	53,381.00	-----	\$5,238.00	58,619.00
Miscellaneous.....	Japan.....	28,139.00	\$1,300.00	-----	29,439.00
	Hong Kong.....	5,005.00	-----	-----	5,005.00
Other foods.....	Japan.....	9,435.00	-----	-----	9,435.00
	Philippines.....	369.00	-----	-----	369.00
Beverages.....	Japan.....	230.00	-----	-----	230.00
Clothing.....	U.S.A.....	17,028.00	-----	-----	17,028.00
	Japan.....	5,030.00	-----	-----	5,030.00
Textiles.....	Japan.....	19,032.00	-----	-----	19,032.00
Lumber.....	Philippines.....	2,958.00	-----	-----	2,958.00
Other building material.....	Japan.....	1,464.00	-----	-----	1,464.00
Machinery.....	Japan.....	3,248.00	-----	-----	3,248.00
<b>Totals.....</b>		<b>548,424.00</b>	<b>1,300.00</b>	<b>5,238.00</b>	<b>554,962.00</b>



*Imports*  
PONAPE DISTRICT

Goods imported	Country of origin	Local imports	Mail order imports	Indigenous purchases from administration	Totals
<b>Food:</b>					
Rice.....	U.S.A.	\$93,715.01	-----	-----	\$93,715.01
Flour.....	U.S.A.	9,000.89	-----	-----	9,000.89
	Canada	14,162.50	-----	-----	14,162.50
Sugar.....	U.S.A.	10,326.72	-----	-----	10,326.72
	Japan	100.00	-----	-----	100.00
Canned meat.....	U.S.A.	18,802.06	-----	-----	18,802.06
Canned fish.....	U.S.A.	9,545.96	-----	-----	9,545.96
	Canada	7,862.50	-----	-----	7,862.50
	Japan	11,903.30	-----	-----	11,903.30
Other foods.....	U.S.A.	45,649.50	-----	\$505.00	46,154.50
	Japan	23,042.78	-----	-----	23,042.78
Beverages.....	U.S.A.	10,498.16	-----	-----	10,498.16
	Japan	1,044.70	-----	-----	1,044.70
Tobacco and tobacco products	U.S.A.	46,849.00	-----	-----	46,849.00
Clothing.....	U.S.A.	28,710.07	\$1,145.00	-----	29,855.07
	Japan	18,114.57	-----	-----	18,114.57
	Hong Kong	1,770.00	-----	-----	1,770.00
Textile.....	U.S.A.	30,027.92	-----	-----	30,027.92
	Japan	26,692.44	-----	-----	26,692.44
<b>Building material:</b>					
Cement.....	Japan	1,803.30	-----	154.50	2,017.80
	U.S.A.	2,000.00	-----	-----	2,000.00
Lumber.....	U.S.A.	6,106.29	-----	-----	6,106.29
Other building material.....	U.S.A.	4,210.72	37.85	-----	4,248.57
	Japan	12,244.21	-----	-----	12,244.21
Boats, parts, and gear.....	U.S.A.	9,650.27	25.00	-----	9,675.27
Machinery.....	Japan	3,140.82	-----	-----	3,140.82
	U.S.A.	1,882.62	-----	-----	1,882.62
<b>Petroleum, oils, and lubricants</b>	U.S.A.	7,188.88	-----	2,242.43	9,431.31
Petroleum oils, etc.....	Japan	2,620.00	-----	1,776.40	4,396.40
Miscellaneous.....	U.S.A.	58,894.60	5,186.55	-----	64,081.15
	Japan	43,499.38	-----	-----	43,499.38
	Hong Kong	461.00	-----	-----	461.00
	Great Britain	1,336.00	-----	-----	1,336.00
<b>Totals.....</b>		<b>572,096.07</b>	<b>6,394.40</b>	<b>4,678.33</b>	<b>583,168.80</b>

MARSHALLS DISTRICT

Goods imported	Country of origin	MIECO <sup>1</sup>	KITCO <sup>1</sup>	Indigenous purchases from administration	Totals
<b>Food:</b>					
Rice.....	U.S.A.	\$97,609.41	\$21,088.47	-----	\$118,697.88
Flour.....	U.S.A. and Canada	51,048.20	13,665.87	-----	64,714.07
Sugar.....	U.S.A.	46,360.87	16,667.57	-----	63,018.44
Canned meat.....	U.S.A. and Japan	16,019.78	7,738.73	-----	23,758.51
Canned fish.....	U.S.A. and Japan	11,190.53	4,487.45	-----	15,678.98
Others.....	U.S.A. and Japan	104,141.30	13,630.38	-----	117,771.68
Beverages.....	U.S.A.	8,165.97	6,253.02	-----	14,418.99
Tobacco, etc.....	U.S.A.	37,116.00	3,094.08	-----	40,210.08
Clothing.....	U.S.A. and Japan	13,961.42	1,555.60	-----	15,517.02
Textiles.....	U.S.A. and Japan	20,830.72	2,108.19	-----	22,938.91
<b>Building material:</b>					
Cement.....	U.S.A. and Japan	1,125.00	522.50	\$12.26	1,659.76
Lumber.....	U.S.A.	16,714.72	-----	30.20	16,744.92
Other.....	U.S.A. and Japan	2,989.35	1,011.78	18.75	4,019.88
Boats, parts, and gear.....	U.S.A.	6,756.42	2,265.52	275.70	9,297.64
Machinery.....	U.S.A. and Japan	6,460.37	-----	-----	6,460.37
Petroleum, oils, and lubricants	U.S.A.	12,093.05	14,722.55	14,903.43	41,639.03
Miscellaneous.....	U.S.A. and Japan	24,342.89	30,696.95	436.85	55,476.69
<b>Totals.....</b>		<b>470,913.00</b>	<b>138,508.66</b>	<b>15,677.10</b>	<b>624,098.85</b>

<sup>1</sup> Established local trading companies wholly owned by the Marshallese.

*Exports*

## TOTALS FOR ALL DISTRICTS

[Fiscal year 1955]

Commodity	Unit	Quantity	Country of destination	Value
Fresh produce.....	Miscellaneous.....	570, 876	Guam.....	\$68, 843. 46
Copra.....	Short tons.....	12, 372	U.S. and Japan.....	1, 334, 414. 69
Phosphate.....	Long tons.....	137, 225	Japan.....	2, 744, 500. 00
Trochus.....	Pounds.....	327, 368	Japan.....	119, 070. 68
Handicraft.....	Pounds.....		Guam and U. S.....	33, 580. 51
Palm Fiber.....				
Coconut Oil.....	Gallon.....	845	U.S.....	572. 30
Total.....				4, 301, 581. 04

## ROTA DISTRICT

Commodity	Unit	Quantity	Country of destination	Value
Vegetables.....	Pound.....	396, 000	Guam.....	\$39, 600. 00
Total.....				1 39, 600. 00

1 Variety of vegetables at different price per pound, thus took average of 10 cents per pound.

## PALAU DISTRICT

Copra.....	Short ton.....	612	U.S. and Japan.....	\$80, 638. 00
Phosphate.....	Long ton.....	137, 225	Japan.....	2 2, 744, 500. 00
Trochus.....	Pound.....	201, 000	Japan.....	50, 061. 40
Handicraft.....	Each.....	Unknown	U.S.A.....	11, 743. 54
Total.....				2, 866, 942. 94

2 Estimated at average market value for phosphate at \$20 per long ton.

## YAP DISTRICT

Copra.....	Short ton.....	572. 18	Japan and U.S.....	\$51, 495. 83
Trochus.....	Pound.....	34, 998	Japan.....	8, 711. 07
Total.....				60, 206. 90

## TRUK DISTRICT

Copra.....	Short ton.....	2, 355	U. S. and Japan.....	\$203, 025. 44
Handicraft.....	Each.....	600	Guam-U.S.....	930. 40
Total.....				294, 855. 84

## PONAPE DISTRICT

Copra.....	Short ton.....	4, 304	Japan and U.S.....	\$460, 814. 30
Trochus.....	Pound.....	149, 265	Japan.....	38, 106. 21
Handicraft.....	Each.....		U.S.....	11, 555. 42
Coconut oil.....	Gallon.....	845	U.S.....	572. 30
Total.....				511, 048. 32

*Exports*  
MARSHALLS DISTRICT

Copra:				
M. I. E. C. O.....	} Short ton.....	3379.473	U.S. and Japan.....	\$344,185.71
K. I. T. C. O.....		1055.888	U.S. and Japan.....	107,575.70
Trochus: M. I. E. C. O.....		17844	Japan.....	4,771.00
Handicraft.....	Pound.....		U. S. and Guam.....	9,351.15
Total.....				405,883.56

SAIPAN DISTRICT

Copra.....	Short ton.....	94.36	Japan.....	\$15,779.62
Trochus.....	Pound.....	* 58,000	Japan.....	18,021.00
Vegetables.....	Pound.....	174,876	Guam.....	* 29,243.46
Total.....				63,044.08

\* Trochus not sold by June 30, 1955. Sale value estimated to be about \$850 per ton delivered to Japan. Estimated handling and shipping charges have been deducted.

\* Estimated figures. Saipan municipality has no organized export market. No records were kept of sales by individual farmers for part of the year.

