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A DESCRIPTIVE ANALYSIS OF THE PERSONNEL PROGRAM
FOR THE MICRONESIAN EMPLOYEES OF THE GOVERNMENT OF THE
TRUST TERRITORY OF THE PACIFIC ISLANDS

A THESIS SUBMITTED TO THE GRADUATE SCHOOL OF THE
UNIVERSITY OF HAWAII IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF ARTS
IN GOVERNMENT
JUNE 1962

By
Nat Logan-Smith

Thesis Committee:
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Dr. Richard H. Kosaki
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Establishment of a comprehensive personnel program for the indigenous employees of the government of the Trust Territory of the Pacific Islands was a unique undertaking. Although the United States Government has employed indigenous aliens in its many overseas operations—in embassies, at military installations, and on construction projects, among others—it had never before been called upon to establish a semi­permanent government, financed by grants of money by the United States Congress commingled with locally derived income, responsible for the effectiveness and propriety of its administration to an international organization such as the Trusteeship Council of the United Nations.

Although a number of studies have been made of various aspects of the Trust Territory and its administration, none has ever been devoted solely, or primarily, to its personnel program; and this is especially true with relation to aspects concerning its Micronesian employees and problems relating to their employment. This should be done, however, for two reasons: first, to provide a comprehensive record of what was attempted in this area, why it was attempted, and how well it succeeded in meeting the needs of the situation, for reference in case our government is faced with a similar problem at some future date. Second, to provide a case study of the application of the principles of public personnel administration in a unique situation, without precept or example, for the consideration of public personnel administration students and technicians.

The writer was the head of the personnel department of the Trust Territory government during the period in which the Micronesian personnel program was formulated and implemented. It is necessary, therefore, to include some personal references in this study.
Acknowledgment must be made of the cooperation and assistance extended by High Commissioner M. W. Goding and Deputy High Commissioner J. A. Benitez which enabled the writer to visit the Trust Territory and the Guam headquarters from February 17 to March 23, 1962. The writer also deeply appreciates the courtesy, hospitality, and assistance so graciously extended by District Administrator Peter Coleman and his staff in the Marshall Islands, and District Administrator Maynard Neas and his staff in Ponape, Caroline Islands.

Particular note must be made of the great assistance rendered by the headquarters staff in Guam, who provided invaluable advice, information and records. Programs Officer John DeYoung, Attorney General Robert Shoecraft, and Director of Public Works Horace Leavitt were particularly helpful.

Finally, the writer wishes to acknowledge his deep appreciation of the invaluable assistance provided by Personnel Officer H. Raymond Uehara and his staff in making their files available, providing advice and suggestions, and verifying the accuracy of much that is contained in this study. Without their aid, so patiently and courteously extended, this paper would not have been possible.
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TRUST TERRITORY OF THE PACIFIC ISLANDS

HIGH COMMISSIONERS

Elbert D. Thomas
Appointed January 8, 1951.
Died in office February 11, 1953.

Frank E. Midkiff
Appointed March 13, 1953.
Resigned September 1, 1954.

Delmas H. Nucker
Designated as Acting High Commissioner while Deputy High Commissioner, from September 1, 1954, Promoted to High Commissioner November 26, 1956, Resigned April 30, 1961.

Maurice W. Godina
Appointed May 1, 1961, incumbent.

PERSONNEL DIRECTORS

Frederick W. Weber

Nat Logan-Smith
Designated as Acting Personnel Director while Assistant Personnel Director, from March 2, 1952, Promoted to Personnel Director August 17, 1952, Retired January 31, 1960.

H. Raymond Uehara
Designated as Acting Personnel Officer while Assistant Personnel Officer, from January 31, 1960, Promoted to Personnel Officer May 2, 1960, incumbent.
CHAPTER I

BACKGROUND OF THE AREA

When, on April 2, 1947, the United Nations designated the former Japanese-mandated islands of the Pacific as a strategic Trust Territory and awarded administrative jurisdiction over these Mariana, Caroline, and Marshall islands to the United States of America under a trusteeship agreement in accordance with Article 75 of the United Nations Charter, a period of controversy over this strategic area dating back to the middle of the nineteenth century was ended. Captured from the Japanese during World War II by American forces at tremendous cost in blood and money, it was obvious to this government that this strategic area must not again fall under the control of a potential enemy; but as territorial expansion was contrary to national policy, the United States made no attempt to annex the territory.

To meet this situation, the United States, one of the founders of the United Nations and one of the principal protagonists of the trusteeship program, accepted the responsibility of acting as administering authority over the area as a "Trust Territory" with the stipulation that "the United States may: (1) Establish . . . military . . . bases and erect fortifications in the territory; (2) Station . . . armed forces in the territory; (3) Make use of volunteer forces, facilities, and assistance from the Trust Territory . . . ." Additionally, the right

1 A Trust Territory designated as "strategic" (the Trust Territory of the Pacific Islands is the only one so designated) may be fortified by the administering authority, as noted in the following paragraph.

2 Article 5, Trusteeship Agreement.
to enter the territory is highly restricted for security reasons, and
authorization must be obtained both from the high commissioner and from
Naval authorities (who are charged with responsibility for security of
the area) before entry is permitted.

The Government

Concomitant with the responsibility for maintaining the area secure
in the strategic sense came the responsibility to provide all the functions
of government, to afford aid in the social and economic development and
political education of the 51,700 indigenous inhabitants, and to provide
adequate controls in the fields of public health and public safety.

Upon occupying the principal islands in this area during and after
World War II, the Naval commanders in the field took such immediate steps
as were necessary and possible to establish the minimum functions of
government. These were, generally, to restore order and maintain public
safety; to repair war damage; to institute sanitary and public health
controls; and, in other ways, to meet the existing emergency conditions.

When the trusteeship agreement was approved by the U. S. Congress
and became effective on July 13, 1947, the Navy Department, which had
been assigned this responsibility on an interim basis, established a more
formal "civil" government and assigned especially trained Naval officers
and some civilian employees (appointed under contract) to administer
this continuing program. The permanent Trust Territory government,

3 Executive Order 9875 promulgated by the President of the United States.

4 Proclamation 1, July 18, 1947, by Admiral Louis Denfield, Commander-in-
Chief, Pacific and U. S. Fleet, and high commissioner of the Trust Territory.
however, was established under administrative supervision of the Office of Territories, Department of the Interior, on July 1, 1951, in compliance with an executive order issued by President Harry S. Truman. 5

The objectives of the permanent government, as promulgated in a "Statement of Objectives and Policies," were as follows:

Two international documents, the Charter of the United Nations and the Trusteeship Agreement, set forth certain objectives for the administration of the Trust Territory of the Pacific Islands. In summary these objectives are:

1. To ensure that the Trust Territory shall play its part in the maintenance of international peace and security.

2. To foster the development of political institutions suited to the Trust Territory and to promote the development of the inhabitants toward self-government or independence as may be appropriate to the Trust Territory and its peoples and the freely expressed wishes of the people.

3. To promote the economic advancement and self-sufficiency of the inhabitants.

4. To promote the social advancement of the inhabitants.

5. To promote the educational advancement of the inhabitants.

6. To encourage respect for human rights and for fundamental freedom for all without distinction as to race, sex, language or religion and to encourage recognition of the interdependence of the peoples of the world.

In carrying out the foregoing, the objective of the Department of the Interior is to bring about an orderly and progressive development that will be soundly based on acceptance and participation by the people and on the economic potential of the territory. 6

Administration of the government of the Trust Territory is vested in a high commissioner appointed by the President of the United States; a deputy high commissioner appointed by the Secretary

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5Executive Order 10265, June 29, 1951.

6Pamphlet, "Objectives in the Administration of the Trust Territory" (undated, but published about 1952), High Commissioner Elbert D. Thomas.
of the Interior; a staff of civil service employees of the federal government of the United States; and a far more numerous group of native Micronesian employees who are not employees of the United States government, but are employed by the Trust Territory administration outside the federal civil service program. The stated policy with regard to this group is as follows: "As the principal employer of wage workers in the territory, the government of the Trust Territory shall maintain a wage structure and conditions of employment consonant with the advancing social and economic conditions of the territory." It is with the inception, effectuation, development, and administration of the total personnel program for these Micronesian employees that this case study is concerned.

Historical Background

Prior to 1898, the Caroline and Mariana islands were owned by Spain and the Marshall Islands by Germany. In 1898, as a result of the Spanish-American War, the island of Guam became an American possession, and shortly thereafter the remainder of the Spanish possessions in the Pacific was sold to Germany. After World War I this area, together with the Marshall Islands, was awarded to Japan as a "Class C" mandate by the League of Nations.

7"Trust Territory Statement of Objectives and Policies," approved April 23, 1957, by Hatfield Chilton, Acting Secretary of the Interior. Note that this statement applies only to employment by the Trust Territory Government; there are no "wage and hour" laws or other statutory restrictions on private employment in the Trust Territory.

8Spain and Great Britain also laid claim to the Marshalls, but their sovereignty never was established.

9Excluding Guam, which was a possession of the United States.
This was a manifestation of the beginnings of a world-wide consciousness of the concept of international responsibility for the peoples of territories and possessions taken from defeated nations which emerged after World War I. Instead of awarding such territories to the victors as "spoils of war," a system of mandates was established under the League of Nations, by which such areas were to be administered by "mandatories" designated by the League until such time as they progressed to the point where they would be able to meet the responsibilities of autonomy and national independence. The mandatories were required to submit annual reports to the League regarding their stewardship, but there was no provision for inspection by non-mandatory representatives of the League, nor was there any means by which the League could enforce compliance by the mandatories with the provisions of the mandates.

The mandates were divided into three groups: Class "A" mandates were composed of territories almost ready to assume national status, and were the areas taken from Turkey. Class "B" mandates were those considered for national status only in the indefinite future, and were the former colonies of Germany in Central Africa. Class "C" consisted of the former German-owned islands in the Pacific area, which could be considered for national status only in the remote future, if at all. 10

It was considered that administration of Class "C" mandates could best be effectuated under the laws of the mandatory, as an integral part of the mandatory's territory, subject to such safeguards

10 Article 22, Covenant of the League of Nations.
as were required in the interest of the indigenous population. As Yanaihara puts it, "A Class 'C' mandate is not a possession, but it is the nearest approach to it among the three classes of mandates." 11

After 1921, Japan gradually withdrew her military garrisons and in 1922 established the South Seas Government (Nan'yō Chō) to administer the affairs of the mandate, with the capital located in Koror, Palau Islands, in the Western Carolines. In 1935 Japan withdrew from the League of Nations and renounced the mandate, incorporating the islands as an integral part of the Japanese Empire, although it continued to send annual reports to the League relative to administration of the area until 1938.

The United Nations Trusteeship System

The international trusteeship system under the Trusteeship Council of the United Nations is considerably broader in scope than the former League of Nations mandate system, and it involves much more extensive international supervision. In addition to the continuing requirement that nations designated as administering authorities submit annual reports compiled in accordance with a particularized, detailed questionnaire outline, a "visiting mission" from the United Nations, composed of representatives of nations constituting the Trusteeship Council, physically inspects the various

11 Tadeo Yanaihara, Pacific Islands Under Japanese Mandate (Shanghai, Kelly & Walsh, Ltd., 1939), 22.
trust territories at intervals of two or three years. The Trusteeship Council also receives petitions from inhabitants or groups within the various trust territories, conducts investigations, and makes appropriate recommendations to the proper administering authorities. These controls, together with the more effective enforcement procedures available to the United Nations, provide a considerable advance in the effectiveness of the administration of trust territories over that of the League of Nations mandates.

Originally there were eleven trust territories, but this number has been reduced by attainment of independent national status so that at the present time (1962) only three remain—Mauritius, New Guinea, and the Trust Territory of the Pacific Islands, all in the Pacific Ocean area. Western Samoa became independent in 1962.

12 Upon completion of each visit, the mission reports on its findings to the Trusteeship Council, which then questions the representatives of the administering authorities, debates the findings and information elicited, and issues a summary of conclusions and recommendations for the guidance of the administering authority involved in the continuing administration of the trust territory under consideration.

13 The original trust territories and their administering authorities were as follows: British Cameroons (Africa), United Kingdom; French Cameroons (Africa), France; Mauritius (South Pacific), Australia, New Zealand and the United Kingdom; New Guinea (South Pacific), Australia; Ruanda-Urundi (Africa), Belgium; Somaliland (Africa), Italy; Tanganyika (Africa), United Kingdom; British Togoland (Africa), United Kingdom; French Togoland (Africa), France; Trust Territory of the Pacific Islands (Central Pacific), United States, and Western Samoa (South Pacific), New Zealand. It is interesting to note that Italy was designated as an administering authority although not, at that time, a member of the United Nations.
CHAPTER II

THE LAND AND ITS PEOPLES

The islands of the west-central Pacific Ocean area are divided into three major geographical and ethnological groups: Polynesia (Many Islands), the most numerous group, extending from Hawaii on the north to New Zealand on the south, and occupying the most easterly position among the Pacific islands; Melanesia (Black Islands), inhabited by the Oceanic Negroes, situated south of the equator and west of Polynesia; and Micronesia (Small Islands), north of the equator between longitude 130° and 170° east and between latitudes 1° and 20° north. It is this last-named grouping which principally comprises the Trust Territory of the Pacific Islands and will be considered in this discussion. (See Fig. 1.)

The Area

Although the borders of the Trust Territory encompass slightly more than 3,000,000 square miles, an area somewhat greater than that of the continental United States or the continent of Australia, the 96 island units it contains (2,137 islands, islets, and atolls) comprise a total land mass of only 687 square miles, about the area of Oahu in the Hawaiian

1. The Gilbert and Ellice islands, south of the equator, are part of Micronesia; and Nauru and Ocean islands, also south of the equator, are usually included in this archipelago. These islands are not part of the Trust Territory of the Pacific Islands, however.

2. Guam, the principal island of the Marianas group, is a possession of the United States, hence also is excluded from the Trust Territory.
TRUST TERRITORY of the PACIFIC ISLANDS
NORTHERN MARIANA, CAROLINE AND MARSHALL ISLANDS
TOTAL ISLAND POPULATION: 63,039
97 INHABITED ATOLLS AND SEPARATE ISLANDS
OCEAN AREA APPROX. 3,000,000 SQ. MILES
LAND AREA 687 SQ. MILES
2,141 ISLANDS

TRUK DISTRICT
POPULATION: 17,477

YAP DISTRICT
POPULATION: 5,241

PONAPE DISTRICT
POPULATION: 12,834

PALAU DISTRICT
POPULATION: 7,933

ROTA DISTRICT
POPULATION: 892

MARSHALL ISLANDS DISTRICT
POPULATION: 13,334

NOTE:
BROKEN LINES INDICATE TERRITORIAL AREA AND DISTRICTS OF JURISDICTION AND ARE NOT TO BE INTERPRETED AS BOUNDARIES.

FIGURE 1. MAP OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS
Islands. The three island groups which comprise the Trust Territory are the Marshalls to the east, the Marianas (exclusive of Guam) to the north, and the Carolines to the south and west. The Carolines usually are considered in two divisions: the "Eastern Carolines," comprising Kusaie, Ponape, Truk, and adjacent islands; and the "Western Carolines," composed of Woleai and its surrounding coral islands plus the Yap and Palau island groups. The largest island in the Trust Territory is Babelthaup, in the Palau group, with an area of about 153 square miles.

The Marianas and the Yap and Palau island units are part of a great volcanic chain which extends southward from Japan. Truk, Ponape, and Kusaie also are volcanic outcroppings. All these are the so-called "high islands," with elevations up to 3,166 feet (Agrihan, in the Marianas). Volcanic activity has occurred in recent years on Uracas and Pagan islands in the northern Marianas, and earthquakes are quite common throughout the Marianas and the Western Carolines.

The "low islands," which constitute the overwhelming majority of the islands, are predominantly atolls—long, low, curving, sandy reefs, usually enclosing sheltered lagoons. These vary in size from a fraction of a square mile to an area almost as large as the state of Rhode Island. West Fayu Atoll, in the Carolines, is .024 square mile in area, and there are hundreds of individual tiny islets, even smaller, which are not recorded. Kwajalein, in the Marshalls, covers an area of 839.3 square miles, with its lagoon. Some, but not all, of the high islands have fringing barrier reefs. Table I shows the combined land area and lagoon area of each of the three major island groups and the numbers and types of islands, by major groups, are shown in Table II.
### TABLE I. COMBINED LAND AND LAGOON AREAS OF THE MAJOR ISLAND GROUPS IN THE TRUST TERRITORY

<table>
<thead>
<tr>
<th>Area (Square Miles)</th>
<th>Marianas (Less Guam)</th>
<th>Carolines (East and West)</th>
<th>Marshalls</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Area</td>
<td>154.0</td>
<td>461.4</td>
<td>69.8</td>
</tr>
<tr>
<td>Lagoon Area</td>
<td>Minor</td>
<td>3,283.1</td>
<td>4,506.9</td>
</tr>
<tr>
<td>Total Area</td>
<td>154.0</td>
<td>3,744.5</td>
<td>4,576.7</td>
</tr>
</tbody>
</table>


### TABLE II. NUMBERS AND TYPES OF ISLANDS BY MAJOR GROUPS IN THE TRUST TERRITORY

<table>
<thead>
<tr>
<th>Type of Island(s)</th>
<th>Marianas (less Guam)</th>
<th>Carolines (East &amp; West)</th>
<th>Marshalls</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complex Assemblages</td>
<td>-</td>
<td>4</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>Single High Volcanic Islands</td>
<td>14</td>
<td>1</td>
<td>-</td>
<td>15</td>
</tr>
<tr>
<td>Atolls</td>
<td>-</td>
<td>30</td>
<td>29</td>
<td>59</td>
</tr>
<tr>
<td>Single Coral Islands</td>
<td>-</td>
<td>12</td>
<td>5</td>
<td>17</td>
</tr>
<tr>
<td>Total Island Units</td>
<td>14</td>
<td>47</td>
<td>34</td>
<td>95</td>
</tr>
<tr>
<td>Constituent Islets</td>
<td>29</td>
<td>952</td>
<td>1,156</td>
<td>2,137</td>
</tr>
</tbody>
</table>

The climate of this area, as might be expected of tropical Oceania, is warm and humid, without extremes. Seasonal differences are reflected in the amount of rainfall rather than in temperature changes, although the amounts and seasons of precipitation are by no means uniform throughout the area. The western islands have a heavy rainy season which reaches its maximum between July and October, while the southeast islands have their heaviest precipitation between April and July. The amount of rainfall varies widely among the various islands and groups. The northern Marshalls are comparatively dry, so that provision for an adequate supply of fresh water occasionally presents a problem. In Ponape, in the Eastern Carolines, there is an annual precipitation of 185.5 inches, and the average for the month of May alone is 20.2 inches. Mean average temperatures and relative humidity for the various island groups are shown in Table III.

### TABLE III. MEAN AVERAGE TEMPERATURE AND AVERAGE HUMIDITY OF TRUST TERRITORY ISLANDS

<table>
<thead>
<tr>
<th></th>
<th>Average Annual Temperature</th>
<th>Average Annual Daily Maximum</th>
<th>Average Annual Daily Minimum</th>
<th>Average Annual Mean Relative Humidity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saipan</td>
<td>78</td>
<td>83</td>
<td>74</td>
<td>82</td>
</tr>
<tr>
<td>Palau</td>
<td>81</td>
<td>86</td>
<td>76</td>
<td>77</td>
</tr>
<tr>
<td>Yap</td>
<td>80</td>
<td>87</td>
<td>76</td>
<td>84</td>
</tr>
<tr>
<td>Truk</td>
<td>81</td>
<td>85</td>
<td>76</td>
<td>83</td>
</tr>
<tr>
<td>Ponape</td>
<td>80</td>
<td>85</td>
<td>74</td>
<td>86</td>
</tr>
<tr>
<td>Marshalls (Jaluit)</td>
<td>81</td>
<td>89</td>
<td>77</td>
<td>84</td>
</tr>
</tbody>
</table>

Vegetation flourishes, but although most tropical plants can be grown in the high islands, the sandy, coral soil of the low islands restricts the variety of vegetation found there. All, however, are well covered and verdant, although the amount of rainfall influences the degree and profusion of plant life. There are fewer sandy beaches than might be expected, and the shore areas (particularly of the high islands) often are covered with mangrove thickets. Coconut palms are found in abundance on all the islands except Saipan, where they were almost exterminated by the depredations of the Saipan beetle, and in certain parts of Palau, where the rhinoceros beetle has ravaged the groves.

Considerable doubt exists as to what composed the indigenous animal life, due to lack of knowledge as to which species were imported, either purposely or inadvertently, by the early explorers, missionaries, whalers, and traders. There are no land snakes in the Trust Territory except for a small, blind, burrowing species found in Palau, which usually is mistaken for a worm. Sea snakes are common, however, and some species are highly venomous, although they avoid humans and so are not dangerous in a practical sense. There are many species of lizards present, from tiny geckos to giant monitors, and crocodiles are found occasionally in the islands of the Palau group. The giant African snail, imported by the Japanese, abounds on many of the islands, and is a great nuisance. Bats and mice also are plentiful, as are bats on some of the high islands. Insects, including mosquitoes,\(^3\)

\(^3\) The anopheles mosquito is rare, however, and the area is free from malaria. Mosquito-transmitted filariasis is endemic.
Oriental fruit flies, and common house flies, gnats, and mites are a major pest and are found everywhere. Beetles, bugs, and roaches swarm, particularly copra bugs and cockroaches, the latter attaining great size. The *Hypochnus marinus* toad was imported to combat bug and insect infestation, but after thriving originally it now has tended to diminish in number and decrease in size. Efforts also are being made to control, by importation of predators and parasites, beetles which attack the palm trees and other valuable vegetation.

Many species of birds are found, including migratory and sea birds. The amount of game is restricted, but deer have been introduced and some still may be found, principally on Ponape. Wild pigs, undoubtedly descended from escaped domestic swine, are found on most of the high islands. The waters of the Trust Territory teem with fish, eels, and crustacea, which are an important source of food. Carabao (water buffalo) were imported into the Mariana and Palau islands by the Spaniards, and still are used as beasts of burden. Cattle, swine, poultry, horses, and other domestic animals have been imported at one time or another with varying results; generally speaking, such experiments have not been too successful in many cases for a number of reasons.

The People

The indigenous inhabitants of the islands of the Trust Territory may loosely be segregated into at least eight different cultural and linguistic
groups, with mutually unintelligible languages, differing customs, and even minor differences in physical characteristics. All are ethnically Micronesians, however, except the inhabitants of Kapingamarangi and Nukuoro, situated almost on the equator far to the south and west of Ponape, who are of Polynesian stock.

All Micronesians fall into the same general physical pattern, being rather smaller than the average American and having brown skin and wavy, or occasionally straight, black hair. Individual differences within the groups tend to be greater than differences among the groups themselves. The islanders in the west tend to be darker than the easterners and, in other ways, suggest a similarity to the Malays. The Chamorros, as the natives of the Mariana Islands are known, are, as a group, perhaps the most distinctive, as the original Micronesian stock was almost obliterated by war and disease under Spanish rule and the present race is a mixture of the basis Mariana natives and the Spanish, Chinese, Filipino, Mexican, and other foreign strains stemming from the whalers, explorers, and traders from many lands who visited the area when it was the headquarters of the Spanish administration.

Although of somewhat differing cultures, all of the Trust Territory peoples are gentle and friendly, although naive and unsophisticated by Western standards. The Chamorros of Saipan, Tinian and Rota, because

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5 Basic Information, (Trust Territory Headquarters, Honolulu, July 1, 1951) p. 2, lists the groups as the inhabitants of Yap, Palau, Truk, Ponape, Kusaie, the Polynesian islands, the Marshalls, and the Marianas. There is disagreement among anthropological authorities concerning these groupings, however. For example, Dr. Saul Riessenberg, now of the Smithsonian Institute and formerly staff anthropologist of the Trust Territory government, a recognized authority on Micronesia, holds that Micronesians should be divided into nine different ethnic groups, instead of eight. Other authorities have still different opinions.
of their proximity to Guam and the early settlement of these islands by Europeans, have made the greatest strides in Western acculturation. Conversely, the inhabitants of Yap and adjacent islands, such as the Woleai group of atolls, have remained most impervious to Western influence, and have retained their native dress, customs, and traditional way of life to a greater extent than any of the other Micronesian groups. For example, it was rather startling for the writer, while on the 1951 field trip, to enter the Yap District Office and see the payroll being prepared by a young man chewing betel nut, and dressed in nothing except a red "thu" (gee-string).

The Micronesians traditionally have no feeling of identification with the Trust Territory as a whole. Their cultures, matrilineal in character with very few exceptions, are based on the extended family, or clan, relationship. Chieftainship is, in general, hereditary, although the exact method of choice varies somewhat; for instance, in some groups the chief is elected from among the nobility, while in others chieftainship accrues on the basis of certain lines of heredity. No groups are exactly alike, and it therefore is necessary for outsiders to study the mores and folkways of the individual groups by particularized research in the local environment.

The population has "exploded" under the American administration, and now more than half the total population is under twenty years of age. This situation is due, in great part, to the effective programs of public

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6 Handbook of the Trust Territory of the Pacific Islands, Chief of Naval Operations, Navy Dept., (1948), hereafter referred to as Handbook, Ch. VIII, p. 115 et seq.

7 Indicated by 1960 census, see "Report to the U. N., 1960" p. 183. In age group 1-19, 44,053; over that age, 31,783.
health, sanitation, and medical treatment instituted by the Trust Terri-
tory government, which has greatly reduced infant mortality and has
extended life expectancy for adults.

At the end of World War II, the population of the Trust Territory
was estimated at approximately 51,700, although no accurate census was
taken at that time. Distribution is shown in Table IV. The latest pop-
ulation figures (excluding non-indigenous residents) are shown in Table V.

**TABLE IV. ESTIMATED POPULATION, BY DISTRICTS, 1945**

<table>
<thead>
<tr>
<th>District</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Marianas (excluding Guam)</td>
<td>5,600</td>
<td></td>
<td>5,600</td>
</tr>
<tr>
<td>Palau</td>
<td>6,200</td>
<td></td>
<td>6,200</td>
</tr>
<tr>
<td>Yap</td>
<td>4,700</td>
<td></td>
<td>4,700</td>
</tr>
<tr>
<td>Eastern Carolines</td>
<td>25,000</td>
<td></td>
<td>25,000</td>
</tr>
<tr>
<td>Marshall Islands</td>
<td>10,200</td>
<td></td>
<td>10,200</td>
</tr>
</tbody>
</table>

Division between the sexes was approximately equal, with a few more males
than females.

Abstracted from figures in the Handbook, Ch. IV, and rounded
off to the nearest hundred.

**TABLE V. POPULATION BY DISTRICTS, 1960**

(SHOWING DISTRIBUTION BY SEXES)

<table>
<thead>
<tr>
<th>District</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Marianas (excluding Guam)</td>
<td>4,685</td>
<td>3,238</td>
<td>7,923</td>
</tr>
<tr>
<td>Palau</td>
<td>2,944</td>
<td>2,738</td>
<td>5,682</td>
</tr>
<tr>
<td>Yap</td>
<td>18,539</td>
<td>18,232</td>
<td>36,771</td>
</tr>
<tr>
<td>Eastern Carolines</td>
<td>7,639</td>
<td>7,313</td>
<td>14,952</td>
</tr>
<tr>
<td>Marshall Islands</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>38,410</td>
<td>36,121</td>
<td>74,531</td>
</tr>
</tbody>
</table>

The Economy

The economy of the Trust Territory is basically at the subsistence level. There is very little in the way of mineral resources. The major source of cash income (other than wages paid for employment by the government) is copra, the dried meat of the coconut, from which oil is extracted for use in making soap and for other purposes. The harvesting of trochus shell from which pearl buttons and similar items are made, employment by firms and agencies other than the Trust Territory government, marketing of fish and agricultural produce, and the manufacture and sale of handicraft are other sources of income. The gross cash income for the entire territory (the estimated gross income for Micronesians, including payment for employment by the Trust Territory government) for the year 1960 was $3,829,000 and the territorial "national income" for the same year was $4,559,671. The per capita dollar income for 1952, the first year after the Department of the Interior assumed administrative responsibility, was approximately $50; this figure had increased to about $58 in 1960.

Copra is the economic mainstay of the Territory. Ten to fifteen thousand tons are marketed annually, at an average price of more than $100

8 Phosphate deposits on the island of Angaur, in the Palau group, were mined by a Japanese company until exhausted in 1955. Smaller deposits in other Palau islands and in the Marianas had been exhausted prior to the American administration.


11 Derived by dividing the estimated annual gross income by the estimated population, figures obtained from "Report to the United Nations, 1952" pp. 67, 72.

a ton, bringing in between $1,000,000 and $1,500,000 annually. The price of copra is very unstable and fluctuates widely on the world market. As the producers are forced to market their copra at times and under conditions over which they have substantially no control inasmuch as they must ship whenever the field-trip vessels call to pick up their accumulated supply, it was incumbent upon the administration to take steps to protect the copra growers against the possibility of disaster resulting from selling their product when the market was depressed. To meet this problem a Copra Stabilization Fund was established under the Navy administration and has been continued by the Department of the Interior. This fund, which is administered by a Copra Stabilization Board, guarantees the growers a stable price when the copra is marketed. In a depressed market the deficit is made up by a disbursement from the Fund, and when the market is higher than the fixed figure, the surplus goes into the Fund. When the Fund appears to be growing too large, the fixed sale price is raised accordingly; when the market is low for an extended period, the fixed price is lowered. The Board is a non-profit organization, and its officers receive no pay (although necessary expenses are paid from the Fund). Most of the officers are experts on the High Commissioner's staff, although there is, by regulation, always a Micronesian on the Board to represent the copra producers.

Trochus shell is the second most valuable export, but this source of income has declined owing to depletion of the trochus beds. Steps were taken in 1957 to rehabilitate this industry by rigid controls over harvesting of the shell and seeding the beds. It is hoped that it may

once again become an important industry, although the price of trochus has declined on the world market because of competition from plastics and the fluctuations in demand that result from changes in clothing styles. Value of the trochus crop dropped from $358,342 in 1956 to $75,880 in 1957, but by fiscal year 1960 it had climbed back to $148,366. 14

The sale of handicraft and shells produces some $20,000 per year, but this industry is strictly localized. Manufacture of artifacts and similar home industries are important in the Marshall Islands and in the southern Ponape area, where fine mats are produced; artifacts for the souvenir trade also are produced there, and in Palau. Sale of souvenirs has increased slowly as additional outlets have been developed, but the high cost of transportation plus the duties levied on handicraft, artifacts, and souvenirs by importing countries has necessitated a selling price that is uneconomical in the world market. A store, which proved unsuccessful, was established in Guam to market handicraft from the various districts of the Trust Territory, principally Palau.

Vegetable and other food sales account for some $105,000 per year in income, but this industry is necessarily localized in the Marianas where shipment can be made to the adjacent market in Guam. Experiments also are being conducted with cacao, pepper, and other potentially valuable commercial crops, but as yet there has been no substantial income realized from these products.

14 Abstracted from the High Commissioner's Reports to the United Nations for 1956, 1957 and 1960, Statistical Appendices VII.
16 Ibid.
Income from wages amounts to approximately $2,990,000 for indigenous employees and $400,000 for nonindigenous employees (excluding nonindigenous Trust Territory staff) in the various districts. The overwhelming proportion of wages paid to indigenous personnel is for employment by the Trust Territory government. There are, however, about a score of native-owned trading companies and cooperatives of various sizes. A few Micronesians are employed on trading ships and some by American contractors engaged in construction projects in the area. Other branches of the United States government (principally the Weather Bureau and the Post Office Department) employ a small number of Micronesians. Other sources of employment are minor.

CHAPTER III

STRUCTURE OF GOVERNMENT

Historical Background

The traditional government in Micronesia was by clan, or "extended family," groupings headed by chiefs or headmen who were advised by councils of nobles or elders. Titles differed from group to group, and the extent of authority varied widely depending upon the size of the group. Some chiefs ruled entire islands, while other islands (e.g., Ponape) were divided into a number of groups of differing size, importance, and prestige. Friction among the various clans was the rule rather than the exception, and local warfare was common. The functions of government were elementary and usually consisted of deciding questions of group policy, awarding punishment for infractions of the local taboos, and conducting formal rituals and affairs in accordance with the folkways of the group.

The Spaniards occupied only a few of the islands, and made little or no effort to establish any administrative controls except in Guam and the other Mariana islands. Their two interests were to further the Catholic faith by supporting missionary activity and to maintain their sovereignty over the area. They made no attempt to exploit the meager economic resources of the area or to foster trade and commerce. The area was administratively under the Viceroy of Mexico, and Guam was an important stop for water and supplies on the route between Mexico and the Philippines. After Mexico became independent in 1821, the islands were ruled from Manila. The Spanish authorities maintained fortified bases
on some of the larger and more strategic islands, garrisoned by small
detachments of soldiers—often Filipinos, with Spanish officers, but
their influence and control were restricted to the immediate area sur­
rounding the headquarters and their governmental activities were not
extensive, effective, or successful. Except in the Marianas, the native
chiefs and nobles retained their traditional authority, and the Spanish
authorities negotiated with them for labor and for compliance by the people
with the fiats and directives issued by the Spanish government.

The early administration of the Marshalls by Germany was through
commercial organizations; however, after Germany acquired the remainder
of the Micronesian islands from Spain after the Spanish-American war, all
the area was administered from the German colonial headquarters in New
Guinea. The German interest was primarily commercial, and they were prac­
tical, efficient, and successful administrators in general, although there
were certain areas of difficulty.  

The Germans encouraged trade, worked the phosphate deposits, and
stimulated the copra industry. Although their influence over the people—
based on economic programs—was greater than that of the Spanish, the
Germans also conducted their affairs through the traditional chiefs and did
little to disturb the folkways of the natives. The explorers, missionaries,
traders, and sailors—particularly the whalers, who visited the area in
great numbers—all had an impact on the people, and together with the

1 Namely Ponape, where one of the German governors and some members of his
staff were killed. The continuing conflict in Ponape resulted from relig­
ious rivalry between Catholic and Protestant clans, superimposed on traditional
antagonisms. For a detailed account of this and related historical background
see John L. and Ann M. Fischer, The Eastern Carolines (Pacific Science Board:
governing personnel influenced changes in the area in greater or lesser
degree. In the Marianas, the result was a new and distinct ethnic group—
the Chamorros—while the people of Yap and Woleai (to cite specific
examples) resisted change and were little influenced.

The Japanese occupied the islands of Micronesia early in World War
II, although the area had formally been surrendered to the British by the
acting German governor of New Guinea at an earlier date (September 17,
1914). The Japanese military forces provided the government until 1920,
after the area was awarded to Japan as a mandate by the League of Nations,
and the Japanese Navy continued to administer the ensuing civil government
until 1922 when all military forces were evacuated from the area and the
South Seas Government (Nanpo-Cho) became the administrative authority,
with headquarters in Koror. The lines of administrative responsibility
of this government were dual in nature: the government itself was responsi­
ble to the Ministry of Overseas Affairs in Tokyo, but the functional
branches of this government were also directly responsible to their coun­
terparts in the Tokyo administration. For instance, the financial depart­
ment of the Koror government was under the direction and control of the
governor, but also was directly responsible to the Treasury Department of
the Japanese Imperial Government for its operations.

The area was divided into six administrative districts, with re­
gional headquarters at Saipan, Marianas; Jaluit, Marshall Islands; Ponape,
and Truk in the Eastern Carolines; and Yap and Palau in the Western Caro­
lines. After entry of Japan into World War II, actual control over the
area passed into the hands of the military, and considerable changes were
made in the administrative organization, among which were reduction in the

See Chapter II, p. 15.
number of districts to three (Saipan, Truk, and Palau).

The Japanese objective was to colonise the islands with the population overflow from the mother country and to acculturate the islanders into the Japanese way of life; to develop the islands economically, as an adjunct to the Japanese Empire; and to establish military and naval bases in the area in anticipation of war. Substantial numbers of Japanese immigrants entered the area. Tanaihara estimates a Japanese population of 51,861 in 1935, and there were upwards of 20,000 settlers in Koror, the capital city, in the Palau Islands.

The Japanese nominally conducted their local administration of the indigenes through the local chief and village headmen, as had the Germans, but with a significant difference: the Japanese merely used the local authorities to carry out their orders, permitting them very little discretion and autonomy. Chiefs who were reluctant to obey the Japanese overlords were reduced in grade or ignored, regardless of their traditional standing, while those who served the administration well were rewarded. A chief on Ponape described the situation thus: "The Japanese policeman gave the orders; I was forced to see that they were carried out."

As colonisation increased, local government was established for the immigrants and also controlled indigenes living in the same area. These were considerable in number because the natives flocked to the population

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3 Handbook, GNO Navy Dept. 1948, 63.
4 Tadao Tanaihara, Pacific Islands Under Japanese Mandate (Shanghai, 1939), Table I, 30.
5 Handbook, op cit, 81.
centers to find work and to avail themselves of such luxuries of civil- 
isation as were to be found there. Although the natives occupied an
inferior, subordinate position, they generally were well treated and were
the beneficiaries of considerable effort on the part of the Japanese to
improve their industrial skills, health standards, and educational level.
Their lot deteriorated rapidly under the military government, however,
after World War II began. They were compelled to perform forced labor on
the fortifications and other military projects, and were poorly—often
brutally—treated.

Military Government by the U. S. Navy

Anticipating the necessity for establishment of military government
of occupied territories, early in the war both the U. S. Army and the U. S.
Navy took steps to train personnel for the functions of civil administra-
tion. The United States was substantially without experience in governing
occupied territories, particularly those with primitive cultures, so there
was no precedent to follow. Both the Army and the Navy established offices
to handle matters relating to administration of occupied areas and set up
training courses for personnel to be assigned to such duty. On April 10,
1943 the War Department was designated as the agency responsible for admin-
istration of occupied areas, and the Navy was represented in the War Depart-
ment Civil Affairs Division. It was decided that small areas such as the
Pacific islands, occupied by the Navy or Marine Corps, would be administered
by the Navy. A training program for administration in the Pacific area was

^Lt.Comdr.Dorothy E. Richards, U. S. Naval Administration of the Trust
organized by the Navy at Columbia University in August, 1942. Subsequently, similar training was conducted at Princeton University and (in conjunction with the Army) at Fort Ord, California; and, after the war, at the Hoover Institute, Stanford University. Because of the many diverse languages in the Micronesian area and the scarcity of qualified instructors to teach these tongues to the American personnel, it was necessary to use the Japanese language in contacts with the islanders. Intensive programs of instruction in Japanese were instituted, and good use was made of Americans of Japanese ancestry as interpreters and translators.

Teams of specialists in civil government, so trained, were formed; and almost immediately after an island was secured, a team landed and commenced functioning. The senior military officer present was, ex officio, the civil governor; under him the government team was organized in the general pattern shown in Figure 2.

The government operated in strict accordance with international law and the Hague Convention requirements for the treatment of civilians in occupied areas. The general policies followed were outlined by Admiral Raymond Spruance, Commander in Chief, Fifth Fleet, in a directive issued soon after the war ended, which required military governments to:

give effect to the announced policies of the United States by:

(a) The physical restoration of damaged property and facilities.
(b) The continued improvement of health and sanitation.
(c) The early establishment of self-governing communities. It is desired that the inhabitants of the occupied territories be granted

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7"Civil" government as used in this connotation refers to the establishment handling civil affairs; it was, of course, a military government composed of military personnel operating under military authority.
FIGURE 2. MILITARY GOVERNMENT TEAM FOR A SMALL ISLAND

Handbook, CNO Navy Dept., 1948, 94.
the highest degree of self-government that they are capable of assimilating. They should be encouraged and assisted to assume as much as possible of the management of their own affairs and the conduct of their own government. Local governments, insofar as practicable, should be patterned on the polito-social institutions which the inhabitants have evolved for themselves. Military government ordinances and regulations should give due weight to local traditions and customs. Legislation and enforcement machinery should be held to the minimum requisite to the preservation of peace and order, the maintenance of property rights, the enforcement of measures for health and sanitation, and those laws respecting trade, industry and labor which are essential to economic well-being.

(d) The institution of a sound program for economic development

(e) The establishment of an educational program

The overall organisation of the military government was as outlined in Figure 3, and the organisational pattern of a typical military government unit is shown in Figure 4. While these varied somewhat from time to time and, in the case of the latter, from place to place, the general pattern remained the same throughout the period of military government.

Establishment of military government by the occupying forces automatically abolished the previously existing government. Having in mind that the Japanese officials would be repatriated to Japan as soon as circumstances permitted, it was the policy of the American authorities not to utilises the Japanese organization except in a few isolated cases where, for brief periods, circumstances made such action necessary. The military government units did, however, employ the indigenes formerly employed by

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**Commander in Chief, U. S. Pacific Fleet**  
**Military Governor of the Pacific Ocean Area**  

**Commander, Marianas**  
**Deputy Military Governor, Pacific Ocean Area**

<table>
<thead>
<tr>
<th>Iscom</th>
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<th>Atcom</th>
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<th>Atcom</th>
<th>Atcom</th>
<th>Iscom</th>
<th>Atcom</th>
<th>Atcom</th>
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</thead>
<tbody>
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<td>Tinian</td>
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<td>Northern</td>
<td>Palau</td>
<td>Kusajalein</td>
<td>Eniwetok</td>
<td>Majuro</td>
<td>Ponape</td>
<td>Truk</td>
<td>Yap</td>
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</tr>
<tr>
<td>MGU</td>
<td>Northern</td>
<td>Palau</td>
<td>Kusajalein</td>
<td>Eniwetok</td>
<td>Majuro</td>
<td>Ponape</td>
<td>Truk</td>
<td>Yap</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MGU</td>
<td>Rota</td>
<td>Marianas</td>
<td>Northern</td>
<td>Palau</td>
<td>Kusajalein</td>
<td>Eniwetok</td>
<td>Majuro</td>
<td>Ponape</td>
<td>Truk</td>
<td>Yap</td>
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</tr>
</tbody>
</table>

Abbreviations:  
Iscom = Island Commander  
Atcom = Atoll Commander  
CMGU = Chief Military Government Officer  
MGU = Military Government Unit

**FIGURE 3. ORGANIZATION OF THE MILITARY GOVERNMENT, OCCUPIED PACIFIC AREAS**

*Handbook, CMO Navy Dept. (1948) 96. The Commander, Marianas, was a vice admiral, and the other Pacific Ocean Area commanders usually were rear admirals. Atoll commanders usually were captains, and island commanders were commanders or lieutenant commanders. These assignments were subject to variation depending upon the importance of the particular area, particular problems, and availability of officer personnel.*
# Figure 4. Organization of a Typical Military Government Unit

the Japanese authorities as well as other available labor, utilising their skills to best advantage. Unskilled laborers and those with skills for which there was no immediate demand were used in clearing the areas of debris resulting from the war and in stevedoring and handling supplies.

The traditional and customary local governments were recognised and were used where possible. Rules, regulations, and laws governing the indigenes were designed to cause a minimum of interference with their customs and normal way of life, and were designed primarily to protect the occupying U.S. military forces from hostile acts, to maintain public order, and to safeguard the health and welfare of the people. It developed that there was practically no difficulty in the exercise of such controls. With a few exceptions, the populace cooperated fully and harmoniously with the military government authorities.

Civil Government by the U.S. Navy

Upon issuance of Executive Order 9875 by the President of the United States on July 18, 1947, the Navy Department terminated the military government of the occupied territory and supplanted it with a civil administration of the Trust Territory of the Pacific Islands under a High Commissioner. This remained, however, an ex-officio responsibility of the Commander-in-Chief, U.S. Fleet. Demobilization had returned many of the military government personnel to civilian life, but those remaining were, in large part, utilised

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9 It was the policy of the U.S. Government to consider the native Micronesians as liberated, friendly inhabitants of an occupied area rather than as enemy aliens. There were, of course, considerable numbers of civilian Okinawans, Koreans, and Japanese in the islands who were considered as enemy aliens and were segregated from the indigenes preliminary to repatriation to their homelands. They were required to perform such labor as was possible and appropriate pending their departure from the islands.

10 See Chapter I, p. 2.
in the new administration, and many former staff members who had returned to civil life were appointed to the new administration as civilians. Although the new administration was classed as a "civil" government, the overwhelming majority of its staff members were uniformed Navy personnel. There were very few classified civil service employees in the staff, as substantially all civilian employees were appointed under "personal service contracts" outside the jurisdiction of the Civil Service Act and Rules. Staff functions, including civilian personnel administration and logistical support operations, were provided by the Naval establishment; transportation was provided by the Military Air Transport Service and the Military Sea Transport Service and other naval vessels in regular commission; and the military staff of the various operational units was assigned, transferred, and otherwise administered in exactly the same way as in other operating units of the Navy.

The organizational plan of the Naval civil government of the Trust Territory is shown in Figure 5. The headquarters of the High Commissioner was at Pearl Harbor, but most of the direct operational responsibility devolved upon the Deputy High Commissioner, a rear admiral, whose headquarters was in Guam where he also served as deputy commander, Marianas, and deputy governor of Guam. The executive assistant, a captain, maintained a field headquarters in Truk and provided on-the-spot supervision of the administrative activities throughout the entire territory.