IMPORTERS AND EXPORTERS  
CONSOLIDATED TOTALS FOR ALL DISTRICTS

[Fiscal year 1955]

D. Following is a list of the organized trading establishments in trust territory.

CONSOLIDATED STATEMENT FOR ALL TRUST TERRITORY TRADING COMPANIES

District	Number of firms	Assets	Exports	Imports	Postal money orders	
					Number purchased	Dollar value
Rota.....	1	\$5,000.00	\$500.00	\$8,000.00	(1)	(1)
Palau.....	* 6	383,327.22	118,698.64	431,968.97	101	\$10,356.71
Yap.....	1	65,199.88	60,333.08	103,999.23	52	4,591.74
Truk.....	3	407,625.10	294,865.84	549,737.58	(3)	(3)
Ponape.....	3	320,503.32	294,304.59	446,116.70	524	120,597.18
Marshall.....	(3)	(3)	405,883.56	616,421.66	(3)	(3)
Saipan.....	(3)	(3)	63,044.08	168,865.51	(3)	(3)
Totals.....	10	1,181,655.52	1,297,619.79	2,324,109.65	677	135,565.7

\* No post office on Rota.

\* In addition to five licensed wholesale importers, 13 retailers are licensed to import up to \$2,000 worth of merchandise annually.

\* Information not available. See footnote 1 on page 166.

## VIII. Agriculture

[Land ownership by Districts]

A. Following are tables on land ownership for the districts where data is available:

ROTA DISTRICT

Ownership	Total area (acres)	Coconut, breadfruit, papaya, banana, etc.	Productive but uncultivated	Total arable land	Meadows and pastures	Wood or forest	All other
Indigenous inhabitants.....	21,032	55	9,867	9,922	950	2,860	7,390
Religious missions.....	18	1	9	10		2	6
U.S. Government and trust territory:							
In use.....	6	1		1			5
Public domain.....							
Homestead by Micronesians.....							
U.S. nationals.....							
Nationals of other countries.....							
Totals.....	21,056	57	9,876	9,933	950	2,862	7,311

## PALAU DISTRICT

Ownership	Total area (acres)	Coconut, breadfruit, papaya, banana, etc.	Productive but uncultivated	Total arable land	Meadows and pastures	Wood or forest	All other
Indigenous inhabitants.....	32, 770	3, 700	4, 740	8, 440	6, 350	4, 780	13, 200
Immigrant inhabitants.....							
Religious missions.....	14½	6		6			8½
U.S. Government and trust territory:							
In use.....	4, 414	600	2, 434	3, 034	850	146	384
Public domain.....	75, 086	600	20, 400	21, 000	16, 000	7, 054	31, 032
U.S. nationals.....							
Nationals of other countries.....							
Totals.....	112, 284½	4, 006	27, 574	32, 480	23, 200	11, 980	44, 624½

## YAP DISTRICT

Ownership	Total area (acres)	Coconut, breadfruit, papaya, banana, etc.	Productive but uncultivated	Total arable land	Meadows and pastures	Wood or forest	All other
Indigenous inhabitants.....	21, 776	3, 000	5, 000	8, 000	30	9, 500	4, 246
Religious mission.....	2, 451						2, 451
Immigrant inhabitants.....	1½	1		1			½
U.S. Government and trust territory:							
In use.....	242						242
Public domain.....	320						320
Homestead by Micronesians.....							
U.S. nationals.....							
Nationals of other countries.....							
Totals.....	24, 790½	3, 001	5, 000	8, 001	30	9, 500	7, 250½

## TRUK DISTRICT

Ownership <sup>1</sup>	Acres		Percent ownership
	Total	Arable land	
Indigenous inhabitants.....	29, 256		92. 95
Immigrant inhabitants.....			
Religious missions.....			
U.S. Government and trust territory:			
In use.....	41. 0		0. 13
Public domain.....	1, 787. 0		5. 68
Homesteaded by Micronesians.....			
U.S. nationals.....			
Nationals of other countries.....	392		1. 24
Totals.....	31, 476		100. 00

<sup>1</sup> The land program in Truk has not reached the point where full ownership information is available. While no land has been formerly homesteaded, all public land not actually in use for administrative purposes has been made available to the Micronesians through the granting of revocable permits for their use, with no charge being made other than an agreement by the users that a small percentage of the profit realized be paid to the municipality in which the land is located.

<sup>2</sup> Claimed by a Belgian national. Ownership determination has not been made.

# PONAPE DISTRICT

Ownership	Acres		Percent of total
	Total	Arable land	
Indigenous inhabitants.....	30,917		27.8
Immigrant inhabitants.....	692		0.6
Religious missions.....			
U.S. Government and trust territory:			
In use.....	1,160		1.0
Public domain.....	173,666		66.2
Homesteaded by Micronesians.....	2,283		2.1
U.S. nationals.....	1,225		1.1
Nationals of other countries.....	1,312		1.2
Totals.....	111,256		100.00

<sup>1</sup> Most of the areas of public domain are now and have been in use by Micronesians on a lease basis without charge or on a free revocable permit basis, pending the tracts being established as homesteads.

<sup>2</sup> These figures are estimates of areas concerned in two claims, one by a U.S. national on the island of Kusaie and the other by a Belgian national on the island of Ponape.

# MARSHALLS DISTRICT

[Land ownership as of June 30, 1955]

Ownership	Acres		Percent of total
	Total	Arable land	
Indigenous inhabitants.....	32,097		80.2
Immigrant inhabitants.....	None		
Religious missions. <sup>1</sup> .....			
U.S. Government and trust territory:			
In use.....	5,077		12.6
Public domain.....	2,502		6.3
Homesteaded by Micronesians.....	650		0.9
U.S. nationals.....	None		
Nationals of other countries.....	None		
Totals.....	40,425		100.00

<sup>1</sup> There are small holdings by religious missions the acreage of which is negligible compared to the whole.

B. No land has been alienated in the trust territory during the past year.

C. No statistics are available for the crop production except copra; the bulk of the crop production is conducted on a subsistence basis.

D.

## AREA OF PALM FORESTS IN TRUST TERRITORY

CONSOLIDATED STATEMENT FOR ALL DISTRICTS

[Exclusive of Saipan]<sup>1</sup>

District	Total area in acres	Area of palm forests in acres	Number of bearing trees	Number of immature trees	Copra production in pounds
Rota.....	21,056	22		7,000	
Palau.....	120,772	1,368	146,449	43,633	1,164,800
Yap.....	20,320	5,740	431,100	220,900	1,181,120
Truk.....	20,517	6,628	327,035	149,100	4,710,403
Ponape.....	111,484	9,853	377,512	230,317	8,608,000
Marshalls.....	40,425	32,451	1,384,000	653,000	8,860,723
Total.....	362,574	56,002	2,667,896	1,303,950	24,534,046

<sup>1</sup> Saipan produced 248,354 pounds of copra during 1955 fiscal year.

## IX. Livestock

### A. Livestock population as of June 30, 1955

District	Cattle	Carabao	Swine	Chickens	Ducks	Goats	Turkeys	Total
Saipan.....	2,182	3	2,108	8,419	12	1,651	62	14,437
Rota.....	485		800	1,600	10	700		8,495
Palau.....	128	8	1,510	10,600	600	325		13,071
Yap.....	64		999	6,352	2			7,417
Truk.....	12	3	2,100	36,000	100	200		38,415
Ponape.....	284	121	5,297	7,965	315	493		14,475
Marshall.....			4,950	42,500	525	1		47,976
Total.....	3,155	135	17,764	113,236	1,564	3,370	62	139,286

Of the above livestock 255 cattle and 129 carabao are used for draft animals.

B. There are no available statistics on pounds of meat produced, quarts of milk, or other livestock production figures as most animals are butchered for home consumption.

## X. Fisheries

A. Most of the fishing done in the trust territory is for home consumption. Although some commercial fishing is done, the statistics on this business are incomplete.

Yap: The Yap Trading Company began purchasing fish at 15 cents a pound April 1, 1955. Total weight of fish purchased April 1 to June 30, 1955, was 1,626 pounds and had a value of \$243.80. Kinds of fish included deep sea and other salt water fish.

Truk: 9.2 tons of fish were imported from Ponape for use principally in the trust territory schools and hospitals.

Ponape: Fish exports during 1955 fiscal year were as follows:

Destination	Pounds	Value
Truk.....	21,971	\$3,461.06
Majuro.....	6,251	1,062.67
Pacific Micronesian, Line vessels.....	946	151.36
Total.....	29,168	4,675.09
Estimated local consumption:		
Hospital.....	23,465	2,062.38
Intermediate school.....	25,238	2,019.04
Local administration feeding activity.....	12,020	961.60
Micronesians (home consumption).....	100,500	7,665.00
Total.....	170,223	12,708.02

Majuro: Fish and shellfish are caught in the lagoons and on the reefs for home consumption only. No figures are available as to quantity or kind.

## XI. Forests

District	Acres mangrove forests	Other forests
Saipan.....	None	None
Rota.....	1	40
Palau.....	13,298	29,723
Yap.....	1,300	9,500
Truk.....		
Ponape.....	6,887	48,971
Marshall.....	None	None
Totals.....	21,486	88,234

<sup>1</sup> Due to maximum lumbering operations during the Japanese administration, the little remaining forests in the Truk District are insignificant. Consequently, no estimated acreage has been reported.

NOTE.—There are two government experimental plantations in operation, as follows:

	Acres
Palau—Babelthapu Cacao Plantation.....	300
Ponape—Metalanin Copra Plantation.....	2,700

A considerable portion of the plantation area has been and is continuing to be released under the homestead program. An estimated 1,200 acres is presently retained in the plantation proper.

## XII. Mineral Reserves

A, B, C. The only commercial mineral deposit in the trust territory actively mined was phosphate on Angaur, which is wholly owned by the people of Angaur. There is an estimated 3,000,000 tons of bauxite on the island of Babelthaup, but so far it has not been proved profitable to mine. The phosphate mining operation closed June 30, 1955. The following data show actual and estimated results of this operation. Estimated figures are given in some instances because final outturn weights have not been fixed and payments received by the trust territory.

D. Value of phosphate produced:

Quantity (long tons)	Value	Severance fees	Processing tax
107,790	\$2,680,500.00	\$171,941.22	\$75,151.58
11,121	1 55,000.00	1 21,500.00	1 7,000.00
118,911	2,744,500.00	193,441.22	82,151.58

<sup>1</sup> Estimated payments not received from Phosphate Mining Co.

In addition to the above there is due the trust territory \$29,931.23 from the Phosphate Mining Co. as expenses in connection with liquidation of the contract. Collection of these outstanding amounts is expected in the near future.

E. There are no provisions for prospecting in the trust territory, nor are any required.

F. Number of mine workers:

There are no underground workers. The following shows the number of workers at the phosphate mine at Angaur:

Type of mine	Location	Workers	
		Micronesian	Japanese
Phosphate.....	Angaur, Western Caroline Islands.....	27	360

G. There is a safety program at the mine.

## XIII. Industrial Production

There is no industrial enterprise in Micronesia as usually seen in countries of the world. Economic welfare is based on subsistence agriculture and fishing, plus production of copra, trochus, and handicrafts on an individual basis. The only exception to this would be the phosphate mining operation at Angaur which ceased operations on July 2, 1955. This business was managed by the Japanese.

## XIV. Cooperatives

There are no true cooperatives as yet in the trust territory. Though the name "cooperative" has been adopted by several firms in the territory, these firms are actually stock companies. They follow certain principles of cooperative organization and practice but are not reported as cooperatives.

# XV. Transport and Communications

Description	Saipan	Rota	Palau	Yap	Truk	Ponape	Marshall	Total
A. Postal Service:								
(1) Number of post offices.....	2	---	1	1	1	1	1	7
(2) Class of post office.....	3	---	3	4	3	3	3	19
(3) Volume of business:								
Letters sent.....	135,200	---	---	---	2,104	1,921	773	139,998
Registered letters sent.....	1,144	---	---	279	269	259	178	2,159
Parcels sent.....	2,080	---	---	---	1,68	4,832	2,186	2,5,098
Letters received.....	197,600	---	---	---	8,828	5,823	6,879	218,130
Registered letters received.....	1,092	---	---	201	1,266	414	152	3,125
Parcels received.....	7,280	---	---	---	1,1,020	27,491	10,893	34,5,664
Money orders:								
Number issued:								
Nonindigenous.....	13,500	---	---	318	788	1,177	257	16,040
Indigenous.....	4,500	---	---	580	689	1,182	2,048	9,009
Value:								
Nonindigenous.....	\$60,000	---	---	\$27,396.13	\$27,386.69	\$142,029.23	\$13,055.68	\$269,867.73
Indigenous.....	\$60,000	---	---	\$16,863.74	\$63,572.62	\$19,594.04	\$101,172.38	\$291,852.78
B. Telephone service:								
Number local system.....	1	---	1	---	1	1	---	4
Number paid subscribers.....	31	---	---	---	3	34	---	34
Number of instruments.....	114	---	64	---	72	63	---	313
C. Telegraph service (radio):								
Number private dispatches sent.....	3,000	16	544	152	466	475	685	5,338
Revenues from private dispatches.....	\$7,500	\$36.40	\$1,449.21	\$792.53	\$384.81	\$955.81	\$1,672.72	\$13,291.48
D. Broadcasting services:								
Number of broadcasting stations.....	1	---	---	---	---	---	---	2
Number of private radio sets.....	1,500	---	40	1	---	10	75	1,626
E. Roads:								
a. Road mileage.....								
Paved.....	97	130	69	15	8	24	10	353
Improved.....	37	70	---	---	---	---	---	57
Unpaved.....	40	60	---	---	8	---	---	108
b. Number of private cars owned by Micronesians.....	20	30	64	15	---	24	10	188
F. Railways.....	384	40	87	9	6	16	13	555
G. Meteorological services:								
Number weather bureau stations.....	1	---	1	1	1	1	1	6
Number of employees.....	2	---	11	10	12	12	8	55

1 Pieces.

2 Plus 58 pieces.

3 Plus 1,020 pieces.



Vessels registered in the trust territory as of June 30, 1955 are as follows:

Type of vessel	Number	Gross tonnage each
Cargo, medium (Navy designation, AK; Maritime designation CI-MA-VI).....	2	3,806
Cargo, light (Navy designation, AKL).....	3	558
Seagoing tug.....	1	270
Auxiliary schooner.....	1	141

*Cargo and Passengers Carried by Pacific Micronesian Line Vessels*

[Fiscal year 1955]

Itinerary	Cargo		Passenger	
	Short ton	Metric ton	Cabin	Deck
Guam to trust territory ports.....	17,352	25,375	85	107
Trust territory ports to Guam.....	6,681	15,092	85	170
Trust territory ports to trust territory ports.....	10,001	17,206	227	1,094
Trust territory ports to Japan.....	17,024	28,656	8	-----
Japan to trust territory ports.....	10,036	11,080	9	-----
Japan to Guam.....	1,365	2,700	7	3
Yap field trips.....	385	086	55	381
Palau field trips.....	81	175	67	142
Ponape field trips.....	1,498	2,892	352	819
Truk field trips.....	373	672	257	1,138
Majuro field trips.....	896	1,571	-----	-----
Majuro to Fiji.....	-----	-----	4	-----
Fiji to Majuro.....	-----	-----	-----	27
Fiji to Tarawa.....	51	185	-----	-----
Tarawa to Majuro.....	-----	-----	5	-----
Totals.....	67,243	107,190	1,161	3,881

The following information pertains to shipping in the trust territory by vessels other than Pacific Micronesian Line. These vessels cleared through the trust territory port in the Marshalls.

Name of ship	Net registered tons
U.S. Flag: <sup>1</sup>	
Wm. Luckenbach.....	4,563
Alaska Bear <sup>2</sup> .....	4,579
Canada Bear.....	4,566

<sup>1</sup> All the above are Pacific Far East Line vessels.

<sup>2</sup> Entered and cleared twice.

*Japan Flag:* Twenty-four ships flying the Japanese flag were cleared for entry at Koror during fiscal year 1955 to transport phosphate ore to Japan. One other Japanese vessel was cleared in July to take out the last shipment of ore upon termination of the contract between the trust territory and the Phosphate Mining Company of Japan.

SAIPAN

Passenger and cargo information

Ship	Passengers		Cargo (long tons)	
	Incoming	Outgoing	Incoming	Outgoing
M/V Hopo.....	<sup>1</sup> 113	<sup>2</sup> 205	705.0	32.5
M/V Vigilantibus.....		<sup>3</sup> 40	160.0	<sup>4</sup> 200.0
M/B San Jose.....	15	16	10.5	0.5
M/V Miss Tinian.....	250	258	8.5	14.0
M/V Kapalama.....				<sup>5</sup> 7.0
M/V Gunners Knot.....				<sup>4</sup> 2,245.5
M/V Mog Mog.....		<sup>3</sup> 4	<sup>5</sup> 19.0	<sup>5</sup> 9.5
Total.....	378	523	903.0	2,509.0

<sup>1</sup> 45 for Guam, 17 for Rota, and 51 for Tinian.

<sup>2</sup> 90 to Tinian, 42 to Rota, and 73 to Guam.

<sup>3</sup> Micronesia Metal & Equipment Co. employees to and from Tinian.

<sup>4</sup> Scrap metal.

<sup>5</sup> Micronesia Metal & Equipment Co. to and from Tinian.

The following data is furnished on air transport and airfields for fiscal year 1955:

a. Number of passengers:

1. Number of starting flights in trust territory..... 1,725

2. Number terminating flights in trust territory..... 1,692

b. Passenger miles and tonnage flown:

1. Miles flown..... 228,627

2. Passengers..... 3,151

3. Tons cargo..... 112.5

5. Tons mail..... 21

c. There are three civil airfields in the trust territory located at Rota, Truk and Majuro, Marshall Islands. The landings at Koror, Yap, and Ponape are water landings. At Saipan a twice weekly air schedule is conducted from Agana, Guam to Saipan. While this logistic flight is mainly for the benefit of Naval installations on the island, it also carries U. S. mail; and surplus seats are made available to indigenous travelers on a revenue basis.

## XVI. Cost of Living

A. Cost-of-living surveys have been attempted in several of the administrative centers in the territory. None were satisfactory, however, since there was no means of measuring accurately the individual and family self-subsistence efforts and costs of such home production of foodstuffs. In general, the self-sufficient agricultural subsistence economy predominates, and no measures have yet been devised to determine costs of living.

## XVII. Labor

A. The largest portion of the population of the trust territory is engaged in subsistence activities and no statistics are available on these.

B., C. Number of workers in the trust territory as of June 30, 1955. The following workers are those employed by other than the trust territory Government.

Employer	Micronesians			Nonindigenous		
	Male	Female	Wages	Male	Female	Total wages
Phosphate Mining Co. ....	27	-----	\$31,698.31	1350	-----	Unknown
Micronesia Metals .....	21	-----	16,765.20	1	2	\$12,000.00
U. S. Postoffice .....	1	1	354.00	-----	7	13,675.41
U. S. Weather Bureau .....	23	-----	12,552.00	16	2	85,025.00
Naval Station Kwajalein .....	150	67	89,000.00	-----	-----	-----
Indigenous wholesalers .....	308	18	144,908.00	3	2	11,400.00
Private households <sup>1</sup> .....	35	74	24,200.00	-----	-----	-----
Missions <sup>2</sup> .....	89	32	28,050.00	21	0	2,000.00
Coast Guard .....	7	-----	1,862.00	-----	-----	-----
Trading companies .....	38	1	22,983.27	2	-----	10,624.33
Other local business .....	27	21	5,908.00	1	-----	2,500.00
Totals .....	735	214	378,264.78	394	19	138,124.74

<sup>1</sup> Japanese nationals. All others are U.S. nationals.