The Trust Territory was divided into areas and subdivided into districts, for administrative purposes. The four areas were approximately the same as the military sub-areas—Northern Marianas (the Mariana Islands less Guam), Western Carolines, Eastern Carolines, and the Marshall Islands.
<table>
<thead>
<tr>
<th>Division of Administration</th>
<th>Division of Field Social and Scientific Affairs</th>
<th>Division of Economics</th>
<th>Division of Political Affairs</th>
<th>Division of Finance and Supply</th>
<th>Division of Public Works</th>
<th>Division of Public Health</th>
<th>Division of Education</th>
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</thead>
<tbody>
<tr>
<td>Senior Div. Head</td>
<td>Terr. Field Inspector</td>
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</tr>
<tr>
<td>Coordination of staff functions</td>
<td>Property Custodian</td>
<td>Economics</td>
<td>Internat'l Law</td>
<td>Supply</td>
<td>Development</td>
<td>Preventive Medicine</td>
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<td>Judicial Matters</td>
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<td>Resettlement</td>
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<td>Repatriation</td>
<td>Accounting</td>
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<td>Citizenship</td>
<td>Allotments</td>
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<td>Passports and Identification</td>
<td>Budget Plans</td>
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</tbody>
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**FIGURE 5. FUNCTIONAL STAFF ORGANIZATION CHART**

NAVY CIVIL GOVERNMENT OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

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*a Handbook CNO Navy Dept., (1948) 100.*
The seven districts were: Saipan, in the Marianas (co-equal with the Northern Marianas Area); Palau and Yap (the Western Carolines Area); Truk and Ponape (the Eastern Carolines Area), and Kwajalein and Majuro (the Marshalls Area). The Area Commanders and District Commanders combined the functions of military commanders and civil governors of their jurisdictions.

**TABLE VI. NAVAL PERSONNEL ASSIGNED TO FIELD ACTIVITIES IN THE TRUST TERRITORY OF THE PACIFIC ISLANDS, 1948**

<table>
<thead>
<tr>
<th>Districts</th>
<th>Line</th>
<th>Medical</th>
<th>Supply</th>
<th>Civil Engr. Corps</th>
<th>Enlisted Personnel</th>
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<td>5</td>
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<td>2</td>
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<td>3</td>
<td>2</td>
<td>1</td>
<td>33</td>
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<tr>
<td>Palau</td>
<td>7</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>38</td>
</tr>
<tr>
<td>Truk</td>
<td>7</td>
<td>3</td>
<td>2</td>
<td>4</td>
<td>49</td>
</tr>
<tr>
<td>Ponape</td>
<td>7</td>
<td>4</td>
<td>2</td>
<td>0</td>
<td>39</td>
</tr>
<tr>
<td>Majuro</td>
<td>4</td>
<td>6</td>
<td>3</td>
<td>0</td>
<td>38</td>
</tr>
<tr>
<td>Kwajalein</td>
<td>6</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>30</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>41</strong></td>
<td><strong>29</strong></td>
<td><strong>15</strong></td>
<td><strong>4</strong></td>
<td><strong>260</strong></td>
</tr>
<tr>
<td><strong>Total Officers</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>89</strong></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
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<td><strong>349</strong></td>
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</tbody>
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In addition to the foregoing, a considerable number of indigenes had been appointed to administrative positions, some of considerable importance; and, as noted previously, civilians in varying numbers (but always in the numerical minority in proportion to the uniformed personnel) were utilized in the staff.11

11As of June 30, 1948, there were 15 civilians in the field administrative offices (Report to the United Nations by the Navy Dept., Washington July, 1948/ OpNav P22-100E, abstracted from Appendix II).
Contact with the vast areas away from the district centers was made and maintained by means of "field trips," expeditions of representatives of the various functional departments at the headquarters, traveling by small ship from island to island and village to village in the area of jurisdiction, to provide medical and dental treatment, inspect the progress of the educational and other programs, try alleged violations of the law, inspect sanitary conditions, and provide other functions of government. The field trip ships also provided transportation between the islands for indigenes without other means of transportation, and to the district centers in instances such as patients requiring hospitalisation or persons accused of crimes requiring action by the high court. One very important function of the field trip was to deliver supplies and pick up the accumulated copra, trochus shell, and handicraft on the various islands, as this visitation often—in fact, usually—was the only contact of the islanders with the outside world. A field trip party might consist of eight or ten staff members, both American and Micronesian, and would be absent from the headquarters for as long as three weeks, depending on the area to be visited.

To the student of public administration, it would seem that some of the functions of government were assigned to the various operating departments in the Navy civil government structure in a somewhat peculiar way. It will be noted in Figure 5, page 34, that personnel quite appropriately was assigned to the Division of Administration, but this refers solely to military personnel—maintenance of service records, preparation of orders,
In the Division of Field Social and Scientific Affairs, shipping and custody of property might seem inappropriate in the light of other functions found there. Labor and wages would appear to be more properly a function of Personnel, although, as previously noted, personnel administration was restricted to a military housekeeping function. Postal savings, which was assigned to the Supply Section, Division of Finance and Supply, might more logically have been assigned to the Fiscal Section or the Division of Political Affairs. Training, assigned to the Education Department, would properly have been a function of Personnel. The Education Department had neither the facilities nor the qualifications to conduct "on the job" courses and programs designed to improve the working force. Religion would seem to belong with the Division of Field, Social and Scientific Affairs rather than with the Division of Education, unless it was intended to be a part of the school program. The same transfer might also be suggested for Arts, Monuments and Museums. It should be remembered, however, that all these departments were headed by Naval officers who, by the nature of their qualifications, were generalists rather than specialists. As such, they were expected to perform satisfactorily any duties assigned, regardless of the title of the department to which they were attached.

As noted previously, support functions were provided by the general Naval establishment. Supplies were requisitioned from Naval supply depots, staff personnel were transferred as needed from receiving ships or other

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12 Records of the civilian members of the staff were maintained in the nearest or most convenient Industrial Relations office. In most cases, this was the 14th Naval District Industrial Relations Office at Pearl Harbor.
naval units, transportation of personnel and cargoes was by military
carriers, and many general administrative functions were performed at
the various fleet and Naval district headquarters. Consequently, it was
not then necessary to appropriate funds or assign personnel for these
specific functions, as later became necessary after administration of the
area was transferred to the Department of the Interior, which had no such
support facilities. A summary description of the physical, economic,
sociological, ethnological, and historical aspects of the Trust Territory
to November 1, 1950, eight months prior to transfer of administrative
responsibility from the U. S. Navy to the Department of the Interior, is
appended ("Information on the Trust Territory of the Pacific Islands under
Naval Administration to 1 November, 1950," Appendix A).

**Government by the Department of the Interior**

The interim government by the Navy Department ended on June 30, 1951,
13 in accordance with Executive Order 10265, and the permanent administration
by the Department of the Interior commenced functioning the following day,
July 1. In anticipation of this action, President Truman had, in November
of the preceding year, designated former Senator Elbert D. Thomas of Utah
as the first civilian High Commissioner, with additional rank of Ambassa­
dor Extraordinary and Minister Plenipotentiary. High Commissioner Thomas,
with the technical assistance of the personnel offices of the Department
of the Interior and its Office of Territories, immediately commenced re-
cruiting the nucleus of a staff. When he arrived in Honolulu early in 1951
he was accompanied by his secretary, a director of public health, a director

---
13 See Chapter I, p. 2.
of public works, a director of personnel, and the Deputy High Commissioner-designate, James A. McConnell. Working with the existing Navy civil government (headed by Admiral Arthur W. Radford, High Commissioner, and Rear Admiral Leon S. Fiske, Deputy High Commissioner), with headquarters at Makalapa in the Pearl Harbor area, these new staff members undertook the organization of the continuing government and the recruitment of personnel to man it in accordance with a staffing plan provided by the Office of Territories. It was not an easy task.

The basic organizational and staffing plan, approved by the Secretary of the Interior and promulgated for implementation by the incoming administration, resulted from a comprehensive survey of the Trust Territory government conducted in 1950 by a management survey team to make recommendations for the continuing civilian administration of the Trust Territory. The problems of transportation and logistics were the subject of an earlier survey and were not considered in this report. The report was comprehensive and provided a basis for beginning operations, but experience soon indicated needed changes and adjustments, and these were effectuated as necessary. Pertinent to this thesis, the staffing plan required immediate changes. For example, the staff recommended for the Personnel Department, only two persons in addition to the director and his secretary, was hopelessly inadequate.

The team was composed of Theodore W. Taylor, Office of Territories, Dept. of the Interior (Director); James W. Giddings, Legislative Budget Board, State of Texas (Assistant Director); Henry C. Wolfgram, Consulting Engineer, San Diego, California, and Leonard E. Mason, Associate Professor of Anthropology, University of Hawaii.


Ibid. I, 6, n.
It was planned to establish the main headquarters at a location within the Trust Territory, and to that end a tentative selection of Saipan was made for this purpose. At the last moment, however, the Navy Department made objection to this location for security reasons, so the headquarters was established at Fort Rigger, in Honolulu, on an interim basis. During the period the high commissioner was located in Honolulu the Supply Department, the Finance Department, and the Executive Officer, in that order, were moved to Guam, so the logistical support functions always were located strategically. This was an extremely important matter because of the great distances involved.

Personnel ordinarily were transported by air. The administration was given three PB7 flying boats by the Navy, which were operated under contract by a commercial airline from a base in Guam. One flight each week was made to each district, subject to frequent variation due to the need to use the planes for emergency flights; or, more frequently, non-availability of the planes while under repair. Capacity of each plane was eight passengers, and emergency cargo also was carried.

Surface transportation was provided by two small cargo ships of the

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17 It was removed to Guam in the fall of 1954. At the time of writing (early 1962) plans are being made to move the headquarters to Saipan, now under Navy Department administration but scheduled to be returned to the Department of the Interior on July 1, 1962.

18 The Transportation Specialist, the Communications Specialist, a Liaison Officer, and a small clerical staff had been located in Guam from the beginning of Interior Department administration.

19 Later replaced by three Grumman “Albatros” amphibious planes of which one crashed and sank while making a water landing in Palau in 1961. At the time of writing, a four-engine land-based plane is being purchased to augment the remaining two amphibious planes, and suitable repairs and changes are being made to the old Japanese airfields to permit its use.

20 Originally Transocean Airlines, succeeded by Pan American World Airways in 1960 when Transocean Airlines suspended operations.
Cl-MA-Fl class, four smaller ships of the T-AKL class, and several small auxiliary ships, operated under contract by Pacific Micronesian Lines, a subsidiary of Pacific Far East Lines. Operation of this transportation system has always been a major expense in administration of the Trust Territory. The employees of these contractors are not Trust Territory employees, but many of them resided in the Trust Territory housing compound in Guam and participated in the social life and unofficial activities of the Trust Territory staff members on a basis equal to that of Trust Territory employees.

Certain modifications were made in the field administrative organization. The area commands were abolished and the number of districts was reduced to six: Marshall Islands, Ponape, Truk, Yap, Palau, and Saipan. On January 1, 1953, administration of Saipan, Tinian, and the northern Mariana Islands was returned to the Navy Department for security reasons and the headquarters of the Interior Department administration in the Mariana Islands was established at Rota, the only Mariana island remaining under Interior Department control, with the Executive Officer, on Guam, acting in the capacity of district administrator. The organizational pattern as of January 1, 1952, is shown in Figure 6. The district organizations recapitulates, in a modified way, the headquarters functional plan.

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21 The T-AKL type vessels are being replaced by specially designed ships better suited for the work to be performed and much more economical to operate, under private ownership but with government financial and advisory assistance.

22 In fiscal year 1952 $4,267,270 was appropriated by the Congress for administration of the Trust Territory. Transportation services cost $690,128,13 ("Report to the United Nations, 1952," p. 72). In fiscal year 1960, $6,817,749 was appropriated, and the cost of transportation services was $1,549,714 ("Report to the United Nations, 1960," p. 203).

23 See footnote 17, p. 40.
FIGURE 6. FUNCTIONAL CHART OF TRUST TERRITORY ORGANIZATION 1952
Lines of responsibility have not always been clear. District administrators are in executive charge of all operations in their districts, and are responsible to the deputy high commissioner and the high commissioner for the effectiveness of their administration. On the other hand, they rarely are expert in the technology of all of the various functions being performed in their districts, and the heads of the functional departments in the district organizations necessarily operate closely with the department heads on the staff of the high commissioner at headquarters. In theory, all field personnel are responsible in matters of administration to their respective district administrators, but in technical matters are responsible to their counterparts on the high commissioner's staff. The distinction is not easily drawn, and frequent instances of friction between the district administrators and the headquarters department heads have occurred. For example, the district administrator might feel that his area would be suitable for experimentation and development of a new crop, such as cacao, and direct his agriculturist to introduce the new plant; while the staff agriculturist (Director of Agriculture and Fisheries), programming for the entire Trust Territory, might feel that the step would not be feasible and so would forbid the district agriculturist to comply with the district administrator's order. This problem has diminished as the method of operation has become better understood, but occasional instances still arise from time to time.

Field personnel are those assigned to the district organizations. Inter-district personnel are headquarters staff personnel headquartered in the various districts, and are not administratively responsible to the local district authorities. Headquarters personnel are those attached to the central headquarters office.
The administration of justice is independent of the High Commissioner. The Chief Justice and Associate Justice are appointed by the Secretary of the Interior and are responsible directly to him. In practice, however, they are considered a part of the Trust Territory staff, although the High Commissioner does not attempt to influence their judicial decisions. The judiciary are completely dependent upon the High Commissioner for support facilities—transportation, supplies, housing and quarters, etc.—so it would be difficult, if not impossible, for them to operate as an independent, self-contained entity. They maintain a superior trial court and an appellate court (the high court) to try cases beyond the scope of the inferior courts and to review decisions of the inferior courts on appeal. There is a prosecuting attorney on the staff of the Attorney General and a public defender under the Deputy High Commissioner who accompany the high courts and work directly with them to prosecute, and defend, the accused persons. The inferior courts have Micronesian judges and staffs and are responsible to the Chief Justice rather than to the High Commissioner.

The laws of the Trust Territory are codified, and were promulgated on December 22, 1952. Law enforcement is under the direction of the Attorney General of the Trust Territory, operating through a Director of Public Safety at headquarters and a constabulary force in each of the districts.

25 In addition to the two judges, the high court team consists of a court reporter and a secretary-stenographer. The two justices ordinarily operate independently, holding court in different areas.

26 Officially designated as the Code of Laws of the Trust Territory of the Pacific Islands.

27 The Director of Public Safety also administers the industrial safety program under direction of the Director of Personnel.
The Trust Territory administration has never attempted, as a policy matter, to abrogate the traditional authority of the high chiefs, chiefs, and nobility, or to interfere with the customs and folkways of the inhabitants, except where they were incompatible with the laws, rules, and regulations of the Government. Through training and education, precept and example, however, it has at all times endeavored to instill the ideals of democracy and to encourage democratic processes. For example, in 1957 the High Commissioner embarked upon a systematic program of chartering various local areas (ordinarily, islands) as municipalities in order to "delineate their boundaries, define their taxing authorities, specify their legislative responsibilities, set up election procedures for officials, and outline the responsibilities of these elected officials" and permit the administration of functions of municipal government. As of June 30, 1960, a total of forty-two municipalities had been so chartered.

In the early days of the administration there was very little legislative process, but now each district has an elected legislative body whose regulations have the force of law in its jurisdiction, subject only to veto by the High Commissioner. In practice, the veto power has been used sparingly, if at all; but draft legislation customarily has been referred to the office of the High Commissioner for review and comment, and any suggested revisions—with the reasons therefore—have been accorded consideration and usually adopted by the legislative bodies.

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29 It is significant to note that the American employees of the Government located in the districts are completely subject to these local ordinances.
An annual conference is held on Guam. Originally the high commissioner was the moderator; but now the delegates, who come from all the districts, elect one of their number to that position. They discuss problems of mutual interest with each other and with department heads and expert consultants on the high commissioner's staff. While this group has no legislative authority at this time, its opinions, conclusions, and resolutions receive the most serious consideration by the high commissioner and his staff in their conduct of the functions of government. As the delegates gain in experience and sophistication, it is planned to expand this conference into a territorial congress with legislative authority.

It will be noted that the administrative organization of the Trust Territory government is on a strictly functional basis (see Figure 6, page 42). As the administration gained experience it was possible to make certain consolidations in functions, with consequent reductions in staff. After the headquarters was moved to Guam in 1954, the positions of administrative officer and, later, executive officer were abolished. The departments of political affairs and economic affairs were abolished and their functions were assumed by a staff adviser to the high commissioner, who works in close association with the staff anthropologist (the programs officer). The positions of librarian, historian, and transportation specialist were abolished, among others, and a new position of reports officer was established, and there were other changes. The organization as of July 1, 1954, is shown in Figure 7, and amplified in Figure 8.

30 In 1955, after appointment of W. H. Goding as high commissioner in 1961, this position was reestablished with certain changes in duties, and additional staff advisers on political and economic affairs were appointed.
DEPARTMENT OF INTERIOR
TRUST TERRITORY
OF THE
PACIFIC • ISLANDS

FIGURE 7. FUNCTIONAL CHART OF THE TRUST TERRITORY, 1954
FIGURE 8. DETAIL OF FUNCTIONAL CHART OF TRUST TERRITORY ORGANIZATION, 1954

Approved: Frank E. Midkiff
High Commissioner

10/6/53
The functional organization for the district administrations, as of the same approximate date (March 1, 1954), is given in Figure 9. The district organizations varied somewhat because of size, population, location, and problems peculiar to the areas, but they conformed, in general, to the prescribed pattern.

It must be kept in mind at all times that the purpose of the Trust Territory administration was not to Americanize the Micronesians but to assist them to live a fuller, better life, utilizing the resources of their environment to the fullest extent. The administration attempted, but not with any great success, to curb inflation of the local economy; to educate the islanders to use their economic potential to their own best interest; and, in general, to modify their traditional way of life only so far as necessary to become realistically integrated with the larger world in economic, social, and political affairs. At the present time, however (early 1962), the attitude of the administration toward the development of the Micronesian people appears to be in process of reevaluation (see page 151).

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31 See the "Statement of Objectives and Policies," Chapter I, p. 3.
DEPARTMENT OF INTERIOR -

DISTRICT ACTIVITIES

DISTRICT ADMINISTRATOR

ADVISORY SERVICES

ANTHROPOLOGY

ADMINISTRATIVE SERVICES

GENERAL ADMIN. CONSTABULARY PERSONNEL TRAINING COMMUNICATIONS

EDUCATION

ISLAND AFFAIRS

PUBLIC HEALTH

FINANCE & SUPPLY

PUBLIC WORKS

INTERMEDIATE SCH. ELEMENTARY SCH. ADULT EDUCATION TEACHER TRAINING LOCAL ECONOMY LOCAL GOV'T AGRICULTURE TRAINING MEDICAL DENTAL SANITATION TRAINING P.M.L. AGENCY FISCAL SUPPLY COMMISSARY & HOTEL MAINT & OPERATION TRAINING

Figure 9. Functional Chart of Trust Territory District Organization, 1954

Approved: March 1, 1954.

Frank E. Midkiff
High Commissioner

TRUST TERRITORY OF THE PACIFIC ISLANDS
CHAPTER IV

THE PERSONNEL PROGRAM

The immediate problem facing the Department of the Interior in establishing its government of the Trust Territory was the selection, recruitment, indoctrination, assignment, and transportation of an operating staff. As noted previously, the Navy administration of the Trust Territory did not include a civilian personnel department. It was therefore necessary for the Department of the Interior to "start from scratch" in its staffing program, which meant that the appointment of a personnel director was of the highest urgency. The first staff appointee was Frederick W. Weber, then manager of the Los Angeles branch office of the 12th U. S. Civil Service Region, who was recruited by the Department of the Interior on January 25, 1951, as Personnel Officer, GS-13, to fill this position. He immediately proceeded to Honolulu, where the Navy provided him with desk space and secretarial assistance at their Makalapa Trust Territory headquarters.

Weber had been provided with a staffing plan by the Office of Territories with instructions to recruit qualified personnel to fill the positions authorized therein. This plan was merely an organization chart listing classes and grades of approved positions, with no description of the duties involved. It was immediately necessary, therefore, to prepare position descriptions and allocate proper classifications to them in order to comply with civil service requirements. As there was no civil service

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1 Following presidential appointment of the high commissioner, and his appointment of his personal secretary-administrative assistant.

2 See Chapter III, page 39, for discussion of the origin of this plan.
staff available for this or other personnel functions, Weber borrowed the
services of two position classifiers—one from the Army at Fort Shafter,
and the other from the Navy Area Wage and Classification Office at Pearl
Harbor. As the classifiers knew very little about the Trust Territory and
its administration, and since many of the positions were completely new
and the scope of duties could be determined only after actual experience,
it was decided that all positions would be established on a provisional
basis for recruitment purposes, and the position descriptions would be re-
written by the incumbents after a trial period of approximately six months.

The Department of the Interior followed the appointment of Weber
with the appointment of the deputy high commissioner, James A. McConnell,
and certain other department heads and key personnel who also proceeded to
Honolulu early in February, 1951. About the end of that month, Weber and
members of this group visited all the districts of the Trust Territory to
inspect the area and interview members of the Navy staff who were interested
in continuing on with the new administration. In this connection, the Navy
Department had indicated its willingness to view favorably requests for dis­
charge by members of the uniformed forces reserve for this purpose. Al­
though no accurate figures are possible, it is considered that about half
of the Navy field staff were desirous of remaining with the Trust Territory
as civilians. Some changed their minds later; others were not considered
suitable for appointment; and still others were prevented from requesting
discharge and civilian appointment by other causes—e.g., health, family
problems. Despite this, enough acceptable candidates were interviewed to
provide the nucleus of the new government. Moreover, they presented a good
cross-section of the required skills—administrators, technicians, mechanics,
and professional and office personnel. They promptly submitted their
applications, which were processed with dispatch by the Navy Department.

Unfortunately, almost without exception the candidates preferred to re-
turn to the continental United States for discharge and home leave before
being appointed under the civil service, so most of them arrived at their
duty stations later than the new recruits appointed directly from civil
life. Experience was to prove that these former service personnel would
be the source of at least as many problems as the recruits from civil life.
This was due in part to the difference in employment conditions under
civilian administration.

Upon Weber's return to Honolulu from Micronesia, he offered the
position of assistant personnel director to the writer, who was at that
time industrial relations director of the Mid-Pacific Area, Military Sea
Transport Service, with offices in Honolulu. On May 1, 1951, the writer
assumed this position by intra-agency transfer\(^3\) with the grade of Person-
nal Officer, GS-11. Shortly thereafter, Deputy High Commissioner McConnell
and Weber proceeded to Washington to arrange details for the transfer of
agency responsibility on July 1, while the writer remained at Pearl Harbor
with the high commissioner and established an operating personnel office,
recruiting a staff to man it, and accelerated the general recruitment pro-
gram which Weber had commenced earlier. By July 1, sufficient staff mem-
bars had been recruited to effect the transfer, although many vacancies
remained.