<sup>2</sup> Includes meals furnished. Some missionaries are unsalaried.

D. No compulsory labor is enacted.

E. Wages rates in general follow the Trust Territory Micronesian Wage plan.

F. The 8-hour day, 40 hours a week, is the standard pattern for wage work.

G. There were no labor or medical inspections as such.

H. (a) Number of industrial accidents—Lost time injuries (nonfatal): Micronesians, 39; Nonindigenous, 1.

(b) There were no deaths or illnesses due to occupational diseases.

(c) There were no persons granted compensation for injury during the period of this report. Two claims that were pending were settled after July 1, 1955.

I. No employee or employer were charged with any offenses against labor laws.

J. There were no collective agreements in force.

K. There were no industrial disputes.

L. Unemployment is not a problem in the trust territory, since the economy is on a subsistence basis.

M. No persons departed trust territory for employment elsewhere so far as is known. Approximately 320 trust territory citizens worked on Guam.

N. For nonindigenous employees, see appendix II and B above.

## XVIII. Social Security and Welfare Services

A-G. Family, clan, and community social organization and relationships in each society provide for its social welfare. There has not been any need for organized social welfare programs in the usual sense.

H. During fiscal year 1955, \$67,000 was spent by the trust territory for the relief of persons temporarily displaced from their homes in the Marshall Islands. The Navy also contributed large amounts of supplies and foodstuffs for this purpose. Of the amount spent by the trust territory, \$63,000 has been reimbursed by Joint Task Force Seven as its share of the cost. Other expenditures by the trust territory during fiscal year 1955 were for disaster relief and amounted to \$1,136.84.

## XIX. Public Health

Public Health work is a function of government. There are no missionary medical units, nor does private practice exist in the trust territory at present.

# A, B. Public health personnel

	Category	Number
Medical, Nursing and Auxiliary Services:		
Non-Micronesian:		
Physicians (includes Director of Public Health)	-----	8
Dentist (Supervisor of Dental Services)	-----	1
Hospital administrators	-----	5
Nurse education supervisor	-----	1
Nursing teacher	-----	1
Administrative assistant (medical supply)	-----	1
Public health analyst	-----	1
Clerical	-----	2
Micronesian:		
Medical practitioners	-----	13
Medical interns	-----	9
Dental practitioners	-----	4
Dental interns	-----	15
Nursing teacher	-----	1
Nurses, graduate	-----	40
Health aides, medical (hospital)	-----	30
Health aides, dental (hospital)	-----	2
Nurse's aides	-----	32
Student nurses	-----	18
X-ray technicians and helpers	-----	6
Laboratory technicians and helpers	-----	10
Pharmacy workers	-----	6
Dietary workers	-----	10
Laundry workers	-----	6
Clerical workers	-----	16
Health aides in outlying dispensaries	-----	101
C. Sanitation		
Non-Micronesian: Registered sanitarian (supervisor)	-----	1
Micronesian:		
Registered sanitarians	-----	3
Sanitation workers	-----	9
Sanitation helpers	-----	5
Assistant sanitarian	-----	1
D. (a) General Hospitals		
Total number of hospital beds	-----	<sup>1</sup> 251
Average daily census	-----	252
Percentage of occupancy	-----	<sup>2</sup> 101

<sup>1</sup> Bed capacity based on 80 square feet per bed.

<sup>2</sup> Calculated on basis of bed capacity.

In the Saipan District there is one general hospital with 169 beds.

(b) There are no cottage hospitals or infirmaries.

(c), (d) There are clinics in connection with each general hospital, and 86 out-lying dispensaries of one to ten beds.

E. There are no mobile health units now in operation. A vessel assigned to one district has made a test trip for a medical survey.

F. (a) Maternity and child welfare clinics are conducted in connection with hospital out-patient clinics.

(b) Each hospital has tuberculosis wards attached, with space for 109 beds for tuberculous patients.

(c) There are no special venereal disease units, except when necessary.

(d) There is one leprosarium, located on Tinian, of 100 beds and with living quarters for 120 ambulatory patients.

(e) There is one mental institution on Saipan, with space for 20 patients.

## Saipan Health Services

During 1955 fiscal year \$153,678 was appropriated by the Chief of Naval Operations to carry out the Medical Department functions. In addition to the hospital mentioned above, there are two dispensaries located on Saipan staffed by Micronesian medical practitioners, student nurses, and hospital corpsmen, and provide about 75 percent of all out-patient treatment to the native population. They average about 1800 out-patient visits per month.

# SAIPAN DISTRICT

	Number
A, B. Medical and health staff	
Registered physicians	2
Medical assistants	8
Nurses of senior training	2
Certified nurses	5
Partially trained nurses	20
Sanitary inspectors	3
Laboratory and X-ray technicians	4
Others	39

NOTE.—Above figures include 12 Navy and 71 indigenous personnel.

## G. Sample of 2,247 Patients Discharged From Four District Hospitals, Classified by Type of Condition, Trust Territory of the Pacific Islands

[July 1, 1954-June 30, 1955]

Condition	Number	Percent	Condition	Number	Percent
Total	2,247	100.0	Asthma	54	2.4
Tuberculosis, all forms	178	7.9	Diabetes mellitus	15	0.7
Gonococcus infections	27	1.2	Diseases of nervous system	26	1.2
Amebiasis	28	1.2	Diseases of eye	66	2.9
Yaws	9	0.4	Diseases of ear and mastoid	27	1.2
Chickenpox	61	2.7	Diseases of heart and circulatory system	18	0.8
Filariasis	19	0.8	Diseases of Skin and Subcutaneous Tissue	112	5.0
Infestations with worms of other types	40	1.8	Diseases of Bones and Organs of Movement	56	2.5
Other infective and parasitic diseases (exclusive of above)	71	3.2	Complications of Pregnancy, Delivery, and the Puerperium	79	3.5
Acute upper respiratory infections	102	4.5	Diseases of early infancy, except pneumonia of newborn	13	0.6
Influenza and pneumonia	121	5.4	All other specified causes	173	7.7
Other diseases of the respiratory system	77	3.4	Symptoms and ill-defined conditions	65	2.9
Gastritis, gastro-enteritis and colitis, except diarrhea of newborn	122	5.4	Injuries	118	5.3
Malignant neoplasms	16	0.7	Obstetrical service: normal deliveries	273	12.2
Benign neoplasms and neoplasms of unspecified nature	18	0.8	Liveborn infant care	203	11.7

NOTE.—Discharges are classified according to the principal condition treated.

The sample of 2,247 cases discharged from four trust territory hospitals represents 83 percent of the discharges in these hospitals in the year. For the individual hospitals, the percent of total discharges varies from 68 to 100 percent.

## Reported Cases of Communicable Diseases, Trust Territory of the Pacific Islands

[July 1954-June 1955]

Disease	Number of cases	Disease	Number of cases
Chickenpox	156	Germantown measles	1
Dysentery, amebic	21	Meningitis	2
Dysentery, bacillary	3		
Dysentery, unclassified	2	Tuberculosis, total all forms	168
Encephalitis lethargica	1		
Gonorrhea	287	Tuberculosis of respiratory system	134
Hepatitis, infective	1	Tuberculosis, other forms	34
Infantile diarrhea <sup>1</sup>	66		
Influenza	169	Typhoid fever	3
Leprosy	12	Polioomyelitis	1
Measles	132	Puerperal fever	1

<sup>1</sup> These are not cases of diarrhea of the newborn. They are probably cases of diarrhea and enteritis.

# H. Cases Treated in District Hospital Out-Patient Clinics Classified by Type of Condition, Trust Territory of the Pacific Islands

[July 1954-June 1955]

Condition	Number	Percent	Condition	Number	Percent
Total-----	27, 124	100.0	Impetigo-----	964	3.6
Tuberculosis-----	223	0.8	Influenza-----	223	0.8
Gonococcus infections-----	327	1.2	Acute upper respiratory infections-----	7, 239	26.7
Amoebiasis-----	42	0.2	Other communicable diseases-----	95	0.4
Leprosy <sup>1</sup> -----	43	0.2	Eye conditions-----	1, 005	3.7
Yaws-----	95	0.4	Maternity service (prenatal and postnatal)-----	1, 243	4.6
Chickenpox-----	138	0.5	Well baby care-----	790	2.9
Filariasis-----	82	0.3	All other conditions-----	11, 185	41.0
Intestinal parasitism-----	1, 944	7.2	Immunizations-----	1, 022	3.8
Fungus infections-----	464	1.7			

<sup>1</sup> Leprosy cases include suspects and patients returning for followup after discharge from leprosarium.

NOTE.—Includes estimates for 1 district based on reports for 9 months.

## Dental Service:

Total number of patients treated in hospital clinics-----	10, 956
Total number of patients treated on field trips-----	3, 026

NOTE.—Total number of patients treated in hospital clinics is sum of number treated each month.

## Outlying Dispensaries:

Total number of outlying dispensaries-----	90
Total number of cases given service-----	44, 799
Total number of treatments-----	90, 887

NOTE.—The number of patients is not available. The definition of a case is the first visit a patient makes for a given condition. If the same individual returns for treatment of another condition, he is counted as a new case. A treatment is defined as each visit a patient makes to the dispensary. Reports are not complete for all outlying dispensaries for the fiscal year. Estimates were made for part of the year for two districts.

## Collections Reported:

Hospital in-patients-----	\$10, 674. 67
Hospital out-patients-----	7, 883. 55
Outlying dispensary patients-----	4, 054. 50
Dental patients-----	7, 477. 19
Total-----	30, 089. 91

I. There are no missionaries engaged in medical work in the trust territory.

J. The expenditure on health, medical and sanitation services follows: <sup>1</sup>

### In general:

(a) Total health, medical, and sanitation costs were-----	\$543, 670
(b) In relation to the total expenditure-----	10%
(c) On administration and general—The costs of administration of the public health department were-----	\$75, 904
(d) On maintenance of hospitals, dispensaries, specialized units, etc-----	\$153, 245
(e) On hospital equipment-----	\$2, 565
(f) On medical personnel—	
Salaries of imported public health personnel were-----	\$147, 668
Salaries of Micronesian Public Health Personnel-----	\$133, 317
Medical education and training-----	\$30, 971
(g) On other items than the public health and sanitation department—	
Miscellaneous, special repair projects and construction jobs are charged to the public works departments and construction projects.	

<sup>1</sup> Exclusive of Saipan District.

K. Medical services are financed only through appropriated grant funds and from medical fees collected. There was a total income from medical and dental fees collected in fiscal year 1955 of \$29,530.

## XX. Housing

A, B, C, D. Housing is furnished to nonindigenous trust territory Government employees at an average rental.

No housing is furnished to Micronesians by the trust territory Government. Statistics are incomplete as to the total number of dwelling units or rooms for Micronesians.

The following information is furnished in several representative districts:

*Rota.*—There are 280 private dwellings belonging to Micronesians, all concentrated in one village. Construction is mainly of wood and corrugated metal.

*Koror.*—A house to house census completed in June 1954, gave a total of some 1,243 dwellings, excluding cook-sheds and out buildings, the majority of which utilized salvaged quonset hut materials in their construction. Since then, approximately 50 new dwellings have been erected. The new buildings are generally of the wooden frame type, with much native hardwood being used in their construction.

*Yap.*—An estimated 90 percent of all indigenous housing is predominantly of wood, bamboo, and thatch construction. The remainder is of wood and corrugated roofing.

*Truk.*—Trukese housing is of two main types: simple frame houses with tin roofs and grass houses. The average wooden house is approximately 12 by 15 feet with screen wire and windows.

*Ponape.*—Living houses are predominantly of wood frame and corrugated metal roofing construction. Cooking and canoe houses are most frequently constructed of thatch and local materials. Most lumber is cut within the district. Roofing, glass, screen wire, and metal hardware are imported.

## XXI. Penal Organization

### A. Prisoners at June 30, 1955

Location	Age group	Number prisoners	Average term served
Rota.....	26-30	1	4 months
Palau.....	17-02	22	2½ months
Palau.....	27-38	6	7 months
Yap.....	18-60	16	2 months
Yap.....	26-39	2	10 months
Truk.....	18-60	13	1 month
Truk.....	18-28	4	1 year
Truk.....	19	1	20 years
Truk.....	19	1	25 years
Ponape.....	18-37	5	1 month
Marshalls.....	23-37	9	2 months
Salpan.....	18-60	40	2 months
Total.....		120	

	Rota	Palau	Yap	Truk	Ponape	Marshalls	Salpan
B. Prisoners previously committed.....	1	5	4	2	-----	-----	36
C. Average number of inmates.....	1	-----	-----	-----	-----	-----	6
D. Number of cells.....	1	4	2	2	9	2	21
Number of wards.....	-----	1	2	2	-----	-----	2
E. Cubic sleeping space per prisoner.....	500	2,100	47	264	85	640	413
F. Caloric scale.....	3,000	3,000	2,400	3,350	3,000	4,250	5,100

G. No shops for instruction of prisoners are conducted, but other rehabilitative projects are encouraged such as work in vegetable production.

H. Staff (all male)	Rota	Palau	Yap	Truk	Ponape	Marshalls	Salpan
Sergeants.....	-----	7	0	4	2	3	4
Corporals.....	-----	5	3	4	3	3	-----
Constables.....	1	11	11	10	7	4	21
Totals.....	1	23	20	18	12	10	25

## XXII. Education

### A. Number of schools in the trust territory as of June 30, 1955

District	Nonpublic schools (not aided)		Public schools (aided)			Total
	Elementary	Secondary	Elementary	Secondary	PICS	
Saipan.....	2	—	8	1	—	11
Rota Island.....	—	—	1	—	—	1
Palau.....	2	2	15	1	—	20
Yap.....	—	1	21	1	—	23
Truk.....	4	2	47	1	1	55
Ponape.....	5	4	20	1	—	30
Marshall.....	3	1	37	1	—	42
Totals.....	16	10	149	6	1	182

<sup>1</sup> Pacific Islands Central School is the only institution of higher learning in the trust territory. Only English is taught at Pacific Islands Central School.

The nonpublic schools receive no assistance from the trust territory Government. The public elementary schools are supported by the municipalities, but in most districts there is an American supervisor adviser.

### B. Estimated number of children of school age

District	Age											Total
	6	7	8	9	10	11	12	13	14	15	16	
<b>Rota:</b>												
Male.....	1	5	11	20	5	1	12	5	—	—	—	69
Female.....	—	8	9	18	5	6	4	1	2	—	—	53
Totals.....	1	13	20	47	10	7	16	6	2	—	—	122
<b>Palau:</b>												
Male.....	134	145	140	105	98	70	71	84	76	88	69	1,080
Female.....	105	145	140	98	96	86	68	80	81	86	61	1,055
Totals.....	239	290	280	203	194	156	139	173	157	174	130	2,135
<b>Yap:</b>												
Male.....	41	69	78	41	50	33	34	33	32	31	22	464
Female.....	31	46	50	43	29	28	33	26	23	30	22	361
Totals.....	72	115	128	84	79	61	67	59	55	61	44	825
<b>Truk:</b>												
Male.....	—	220	210	180	160	120	150	140	150	130	120	1,580
Female.....	—	190	180	150	140	110	120	130	120	100	100	1,340
Totals.....	—	410	390	330	300	230	270	270	270	230	220	2,920
<b>Ponape:</b>												
Male.....	175	180	185	180	100	110	105	105	100	100	105	1,445
Female.....	150	145	145	150	95	80	90	85	80	100	100	1,220
Totals.....	325	325	330	330	195	190	195	190	180	200	205	2,665
<b>Marshall:</b>												
Male.....	41	77	92	100	97	84	102	86	71	61	38	849
Female.....	42	100	135	89	78	61	80	60	75	42	21	792
Totals.....	83	177	227	189	175	145	182	155	146	103	59	1,641
<b>Saipau:</b>												
Male.....	97	93	79	69	64	61	36	35	27	32	52	645
Female.....	96	92	78	68	64	60	19	18	14	17	22	548
Totals.....	193	185	157	137	128	121	55	53	41	49	74	1,193
<b>Totals:</b>												
Male.....	489	780	802	704	574	470	510	488	456	442	406	6,139
Female.....	424	726	737	616	507	431	414	418	395	375	326	5,369
Totals all children.....	913	1,516	1,539	1,320	1,081	910	924	906	851	817	732	11,508



*School Enrollment, Public Schools*

**PUBLIC ELEMENTARY SCHOOLS**

Age	Grade												Total	
	1		2		3		4		5		6			
	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male
6	56	60											56	60
7	200	169	4	63									204	232
8	389	683	81	259	3	1							473	943
9	219	80	183	233	10	11							418	324
10	37	37	83	71	251	110	2	100					373	318
11	28	17	39	32	224	97	23	95	3	2			330	243
12			62	24	161	57	142	203	14	10			303	302
13	7	5	22	24	168	42	124	179	38	55	1	2	360	307
14	1	1	11	4	34	16	32	15	200	83	31	106	309	225
15	4		6	2	19	9	23	5	194	36	15	70	261	122
16			6	3	7		10	6	101	13	38	48	162	70
17			4	2	7	1	5	1	72	1	32	29	120	34
18			0		7		4		28		24	4	60	4
Over 18			5		21	3	12		5		6	2	49	5
Totals	948	1,057	502	717	918	347	377	604	655	200	147	264	3,547	3,189

**PUBLIC SECONDARY SCHOOLS**

Age	Grade										Total	
	7		8		9		10		Vocational unclassified			
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
11.....	1										1	
12.....	1	2									1	2
13.....	2	4		2							2	6
14.....	16	12	3	6	3				1		23	17
15.....	22	16	7	10	2	1			2		33	27
16.....	26	1	22	4	5	6			2		54	11
17.....	43	3	22	6	23	10			4		92	19
18.....	36	2	14	1	35	10			6		90	13
Over 18.....	16	11	23	3	73	4			7		119	18
Totals.....	161	51	91	31	141	31			22		415	113
											528	

*Pacific Islands Central School—Truk District*

[Enrollment fiscal year 1955]

Age	Junior		Senior		Total	
	Male	Female	Male	Female	Male	Female
15.....		1				1
16.....	4	2	1	1	5	3
17.....	9	6	2	4	11	10
18.....	10		7		17	
19.....	10	2	16	5	31	7
20.....	0		8	1	14	1
21.....	3		5		8	
Over 21.....	5		10		15	
Totals.....	53	11	48	11	101	22
Attendance rates.....percent..	84.4		85		85	

*School Enrollment, Nonpublic Schools*  
NONPUBLIC ELEMENTARY SCHOOLS (NOT AIDED)