The recruitment program was complicated by the realization that the
original staffing plan was unrealistic in its approach to the duties to be

\(^3\) As the Department of the Interior did not assume any administrative
responsibility for the Trust Territory until July 1, 1951, all appointments
and transfers effected prior to that time were to Navy Department rolls.
performed, as will be discussed later, and certain changes immediately became necessary. The original plan, which was provided by the Department of the Interior, never was fully effectuated. This plan is no longer available, but it was based on the recommendations of the survey board and was practically identical with its recommended staff which is shown in Figure 10 and summarized in Table VII.

**TABLE VII. SUMMARY OF ORIGINAL STAFFING PLAN, AS RECOMMENDED BY THE SURVEY BOARD**

<table>
<thead>
<tr>
<th>HEADQUARTERS</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>High Commissioner's Office</td>
<td>9</td>
</tr>
<tr>
<td>Education Department</td>
<td>6</td>
</tr>
<tr>
<td>Public Health Department</td>
<td>2</td>
</tr>
<tr>
<td>Finance &amp; Supply Department</td>
<td>13</td>
</tr>
<tr>
<td>Transportation and Communications</td>
<td>7</td>
</tr>
<tr>
<td>Personnel Department</td>
<td>4</td>
</tr>
<tr>
<td>Internal Affairs Department</td>
<td>14</td>
</tr>
<tr>
<td>Public Works Department</td>
<td>9</td>
</tr>
<tr>
<td>Legal Department</td>
<td>3</td>
</tr>
</tbody>
</table>

Judiciary: 3

Island Trading Company: 1

Total positions at headquarters: 71

*a Carried on Trust Territory rolls for administrative purposes, but responsible directly to the Secretary of the Interior.

b The president of the Island Trading Company is carried on Trust Territory rolls as a civil service employee, but his salary is reimbursed by the Island Trading Company.

### TABLE VII. (Continued) SUMMARY OF ORIGINAL STAFFING PLAN, AS RECOMMENDED BY THE SURVEY BOARD

<table>
<thead>
<tr>
<th>District</th>
<th>Dist. Ad. Office</th>
<th>Educa- tion</th>
<th>Public Finance</th>
<th>Health &amp; Supply Affairs</th>
<th>Internal Affairs</th>
<th>Public Works</th>
<th>Sub- Totals</th>
<th>District Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saipan</td>
<td>5</td>
<td>5</td>
<td>5</td>
<td>4</td>
<td>4</td>
<td>9</td>
<td>32</td>
<td></td>
</tr>
<tr>
<td>Tinian</td>
<td>1</td>
<td>-</td>
<td>4</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>Rota</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>40</td>
</tr>
<tr>
<td>Koror</td>
<td>5</td>
<td>5</td>
<td>6</td>
<td>4</td>
<td>3</td>
<td>9</td>
<td>32</td>
<td></td>
</tr>
<tr>
<td>Yap</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>9</td>
<td>41</td>
</tr>
<tr>
<td>Truk</td>
<td>5</td>
<td>5</td>
<td>11</td>
<td>4</td>
<td>3</td>
<td>9</td>
<td>37</td>
<td></td>
</tr>
<tr>
<td>Ponape</td>
<td>5</td>
<td>5</td>
<td>9</td>
<td>4</td>
<td>5</td>
<td>9</td>
<td>37</td>
<td></td>
</tr>
<tr>
<td>Majuro</td>
<td>5</td>
<td>4</td>
<td>11</td>
<td>4</td>
<td>4</td>
<td>9</td>
<td>37</td>
<td></td>
</tr>
<tr>
<td>Kwajalein</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>39</td>
</tr>
</tbody>
</table>

Total positions at district and sub-district operations 194

Grand total of all positions at the headquarters and field operating activities 265

**Source:** Abstracted from the Report of Management Survey, January, 1951.

This may be compared with the non-indigenous staff of the Navy civil government (1950), which is shown in Appendix "B" and summarized in Table VIII. The summary includes all staff—officers, enlisted men and civilians, and the headquarters includes the high commissioner's office at Pearl Harbor, the field headquarters at Truk, and the Guam office. In the recommended staff totals listed in Table VII, all functions performed by these three offices are consolidated under the heading "Headquarters."
Office of the High Commissioner

1 High Commissioner GS-18
1 Secretary GS-6
1 Deputy High Commissioner GS-15
1 Secretary GS-9
1 Administrative Assistant GS-7
1 Files Supervisor GS-5
2 Clerk Typists GS-3
1 Messenger CPC-3

Education Department
1 Director GS-13
1 Field Asst. GS-11
1 Textbook Supervisor GS-10
1 Linguist GS-10
1 Clerk-Steno GS-5
1 Typist GS-3

Public Health Department
1 Director GS-14
1 Clerk-Steno GS-5

Judiciary
1 Chief Justice GS-14
1 Assoc. Justice GS-13
1 Secretary & Court Reporter GS-6
1 Clerk-Steno GS-4

Legal Department
1 Attorney General GS-13
1 Asst. Attorney Gen. GS-9
1 Clerk GS-5
1 Clerk-Steno GS-4

Personnel Department
1 Director GS-13
1 Classifier GS-10
1 Clerk-Steno GS-5
1 Asst. Treasurer and Budget Director GS-12
1 Accountant GS-9
1 Budget Analyst GS-9
1 Treasury Clerk GS-7
2 Clerk-Typists GS-4

Finance & Supply Department
1 Director of Finance GS-13
1 Clerk-Steno GS-5
1 Asst. Treasurer and Budget Director GS-12
1 Accountant GS-9
1 Budget Analyst GS-9
1 Treasury Clerk GS-7
2 Clerk-Typists GS-4

Internal Affairs Department
1 Director GS-13
1 Development Specialist GS-12
1 Anthropologist GS-12
1 Agriculturist GS-12
1 Veterinarian GS-11
1 Agriculture Education Specialist GS-10
1 Fisheries Specialist GS-12
1 Asst. Fisheries Spec. GS-11

Transportation & Communications
1 Transportation Officer GS-14
1 Asst. Transportation Officer GS-12
1 Communications Operator GS-8
1 Communications Operator GS-7
1 Maintenanceman, Electric GS-6
1 Maintenanceman, Electric GS-7
1 Clerk-Typist GS-3
1 Clerk-Steno GS-5

Public Works Department
1 Chief Engineer GS-13
1 Engineer GS-11
1 Architect GS-11
1 Drafterman GS-6
1 Clerk-Typist GS-3

4 Mechanics GS-8

Total Proposed Headquarters Staff Complement 70

**FIGURE 10. ORIGINAL STAFFING PLAN, AS RECOMMENDED BY THE SURVEY BOARD**

*Source: Report of Management Survey, January, 1951, Chart 8 (opposite page 20).*

*a Carried on Trust Territory rolls for administrative purposes, but directly responsible to the Secretary of the Interior.*

*b Does not include one Island Trading Company officer carried on the rolls for administrative purposes.*

*c Rearranged from original chart for convenience.*
**TABLE VIII. NON-INDIGENOUS STAFF UNDER NAVAL ADMINISTRATION (1950)**

### HEADQUARTERS

<table>
<thead>
<tr>
<th>Department</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Commissioner's Office</td>
<td>29</td>
</tr>
<tr>
<td>Education Department</td>
<td>32</td>
</tr>
<tr>
<td>Public Health</td>
<td>1</td>
</tr>
<tr>
<td>Finance &amp; Supply</td>
<td>5</td>
</tr>
<tr>
<td>Transportation and Communications</td>
<td>0</td>
</tr>
<tr>
<td>Personnel</td>
<td>No Personnel Department</td>
</tr>
<tr>
<td>Internal Affairs (including Economics)</td>
<td>5</td>
</tr>
<tr>
<td>Public Works</td>
<td>0</td>
</tr>
<tr>
<td>Legal (Includes Political Affairs)</td>
<td>7</td>
</tr>
<tr>
<td>Judiciary</td>
<td>3</td>
</tr>
<tr>
<td>Island Trading Company</td>
<td>18</td>
</tr>
</tbody>
</table>

**Total at Headquarters** 100

### FIELD

<table>
<thead>
<tr>
<th>District</th>
<th>Administration</th>
<th>Operations</th>
<th>Education</th>
<th>Public Health</th>
<th>Finance &amp; Supply Affairs</th>
<th>Internal Affairs</th>
<th>Public Works</th>
<th>Legal</th>
<th>I.T.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saipan</td>
<td>8</td>
<td>3</td>
<td>6</td>
<td>11</td>
<td>32</td>
<td>1</td>
<td>19</td>
<td>1</td>
<td>81</td>
</tr>
<tr>
<td>Tinian</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>-</td>
<td>-9</td>
</tr>
<tr>
<td>Rota</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-1</td>
</tr>
<tr>
<td><strong>District total</strong></td>
<td><strong>8</strong></td>
<td><strong>13</strong></td>
<td><strong>2</strong></td>
<td><strong>11</strong></td>
<td><strong>12</strong></td>
<td><strong>2</strong></td>
<td><strong>18</strong></td>
<td><strong>3</strong></td>
<td><strong>71</strong></td>
</tr>
<tr>
<td>Koror</td>
<td>1</td>
<td>7</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>11</td>
</tr>
<tr>
<td><strong>District Total</strong></td>
<td><strong>9</strong></td>
<td><strong>15</strong></td>
<td><strong>2</strong></td>
<td><strong>12</strong></td>
<td><strong>2</strong></td>
<td><strong>18</strong></td>
<td><strong>3</strong></td>
<td><strong>2</strong></td>
<td><strong>87</strong></td>
</tr>
<tr>
<td>Truk</td>
<td>5</td>
<td>17</td>
<td>14</td>
<td>11</td>
<td>15</td>
<td>-</td>
<td>18</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Ponape</td>
<td>7</td>
<td>12</td>
<td>3</td>
<td>10</td>
<td>17</td>
<td>2</td>
<td>10</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Majuro</td>
<td>6</td>
<td>8</td>
<td>4</td>
<td>13</td>
<td>12</td>
<td>1</td>
<td>18</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Kwajalein</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td><strong>District total</strong></td>
<td><strong>8</strong></td>
<td><strong>17</strong></td>
<td><strong>14</strong></td>
<td><strong>11</strong></td>
<td><strong>15</strong></td>
<td><strong>18</strong></td>
<td><strong>2</strong></td>
<td>5</td>
<td><strong>71</strong></td>
</tr>
</tbody>
</table>

**Total non-indigenous staff at headquarters** 100

**Total non-indigenous staff at district and sub-district operations** 400

**Grand total of all non-indigenous staff at headquarters and field operating activities** 500

**Source:** Abstracted from *Report of Management Survey*, January, 1951.

*a* Includes Political Affairs and Constabulary.

*b* Includes Economics.
From Appendix "B," percentages by status of non-indigenous staff of the Trust Territory government under Naval administration in 1950 were as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officers</td>
<td>82</td>
<td>16.4%</td>
</tr>
<tr>
<td>Enlisted Personnel</td>
<td>329</td>
<td>66.0%</td>
</tr>
<tr>
<td>Civilian employees</td>
<td>88</td>
<td>17.6%</td>
</tr>
</tbody>
</table>

In addition to the foregoing, a total of 1,191 indigenous Micronesian employees were on the rolls at this time.

In comparing the Navy Department administrative staff with the staff recommended by the survey team, the following considerations must be recognized:

1. The functions of public works, transportation, communications, personnel, finance and supply, and some aspects of general administration were performed, in whole or in part, by the Naval establishment as an aspect of its overall operations, and so the Navy administrative staffing pattern of the Trust Territory government does not reflect the personnel necessary to perform these functions in their entirety.

2. The Island Trading Company, a U. S. Government-owned corporation, was staffed by uniformed and civilian personnel in the same manner as other branches of the Trust Territory administration. Under the Interior Department administration this organization was completely independent of the Trust Territory government, although under the general supervisory cognizance of the high commissioner. 4

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4 The president of the Island Trading Company (hereafter referred to as the I. T. C.) was carried on the rolls of the Trust Territory headquarters as a civil service employee with the grade of Administrative Officer, GS-14, for administrative purposes. The I. T. C. reimbursed the Trust Territory treasurer for monies disbursed for his salary, leave, and other administrative expenses.
The staffing plan finally settled on in March, 1951, by the high commissioner and his staff (as distinguished from the plan provided by the Department of the Interior), is shown in Figures 11—18, inclusive, and is summarized in Table IX.

### Table IX. Summary of Actual Staffing Plan

<table>
<thead>
<tr>
<th>Department</th>
<th>Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Commissioner's Office (including general administration)</td>
<td>17</td>
</tr>
<tr>
<td>Education Department</td>
<td>14</td>
</tr>
<tr>
<td>Public Health Department</td>
<td>6</td>
</tr>
<tr>
<td>Finance &amp; Supply Department</td>
<td>14</td>
</tr>
<tr>
<td>Personnel Department</td>
<td>5</td>
</tr>
<tr>
<td>Internal Affairs Department</td>
<td>13</td>
</tr>
<tr>
<td>Public Works Department</td>
<td>5</td>
</tr>
<tr>
<td>Legal Department</td>
<td>4</td>
</tr>
<tr>
<td>Guam Headquarters</td>
<td>9</td>
</tr>
<tr>
<td>Special (Field) Projects</td>
<td>4</td>
</tr>
<tr>
<td>Judiciary</td>
<td>5</td>
</tr>
<tr>
<td>Island Trading Company</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total established civil service positions, Headquarters staff</strong></td>
<td><strong>27</strong></td>
</tr>
</tbody>
</table>

Source: Abstracted from official Trust Territory organization and staffing charts, Figures 11—18, inclusive.

- The headquarters staff listing includes certain staff members permanently assigned to offices located in the various districts, referred to hereafter as "inter-district personnel."
- Plantation Manager, Metalanim, Ponape; Ranch Manager, Rota; Farm Manager, Tinian; and Mining Engineer (position never filled).
- Carried on Trust Territory rolls for administrative purposes but responsible directly to the Secretary of the Interior.
- Carried on Trust Territory rolls for administrative purposes, but salary reimbursed to the Trust Territory by the Island Trading Company.
### TABLE IX. (Continued) SUMMARY OF ACTUAL STAFFING PLAN

<table>
<thead>
<tr>
<th>District</th>
<th>Dist. Ad.</th>
<th>Educa-</th>
<th>Public</th>
<th>Health &amp; Supply</th>
<th>Finance</th>
<th>Internal Affairs</th>
<th>Works</th>
<th>Legal</th>
<th>Total</th>
<th>Sub-Total</th>
<th>Dist. Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saipan</td>
<td>3</td>
<td>7</td>
<td>8</td>
<td>4</td>
<td>7</td>
<td>13</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tinian</td>
<td></td>
<td>-</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>(1)</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rota</td>
<td></td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
<td>(1)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Koror</td>
<td>3</td>
<td>7</td>
<td>8</td>
<td>4</td>
<td>7</td>
<td>9</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yap</td>
<td>3</td>
<td>7</td>
<td>5</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Truk</td>
<td>3</td>
<td>9</td>
<td>9</td>
<td>4</td>
<td>7</td>
<td>9</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ponape</td>
<td>3</td>
<td>7</td>
<td>7</td>
<td>4</td>
<td>6</td>
<td>9</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marshall Is.</td>
<td>3</td>
<td>6</td>
<td>7</td>
<td>4</td>
<td>7</td>
<td>9</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Total established civil service positions, field staff: 225

Grand total established civil service positions, headquarters and field staffs: 322

*Included in headquarters staff under Special (Field) Projects.

Yap accounts were carried by the Koror finance and supply office.

This was the staffing pattern on which the original recruitment program was based. Due to delays in the recruitment program and the rapidly changing concept of requirements, this plan, too, was never completely implemented. Changes were made in the staffing plan while the recruitment program was

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5 This plan includes established positions filled by non-indigenous aliens. It does not include positions which normally would have been filled by civil service personnel but which were filled by Micronesians, such as that of principal of the intermediate school on Majuro, Marshall Islands. Positions in this category are filled under the Micronesian Title and Pay Plan.
FIGURE 11. ACTUAL STAFFING PLAN, HEADQUARTERS OFFICES
FIGURE 12. ACTUAL STAFFING PLAN, SAIPAN DISTRICT HEADQUARTERS
FIGURE 13. ACTUAL STAFFING PLAN, TINIAN SUB-DISTRICT (SAIPAN DISTRICT)
DEPARTMENT OF INTERIOR
TRUST TERRITORY OF THE PACIFIC ISLANDS

DISTRICT ORGANIZATION, KOROR

District Administrator GS-13
Administrative Ass't. GS-9
Clerk Steno GS-5
Legal Officer GS-9
Legal Officer (Trainee) GS-7
Constabulary (T. T. S. S.)

EDUCATION
Educational Administrator GS-11
Principal Intermediate (Ind. Arts) GS-8
Training Instructor (Elem.) GS-7
2 Instructors GS-6
2 Instructors (Trainee) GS-5

INTERNAL AFFAIRS
Internal Affairs Officer GS-11
Agriculturist GS-10
Agriculturist (Trainee) GS-9
Economic Dev. Spec. GS-9
Economic Dev. Spec. (Trainee) GS-8
Research Ass't. (Anthro.) GS-7
Clerk Steno GS-4

PUBLIC HEALTH
Doctor GS-12
Doctor GS-12
Dentist GS-11
Admin. Ass't. GS-7
Sanitarian GS-7
Nurse GS-6
Medical Records Clk. GS-5
Clerk Typist GS-3

FINANCE AND SUPPLY
Finance & Supply Officer GS-10
Accountant GS-7
Supply Officer GS-7
Clerk Typist GS-4

PUBLIC WORKS
Superintendent GS-11
Maintenance Foreman GS-9
Carpenter W.B.
Plumber W.B.
Electrician W.B.
Mechanic, Refrig. W.B.
Mechanic, Auto. W.B.
Mechanic, Diesel W.B.
Clerk Typist GS-3

DATE: March 21/51
APPROVED:
High Commissioner

FIGURE 14. ACTUAL STAFFING PLAN, KOROR DISTRICT HEADQUARTERS
FIGURE 15. ACTUAL STAFFING PLAN, YAP DISTRICT HEADQUARTERS
DEPARTMENT OF INTERIOR
TRUST TERRITORY OF THE PACIFIC ISLANDS

DISTRICT ORGANIZATION, TRUK

District Administrator GS-13
Administrative Ass' t. GS-9
Clerk Steno. GS-5

Legal Officer GS-9
Legal Officer (Trainee) GS-7

Constabulary (T.T.S.S.)

EDUCATION

Ed. Administrator GS-11
Principal Intermediate GS-8
Training Instructor (Elem.) GS-7
3 Instructors GS-6
3 Instructors (Trainee) GS-5

INTERNAL AFFAIRS

Internal Affairs Officer GS-11
Agriculturist GS-10
Agriculturist (Trainee) GS-9
Economic Dev. Spec. GS-9
Economic Dev. Spec. (Trainee) GS-8
Anthropologist GS-7
Clerk Steno GS-4

INTERNAL AFFAIRS

Doctor GS-12
Doctor D.P. GS-10
Admin. Ass' t. GS-7
Sanitarian GS-7
Public Health Nurse GS-7
Lab. Tech. (Pharmacy) GS-6
Med. Record Librarian GS-5
Dentist (ALIEN) GS-3
Clerk Typist GS-3

FINANCE AND SUPPLY

Finance & Supply Officer GS-10
Accountant GS-7
Supply Officer GS-7
Clerk Typist GS-4

FINANCE AND SUPPLY

Superintendent GS-11
Maintenance Foremen GS-9
Carpenter W.B.
Plumber W.B.
Electrician W.B.
Mechanic, Refrig. W.B.
Mechanic, Auto. W.B.
Mechanic, Diesel W.B.
Clerk Typist GS-3

PUBLIC HEALTH

PUBLIC WORKS

DATE: Approved: March 21/61

High Commissioner

FIGURE 16. ACTUAL STAFFING PLAN, TRUK DISTRICT HEADQUARTERS
FIGURE 17. ACTUAL STAFFING PLAN, PONAPE DISTRICT HEADQUARTERS
DEPARTMENT OF INTERIOR
TRUST TERRITORY OF THE PACIFIC ISLANDS

DISTRICT ORGANIZATION, MAJURO

District Administrator GS-13
Administrative Ass't. GS-9
Clerk Steno GS-5

Legal Officer GS-9
Legal Officer (Trainee) GS-7

Constabulary(T.T.S.S.)

EDUCATION
Educational Administrator GS-11
Training Instructor (Elem.) GS-7
Principal, Intermediate (Indigene) GS-6
2 Instructors GS-5
2 Instructors (Trainee) GS-5

INTERNAL AFFAIRS
Internal Affairs Offcr. GS-11
Agriculturist GS-10
Agriculturist (Trainee) GS-9
Econ. Dev. Spec. GS-9
Econ. Dev. Spec. (Trainee) GS-8
Anthropologist GS-7
Clerk Steno GS-4

PUBLIC HEALTH
Doctor GS-12
Doctor D.P. GS-11
Dentist GS-7
Admin. Ass't. GS-7
Sanitarian GS-7
Medical Record Clerk GS-5
Clerk Typist GS-3

FINANCE AND SUPPLY
Finance & Supply Offcr. GS-10
Accountant GS-7
Supply Officer GS-7
Clerk Typist GS-4

PUBLIC WORKS
Superintendent GS-11
Maintenance Foreman (Elec) GS-9
Carpenter W.B.
Plumber W.B.
Electrician W.B.
Mechanic, Refrig. W.B.
Mechanic, Auto. W.B.
Mechanic, Diesel W.B.
Clerk Typist GS-3

DATE: March 21/51

APPROVED: Commissioner

FIGURE 18. ACTUAL STAFFING PLAN, MARSHALL ISLANDS DISTRICT HEADQUARTERS
under way—many positions were abolished and others were established. 6

All functions of government were discharged in their entirety by the Naval establishment under the Navy Department administration. After the Department of the Interior assumed administrative responsibility, it became necessary to distribute these functions among other branches of the government, firms, and agencies, as follows:

- National security
- Aerography
- Nuclear testing, Eniwetok
- Miscellaneous projects
- Transportation services
- General administration

- Navy Department
- Weather Bureau, Commerce
- Atomic Energy Commission
- Civilian contractors
- Civilian contractors
- Department of the Interior

The Trust Territory personnel department was responsible for American employees of the Department of the Interior and Micronesian employees of the Trust Territory government, and to a limited degree for the civilian contractors, but it had nothing whatever to do with employees of the other departments. The Trust Territory personnel department had no contact with the Atomic Energy Commission with regard to its employees and contractors, nor with the Navy Department with regard to its uniformed personnel stationed in the Trust Territory at Saipan and Kwajalein. It was necessary, however, to maintain liaison with the civilian personnel departments of the Navy involved with employment of American civilians at Saipan and Kwajalein and on Guam. Liaison with the Weather Bureau administration of the Department of Commerce was likewise maintained in order to correlate operations as much as possible.

6 During the continuing period there were, as was to be expected, many additional changes. A considerable expansion in the original staff was made to meet the requirements of establishing the original organization, which was followed by a gradual reduction as the organization stabilized. See Appendix "E" for the staffing plan effective December 1, 1953.
Non-indigenous staff members of the Trust Territory government were appointed under civil service Schedule "A" to positions in the field, which excepted them from the requirement of competitive examination and selection from civil service registers but did not confer competitive civil service status. Authority to make this type of appointment was granted by the Manager, Honolulu Branch Office of the Civil Service Commission, on an annual basis. From 1953, however, when it became apparent that the headquarters would not be moved to a location within the Trust Territory in the immediate future, authority was no longer granted to make Schedule "A" appointments for duty at the Honolulu headquarters and such positions were filled by selection from civil service registers in the standard method. Federal employees with competitive civil service status who transferred to positions in the Trust Territory government by intra- or inter-agency transfer retained their status if transferring to positions for which they were qualified under the civil service regulations.

The civil service requirements for Schedule "A" appointments made it mandatory for the appointing authority to establish standards under which appointments would be made. The Trust Territory government administratively adopted the civil service regulations as such standards, with certain minor variations. Compliance with these standards was subject only to inspection by the agency itself, since excepted status appointments are outside the jurisdiction of the Civil Service Commission. The Commission, however, was responsible for application of certain laws other than the Civil Service Act and Rules, including the Veterans Preference Act of 1944, and exercised full jurisdiction over the Trust Territory in the

7Section 6.101 (h), Civil Service Regulations.
enforcement of compliance with such legislation.

When the headquarters moved from Honolulu to Guam in the fall of 1954, authority to effect appointments to the headquarters staff under Schedule "A" was restored for a brief period. On April 1, 1956, both Guam and the Trust Territory were brought into the competitive federal civil service system and a Board of Civil Service Examiners was established at the headquarters, Commander, Naval Forces, Marianas, in Guam, which serviced all federal agencies in the area. From that time onward, all appointments to the Trust Territory headquarters staff were made from registers maintained by the Guam board. Appointments in a temporary status pending establishment of appropriate registers were made by authority of that office, which also provided candidates for appointment to positions located in the districts.

For the six months period after inclusion of the Trust Territory in the competitive civil service system on April 1, 1956, all excepted-status employees who met civil service standards for the positions they were holding were entitled to conversion to competitive status if they also met certain other requirements. By the end of June, 1957, when substantially all applications had been processed, including those accepted after the closing date because of administrative error or other proper reasons for failure to meet the dead-line, there were 288 non-indigenous employees on the rolls. These were distributed, by status, as follows:

19 in excepted status, filling positions excepted from the civil service system for various reasons under the Civil Service Act and Rules;

---

8 In cases where appropriate registers were not maintained by the Guam board but were in the Honolulu branch office or the 12th Regional Office of the Civil Service Commission in San Francisco, requisitions for personnel usually were transmitted directly to the appropriate office for action.
serving under "status quo" (those who did not qualify for conversion to competitive status); under "overseas limited" appointments in certain field positions for which no appropriate civil service registers existed; or under "temporary appointment pending establishment of register,"

competitive status employees.

The Recruitment Program

The original staff was recruited from candidates referred from any available source. They were recruited in haste, without exhaustive investigation, because of the urgent necessity to get personnel into the field to effect the transfer of administration on July 1, 1951. For this reason, the original staff included a number of unsatisfactory appointees and the early turnover in personnel was very high. As the administration stabilized, however, and it was possible to take the necessary time for proper recruitment procedures, the situation improved greatly, and at the present time the staff largely consists of dedicated, experienced, career employees, who have been with the Trust Territory government for considerable periods of time. Most employees remain with the administration as long as their services are required unless it becomes necessary to terminate for personal reasons such as health or family problems, or until they are replaced with Micronesian employees in accordance with the overall plan.

"Status quo" employees could retain their positions and classifications but could not be transferred, promoted, or reassigned unless and until they passed a civil service examination appropriate to the new position and were reached on the register for certification.

"Overseas limited employees" could be transferred, promoted, and reassigned to any position for which no appropriate register existed under Civil Service Rule VIII, Section 08.2. Because of the unique type of work involved in administration of the Trust Territory, a fairly large number of positions existed in this category.
As previously noted, a number of the original appointees were former Navy and civilian members of the previous administration. Other candidates applied from federal activities where they believed the promotion opportunities were less promising. The Department of the Interior and its Office of Territories personnel offices also referred candidates, particularly for the more important positions. Applications were solicited from the Hawaii territorial employment service and the state employment services of the various West Coast states, and from unions and professional organizations such as the Overseas Craftsman's Association of Los Angeles, California. In the summer of 1951, after Weber had returned from Washington, the writer combined two weeks temporary duty with home leave in the continental United States and interviewed candidates in Seattle, Tacoma, Portland, San Francisco, and Los Angeles, referring the applications (with evaluation of the candidates) back to Weber for final selection and appointment.

Appointment was for a period of two years from time of departure from home of record to time of departure from duty station, with the privilege of reappointment for additional two-year periods by mutual agreement. This was in contrast to the contract period of one year established by the former Navy administration and currently authorized by the Department of Commerce for Weather Bureau personnel, and the eighteen-month contract currently used by the Navy for overseas employees in Guam and other Pacific Ocean areas.

This has since been changed to become effective at time of arrival at duty station or entry on duty elsewhere. The high commissioner had the authority to reduce the contract period for the convenience of the government or to adjust inequities, such as when the employee had served more than the required period in a previous contract.
Under the terms of the employment agreement, the government agreed
to transport the employee, his dependents (spouse, children, dependent
parents), his personal and household effects (excluding automobiles and
boats) from home of record or place of recruitment to his duty station,
and return them on completion of the contract period at government expense.
The employee could, of course, resign at any time; but, if he thus abro­
gated his contract within the first year, he was required to reimburse the
government for all costs of his recruitment. If he resigned after serving
more than one year but less than the complete period, no reimbursement was
necessary but the employee was required to defray the costs of return to
his home. The government could, and often did, grant exceptions to these
penalty requirements for emergency reasons or other proper causes.

After the original staff had been appointed, a continuous recruit­
ment operation was maintained to fill new positions, to replace employees
leaving the Trust Territory administration, and to fill original positions
which had remained vacant. Ungraded positions (those in the crafts and
trades category) and positions in the lower graded clerical fields were
usually filled from local sources; at first in Honolulu, and later in Guam.
Many clerical positions in the districts were filled by appointment of
dependents. It was necessary to recruit in the continental United States
and, in a few cases, even in foreign countries for many professional,
technical and senior administrative positions. When applications were
received for positions in which no vacancy existed at the time, they were
rated and filed, and considered in order of their relative standing when
vacancies occurred, as required by civil service regulations. 12

12Section 2.302 (d), Civil Service Regulations.
Efforts were made to acquaint prospective appointees with the conditions of employment in the Trust Territory, and, if the applicant was married, to insure also that his wife and family were briefed and otherwise mentally and emotionally prepared for the life they would be required to live. Problems of isolation, occasional danger from typhoons and hazardous transportation media, scarcity of most of the luxuries and some of the necessities of modern life—and the high cost of those that were available, the restricted social life, and many other adverse factors tended to deal a shattering blow to the morale of appointees who had not been properly indoctrinated prior to arrival at their duty stations.

This indoctrination program was commenced by forwarding informational material to the candidate and, whenever possible, by arranging personal interviews with members of the personnel department or other Trust Territory employees who might be available in the recruiting area. When the employee and family arrived in Honolulu (or later, Guam) enroute to their duty stations, an orientation program arranged for them to meet various staff members and department heads who explained their functions in the organization and discussed problems of employment in areas of their cognizance. Recruits were provided with a pamphlet published by the personnel department, which was revised and brought up to date about once

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13 Arrangements had been made with the University of Hawaii to provide short-term orientation in Honolulu, but these plans were cancelled when delays in recruitment necessitated speeding recruits immediately to their duty stations.

14 In the majority of cases, employees traveled by Pan American World Airways to Honolulu, then on to Guam, and after the orientation program mentioned above and completion of the appointment processing, proceeded on to their duty stations on one of the regular logistical flights of the Trust Territory planes (see p. 40). On rare occasions, recruits for the Marshall Islands district proceeded directly to their duty station by MATS from Honolulu to Kwajalein, then to Majuro by Trust Territory plane.

15"General Information for Prospective Employees," Appendix "C."
a year and which was amplified by a mimeographed leaflet which was re-
vised at frequent intervals. In spite of these efforts, however, the 
recruits rarely arrived at their duty stations with any sound under-
standing of the conditions actually existing.

Under normal conditions, there was little reason for a highly 
qualified, competent, well-adjusted individual to leave his employment—
where he reasonably might expect increased pay and responsibility with 
continued service—to enter employment in a strange land, under adverse 
conditions, and with no guarantee of success. As a consequence, many 
applicants were failures who hoped that a new environment would bring 
a change in conditions (it rarely did!), "do-gooders" who saw an oppor-
tunity to help the Micronesians, or adventurers who grasped the chance 
to travel in far places and visit strange and exotic lands not otherwise 
available (many of these were very competent, but they tended to be 
"drifters" and usually left the organization upon completion of their con-
tract periods, or sooner). Our most successful recruits were, of course, 
the capable, qualified candidates who were unemployed through no fault of 
their own, or were in positions having no promise of advancement.

Employment conditions in the Trust Territory were so different 
from those in the United States, it was not unusual for recruits who had 
never been able to adjust satisfactorily to the usual type of routine in 
urban employment to "find themselves" in the Islands, and some of them 
became most valued employees. Conversely, many recruits with backgrounds

---

16 See Appendix "D."

17 Most of these well-intentioned people were sincere and dedicated, 
and they very often had impressive educational backgrounds. Many of 
them, however, were highly impractical and unrealistic in their approach 
to the affairs of the Micronesians, and they often did more harm than 
good.
of successful employment under normal conditions were completely unable to adjust to the situation in Micronesia. In many cases they took refuge in alcohol, always a major problem in an organization such as the Trust Territory. In a few instances those with basically disturbed emotional conditions became psychotic. Although a comprehensive physical examination was a prerequisite to employment, a number of recruits were appointed who had undisclosed histories of mental instability or chronic physical disability. The results were, in almost every case, disastrous.

Application for employment by candidates not referred by the Civil Service Commission was made by submission of Standard Form 57, "Application for Federal Employment," which contains most of the information required to determine whether the applicant is qualified to fill a vacancy in the organization. If it was apparent that there was no place in the organization for a candidate with the applicant's qualifications, his application was returned with a note of regret. If, on the other hand, it appeared that his services might be utilized, informational material was forwarded (see Appendices "C" and "D") and certain information not contained on the Standard Form 57 was requested on an "Additional Information Sheet." Particulars of employment were discussed by correspondence and/or personal interview. If, after thorough investigation, the applicant appeared to be qualified and acceptable, and if he persisted in his desire for appointment with full knowledge of the grade, wage, and conditions of employment relating to the vacancy, he was instructed to undergo

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18 The price of liquor in the Trust Territory, which until quite recently was tax free, is very low. Even at present it is priced at one-half of the price in the United States, or less.

19 The civil service procedure for appointment is standard, and will not be described in this study.

20 See Appendix "F."
a physical examination in the standard manner prescribed for federal appointment and to submit the results of the examination to the Trust Territory personnel office. If anything questionable was noted, the report was referred to the Director of Public Health for a decision as to the applicant's physical qualifications for employment, with special consideration for the type of work applied for and the environment of his proposed duty station. If he was accepted, detailed instructions concerning travel and shipment of household effects were forwarded, together with an order on the appropriate transportation agency.

In addition to the recruits obtained through civil service procedures and by Schedule "A" (later "Overseas Limited") appointments, a small number of experts, consultants, and technicians were appointed under personal service contracts to perform special projects such as surveys, service and repair of intricate machinery, and special training programs. Such appointees were outside the civil service program; for a specified sum, they performed the project for which appointed, furnishing their services for a fixed price in much the same way as they might furnish materials.

Employment Status

It will be noted that the government of the Trust Territory was semi-autonomous. The high commissioner was appointed by the President of the United States, and although administration of the affairs of the Trust Territory was the responsibility of the Department of the Interior's

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21 Applicants for transfer, already in the federal service, also were required to submit to the standard physical examination to insure their physical qualifications for employment in the Trust Territory. This was not required by the civil service regulations, but was considered vital for protection both of the candidate and of the Trust Territory government.
Office of Territories, the high commissioner might justifiably consider himself responsible directly both to the President and to the Trusteeship Council of the United Nations. Furthermore, funds to operate the Trust Territory administration were voted by the Congress in a lump sum. This lump sum was deposited to the credit of the treasurer of the Trust Territory, where it was commingled with funds derived from such sources as sale of war scrap, taxes, and receipts from transportation services. Checks in payment of wages of all employees (American and Micronesian) with the exception of the high commissioner, the judiciary, and a few appointees excepted under Schedule "C" of the Civil Service Regulations, were drawn by the treasurer of the Trust Territory, not the treasurer of the United States.

It might be stated that the Trust Territory government was an activity of the federal government but partook of many of the characteristics of a state or territorial government. As a result of this anomalous situation, the employment status of the staff was extremely questionable at the time of transfer of responsibility from the Navy to the Department of the Interior. If the Trust Territory government was in the same class as a state or territorial government, employees recruited as civil service employees of the federal government would find they were not in this category and were therefore not entitled to the retirement and other benefits of federal employment. This was particularly important to the considerable number of employees with competitive civil service status who had transferred from other government agencies with every expectation of

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22This situation occurred in American Samoa when the Department of the Interior took over administration from the Navy; employees of the territorial government forfeited their federal civil service status.
retaining their rights, perquisites, and seniority as federal employees.

In order to settle this question, the matter was referred to the Civil Service Commission for a definitive decision. On May 14, 1951, the chairman, Robert Ramspeck, confirmed the civil service status of Trust Territory employees in a letter to the Director of Personnel, Department of the Interior. These employees thereafter were considered as classified or unclassified ("graded" or "ungraded") personnel depending on the type employment for which appointed. In 1958, the classified status of Trust Territory employees paid under the General Schedule of Wages was questioned by a Civil Service Commission inspection team on the basis that such employees were compensated from commingled, grant funds, rather than funds appropriated by the congress as was required for coverage by the Classification Act of 1949, as amended. As a result, all Trust Territory civil service employees except the Schedule "C" appointees previously referred to were placed in the unclassified category. Those formerly compensated under the General Schedule were, however, brought under the Interior General Schedule, an administrative salary-fixing classification of the Department of the Interior identical with the General Schedule.

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23 Quoted in pertinent part as follows: "A careful study has been made of the question presented and the Commission has determined that American citizens recruited in the United States by the Department of the Interior for work in the Trust Territory of the Pacific Islands are performing a function of the Government of the United States and are, therefore, employees of the United States subject to the laws affecting United States Government personnel."

24 Classified personnel are those covered by the Classification Act of 1949, as amended, and paid under the Federal Employees Pay Act of 1945, as amended; these are employees in the administrative, clerical, fiscal, protective and custodial services. Unclassified personnel are artisans, laborers, and their supervisors, excluded from the Classification Act by Sec. 202(7) of the Act and compensated at rates determined by wage boards in consonance with the prevailing wage in the various local areas.

25 Sec. 202(23), Classification Act of 1949, as amended.
promulgated by law, and were known thereafter as "IGS" employees rather than "GS" employees. This change affected only the classification status of the employees, not their civil service status, and as the Civil Service Commission was no longer interested in the position classification and wage fixing program of these employees, the Trust Territory administration actually was permitted more latitude in the fixing of grades and wages under the Department of the Interior administrative schedule than was permitted by the Civil Service Commission under the Classification Act. The classes and rates of pay were identical under the two systems. Compensation for the graded employees was that prescribed by the Federal Employees Pay Act of 1945, as amended, plus a "Territorial Post Differential" amounting to 25% of the base rate for service overseas in a so-called "hardship area." Pay rates for ungraded employees were administratively fixed by the Trust Territory government at the schedule established by a Navy wage board for civilian unclassified employees at Navy installations in Guam. Ungraded employees did not qualify for any differential in pay, under the law, as their administratively-established wage was considered to include any differential to which they were entitled.

Apart from the Trust Territory government, civilians were employed by the U. S. Weather Bureau (Department of Commerce) to man weather stations at each of the district headquarters, and by the Navy for administration of the Saipan District of the Trust Territory after that district

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26 See Part II (esp. Sec. 204), Executive Order 10,000, as amended. On April 3, 1961, overseas allowances were changed to those granted foreign service employees of the State Department.

27 See Chapter IV, p. 69.
was transferred back to the Navy Department on January 1, 1953. The Weather Bureau personnel were recruited and administered by the Honolulu administrative office of that agency, which had a supervisory representative based in Guam. Navy civilian personnel were recruited for the Saipan District, along with personnel for other Navy overseas operations, through the regular Navy overseas recruitment program. The office having primary responsibility for such recruitment was the Navy Overseas Employment Office in the Federal Building, San Francisco. General administrative responsibility was exercised by the Civilian Personnel Director of the Navy headquarters on Guam.

As previously stated, the Trust Territory personnel office had nothing to do with the recruitment program for these agencies, but did maintain a close working relationship with the cognizant administrative offices in order to insure that each was aware of the current administrative policies of the others in matters relating to their Trust Territory personnel programs and to correlate those programs as far as the rules, regulations, and operating instructions of the departments would permit. There were occasional divergences of some significance, particularly in the area of compensation for Micronesian employees (as will be further discussed in Chapter VI), but the personal relationships among the personnel staffs involved were remarkably harmonious and generally quite effective.

In addition to the Weather Bureau and Navy Department civilian personnel in the Trust Territory, there is a United States postmaster in each district. These are appointed by the Post Office Department on the basis of recommendations submitted by the high commissioner, and usually are dependents of Trust Territory employees.
The Personnel Department Staff

The original staffing plan furnished by the Department of the Interior provided for a director of personnel, GS-13; a clerk-stenographer, GS-4; a classifier, GS-9; and a personnel clerk, GS-5. Considering the paperwork incident to recruiting a staff and establishing a comprehensive personnel program for both American and Micronesian employees, in addition to the top-level planning and programming which devolved upon the director, it was immediately apparent that this staff—which had been established with the thought in mind that the Headquarters would be located on Saipan where recruitment procedures would involve substantially no interviewing and would be much simpler—was inadequate to meet the requirements of the situation. Accordingly, in April, 1951, Director of Personnel Weber established the position of assistant director of personnel and offered it to the writer, who entered on duty May 1, 1951. Weber left the Trust Territory administration on February 8, 1952, and the writer was detailed as acting director of personnel, effective from that date, and was promoted to director of personnel, GS-12, on August 17, 1952.

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28 Authorised staff positions as of June 30 for the years 1952-1961 are shown on Table X, p. 84.
29 See p. 53.
30 By transfer to the Civil Service Commission headquarters in Washington, D. C.
31 As the Civil Service Commission qualifications standards required one year of experience at the next inferior rating as a prerequisite for promotion at this grade level, the writer did not qualify for a "two-step" promotion from GS-11 to GS-13. The position was down-graded to GS-12 for incumbency by the writer, then reclassified to the GS-13 level on January 27, 1957, after the writer met the "time-in-grade" requirement for promotion. He retired from the federal civil service on January 30, 1960, in this grade after completing more than 30 years of government service.
Table X. Personnel Department Staff, 1952-1961
(As of June 30)

<table>
<thead>
<tr>
<th>Year</th>
<th>Position</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>1952</td>
<td>Personnel Director (vacant)</td>
<td>GS-13</td>
</tr>
<tr>
<td></td>
<td>Ass't Personnel Director</td>
<td>GS-11</td>
</tr>
<tr>
<td></td>
<td>Personnel Assistant</td>
<td>GS-9</td>
</tr>
<tr>
<td></td>
<td>Supervising Safety Insp.</td>
<td>GS-7</td>
</tr>
<tr>
<td></td>
<td>Personnel Technician</td>
<td>GS-5</td>
</tr>
<tr>
<td></td>
<td>Employment Supervisor</td>
<td>GS-5</td>
</tr>
<tr>
<td></td>
<td>Personnel Clerk</td>
<td>GS-4</td>
</tr>
<tr>
<td></td>
<td>Secretary-stenographer</td>
<td>GS-4</td>
</tr>
<tr>
<td></td>
<td>Personnel File Clerk</td>
<td>GS-3</td>
</tr>
<tr>
<td>1953-54</td>
<td>Personnel Director</td>
<td>GS-12</td>
</tr>
<tr>
<td></td>
<td>Personnel Assistant</td>
<td>GS-9</td>
</tr>
<tr>
<td></td>
<td>Personnel Technician</td>
<td>GS-7</td>
</tr>
<tr>
<td></td>
<td>Employment Supervisor</td>
<td>GS-6</td>
</tr>
<tr>
<td></td>
<td>Personnel Clerk</td>
<td>GS-4</td>
</tr>
<tr>
<td></td>
<td>Secretary-stenographer</td>
<td>GS-4</td>
</tr>
<tr>
<td>1955-56</td>
<td>Personnel Officer</td>
<td>GS-12</td>
</tr>
<tr>
<td></td>
<td>Personnel Assistant</td>
<td>GS-9</td>
</tr>
<tr>
<td></td>
<td>Personnel Assistant</td>
<td>GS-7</td>
</tr>
<tr>
<td></td>
<td>Personnel Clerk</td>
<td>GS-5</td>
</tr>
<tr>
<td></td>
<td>Secretary-stenographer</td>
<td>GS-5</td>
</tr>
<tr>
<td></td>
<td>Clerk-typist</td>
<td>GS-3</td>
</tr>
<tr>
<td>1957</td>
<td>Personnel Officer</td>
<td>GS-13</td>
</tr>
<tr>
<td></td>
<td>Personnel Assistant</td>
<td>GS-9</td>
</tr>
<tr>
<td></td>
<td>Personnel Assistant</td>
<td>GS-7</td>
</tr>
<tr>
<td></td>
<td>Personnel Clerk</td>
<td>GS-5</td>
</tr>
<tr>
<td></td>
<td>Secretary-stenographer</td>
<td>GS-4</td>
</tr>
<tr>
<td></td>
<td>Clerk-typist</td>
<td>GS-3</td>
</tr>
<tr>
<td>1958-59</td>
<td>Personnel Officer</td>
<td>IGS-13</td>
</tr>
<tr>
<td></td>
<td>Ass't Personnel Officer</td>
<td>IGS-11</td>
</tr>
<tr>
<td></td>
<td>Employment Supervisor</td>
<td>IGS-7</td>
</tr>
<tr>
<td></td>
<td>Personnel Clerk</td>
<td>IGS-5</td>
</tr>
<tr>
<td></td>
<td>Secretary-stenographer</td>
<td>IGS-4</td>
</tr>
<tr>
<td></td>
<td>Clerk-typist</td>
<td>IGS-3</td>
</tr>
<tr>
<td>1960</td>
<td>Personnel Officer</td>
<td>IGS-12</td>
</tr>
<tr>
<td></td>
<td>Ass't Personnel Officer</td>
<td>IGS-11</td>
</tr>
<tr>
<td></td>
<td>Personnel Clerk</td>
<td>IGS-6</td>
</tr>
<tr>
<td></td>
<td>Clerk-stenographer</td>
<td>IGS-4</td>
</tr>
<tr>
<td></td>
<td>Clerk-typist</td>
<td>IGS-3</td>
</tr>
<tr>
<td>1961</td>
<td>Personnel Officer</td>
<td>IGS-13</td>
</tr>
<tr>
<td></td>
<td>Ass't Personnel Officer</td>
<td>IGS-11</td>
</tr>
<tr>
<td></td>
<td>Personnel Clerk</td>
<td>IGS-6</td>
</tr>
<tr>
<td></td>
<td>Secretary-stenographer</td>
<td>IGS-5</td>
</tr>
<tr>
<td></td>
<td>Clerk-typist</td>
<td>IGS-4</td>
</tr>
</tbody>
</table>

a In 1954 all secretaries were attached to the Administration Department for administrative purposes and detailed to the various operating departments on a full-time basis. Included herein because actually performing the same duties as while listed as attached to the Personnel Department in prior and succeeding years.

b See footnote 31, p. 83. At the time the writer retired in 1960, his assistant, H. Raymond Uehara, succeeded him, but faced the same restriction for promotion. The procedure of downgrading the position for Uehara's incumbency was followed, and the position was restored to its proper grade and Uehara promoted to GS-13 after his "time-in-grade" requirement had been met.
In addition to the position of assistant personnel director, several personnel clerks were required to interview candidates and process appointments. In 1952 there were nine authorized positions in the personnel department. After the position of supervisory safety inspector was vacated (see Chapter VII), it remained on the books for some time but proved impossible to fill satisfactorily at the grade level necessitated by budget restrictions, so the duties were assigned to the director of public safety and the position in the personnel department was cancelled. After the original appointments had been made, and particularly after the headquarters was moved to Guam where contact with the field offices was greatly facilitated, the number of staff members of the personnel department gradually decreased until there were only five persons performing personnel functions on a full-time basis (See Table X).