Age	Grade												Total	
	1		2		3		4		5		6		Male	Female
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female		
Under 6.....	8	5											8	5
6.....	23	19											23	19
7.....	42	55											42	55
8.....	84	74	12	10									96	84
9.....	61	56	38	47	7	7							106	110
10.....	5	3	36	33	12	12	5	3					58	51
11.....	4	7	16	7	35	36	37	24	3	2			95	76
12.....	1	5	4	7	24	23	14	9	20	13	9	7	81	64
13.....			2	6	3	9	24	25	22	16	21	8	75	64
14.....				8	1	11	22	10	12	11	18	9	53	58
15.....						9		8	12	18	9	10	21	45
16.....		1						4	13	7		8	21	22
17.....											9	2	9	2
18.....		1										3	4	4
Over 18.....											1	6	1	6
Totals.....	228	226	108	118	82	107	102	92	91	67	78	55	689	665

NONPUBLIC SECONDARY SCHOOLS (NOT AIDED)

Age	Grade								Total	
	7		8		9		10		Male	Female
	Male	Female	Male	Female	Male	Female	Male	Female		
12.....	2	3							2	3
13.....	16	6							16	6
14.....	16	10	2						18	16
15.....	27	11	12	8	5	5			44	24
16.....	18	13	11	20	10	7			39	40
17.....	20	19	14	15	15	6			40	40
18.....	12	9	10	13	12	12			34	34
Over 18.....		3	6	2	13	7	24	8	43	20
Totals.....	111	80	55	58	55	37	24	8	245	183

TOTAL NUMBER OF STUDENTS IN EACH DISTRICT

District	Public			Nonpublic			Grand Total
	Male	Female	Total	Male	Female	Total	
Saipan.....	485	460	945	60	95	155	1,100
Rota.....	61	55	116				116
Palau.....	555	564	1,119	146	137	283	1,402
Yap.....	301	185	486	29	23	52	538
Truk <sup>1</sup> .....	1,183	862	2,045	175	193	368	2,413
Ponape.....	736	546	1,282	373	294	667	1,949
Marshalls.....	641	630	1,271	151	106	257	1,528
Totals.....	3,962	3,302	7,264	934	848	1,782	9,046

<sup>1</sup> Exclusive of Pacific Islands Central School which has 123 students.

Number of Children Completing Schooling During Fiscal Year 1955

District	Elementary				Secondary				PIOS		Technical		Professional		Vocational		Other		Total		Total all students	
	Public		Nonpublic		Public		Nonpublic		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female		
	Male	Female	Male	Female	Male	Female	Male	Female														
Rota		3																			5	
Palau	47	51	32	24	29	9	19	6	2												261	
Yap							8	4	5						1	11			1	155	106	
Truk	176	51		20	44	8			3										21	28	29	
Ponape	55	12	23	13	22	3	12	6	15	2									235	81	316	
Marshall	55	21	34	4					6	2									130	34	164	
Totals	333	138	89	61	95	20	39	29	45	6	3							11	1	641	259	900

<sup>1</sup> High School graduates at Guam and at other schools.

44 secondary school students completed schooling in Saipan in addition to those shown above. It is estimated that approximately 150 other students from Saipan graduated from other schools.

C, D. The number of students enrolled in schools of higher learning outside of the trust territory

Age	Location				Financing of scholarships										
	Guam		Hawaii		Other		Total		Private individual	Religious organizations	U. N.	Trust territory	Other organizations	Self	Total
	Male	Female	Male	Female	Male	Female	Male	Female							
15	1	1			2		3	1	2					2	4
16	5	3					5	3						8	8
17	4	3			6		9	7	4				1	7	16
18	9	7		1	11	4	20	15	8					17	35
19	14	10			12	3	26	13	10			6		23	39
20	9	9		1	6	1	15	10	5			4		16	25
21	11	2	2		10	1	23	3	5			6		13	26
22	12	2			8	1	18	3	2			4		10	21
23	3		1		8	1	12	1	6			4		3	13
24	10		1		11	1	22	1	3			6		10	23
25	3		2		8		13		2			4		3	13
26	1		3		2		6		3			2		1	6
27	1		1		1		3					2			3
28	1		2		3		6	2	1	1	1	4	1	1	8
29	1		1		2		4		1			1		1	4
30 and over			5		3	2	8		2	2		7			10
Total	85	37	21	3	87	21	193	61	52	1	64	5	118	254	

The distribution by districts of the students and points where the education is being obtained is shown below:

Place	Rota	Palau	Yap	Truk	Ponape	Marshalls	Totals
Hawaii.....		7	3	1	4	9	24
Medical and Dental, Suva.....		6	5				11
Guam High School and Junior College.....	17	83	2	1	2		105
Manila, P.I.....		8			8	2	18
Tokyo, Japan.....		1					1
U.S.A. Mainland.....		4				2	6
Totals.....	17	109	10	2	14	13	165

During the 1954-55 school year, Saipan District sent 7 boys and 6 girls to schools of higher learning in the trust territory. In addition 38 boys and 7 girls were sent to schools in Guam and the United States.

#### E. Teachers in the trust territory as of June 30, 1955

Description	Noncertificated Micronesians		Certificated Micronesians		Paid by trust territory Micronesians		Noncertificated non-Indigenous		Certificated non-Indigenous		Total	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Nonpublic elementary:												
Saipan.....	2										2	
Rota.....												
Palau.....	1	3		3					5	1	11	4
Yap.....		1							1	3		
Truk.....		2							3	3	5	5
Ponape.....	9	12								5	10	17
Marshalls.....			6	7					4	3	10	10
Total.....	12	18	7	10					8	19	27	47
Nonpublic secondary:												
Saipan.....												
Rota.....												
Palau.....			1				2	2			3	2
Yap.....												
Truk.....									4		4	0
Ponape.....	5	2					1	3	3	4	9	9
Marshalls.....			1							2	1	2
Total.....	5	2	2				3	5	7	6	17	13
Public elementary:												
Saipan.....	20	6			3				3		23	9
Rota.....	3				2						5	
Palau.....	16	16	15	4							31	20
Yap.....	12	1	23								35	1
Truk.....	67	5							2		69	5
Ponape.....	70	1									70	1
Marshalls.....			41	10							41	10
Total.....	188	29	70	14	5				2	3	274	46
Public secondary:												
Saipan.....	4	1							3	3	7	4
Rota.....												
Palau.....	5	1	5	1	10	2			1	1	21	5
Yap.....	2		3		5				1	1	11	1
Truk.....	5	1			5	1			2	1	12	3
Ponape.....	4	1			4	1					8	2
Marshalls.....					10				2	1	12	1
Total.....	20	4	8	1	34	4			9	7	71	16
Pacific Islands Central School (Truk).....	2				2				2	3	6	3
Grand Total.....	227	53	96	25	41	4	3	5	28	38	305	125

# Total Number of Teachers by Districts

District	Total number non-certificated Micronesians	Total number certificated Micronesians	Total number paid by trust territory	Total number non-certificated nonindigenous	Total number certificated non-indigenous
Saipan.....	33	---	3	---	9
Rota.....	3	---	2	---	---
Palau.....	42	29	12	4	7
Yap.....	16	28	5	---	6
Truk.....	82	---	8	---	20
Ponape.....	104	1	5	4	12
Marshall.....	---	65	10	---	12
Totals.....	280	121	45	8	66

To date three districts have set up certification standards for teachers.

F. Number of teacher training schools, number of persons enrolled, and number of persons who completed prescribed courses:

Type and number of teacher training schools	Number of persons enrolled	Number who completed prescribed course
6 weeks' teacher training programs held in each district except Rota.....	324	303

G. Number of positions held in the Department of Education classified according to section of the population and sex and salary scales of the incumbents:

[Fiscal year 1955]

District and position	Grade	American personnel			Micronesian personnel		
		Male	Female	Total	Male	Female	Total
Headquarters:							
Director.....	GS-13	1	---	1	---	---	---
Rota:							
Teacher.....	I-3	---	---	---	1	---	1
Palau:							
Educational administrator.....	GS-11	1	---	1	---	---	---
Supervisor of teacher training.....	GS-9	1	---	1	---	---	---
Teacher.....	GS-7	1	---	1	---	---	---
Teacher.....	GS-5	---	1	1	---	---	---
Superintendent of schools.....	X-3	---	---	---	---	---	1
Principal.....	X-2	---	---	---	1	---	1
Vice-principal.....	VIII-2	---	---	---	1	---	1
Assistant superintendent of elementary schools.....	VIII-1	---	---	---	1	---	1
Teacher.....	VIII-4	---	---	---	1	---	1
Teacher.....	VII-3	---	---	---	1	---	1
Teacher.....	VII-2	---	---	---	---	1	1
Teacher.....	VII-1	---	---	---	2	---	2
Teacher.....	V-3	---	---	---	1	---	1
Teacher.....	V-2	---	---	---	3	---	3
Field assistant trainee.....	IV-2	---	---	---	---	1	1
Clerical trainee.....	II-2	---	---	---	1	---	1
Cook.....	VI-2	---	---	---	1	---	1
House mother.....	V-3	---	---	---	---	1	1
Junior clerk.....	IV-5	---	---	---	1	---	1
Clerical trainee.....	II-1	---	---	---	---	1	1
Totals for Palau.....		3	1	4	15	4	19
Yap:							
Educational administrator.....	GS-11	1	---	1	---	---	---
Teacher.....	GS-7	---	1	1	---	---	---
Teacher.....	GS-5	1	---	1	---	---	---

G. Number of positions held in the Department of Education classified according to section of the population and sex and salary scales of the incumbents—*Con.*

[Fiscal year 1955]