Functions of the Personnel Department

In addition to the recruitment program, the personnel officer and his staff were responsible for the following duties and programs:

1. Formulating personnel policy, recommendation to the high commissioner, and promulgation upon his approval. In practice, routine policy matters were handled by the personnel officer under delegated authority,

32 Abstracted from the official position description of the Director of Personnel (Standard Form 75, Position Description 5066 dated June 29, 1956 and approved by the Department of the Interior January 24, 1957). Distribution of duties and functions among members of the personnel department staff (1958) is shown in Figure 19.

33 Originally titled "Director of Personnel," this position later was called "Personnel Officer" (which also was the title of the civil service classification series) for administrative reasons by the Department of the Interior. The grade, classification, duties, and responsibilities were not affected by this title change, and both titles were thereafter used interchangeably by different agencies and under different circumstances.
TRUST TERRITORY OF THE PACIFIC ISLANDS
PERSONNEL DEPARTMENT
FUNCTIONAL ORGANIZATION PLAN

HIGH COMMISSIONER 08-301-18

DEPUTY HIGH COMMISSIONER 08-301-16

PERSONNEL OFFICER 08-201-13

CLERK STENOGRAKR 05-312-6

1. Acts as Secretary to the Personnel Office; types correspondence from memorandums and notes and prepares miscellaneous clerical assignments.
2. Requests routine correspondence relating to the Personnel Office and the Trust Territory Personnel Office.
3. Maintains departmental correspondence files.
4. Answers office telephone, provides information when possible, takes written messages and makes appointments for the Personnel Office.

ASSISTANT PERSONNEL OFFICER 08-201-11

PERSONNEL ASSISTANT 08-201-7

PERSONNEL CLERK 05-203-5

1. Assists in preparing personnel policies and procedures.
2. Maintains personnel files.
3. Requests routine correspondence relating to the Personnel Office and the Trust Territory Personnel Office.
4. Answers office telephone, provides information when possible, takes written messages and makes appointments for the Personnel Office.

CLERK TYPEST 05-322-3

1. Performs clerical duties for Personnel Office; types correspondence and prepares miscellaneous clerical assignments as directed.
2. Acts as Secretary to the Personnel Office; types correspondence from memorandums and notes and prepares miscellaneous clerical assignments.
3. Requests routine correspondence relating to the Personnel Office and the Trust Territory Personnel Office.
4. Maintains departmental correspondence files.
5. Answers office telephone, provides information when possible, takes written messages and makes appointments for the Personnel Office.

FIGURE 19. FUNCTIONAL ORGANIZATION PLAN, PERSONNEL DEP'T
2. Position classification and pay administration. Determination of the proper classification for all graded and ungraded positions, and determination of the proper pay rates for ungraded civil service and all Micronesian positions. (The pay of positions falling under the Classification Act is fixed by the Congress).


4. Employee development. Formulation and administration of training and employee development programs for all personnel, both civil service and Micronesian. In addition to administering the programs, the personnel staff conducted classes in important programs, on Guam.

5. Employee relations and services. Devising, installing, and administering programs for recreation; and the handling of employee grievances, relations with employee groups, and the dependents' educational program.

6. Employee recognition and incentives. Local administration of the Department of the Interior Incentive Awards Program, by which cash awards and letters of commendation are given for suggestions to improve the administrative program, effect economies in operations of the government,

The schools for the indigenes were usually taught in the native language, and were otherwise unsuitable for American children because of curriculum and program content. The administration furnished Calvert Courses and other home study materials for employees' dependents in the early days of Department of the Interior administration. Later, the employees formed local school districts and, with advice and some financial aid from the government, established their own schools; the personnel department assisted in the technical aspects of teacher recruitment. In 1961 this program was included in the overall educational program and staffed with civil service teachers.
Increase efficiency, etc. This program includes both civil service and Micronesian employees.

7. Program evaluation. The personnel program necessarily was subject to continuous evaluation, and field activities were inspected semiannually (on the average) to observe their efficiency, compliance with directives, employee relations, and general conformance with the prescribed program. Improvements were made where indicated. The personnel director also was designated as an inspection officer by the Department of the Interior and, as such, organized teams to inspect all aspects of administrative operations, and submitted an annual report to the Department summarizing the results.

8. Workmen's compensation. All claims for adjusted compensation for illness or injury resulting from industrial accident or health hazards were the responsibility of the personnel department. Originally, under the Navy Department, employees were covered by the Federal Compensation Act, but this was discontinued under Interior administration, which insured itself. Each claim was considered by a board, of which the personnel officer was, ex officio, member and recorder. In 1956 the program was turned over to a private insurance company, but the personnel officer continued to administer the program to insure proper performance by the company.

9. Industrial safety program. The personnel department administered an aggressive accident prevention program, including both American and Micronesian workers, which was related to the compensation program.

10. The motor vehicle driver testing program. As required by Public Law 766, this program was administered by the personnel department. For

35 The employees compensation program and the safety program will be discussed in detail in Chapter VI.
a period of about a year (1956-57) the personnel department also assigned vehicles and administered the motor pool.

11. Personnel records and reporting. The personnel officer required periodic reports from all field administrations on operation of the various aspects of the personnel program; and, similarly, submitted to the Department of the Interior and the Civil Service Commission reports on program operation and effectiveness for the Trust Territory as a whole. Personnel files for all civil service employees, correspondence files on personnel matters, and all personnel records were maintained in the personnel department.

Evaluation of the Scope of the Personnel Program

The program outlined above compares very favorably with the modern concept of a comprehensive personnel program. Professor Felix A. Nigro, one of the leaders in the field of modern personnel administration, outlines the scope of his idea of the complete and proper personnel program as follows:

1. Development of a sound organization structure for carrying out the personnel program, one in which the responsibilities of all those participating in the program are clearly defined.

The Trust Territory personnel department was organized along functional lines with the duties of each staff member clearly defined, as shown on Figure 19 (page 86). It must be emphasized that the personnel department is a staff agency; and its function is to formulate programs, in the field of personnel administration, for the guidance of line supervisors. The personnel officer has no direct authority over any employees other than the staff of the personnel department, and his promulgation and administration of personnel programs is under authority delegated by the high commissioner, and in the high commissioner's name. Such authority
was granted by a written blanket delegation of authority to take all actions necessary to the proper administration of the personnel program, other than the determination of policy.

2. Systematic and flexible position classification and the establishment of a just salary plan, taking into account the strong competition which the private sector offers.

In the formulation of the personnel program for Micronesian employees, the policy of position classification (as opposed to "rank" classification) was adopted, and the position classification program is under continuous scrutiny and revision, as will be discussed at some length in Chapter VI. The personnel department also classifies all federal civil service positions in the organization, under authority delegated by the Civil Service Commission through the Department of the Interior. In the discussion of the Micronesian wage plan it will be noted that competition from the private sector is not one of the problems inherent in this program, but there are many other problems not considered by Professor Nigro.

3. A well-conceived recruitment plan and the attraction of good candidates by means of imaginative and aggressive recruiting techniques.

The difficulties inherent in the recruitment of civil service personnel have been described, and the program of recruitment of Micronesian employees will be discussed in the next chapter. The personnel department fully concurs with Professor Nigro's thesis and has made every effort within its ability to follow the pattern he recommends, but the Trust Territory program presents unique problems which make the successful fulfillment of this pattern exceedingly difficult because of conditions which would not be encountered in a society developed to a higher social and cultural level.
4. A sound system of selection, assuring the appointment of only the most qualified candidates and their placement in the jobs for which they are the best fitted.

The comments regarding the preceding item are also appropriate here. In a situation in which most recruitment for civil service positions is done by correspondence from a distance of 4,000 miles, and the recruitment of Micronesians is restricted by the almost universal lack of basic qualifications (see Chapter V), selective recruitment is subject to difficulties almost unknown in the normal employment program. Nevertheless, the desirability of Professor Nigro's selection program is fully appreciated and it continues to be a goal toward which the efforts of the personnel department are aimed.

5. Comprehensive in-service training programs, aimed at improving the skills of the employees, raising their morale, and preparing them for promotions.

As noted in Item 4 of the personnel director's position description, this is an important aspect of the Trust Territory personnel program, particularly as it relates to the Micronesian staff. Details of this program will be discussed in Chapter VII.

6. A satisfactory plan for the periodic evaluation of the efficiency of the employees in order to improve their performance and to identify the most competent ones.

This aspect of the Trust Territory personnel program also is specifically noted in the personnel officer's position description, in Item 7. The Department of the Interior's performance rating program is administered for the civil service employees, but an entirely different program, better suited to the characteristics of the Micronesian working force and the purposes of the Trust Territory government, was devised and implemented for the indigenous employees. This program will be described in detail in Chapter V.
7. A plan of promotions based principally on the merits of the aspirants, with the object of establishing a career system by means of which good people are brought into the service and, in accordance with their performance, are moved up the line until they reach the highest ranking positions.

The Trust Territory administration participates fully in the federal government’s promotion program for civil service employees, under administration of the Civil Service Commission. This policy is one of the principal objectives of the Micronesian personnel program, which aims to replace American employees with Micronesians as they become qualified to perform the required duties in a satisfactory manner. (See page 94).

8. Constant efforts to improve the human relations skills of supervisors and in general to assure proper attention to human relations factors.

This aspect was specifically included in the in-service training program by making the Supervisory Development Course, which deals with human relations in relation to supervision, mandatory for all supervisory and potentially supervisory personnel.

9. A complete program for maintaining the morale and discipline of the employees at a high level.

A work force composed of the best possible recruits, directed by competent leaders in accordance with a forward-looking personnel program, and assured of fair and just treatment, may be expected to have the highest degree of morale the conditions of employment will permit, and the total effort of the personnel program is pointed to that end. Disciplinary procedures are discussed in Chapter V, and employee relations and morale are considered in Chapter VIII.

In addition to the basic functions Professor Nigro considers in the above listing, the Trust Territory personnel department promotes and

maintains an aggressive accident prevention and industrial safety program, with its concomitant responsibility for adjusted compensation, as noted in Item 9 of the personnel officer's position description. Because of the unsophisticated nature of the Micronesian employees and their lack of appreciation of the perils inherent in industrial employment, their characteristic attitude toward critically dangerous conditions and situations is one of indifference, or even amusement, as will be discussed in Chapter VII. The safety program is considered by the Trust Territory government to be of major importance both from the humanitarian and the financial standpoints.

Employment of Micronesians

This thesis is a case study of the application of the personnel program outlined above to the indigenous Micronesian employees of the government of the Trust Territory of the Pacific Islands.

When the Department of the Interior assumed administrative responsibility for the government of the Trust Territory on July 1, 1951, there were 1,539 indigenous employees on the Navy rolls. They did not fit into any existing personnel category of the Department of the Interior. Because of the considerable difference in the organization of the new government it was considered neither practicable nor desirable to apply the Navy program of personnel administration to the Micronesians on a permanent basis.

The Department of the Interior approach to its responsibilities for Micronesian employees was promulgated by the Acting Secretary of the Interior on April 23, 1957, but this document merely formalized the firm


38 See Chapter I, p. 4.
policy which had been effect from the very beginning of Department of the Interior administration. Micronesian employees were to be utilized whenever and wherever possible, and would replace American employees as fast as they could qualify through education, training, and experience. The ultimate aim (admittedly somewhat unrealistic, and to be realized in the indefinite future, if at all) was to staff the Trust Territory government entirely with Micronesians except for the high commissioner, a small staff of experts to assist him, and a district administrator in each of the districts. It was anticipated that the staff assisting the high commissioner would include agriculturists and marketing and trade specialists, and the district administrators would act more as advisers than executives (much in the way the British governors-general represent the Crown in members of the British Commonwealth of Nations), but with veto power.

Development of a comprehensive, effective personnel program for Micronesian employees was therefore a primary objective of the personnel department, and as soon as the transfer was complete steps were taken to this end. As a preliminary, the writer (then assistant director of personnel) made a field trip to all districts during November and December, 1951, and conducted meetings of the district staffs in order to obtain data and background information on which to establish a proper Micronesian personnel program, to become familiar with working conditions, review the established positions, to hear complaints, and explain the Civil Service Act and Rules and the Trust Territory personnel program to the employees, both Micronesian and civil service. This visit disclosed considerable staff confusion and misunderstanding of the Trust Territory government's aims, objectives, and methods, and proved invaluable in providing the
writer with an understanding of the actual conditions in the area, as a background in devising an appropriate personnel program. It became a policy of the personnel department thereafter that all personnel department staff in positions where policy was made or influenced would be required to acquire first-hand knowledge and understanding of the employees, their jobs, and their environment, through regular visits to the field areas where the work actually was being done.

Many aspects of the federal personnel program of the United States government were clearly inappropriate for Micronesian employees, as will be discussed in detail in the following chapters. It was necessary, therefore, to proceed carefully in the light of limitations imposed by the qualifications of the employees themselves, their working environment, and the difficulties of administration created by distance, logistics, communications, and availability of funds. This case study will attempt to describe what was done and the degree of success achieved.

General Problems of Administration

There were a large number of administrative problems inherent in this program, and many of them had no ready solution. They basically fell into the three fields of transportation, finance, and communications.

Distances involved must be borne in mind constantly when the problem of maintaining contact with the field situation is considered. Even from the headquarters in Guam—and Honolulu is more than two thousand miles further eastward—a trip to the district headquarters at Majuro is

39 This knowledge and understanding also was particularly important in classifying civil service positions, in accordance with Civil Service Regulations (Title III, Classification Act of 1949, as amended).
about equidistant to a trip from Denver to Charleston, South Carolina. Other distances from Guam would be: to Ponape, about the same as from Denver to Memphis; to Truk, Denver to Oklahoma City; to Saipan, Denver to Cheyenne; to Yap, Denver to Sacramento; and to Koror, Denver to a point in the Pacific Ocean about a hundred miles west of Los Angeles. Plane service was on a weekly basis, subject to frequent delays and flight cancellations to permit repairs or make emergency flights to other destinations, and was rigidly restricted by space limitations (the two-motor planes could carry no more than 12 passengers at one time), so that only a situation of considerable urgency could insure the priority essential to certain transportation.

Hotel facilities in Majuro, Ponape, and Yap were minimal, and entailed discomfort in greater or lesser degree. Finally, there was always a considerable factor of danger involved, which was largely disregarded by the staff; they "got used to it." However, the entire situation mitigated against close contact between the headquarters and the field operating areas.

A factor of the finance problem was lack of adequate funds to recruit all the staff required to do a completely satisfactory job. As a case in point, the position of training supervisor was established and filled for a brief period, but the budgetary situation would not permit filling the job again after initial efforts to replace the former incumbent failed.

One of the planes crashed and sank while making a water landing at Koror (fortunately, no one was seriously injured). On numerous occasions failure of one of the two engines has created tense situations which were met successfully only by a combination of flying skill on the part of the pilots and a large measure of luck. Two Trust Territory people (one dependent, one employee) have been killed in plane accidents while traveling to and from their duty stations in the field.
Perhaps more important, funds were not available for benefits and perquisites which certainly, in the case of American employees, would have improved morale and would have made employment by the Trust Territory more inviting. There might be some question as to the propriety of providing employee benefits, such as free schools for the children, commissary stores with food at inexpensive prices (such as were maintained by the armed forces, and had been operated in the Trust Territory under the Navy administration), and adequate amounts for libraries, public transportation facilities, and recreational equipment. However, even in Guam, Trust Territory employees were at a disadvantage in comparison with civilian employees of the Navy and Air Force, who were privileged to buy groceries at the commissary stores, miscellaneous items at the post exchanges, liquor at a substantial discount, and cheap gasoline, through post exchange facilities. Navy civilian employees were recruited for a period of 18 months as against the Trust Territory period of two years, and they had certain other privileges such as transportation without cost via MATS and MSTS.

Adequate funds would also have permitted a "crash program" of building, to replace the antiquated Quonset huts with new and modern

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41 The personnel department administered a small fund for recreational equipment, which was used primarily for the benefit of Micronesian employees. It was incumbent upon Trust Territory employees to manufacture their own amusement, to a large extent. The personnel department did sponsor a 16-mm. motion picture film exchange program for several years, until private operators and the local employees' clubs (which exist in each district) were able to take over the program.

42 In 1958, arrangements were finally made to permit Trust Territory employees to participate in this "R&R" (Rest and Rehabilitation) program, but it was of no practical value to field employees as it was completely on a "space available" basis, which permitted employees to use transportation space not otherwise committed. Availability of such accommodations could not be anticipated, so it was impossible for an employee from the districts to time his arrival in Guam coincident with the availability of transportation.
housing, and to provide many other improvements and minor luxuries; to build roads and improve the airfields, and to improve the sea and air transportation system. In many other areas such as in the educational program, increased funds could have been utilized to good advantage but comments herein are restricted to aspects related to the personnel program.

The problem of communications was twofold: communications between field operations areas and headquarters, and communications between the Micronesian and American staffs. The first suffered somewhat, as might be expected, from the infrequent mail service (air-mail once a week, boat mail every couple of months), although emergency matters could be—and usually were—handled by dispatch or voice radio; and the restrictions on travel previously referred to.

The second aspect of the problem was more difficult, if less complex; few Micronesians could speak any English, and (excepting a few government anthropologists) no Americans could speak the local languages. The approach to this problem was threefold: (1) an attempt was made to teach Micronesian employees to speak English; (2) an attempt to teach the Americans to speak the local languages; and (3) employment of a substantial number of Nisei, who could communicate with Japanese-speaking Micronesians. The last provided the only immediate relief. Although the first program was not conducted in a very consistent or effective manner, it did bring gradual improvement, but the second was largely ineffectual because few Americans took the trouble to learn much about the Micronesian

43Although new construction has been progressing at an accelerating rate during the Department of the Interior administration, many of the World War II temporary structures erected by the Navy in 1944 still are in use.

languages, and practically none acquired sufficient knowledge to use them on a functional basis. The few who did try often left the Trust Territory organization, or were transferred to a different district with a different language, before their knowledge was of any great use to them.

Techniques of Administration

It will be noted from the organizational charts of the various districts (Figures 12-18, pages 62-68) that there were no personnel staff members located in the field. All personnel actions at the district level—the operational level—were handled by the administrative assistants, and these were general administrators, often with little knowledge of technical personnel administration. It was necessary, therefore, for the personnel department at headquarters to take such steps as were possible to insure that the personnel program would be efficiently administered. This was handled by the following means, and with generally satisfactory results:

1. Training. Administrative assistants in the districts were given an intensive training course in the aspects of personnel administration with which they would be concerned, at the headquarters, before entering on duty. After entry on duty they were required to take the Supervisory Development Course (which was mandatory for all other supervisors, as well). Thereafter, they were detailed to temporary duty at headquarters from time to time for "refresher training" or group conferences on personnel matters.

2. Promulgations and manuals. Instructions were codified and published in a comprehensive Trust Territory Personnel Manual (hereafter referred to as the Personnel Manual) and the Title & Pay Plan for Micronesian Positions (hereafter referred to as the Title & Pay Plan), which attempted to give explicit instructions and directions in readily accessible, easily understood form. These were revised as necessary and were amplified from time to time.
by correspondence and circular letters.

The first promulgations relating to the personnel program were circular letters, memoranda and, in specific cases, correspondence. Upon the return of the writer from the 1951 field trip the comprehensive program for both Micronesian and civil service personnel was published in the Personnel Manual. This consists of a cover and sheets in loose-leaf form. Corrections and amendments are made by issuance of replacement sheets containing the revised material and destruction of the superseded sheets. Each chapter is devoted to a particular aspect of the personnel program, and sheets are numbered by chapter, part, and sheet number.

Chapter titles are: Accessions; Working Schedules; Position Changes; Separations (Part A, Involuntary Separations; Part B, Resignations; and Part C, Transfers); Conduct; Appeals; Employee Relations (Part A, Incentive Awards; Part B, Recreation; Part C, Grievances; Part D, Group Relations; Part E, Employee Services; Part F, Fund-Raising Campaigns, and Part G, Uniforms); Health, Safety, Employees' Compensation, and the Motor Vehicle Operator Testing Program; Training; Position Classification; Wage Administration (Part A, Graded Positions; Part B, Ungraded Positions); Performance Ratings and Standards (Part A, Performance Ratings; Part B, Performance Standards for American Employees; Part C, Performance Standards for Micronesian Employees); Leave (Part A, Annual Leave; Part B, Sick Leave; Part C, Administrative Leave; Part D, Leave Without Pay; Part E, Maternity Leave); Reduction in Force; Travel, Per Diem and Transportation of Household Effects; Retirement; Death (Part A, Civil Service Employees; Part B, Micronesian

45 See page 94.

46 For example, page 7B.3 would be page 3 of Part B of Chapter 7. The date of issuance also is shown, in parenthesis (as 7/19/57).
Employees); Insurance (Part A, U. S. Government Group Life Insurance; Part B, War Agencies' Employees Group Insurance; Part C, Group Insurance for Personal and Household Effects); Personnel Records, Reports and Files; Unemployment Compensation; and Inspection.

Considerable thought was given to the desirability of publishing two different personnel manuals, for the Micronesian and civil service programs respectively, but as many aspects of the overall program were identical for both groups, such as the safety program, and others were similar, such as the appeals procedure, it was decided that the convenience of a single reference for all personnel matters outweighed any confusion that might result from inclusion of both programs in one manual. Experience has proved it to be a very satisfactory device.

(3) Reports and returns. The personnel department at headquarters required monthly, quarterly, semiannual, and annual reports concerning various aspects of personnel administration from the district administrators, and from these reports was able to obtain statistics and information indicating the conditions existing in the personnel programs of the various field operating units.

(4) Surveys and inspections. It was the policy for the personnel officer, the assistant personnel officer, or the employment supervisor to visit each district for a week (from one plane to the next) at approximately semiannual intervals. During these visits, the personnel records and files were inspected; training classes were held in programs which needed emphasis; personnel problems were discussed with the line

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47 Not all of these topics were contained in the original promulgation, but were added—and the original instructions were revised—as new programs were inaugurated and changes were made in the existing programs.
administrators, and personnel problems with the various employees; certain positions might be surveyed in connection with possible reclassification action; any changes in operating procedure would be considered in the light of their effect on the personnel program; civil service examinations might be given; and, in general, the over-all program in the district was evaluated for adequacy and effectiveness as far as conditions permitted.

In addition to the foregoing, occasional inspection tours were conducted by experts in certain fields. The most important instances in this aspect of the program were inspections conducted in 1957, 1958 and 1959 by professional safety program administrators on loan from Naval activities on Guam (see Chapter VII). These inspections covered all aspects of industrial safety, fire prevention, and motor vehicle safety; and included training, inspecting, and reporting. Certain other inspections or surveys of particular situations relating to the personnel program were conducted from time to time, ordinarily by members of the high commissioner's staff outside the personnel department. These usually were combined with projects of their own in the same districts which required their presence.

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The personnel officer was a member of the Guam Board of Civil Service Examiners.
CHAPTER V

GENERAL ADMINISTRATION OF MICRONESIAN EMPLOYEES

Certain factors must be accorded due consideration in the employment of Micronesians. In the first place, rank, caste and clan are very important in their personal relationships, and care must be exercised in assigning Micronesian employees compatibly. An employee of caste higher than his supervisor simply would not take orders from him, nor would an employee of one clan work with one of an antagonistic clan. Furthermore, the level of competence to be expected is, in almost every case, much lower than in a more sophisticated, industrialized society. The qualifications of a Micronesian carpenter or mechanic, for example, would rarely, if ever, be as high as those of an American or German craftsman. Aggressiveness varies considerably from group to group. For this reason, Micronesians do not readily become strong supervisors. They characteristically display little initiative, which results in a need for more and closer supervision than is required for workers in the Western world. Of course, these generalizations are subject to exception in individual cases, but the personnel administrator must plan his programs with these group characteristics in mind.

Historical Development of the Micronesian Personnel Program.

The Naval administration laid down certain general precepts for the employment of Micronesians in the districts, as follows:

The responsibility for the control and supervision of the employment of civilian labor is well defined and placed upon a

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1 Confirmed by discussion with Jetnil Felix, Marshallese supply officer at Majuro, on February 23, 1962.
single designated officer, who is directed to register and classify all available manpower, to inspect and recommend wages, hours and other working conditions, to assign labor and pass upon transfers, reassignments, promotions, and reclassifications, to perform job analysis, and to maintain current statistics. Employees have the right to appeal to the Civil Administrator, and must be so informed. Promotion or pay increases usually require a year (in one case, two years) of satisfactory service, although especially meritorious cases may be increased after six months' service, and, under very exceptional circumstances, after thirty days.

Appointments are made at the minimum rate. Employees are subject to a previous physical examination, must have no criminal or "notoriously disgraceful" conduct record, must be of sober habits, and loyal to the United States. They must be at least 16 years of age (12 for half-pay status). Appointments are probationary for 30 days. Veterans, if qualified, are given appointment preference. An 8-hour day and a 40-hour week are standard, with .02 per hour extra for night work. Overtime and holidays are provided for. Noon-day or other meals may be served without charge. The government agencies are not to compete unfairly for labor against private enterprise. However, contractors may secure permission to hire native people "only through the Civil Administration Unit."

The foregoing appears to be the outline of a basically sound personnel program, although it obviously follows the U. S. Civil Service Act and Rules, and certain aspects of this program are of questionable applicability to Micronesians. The requirement that the Micronesians be "loyal to the United States" when they are not United States citizens seems somewhat paradoxical, as does the veterans' preference clause. It is hard to see how any Micronesians could have been veterans (except, perhaps, of the Japanese forces) in the period 1945 to 1950. The qualifications of the average Naval officer to classify manpower, recommend wages, classify positions, and perform other highly technical personnel functions might also be subject to question.

As far as can be determined by interviewing Micronesians and former Naval officers and civilian personnel who were involved in this program,

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2Report of Management Survey, I, Table No. 2, opposite p. 34.
the operation of the Micronesian personnel program was handled in a somewhat erratic, not to say haphazard, manner. It varied greatly among the districts, and under different commanding officers in the same district. There was no provision on the high commissioner’s staff for responsibility for a specific personnel program for Micronesian employees, so there could have been little or no control or supervision over the program as outlined. The procedures appear to have been adequate to meet the needs of the immediate situation in the various districts, but they were neither integrated nor comprehensive.

Immediately after assuming responsibility for the Trust Territory government, therefore, the Department of the Interior administration’s personnel department commenced establishment of a complete personnel program that would apply throughout the entire territory, provide procedures to insure protection of the rights and privileges of the workers and at the same time protect the government as an employer, and incorporate the best and most advanced thinking in public personnel administration, tailored to meet the particular conditions existing in Micronesia. These conditions differed so widely from those prevailing in the usual United States communities that the program which finally emerged differed radically from American programs in many ways. Scope of the program is outlined in Chapter IV.

At the time of the management survey of the Trust Territory in 1950 (see page 39) a total of 1,089 Micronesian employees was employed by the Trust Territory government, distributed by location and department as shown on Table XI. In addition, large groups of laborors were employed from time

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3 Ibid., p. 37. The reference notes the possible relationship of such a program to the total Native Affairs program.
### TABLE XI. DISTRIBUTION OF EMPLOYEES OF THE TRUST TERRITORY GOVERNMENT, 1950
(Excluding Island Trading Company personnel)

#### MICRONESIAN EMPLOYEES

<table>
<thead>
<tr>
<th>Location</th>
<th>Administration</th>
<th>Judiciary</th>
<th>Operations</th>
<th>Constabulary</th>
<th>Political Aff. &amp; Legal</th>
<th>Economics</th>
<th>Public Health</th>
<th>Public Works</th>
<th>Education</th>
<th>Finance &amp; Supply</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Commissioner's Office</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
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<td></td>
<td></td>
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<tr>
<td>Truk Headquarters Office</td>
<td></td>
<td>3</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4</td>
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<tr>
<td>Guam Liaison Office</td>
<td></td>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Saipan District</td>
<td>8</td>
<td>29</td>
<td>7</td>
<td>48</td>
<td>51</td>
<td>4</td>
<td>23</td>
<td>170</td>
<td></td>
<td></td>
<td>4</td>
</tr>
<tr>
<td>Tinian</td>
<td></td>
<td>4</td>
<td>18</td>
<td></td>
<td></td>
<td></td>
<td>22</td>
<td></td>
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<tr>
<td>Rota</td>
<td></td>
<td>1</td>
<td>2</td>
<td>7</td>
<td></td>
<td></td>
<td>10</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>District totals (8)</td>
<td></td>
<td>(30)</td>
<td>(7)</td>
<td>(54)</td>
<td>(76)</td>
<td>(4)</td>
<td>(23)</td>
<td>(202)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Koror District</td>
<td>1</td>
<td>2</td>
<td>13</td>
<td>33</td>
<td>70</td>
<td>8</td>
<td>21</td>
<td>165</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yap</td>
<td></td>
<td>1</td>
<td>13</td>
<td>11</td>
<td>20</td>
<td>6</td>
<td>1</td>
<td>54</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>District totals (1)</td>
<td></td>
<td>(9)</td>
<td>(36)</td>
<td>(9)</td>
<td>(13)</td>
<td>(44)</td>
<td>(90)</td>
<td>(14)</td>
<td>(3)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Truk District</td>
<td></td>
<td>(38)</td>
<td>38</td>
<td>41</td>
<td>59</td>
<td>5</td>
<td>7</td>
<td>207</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Ponape District</td>
<td></td>
<td>19</td>
<td>33</td>
<td>5</td>
<td>38</td>
<td>41</td>
<td>59</td>
<td>5</td>
<td>7</td>
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<td></td>
</tr>
<tr>
<td>Majuro District</td>
<td>1</td>
<td>20</td>
<td>3</td>
<td>47</td>
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<td>5</td>
<td>14</td>
<td>229</td>
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</tr>
<tr>
<td>Kwajalein</td>
<td></td>
<td>1</td>
<td>8</td>
<td></td>
<td>5</td>
<td></td>
<td>14</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>District totals (2)</td>
<td></td>
<td>(20)</td>
<td>(37)</td>
<td>(3)</td>
<td>(1)</td>
<td>(52)</td>
<td>(109)</td>
<td>(5)</td>
<td>(14)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grand Totals</td>
<td>11</td>
<td>3</td>
<td>58</td>
<td>178</td>
<td>24</td>
<td>60</td>
<td>259</td>
<td>383</td>
<td>48</td>
<td>65</td>
<td>1,089</td>
</tr>
</tbody>
</table>

Source: Report of Management Survey, I, Table I.
to time to perform specific jobs, such as shiploading operations. The Naval administration, particularly in the Marshalls, recruited many employees from islands other than the job location. These employees were placed under contract for a fixed period (at first, usually 6 months, and later, one year), at the expiration of which they were returned to their home islands at government expense and thereafter were not eligible for reappointment for a minimum period of one month. Such contract employees, and some others working away from their homes, were provided with living accommodations. Semi-permanent labor camps were established on Majuro, Kwajalein, and in several other localities. It was common practice to provide the noon-day meal without charge.

Prior to terminating its administration, the Navy, by agreement, made certain adjustments in staff. The Department of the Interior administration took over the remaining Micronesian force in all districts, and did not immediately institute any drastic changes. It did, however, discontinue the practice of recruiting under contract and providing housing, and restricted the free meal program to C-rations for stevedores brought in from distant areas and for expeditions away from the home base.

There were no appointment standards, and no testing procedure other than an interview by the department head of the department in which the vacancy existed. There were no position classification standards, so the recruitment procedure necessarily was a rather hit-or-miss affair and promotion was on the basis of the department head's decision rather than

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4 Contract assignments were reestablished later in a somewhat different form, as will be discussed hereafter.

5 Except under certain unusual conditions.
on any job analysis or personnel qualifications. When the classification standards were published and qualification standards were put into effect by the Interior administration, a classification survey was conducted as a phase of the inauguration of the new procedure and an amazing amount of misclassification was discovered. Correcting it was an extremely difficult task.

**Employment Ceilings**

When the Interior Department assumed responsibility, there was no restriction on the number of Micronesians each district administrator could employ if he had in his budgetary allotment the money to pay them. The result of this procedure was that, too often, a district administrator approaching the end of an accounting period with funds to his credit would hire as many employees as he could pay regardless of the actual need for the work they were to perform, rather than turn the surplus funds back to the Trust Territory treasury. In order to end this practice, an allowance of ceilings, or maximum number of employees that a district could have on the rolls in each department, was published in 1953. This number could not be exceeded except under certain conditions, such as an emergency situation, to provide a "break-in" period for new employees, or while a departing employee was on terminal leave. Additionally, the district had to have sufficient funds in the proper appropriation to pay wages due its staff, so employment was subject to the dual control of availability of funds and the ceilings arbitrarily assigned by the high commissioner's office. The employment ceilings effective on January 3, 1962, are shown in Table XII.

Each district administrator must submit a monthly report of personnel to the high commissioner for the personnel officer's attention, which includes a listing of the number of Micronesian employees in each
<table>
<thead>
<tr>
<th>DEPARTMENT &amp; ACTIVITY</th>
<th>PALAU</th>
<th>YAP</th>
<th>TRUK</th>
<th>PONAPE</th>
<th>MARSHALL ISL.</th>
<th>ROTA</th>
<th>TOTALS</th>
<th>GRAND TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Administration</td>
<td>41</td>
<td>22</td>
<td>42</td>
<td>20</td>
<td>31</td>
<td>3</td>
<td>159</td>
<td>160</td>
</tr>
<tr>
<td>Communications</td>
<td>6</td>
<td>6</td>
<td>18</td>
<td>7</td>
<td>7</td>
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<td>32</td>
<td>18</td>
</tr>
<tr>
<td>Public Health</td>
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<td>-</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Hosp. &amp; Field Medical</td>
<td>47</td>
<td>43</td>
<td>89</td>
<td>60</td>
<td>77</td>
<td>8</td>
<td>324</td>
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<td>2</td>
<td>4</td>
<td>4</td>
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<td>2</td>
</tr>
<tr>
<td>Nursing School</td>
<td>4</td>
<td>3</td>
<td>5</td>
<td>9</td>
<td>7</td>
<td></td>
<td>29</td>
<td>8</td>
</tr>
<tr>
<td>Dental Services</td>
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<td>49</td>
<td>0</td>
<td>100</td>
<td>73</td>
<td>88</td>
<td>29</td>
<td>392</td>
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<td>0</td>
<td>100</td>
<td>73</td>
<td>88</td>
<td>29</td>
<td>392</td>
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<td>-</td>
<td>-</td>
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<td>-</td>
<td>-</td>
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<td>Land &amp; Claims</td>
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<td>11</td>
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<td>9</td>
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<tr>
<td>Cacao Development</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>8</td>
<td>-</td>
<td>-</td>
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<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>15</td>
</tr>
<tr>
<td>Beetle Control Proj.</td>
<td>10</td>
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<td>-</td>
<td>-</td>
<td>-</td>
<td>10</td>
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<td>T. T. Farm Institute</td>
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<td>-</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Dept. Totals</td>
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<td>34</td>
<td>19</td>
<td>0</td>
<td>36</td>
<td>17</td>
<td>28</td>
<td>166</td>
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<td>Legal &amp; Public Safety</td>
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<td></td>
<td></td>
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</tr>
<tr>
<td>Constabulary</td>
<td>28</td>
<td>20</td>
<td>29</td>
<td>23</td>
<td>13</td>
<td>3</td>
<td>116</td>
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</tr>
<tr>
<td>Public Defender</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>116</td>
</tr>
<tr>
<td>Dept. Totals</td>
<td>28</td>
<td>20</td>
<td>29</td>
<td>23</td>
<td>13</td>
<td>3</td>
<td>116</td>
<td>10</td>
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<tr>
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<td>2</td>
<td>4</td>
<td>4</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>20</td>
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<tr>
<td>Education</td>
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</tr>
<tr>
<td>Administration</td>
<td>3</td>
<td>3</td>
<td>-</td>
<td>4</td>
<td>1</td>
<td>16</td>
<td>-</td>
<td></td>
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<tr>
<td>Intermediate School</td>
<td>12</td>
<td>9</td>
<td>16</td>
<td>12</td>
<td>14</td>
<td>63</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Elementary School</td>
<td>4</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>4</td>
<td>20</td>
<td>-</td>
<td></td>
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<tr>
<td>Central Dining Room</td>
<td>-</td>
<td>-</td>
<td>7</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>7</td>
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<tr>
<td>Pacific Islands Central School</td>
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<tr>
<td>Dept. Totals</td>
<td>19</td>
<td>14</td>
<td>0</td>
<td>31</td>
<td>13</td>
<td>19</td>
<td>4</td>
<td>106</td>
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<tr>
<td>Public Works</td>
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<td>80</td>
<td>157</td>
<td>160</td>
<td>765</td>
<td>845</td>
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<tr>
<td>TOTALS</td>
<td>356</td>
<td>251</td>
<td>3</td>
<td>387</td>
<td>27</td>
<td>346</td>
<td>6</td>
<td>1,719</td>
</tr>
</tbody>
</table>

**Source:** Official promulgation of the personnel department, Trust Territory of the Pacific Islands.

^a Student trainee at headquarters finance department.
^b To revert to 15 as of February 1, 1963.
^c Includes 1 refrigeration trainee.
^d To revert to 160 as of June 30, 1962.
^e Includes 16 dock construction trainee.
^f To revert to 12 as of January 1, 1963.
department of his district, and an affirmation that the allowable ceiling has not been exceeded during the reporting period. This report is sent by radio the first of every month. 6 A summary and graphic presentation of the number of Micronesians employed by the Trust Territory government from 1961 are shown in Table XIII and Figure 21, respectively.

The Recruitment and Placement Program

The labor market varies from district to district and from time to time. Generally speaking, however, there is a surplus of unskilled labor applicants and a shortage of skilled applicants; and the higher the required skills, the more acute is the shortage of qualified candidates. The policy of making Trust Territory employment available on an equal basis to all qualified inhabitants of a district is recognized, and to this end potential candidates for employment living away from the district centers are encouraged to submit applications by means of the periodic field-trip vessels, if unable to do so in person. 7 In practice, substantially all applications are submitted in person to the administrative assistant at the district office, or to the head of the department in the district (see Appendix "G" for application for employment form). When vacancies do not exist, the administrative assistant rates the application and, if the applicant appears to be qualified, retains it in his application file for future reference. If a vacancy exists, the candidate is referred to the department head concerned for an interview and such testing procedure as is deemed necessary, and to the district medical officer for a physical examination. 8

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7 Ibid., p. 1B.1 (7/18/55).
8 Ibid., p. 1B.3(2) (7/18/55).
## TABLE XIII. SUMMARY OF MICRONESIAN EMPLOYMENT TOTALS

As of June 30, 1950 through 1961

<table>
<thead>
<tr>
<th>Year</th>
<th>Saipan</th>
<th>Remainder of Trust Territory</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>All under Navy Department Administration</td>
<td>1,329</td>
<td></td>
</tr>
<tr>
<td>1951</td>
<td>All under Navy Department Administration</td>
<td>1,539</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Under Navy Department Administration</strong></td>
<td><strong>Under Interior Department Administration</strong></td>
<td></td>
</tr>
<tr>
<td>1952</td>
<td>399</td>
<td>1,119</td>
<td>1,518</td>
</tr>
<tr>
<td>1953</td>
<td>255</td>
<td>1,286</td>
<td>1,541</td>
</tr>
<tr>
<td>1954</td>
<td>278</td>
<td>1,262</td>
<td>1,540</td>
</tr>
<tr>
<td>1955</td>
<td>244</td>
<td>1,410</td>
<td>1,654</td>
</tr>
<tr>
<td>1956</td>
<td>346</td>
<td>1,883</td>
<td>2,229</td>
</tr>
<tr>
<td>1957</td>
<td>291</td>
<td>1,826</td>
<td>2,117</td>
</tr>
<tr>
<td>1958</td>
<td>438</td>
<td>1,897</td>
<td>2,335</td>
</tr>
<tr>
<td>1959</td>
<td>440</td>
<td>1,855</td>
<td>2,295</td>
</tr>
<tr>
<td>1960</td>
<td>454</td>
<td>1,709</td>
<td>2,163</td>
</tr>
<tr>
<td>1961</td>
<td>685</td>
<td>1,881</td>
<td>2,566</td>
</tr>
</tbody>
</table>

**Source:** Annual Reports to the United Nations and Trust Territory records.

*a* As of December 31.
Legend:  
- a - Total Micronesian employees, all districts.  
- b - Total, all districts except Saipan (Interior administration)  
- c - Saipan (Navy administration).

FIGURE 20. SUMMARY OF MIGRANT EMPLOYMENT TOTALS, 1950-1962  
(AS OF JUNE 30)
If the applicant is of good character and qualified to perform the duties of the position in a reasonably satisfactory manner, he is referred to the district medical officer for a physical examination to determine his physical fitness. This requires him to be "free from serious or disabling communicable disease, such as tuberculosis, leprosy, venereal disease, etc." He also must be strong enough to perform the required duties, and the medical examiner is required to note in writing any condition existing at time of appointment which later might be used as a basis for a claim against the government. A copy of the form used for physical examinations (Form No. 234, revised April, 1960) is shown in Appendix "M". If the medical examiner certifies the applicant as physically qualified for appointment, a Micronesian Personnel Action Request form (Appendix "I") is prepared and routed to interested functionaries for information, approval, or disapproval. When the form is satisfactorily completed, the applicant is placed on the payroll, his papers are placed in a personnel record file maintained by the administrative assistant, and a card on which his service record will be summarised (Appendix "J") is placed in a visible-index file.

At this time, the employee is required to execute a statement of loyalty to the government of the Trust Territory (but not to the United States, as required by the Naval administration; see Appendix "K"), and is given a written statement of his responsibilities and rights as a Trust Territory employee. This statement is in both English and the local language (Appendix "L" is the statement in English and Ponapean). These forms are prescribed in the Trust Territory Personnel Manual and are uniform throughout the districts, except, of course, in translation.