District and position	Grade	American personnel			Micronesian personnel		
		Male	Female	Total	Male	Female	Total
Yap — Continued							
Superintendent of schools.....	X				1		1
Vice-principal.....	IX				1		1
Teacher.....	VII				1		1
Teacher.....	V				2		2
Teacher.....	V				1		1
Clerk.....	IV				1		1
Totals for Yap.....		2	1	3	7		7
Truk:							
Educational administrator.....	GS-11	1		1			
Principal of intermediate school.....	GS-9	1		1			
Principal of public schools, Central school.....	GS-10		1	1			
Supervisor of teacher training.....	GS-9	1		1			
Teacher.....	GS-7		2	2			
Teacher trainee.....	GS-5	2	1	3			
Superintendent of elementary schools.....	X				1		1
Vice-principal of intermediate schools.....	VIII				1		1
Teacher.....	VII				2		2
Teacher.....	V				2		2
Field assistant.....	VI				1		1
Teacher-trades—part time.....	VII				1		1
Teacher-crafts—part time.....	VII				1		1
House mother.....	V					1	1
Clerk.....	IV				2		2
Farm hands.....	II				2		2
Farm-sub-Foreman.....	IV				1		1
Totals for Truk.....		5	4	9	14	1	15
Ponape:							
Educational administrator.....	GS-11	1		1			
Principal of intermediate schools.....	GS-9		1	1			
Supervisor of teacher training.....	GS-9	1		1			
Teacher.....	GS-7	1		1			
Superintendent of elementary schools.....	V-2				1		1
Assistant superintendent of elementary schools.....	VIII-2					1	1
Principal—intermediate school.....	X-1				1		1
Vice-principal.....	VIII-1				1		1
Teacher.....	VII-1				1		1
Translator.....	VI-1				1		1
Teacher.....	V-1				1		1
Teacher.....	V				1		1
Clerks.....	IV-1				2		2
Clerk.....	IV				1		1
Clerk.....	II				1		1
Totals for Ponape.....		3	1	4	11	1	12
Marshalls:							
Educational administrator.....	XV				1		1
Principal of intermediate school.....	GS-7	1	1	2			
Teacher.....							
Teacher.....	XI				1		1
Principal.....	X				1		1
Superintendent—elementary schools.....	VIII				1		1
Vice-principal.....	VIII				1		1
Teacher.....	VII				2		2
Teacher.....	VII				3		3
House mother.....	V					1	1
Cook.....	IV				1		1
Totals for Marshalls.....		1	1	2	11	1	12
Saipan:							
Superintendent of schools.....	IX				1		1
Operator—heavy equipment.....	IX				1		1
Operator—heavy equipment.....	VII-2				1		1
Librarian.....	VII-3					1	1
Instructor.....	V				2		2
Clerk.....	V					1	1

Number of positions held in the Department of Education classified according to section of the population and sex and salary scales of the incumbents—*Con.*

[Fiscal year 1955]

District and position	Grade	American personnel			Micronesian personnel		
		Male	Female	Total	Male	Female	Total
Continued							
Instructor	IV				3		3
Teacher	III				2		2
Educational director	GS-11	1		1			
Principal of intermediate schools	GS-9	1		1			
Teacher	GS-9		1	1			
Teacher	GS-8	1		1			
Teacher	GS-7	1	1	2			
Totals for Salpan		4	2	6	10	2	12
Grand totals		20	10	30	68	9	76

[ Education expenditures for fiscal year 1955:

<i>Types of schools</i> <sup>1</sup>	<i>Expenditure</i>
Public elementary schools	\$78,366
Public secondary schools	242,302
Public senior school (PICS)	31,911
Administration	15,150
Other expenses (special training)	17,087
Total	384,816

*Objects item for trust territory Government expenditures*

Personnel (American)	156,809
Personnel (Micronesian)	43,117
Supplies and equipment	146,321
Grants, subsidies, and contributions	23,376
Other expenses (transportation)	15,193
Total	384,816

includes only trust territory Government expenditures. Expenditures from municipal funds are shown in following statement.

*Expenditures for Educational Purposes by Micronesian Municipalities not included above for Public Elementary Schools*

<i>Type of Expenditure</i>	<i>Amount</i>
Elementary teachers salaries	\$51,464.44
Elementary school buildings	6,593.10
School equipment	10,350.47
Scholarships	3,397.00
Other educational expenses	430.20
Total	72,235.21

No data is available regarding expenditures by mission schools.

The average estimated per capita expenditure by the trust territory Government and other schools is as follows. These figures are as nearly correct as possible but some benefits such as board and room are sometimes included or are not known in the exact amount.

	Elementary schools	Secondary schools	PICS (Truk)
Per capita expenditures	\$20	\$400	\$375



K. There are no fees charged in the public elementary, secondary, or PICS schools. Fees charged by the mission schools average \$1 per month for day students, although some of the schools charge no fees. Holy Rosary School (Catholic) in the Marshalls charges \$10 per year for boarding students, but most mission schools accept only contributions.

L. The following missionaries and missionary societies are engaged in educational work in the Trust territory:

District	Number of schools	Number of students	Number of missionaries	Number teaching	Denomination
<b>Rota:</b>					
Holy Name Society.....	1	150	1 American.....	1	Roman Catholic
Christian Mother					
Sodality of Mary					
San Luis Society.....					
St. Vincent De Paul.....					
Totals for Rota.....	1	150	1.....	1	
<b>Palau:</b>					
Liebenzell Mission.....	1	37	3 German.....	3	Lutheran
Maryknoll Sisters.....	2	239	5 American.....	4	Roman Catholic
Jesuit Fathers.....			2 American.....	1	Roman Catholic
Jesuit Fathers.....			2 Spanish.....		Roman Catholic
Seventh Day Adventists church.	1	37	2 American.....	1	Seventh Day Adventists
Totals for Palau.....	4	313	14.....	9	
<b>Yap:</b>					
Maryknoll Sisters.....	1	61	3 American.....	3	Roman Catholic
Society of Jesus.....			3 American; 1 Spanish.....		
Totals for Yap.....	1	61	7.....	3	
<b>Truk:</b>					
Sisters of Mercy.....	1	100	2 Micronesian; 10 American.....	7	Roman Catholic
Society of Jesus.....	4	209	2 Spanish.....	7	Roman Catholic
American Board of Foreign Missions.	1	62	2 American; 4 Trukese.....	6	Protestant
Totals for Truk.....	6	360	25.....	20	
<b>Ponape:</b>					
Society of Jesus.....	5	517	11 Spanish; 1 Brazilian.....	9	Roman Catholic
American Board of Commissioners for Foreign Missions.	4	288	4 American; 1 Mexican. 6 American.....	4	
Totals for Ponape.....	9	805	23.....	13	
<b>Marshalls:</b>					
Society of Jesus.....	3	151	6 American.....	6	Roman Catholic
American Board of Commissioner for Foreign Missions.	3	200	3 American.....	3	Protestant
Totals for Marshalls.....	6	351	9.....	9	
<b>Saipan:</b>					
Sisters of Mercy.....	1	120	3.....	3	Roman Catholic
San Jose Mission-Tinian.	1	37	1 American.....	3	Roman Catholic
Totals for Saipan.....	2	157	4.....	6	
Totals all districts.....	29	2,307	83.....	61	

Only nonindigenous personnel are listed.

M. Many adult education programs are informal, informational, and problem-solving discussion groups, and not classroom type programs.

	Age (range)	Male	Female	Total
<b>Palau:</b>				
Mathematics.....	16-26	8	3	11
Bookkeeping.....	16-39	17	14	31
English.....	15-53	28	20	48
Typing.....	16-28	6	9	15
District total.....		59	46	105
<b>Yap:</b>				
Mathematics.....	18-35	0		6
English.....	18-35	18	11	29
Bookkeeping.....	18-35			
Typing.....	18-35			
Retail business.....	18-35	8	3	11
School board instructions.....	30-65	65		65
District total.....		97	14	111
<b>Truk:</b>				
English.....	16-40	80	20	100
Clerical training.....	19-30	14	1	15
Nurse and health aid training.....	18-35	20	11	31
Field health aid refresher course.....	18-35	16		16
Communications.....	18-24	16		16
Constabulary training (law and court procedure).....	19-35	12		12
Teacher training.....	18-35	50		50
District total.....		208	32	240
<b>Ponape:</b>				
Informal groups only.....	16-72		52	52
<b>Marshall Islands:</b>				
General education.....	16-35	10	5	15
English.....	16-45	6	2	8
District total.....		16	7	23
<b>Grand total.....</b>		<b>380</b>	<b>151</b>	<b>531</b>

N. Number of libraries are as follows:

Type of library	Number	Number of books	Circulation books per month	Fees charged
<b>Rota:</b>				
School library.....	1	500	25	None
<b>Palau:</b>				
School library.....	3	1,800	165	None
General libraries.....	1	1,630	30	None
Reading room.....	1	250	18	None
<b>Yap:</b>				
School libraries.....	1	587	60	None
General libraries.....	1	1,250	80	None
<b>Truk:</b>				
School libraries.....	2	2,100	1,000	None
General libraries.....	1	1,500	None	None
District administration.....	1	400	None	None
<b>Ponape:</b>				
School libraries.....	2	2,700	850	None
General libraries.....	1	467	10	None
<b>Marshall:</b>				
School libraries.....	1	500	200	None
General libraries.....	3	3,000	100	None
<b>Saipan:</b>				
School libraries.....	2	2,897	114	None
<b>Totals.....</b>	<b>21</b>	<b>19,581</b>	<b>2,682</b>	

Reading rooms are included in some of the libraries. The school libraries are largely reference works. There are no traveling libraries.

O. (a) Number of cinemas:

District	Number of cinemas
Rota.....	
Saipan.....	4
Palau.....	1
Yap.....	1
Truk.....	2
Ponape.....	2
Majuro.....	1
	11

(b) There are no theaters in the trust territory.

## *Other Appendix*

### **XXIII. International Treaties, Conventions, and Other Agreements**

#### **Bilateral**

**ECUADOR:** Agreement relating to third party communication by amateur radio stations. Exchange of notes at Quito March 16 and 17, 1950.

**LIBERIA:** Agreement relating to third party communication by amateur radio stations. Exchange of notes at Monrovia November 9, 1950, and January 8, 9, and 10, 1951.

**PHILIPPINES:** Mutual defense treaty. Signed at Washington August 30, 1951.

**UNION OF SOUTH AFRICA:** Treaty of extradition. Signed at Washington December 18, 1947.

**UNITED KINGDOM:** Consular convention. Signed at Washington June 6, 1951.

#### **Multilateral**

International telecommunication convention, final protocol, and radio regulations. Signed at Atlantic City October 2, 1947.

Protocol of provisional application of the General Agreement on Tariffs and Trade. Concluded at Geneva October 30, 1947.

Protocol bringing under international control drugs outside the scope of the convention of July 13, 1931, for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the protocol signed at Lake Success on December 11, 1946. Opened for signature at Paris, November 19, 1948.

Agreement for the establishment of the Indo-Pacific Fisheries Council. Signed at Baguio February 26, 1948.

Telegraph regulations (Paris revision, 1949) annexed to the international telecommunication convention (Atlantic City, 1947), and final protocol. Signed at Paris August 5, 1949.

Convention on road traffic. Opened for signature at Geneva September 19, 1949. Security treaty between Australia, New Zealand, and the United States of America. Signed at San Francisco September 1, 1951.

Treaty of peace with Japan. Signed at San Francisco September 8, 1951.

Agreement extending the territorial scope of the South Pacific Commission to Guam and the Trust Territory of the Pacific Islands. Signed at Noumea November 7, 1951.

Agreement for the preparation and adoption of the new international frequency list for the various services in the bands between 14 kc/s and 27,500 kc/s with a view to bringing into force the Atlantic City table of frequency allocations. Signed at Geneva December 3, 1951.

No international agreements were made applicable to the trust territory during the year under review.

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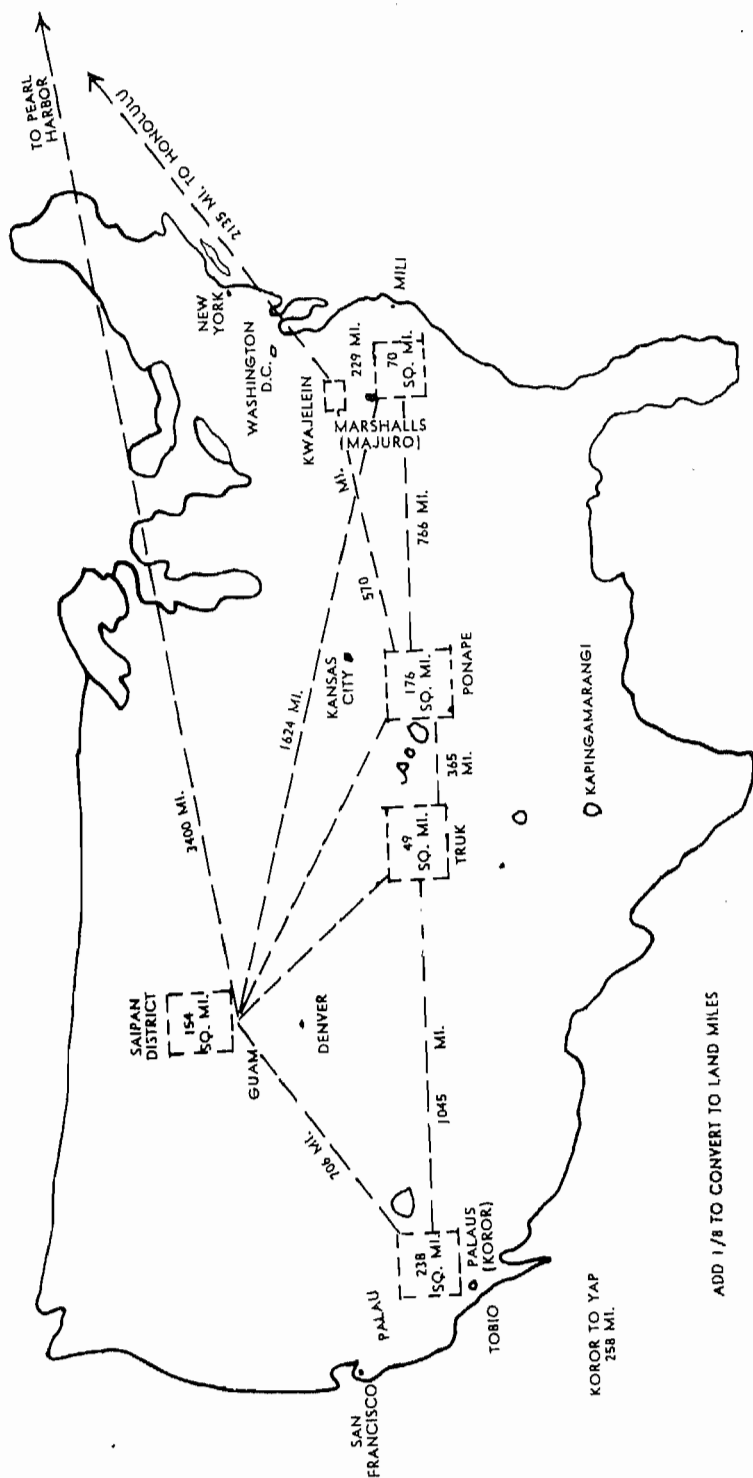
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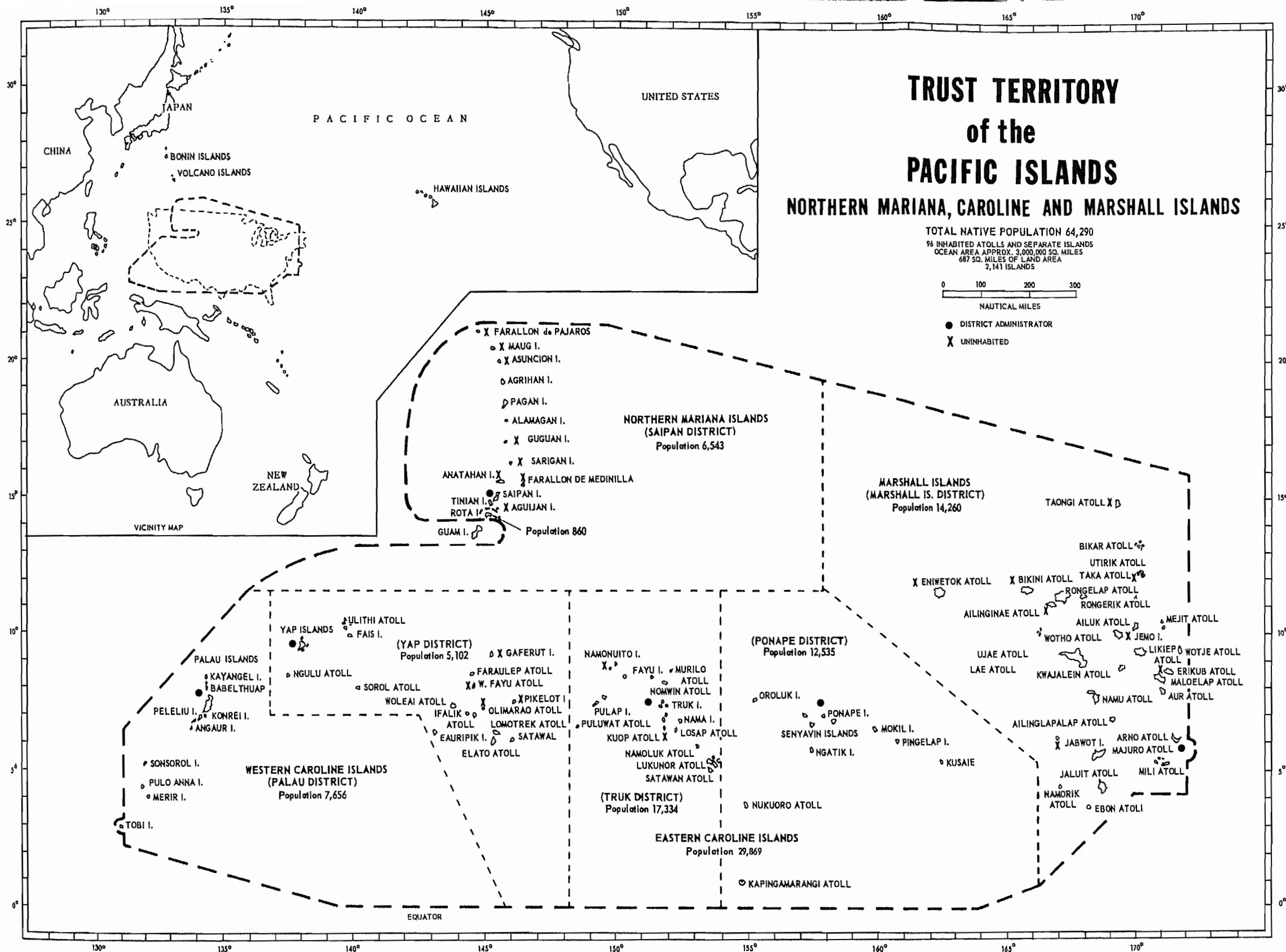
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ADD 1/8 TO CONVERT TO LAND MILES



NOTE: Population figures from the 8th Annual Report to the United Nations, 1955. Broken lines indicate territorial area and districts of jurisdiction and are not to be interpreted as boundaries.