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9 This form also is used for physical examinations for health certificates, examination prior to imprisonment, and reexaminations for any cause in addition to examination for employment. See Personnel Manual, Ch. VIII.
It is recognized by the administration that only in rare cases will an applicant be fully qualified, according to Western standards, to perform the duties of the position for which he is employed. This condition is provided for in the following manner:

Performance standards are prescribed in the Classification and Wage Plan for Micronesians. It is improbable that many Micronesians will exactly meet all the formal specifications at the time of employment; however, if a candidate meets certain of the qualifications standards well enough to perform the duties of the position in a reasonably acceptable manner, he should be placed in the proper rating and trained to increase his capacities in the areas in which he is deficient, to the end that he will become fully qualified in a reasonable period of time. The phrase "substantially equivalent to" is included in the qualification for each position not for the purpose of ignoring training and experience in filling the position, but as a yardstick to measure broadly the varied background of an applicant. Proper examinations and tests should be conducted, on the job site whenever possible, to determine the competency of all candidates.¹⁰

The minimum qualifications for employment are stated in general terms and are to be considered basically as guides to the maturity and background necessary for adequate performance of the work required. It is expected that various combinations of training and experience will be interpreted as meeting the employment standards suggested, except where professional schooling and/or licensing requirements are mandatory.¹¹

It was not because of any desire to lower the standards, which admittedly already are very low, that the preceding "escape clauses" were included in the regulations. In a labor market where the government is substantially the only employer and the only means through which training and experience can be acquired, it is unrealistic to require strict adherence to training and experience requirements for new recruits. To do so would practically stop all employment for other than the lowest graded positions. Applicants in higher categories simply are not available in sufficient numbers to meet staffing requirements.

¹⁰ Personnel Manual, p. 18.3 (9/30/57).
¹¹ Title and Pay Plan, p. 2 (5/1/61).
Hours of Work and Overtime

The working schedule is the same for all employees, both civil service and Micronesian. It consists of five eight-hour days per week, 12 Monday through Friday, unless otherwise prescribed by the district administrator to meet certain local situations. 13 Intermittent or "when actually employed" employees are hired by the eight-hour day, and without regard to holidays. A special administrative work week, which must be prescribed in writing, may be established for employees required by the nature of their duties to work regularly at times outside the normal work week. These administrative work weeks may not extend beyond any six of seven consecutive days, or exceed forty hours per week; but they may include work on Saturdays and Sundays without overtime compensation although work performed on their regular days off is considered as overtime. Copies of the order establishing administrative work weeks must be filed in the headquarters finance office. Special work programs involving continuous availability, such as housemothers and health aides, may be compensated at an annual rate without regard to regularly established work weeks.

There are eight legal holidays for which salary is paid but no work is required. 14 In addition, United Nations Day (October 24) is a paid holiday for Micronesian employees but not for civil service employees. 15

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13 Ibid., p. 2.2 (2/10/60). Any deviation from the normal work week must be approved in advance by the high commissioner.
15 The legal holidays listed above are prescribed by law for civil service employees; and they, plus United Nations Day, are prescribed as legal holidays for Micronesian employees by administrative action of the high commissioner.
Civil service employees may be (and ordinarily are) granted administrative leave to attend programs and celebrations on this date, which is very important in the Trust Territory because of its political status. Civil service employees required to work on this day are not entitled to premium compensation, although Micronesian employees are.

**Intermittent Employees**

Loading and unloading the ships that visit the district centers periodically to bring materials, equipment, and supplies and to pick up copra and freight require the services of large numbers of cargo handlers and stevedores for whom no other work is available. Locating sufficient groups of qualified workers, transporting them to the dockside, feeding them and providing for sleeping accommodations (and, in the Marshalls, water), and the process of hiring, identifying, and paying them for their labor have presented a problem of some magnitude in all the districts, with different ramifications in each. For instance, in the Marshalls it is necessary to import labor from islands some distance away from the district center. In Yap, sufficient labor is available within walking distance of the district center, but it is difficult to find sufficient volunteers to perform the dangerous and difficult work incident to working cargo from barges, which is the procedure there as the water is too shallow to permit sea-going vessels to moor at the dock in safety. These are only a few of the many aspects of this problem.

The traditional method of meeting this problem has been to work through the native island leaders, who would recruit the laborers and arrange their transportation to the dock where their names would be taken for the payroll. They would go to work, in shifts, under supervision of the regular supply, public works, and other available civil service supervisors.
There were two general approaches to this recruitment program. In the Marshalls and Palau, and to a certain extent in Yap, the same persons generally constituted the work force. This was approved by the administration because of the training value of continuous experience in this difficult and hazardous work; but it was, to a considerable degree, a practice born of necessity, because of the scarcity of labor. In the Marshalls, it was sometimes necessary to send boats as far away from Majuro as Arno Atoll, a distance of about 40 miles, to recruit stevedores. Yap and Koror are small islands with restricted local populations. In the case of Yap, labor problems tended to stem from reluctance of the local population to work for wages. In Truk and Ponape, on the other hand, the islands are large, with an excess of labor. In these islands the policy was to "share the work," and each shiploading was performed by gangs brought in from a different area.

Direction of the shiploading project was the responsibility of the public works department in some districts and the supply department in others, with changes from one to the other not infrequent. The public works department has the largest staff of experienced supervisors available, and they usually have had the most experience in handling labor gangs; and this department regularly handles and is responsible for the boats, trucks, cranes, and other heavy equipment used in the operation. On the other hand, the supply department is responsible for receiving, storing, and accounting for all incoming cargo and shipping all general freight. (Copra is stored in the warehouses of the local trading company and the Trust Territory until picked up for shipment.) Eventually, responsibility for the program was assigned to the public works department on a territory-wide basis. Regardless of which department was responsible for the cargo handling operation, however, the staffs of both were
fully occupied on an around-the-clock basis until the ship was discharged, loaded, and on its way to the next port.

The somewhat casual employment procedures traditionally employed for stevedore and cargo handling gangs created several problems. First, the hours of work and wage programs established for regular employees obviously were inappropriate for a person hired to load a ship over a period of two or three days. This problem will be discussed further in the next chapter. Secondly, the practice of "sharing the work" by using different groups for each ship did not permit adequate training of the gangs, with consequent inefficiency and delays in the work program. This lack of training was reflected in the accident frequency rate for these employees, as will be mentioned in Chapter VII. Lastly, the appointment procedure did not permit a pre-employment physical examination or other basis appointment procedures, and opened wide the doors to fraudulent claims for compensation for industrial injury based on preexisting physical conditions, to payroll padding, and to other abuses. There was no standard means of identification (although certain districts, operating independently, had established their own), and the constant change in personnel from ship to ship did not permit the supervisors to become acquainted with their crewmen on a personal basis or to become aware of their men's competence, skills, and abilities. It was a generally unsatisfactory situation, and neither the steamship company nor the administration was satisfied with it.

This situation was brought to a head when a stevedore was killed while working a ship in Ponape, and investigation disclosed that there

16 Dionisio Canderro, who was crushed to death by being pinned between a cargo sling lifting a hatch-cover and the ship's bulkhead, while working as a stevedore on the M. V. CHICOT on March 26, 1956.
was considerable doubt as to his ability to hear shouted warnings because of deafness, which, under normal appointment procedure, would have disqualified him for employment; and that he apparently had had no pre-employment instruction or training, either in the techniques of cargo handling or the principles of industrial safety as they apply to this hazardous work. Result of this was a thorough reevaluation of the entire personnel program for shiploading personnel and the following procedure was devised.

First, all candidates for employment as stevedores or cargo handlers (the same employees were used interchangeably, except for specialists such as winch operators) were required to apply at the district personnel office and fill out a regular application, pass a standard physical examination, and be placed in a pool from which all cargo workers would be selected. All members of this pool were required to present themselves at duly appointed times for training in the techniques of their work and in standard safety practices, and a suitable training program was devised and provided to the districts for use in this program.

Secondly, the best qualified candidates were to be selected from among the applicants, and they would be used to the best of their experience and ability on a continuing basis so as to permit them to improve their skills through maximum use.

The need for identification of employees was pinpointed by an incident, also at Ponape, which was not without its humorous aspect. The director of public works on the high commissioner's staff was visiting Ponape in 1959, and while on the dock, where activity was being pushed at a rate bordering on frenzy, he noticed several men lolling on the benches. He sharply ordered them to get to work, which they did; but he was much
surprised to learn that evening that he had hired several persons not previously on the district's rolls. His mistake was understandable, since there was no means of distinguishing employees from non-employees, but the incident pointed up the necessity to identify clearly and quickly the employees on a job.

The result was initiation of a program to provide all employees with badges, which were mandatory on the job for all public works, supply, field public health, stevedore, and cargo handler personnel. Employees of other departments were required to wear badges if and when directed to do so by proper authority, and were encouraged to do so at all times. The badges were about the size of a silver dollar, and each department was assigned a different color combination on a territory-wide basis which would provide identification for its personnel at a glance for anyone familiar with the system.

Initiation of the plan generally was favored by operating supervisors, but resisted by the district administrative personnel. A common objection was that the Micronesian employees would be demeaned by being "tagged," although it was the belief in the high commissioner's office that the method of presenting the program would largely determine the attitude with which it would be received by the Micronesian employees. The high commissioner's office recommended that the approach to introduction of this program be that wearing a badge should be considered as identification with the government, that it be offered as a "status symbol." It is doubtful, however, if the authorities in the districts made any serious

17Deputy High Commissioner's memorandum of October 7, 1959, subject: "Micronesian Employees—Badges." This program applied equally to both civil service and Micronesian employees, however.
attempt to establish a receptive attitude toward this program, although it was nominally implemented as directed. In practice, adherence to the program has diminished so that at present badges are rarely worn by other than public works, supply, and cargo-handling personnel. From the observation of the writer, when visiting the Trust Territory in February—March of 1962, badges were nowhere in evidence in any department in some districts. 18

Inter-District Assignment of Micronesian Employees

From the beginning of the American administration of Micronesia, there has been some occasional assignment of Micronesian employees, principally in the field of public health, to districts other than their own. With the growth of the scholarship and training programs, availability of qualified Micronesians for inter-district assignment, often to replace American civil service employees, increased to the point where some formal procedure to handle such placements became desirable (see page 184).

In the early days, each inter-district assignment was handled on an individual basis and there was no specific provision for a salary differential to compensate for the increased expense of living away from home, for housing, transportation for the employee and his family and household effects, or for leave. Although many of the employees at the district headquarters were recruited from islands away from the place of employment, it was considered that as long as the employee was serving in his own district, provision for housing and food was his own affair.

18 Majuro for one, where he remained three days. None was noticed at Truk on a short stop-over while the plane was taking fuel. Cargo handling operations were under way in both districts at the times of visit.
Otherwise the Trust Territory government would be engaging in a program which not only was beyond its scope of interest, but would be impossible to administer and would lead to many more problems than it would solve (see page 107).

Employment, or transfer, of a Micronesian employee for placement outside his native district, however, presented an entirely different situation. As the assignment would be made for the convenience of the government, rather than for the employee's own benefit, the responsibility of the government to make adequate provision for his requirements was implicit. Presumably, the needs of a Yapese for subsistence and housing could be met anywhere within the Yap district, but if he were recruited for employment in Majuro, in the Marshalls, he would be as much a stranger there as would an American employee, and he would face the same problems in finding a place to live and food to eat. He would expect to take his family with him, and to visit his home on Yap—2,000 miles away—at periodic intervals.

To meet this problem, a program was devised in 1957 (see Chapter VI) to provide for the recruitment or transfer of Micronesian employees for employment in districts other than their own. The following items were included:

(a) The government agreed to provide transportation for the employee and his dependents from home district to duty station and return upon satisfactory completion of a stated period of service.

(b) The employee agreed to remain at the duty station for the following minimum period of employment:

1. One year, if not accompanied by dependents, or
2. Two years, if dependents were transported at government
(c) The employee would be paid a 15% pay differential over the regular rate for his position.

(d) The employee would be required to sign a Micronesian Employment Agreement (Appendix "M") specifying the conditions of appointment and transfer, which would be binding on both the government and the employee.

Assignment under the foregoing conditions is rigidly controlled, and is permitted only after specific authority has been obtained from the high commissioner's office (director of personnel), after prior approval of both the district administrator of the district of recruitment and that of the duty station, and the department head on the high commissioner's staff having jurisdiction over the department in which the employee will be engaged. In practice, such appointments and assignments are almost invariably arranged by the department head involved.

Conduct and Discipline

The stated purpose of the Trust Territory administration is "to maintain a high standard of official and private deportment, and to discharge all duties and responsibilities in a proper and efficient manner." It is the responsibility of each employee to be cognizant of all rules and regulations governing conduct, and to comply with them; and it is the responsibility of all supervisors to require their subordinates to comply with such directives.

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19 The one-year contract of a single employee was automatically extended to two years if he acquired dependents during the contractual period.

20 Personnel Manual, p. 5.2 (5/2/60).
While formal punishment of civil service personnel is a respons-
21ibility of the high commissioner, discipline among the Micronesian
employees in the field is a function of the district administrator in
each district. Minor punishments are awarded at the appropriate level
of supervision; more serious offenses are referred to the assistant dis-
22trict administrator or the district administrator. In such cases, which
usually involve suspension or dismissal, the district department head
having supervisory responsibility over the culprit originates a Micro-
22nesian personnel action form recommending the action appropriate for
the offense in accordance with a table of standard offenses and penalties.
Provision is made for appeals in cases where the employee considers the
punishment improper. The table of offenses and penalties, together with
the appeals procedure, as promulgated by the Ponape district administrator
in both English and Ponapean, is appended (Appendix "N").

The broad program of administration of discipline for both civil
service and Micronesian employees is described in Chapter V, Personnel
Manual, which lists offenses for which discharge is indicated:

1. Physical or mental unfitness for the position.
2. Criminal, infamous, dishonest, immoral, or notoriously disgrace-
ful conduct.
3. Willful conduct leading to the injury or death of another employee.
4. Intentional false statements or deception or fraud in employment,
report, investigation or other proceeding.
5. Habitual use of intoxicating beverages to excess.
6. The fact that, on all evidence, reasonable grounds exist for belief
that the employee is disloyal to the Government of the United States.

21Tbid. This is in accordance with Sec. 9.101(a), Civil Service Regs.
22See Appendix "I".
7. Any legal or other disqualification which makes the applicant unfit for service.

In general, it can be stated that any condition which would bar a candidate from employment is reasonable grounds for effecting his separation from the service. Although the causes listed above are grounds for discharge, this listing does not preclude termination for other offenses. Varying circumstances and the seriousness of the individual case determine the penalty for other offenses, of which 41 are listed. They are grouped under headings of offenses against "Safety and Security," "Attention to Duty - Production," "Personal Conduct," and miscellaneous offenses relating to national security, improper conduct concerning employment by the government, and similar matters.

Authorized penalties are: oral or written reprimand; suspension without pay; demotion; and discharge. In practice, demotion is rarely used as a punishment, although in theory it appears to be the most satisfactory of all. It is universally the most feared and disliked of all punishments. In almost every instance, suspension is the punishment for offenses for which a reprimand is inadequate; and the employee is discharged in the most serious cases.

Employee Evaluation - Performance Ratings

Civil service employees of the Trust Territory administration are subject to the Department of the Interior performance rating plan, established under the Performance Rating Act of 1950. Under this program, civil service employees are rated annually on March 31 in four, five or six rating elements—volume of work, quality of work, work habits, work attitude,

23 *Personnel Manual*, p. 5.3 (5/2/60).
supervisory ability (for supervisory employees), and an additional (or sixth) element may be assigned at the option of the rating and reviewing officials if considered necessary to a proper evaluation of the employees' performance of their duties. Based on the foregoing, a summary rating is assigned. This summary rating is basic to periodic step increases and must be considered in other personnel actions, such as determination of retention points on reduction-in-force registers and qualifications for promotion, demotion, and discharge for incompetency. The Department of the Interior program provides for four ratings (instead of the three mandated by the Act): unsatisfactory, satisfactory, excellent, and outstanding.

Although this program possibly is superior to the federal rating program that preceded it, it has many shortcomings and is generally ineffective. The Trust Territory personnel department agreed with the conclusions reached by the Task Force on Personnel and Civil Service of the second Hoover Commission, that "the rating system under the new legislation was a 'burden that takes more out of the organization in effort than it puts back in efficiency or morale.' It fell 'far short of the objective of creating a friendly and helpful human relationship between supervisor and employee.'" The shortcomings of the federal rating program are well known to all personnel supervisors engaged in its administration, and are well documented by both the first and second Hoover Commissions. Professor Nigro points out many of them, including limiting the ratings to three (four in the Department of the Interior system), which places

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substantially all employees in the "satisfactory" (or "satisfactory" and "excellent") category and thus makes the rating relatively meaningless; tying in the rating with in-service pay increases and other personnel actions; and attempting to evaluate every employee for every purpose by means of one summary rating. There are additional weaknesses in the program which will be discussed, together with those noted above, in connection with the formulation of the performance rating program for Micronesian employees.

When the question of an employee evaluation program for Micronesian employees was considered, it was determined that every effort would be made to avoid the unsatisfactory aspects of the federal program. The personnel staff was fully aware, however, of the difficulties inherent in formulating a satisfactory performance rating program. In fact, it was the attitude of the personnel director and his staff that any employee evaluation program would be generally unsatisfactory, but that one was necessary. The best that could be done, they felt, was to devise a program that would embody the best purposes and procedures, minimize the worst aspects, and then implement and administer it in the most effective manner possible. Although the results of the program they devised have not been as satisfactory as might have been hoped for, they probably have been as good as was expected. After full evaluation of the program in the light of experience, it is the opinion of the writer that it is as good as could have been devised to meet the needs of the situation, under the circumstances, and no significant changes in form or method to improve the program are apparent.

25 Ibid., p. 310.
The purpose of a performance rating program, as conceived by the Trust Territory personnel department, were, primarily, to mandate the supervisor to evaluate each of his employees objectively at reasonably frequent intervals; to discuss his findings privately with the employee, in order to point up areas where improvement might be indicated and, no less, to commend the employee for exceptionally satisfactory service, an aspect of supervision too often neglected by supervisors; and to make a confidential record of his findings to be used as a basis of comparison at the next rating. The record would, of course, also be of value in determining the desirability of reemploying former employees, in locating persons qualified for vacancies it was desired to fill by transfer, in evaluating an employee's qualifications for promotion, and in considering an employee for retention when a reduction in force became necessary. The important thing, however, was to create understanding between the supervisor and the employee for the purpose of employee development—in short, to put the supervisor in a position where he would be obliged to aid his subordinates in attaining their potential by counseling them on their strengths and weaknesses, and on methods of improving their shortcomings.

The first item considered was the rating period—the frequency with which ratings would be assigned. It was the consensus, based on experience, that the one year period of the federal system was worse than useless; it was detrimental to the program. The annual rating purported to reflect the performance of the employee over a full year. It might be questioned if this was desirable, even if possible; for instance, should an employee who had improved radically in the final four months of the year, and at the year end was doing outstanding work, be penalized by a low mark because of poor performance at the beginning of the rating period?
Experience had shown, however, that the annual rating almost always reflected the attitude of the rater at the time of rating, which, conversely, penalized the excellent employee who had performed outstanding work all year, but who was in disfavor with his supervisor at the time of rating because of some minor error recently committed. For this reason, it was decided to assign ratings quarterly in the Micronesian program in an attempt to attain some continuity in evaluation of employee performance. This period continued in effect from 1952 until 1955, when continued objection from the field administrators, based on the time required to rate all employees and submit the required reports at quarterly intervals, forced extension of the rating period to six months (June 30 and December 31, to avoid conflict with the civil service rating program on March 31).

The second consideration was the "summary rating," or single rating which purported to give an overall evaluation of an employee's qualifications, attitudes, and potential. The customary use of this rating was to determine whether an employee was qualified for a periodic pay increase, his standing on retention registers, desirability for retention in the service, and qualifications for promotion. It was the feeling of the personnel officer that no single rating could serve all of these purposes; moreover, that any summary rating might be definitely misleading. Furthermore, the needs of the above administrative actions could be served much better by other means.

The summary rating had additional unsatisfactory aspects. Although such ratings were considered as secret, there always were leaks from the files. Also, the summary rating automatically took on the complexion of a reward or a punishment instead of a private, objective evaluation, and
pressure immediately developed to grade the employee higher than he deserved.

For these, and other less important reasons, it was decided to eliminate the summary rating completely. Personnel actions which previously were based on the summary rating were henceforth to be based on practical desirability and good judgment, rather than on a meaningless average of heterogeneous rating factors. The record of the rating could, and properly should, be considered as a guide to personnel actions where performance and conduct of an employee were important, but there was to be no arbitrary relationship between them.

The range for the new rating was established at five possible ratings for each element: unsatisfactory, fair, good, excellent, and outstanding. Rating elements were made as objective as possible: punctuality, industry, dependability, conduct, initiative, quality of work, care of tools or equipment, cooperativeness, and supervisory ability. The rating form was required to be translated into the native language in each district. Instructions, including an explanation of the rating elements and amplification of their scope, together with suggestions as to grades appropriate to standards of performance, are shown on the reverse of the rating form. The form in English is shown in Figures 21(1) and (2), and in translation into Palauan in Figures 22(1) and (2).

No rating program is any better than the validity with which it is administered. It has often been said, with considerable truth, that any performance rating rates the rater more accurately than the ratee. Supervisor education therefore becomes a prime necessity if ratings are to be assigned with sufficient accuracy and uniformity to be of value. To facilitate this, the rating system was made as simple and easy to administer as possible.
PERFORMANCE RATING FOR MICRONESIANS

Note: To be translated into the local language(s)

<table>
<thead>
<tr>
<th>Employee's Name</th>
<th>Period Covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Position Title and Grade</td>
<td>Department</td>
</tr>
</tbody>
</table>

### Rating Elements

<table>
<thead>
<tr>
<th>Rating Elements</th>
<th>Unsatisfactory</th>
<th>Fair</th>
<th>Good</th>
<th>Excellent</th>
<th>Outstanding</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Punctuality</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Industry</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>3. Dependability</td>
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<tr>
<td>4. Conduct</td>
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</tr>
<tr>
<td>5. Initiative</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>6. Quality of Work</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Care of Tools or Equipment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Cooperativeness</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Supervisory Ability</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Signature and Title of Rater

Date

(See instructions on reverse side)

Signature and Title of Reviewer

Date

FIGURE 21(1). MICRONESIAN PERFORMANCE RATING FORM (FACE)
### INSTRUCTIONS

A. Rate all employees on elements 1 through 8. Rate all supervisors on elements 1 through 9.

B. Place a check mark in the box which best reflects the employee's performance in that element.

C. **Explanation of rating elements:**

<table>
<thead>
<tr>
<th>Element</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. PUNCTUALITY</td>
<td>How often is employee absent from work? How often tardy?</td>
</tr>
<tr>
<td>2. INDUSTRY</td>
<td>How hard does employee work? How steadily? How much work does he turn out?</td>
</tr>
<tr>
<td>3. DEPENDABILITY</td>
<td>How responsible is employee? Can he be relied upon?</td>
</tr>
<tr>
<td>4. CONDUCT</td>
<td>Does the employee obey orders? Is he sober? Does he behave?</td>
</tr>
<tr>
<td>5. INITIATIVE</td>
<td>How much supervision does the employee require? Does he see a job to be done and do it without being told? Is he a self-starter?</td>
</tr>
<tr>
<td>6. QUALITY OF WORK</td>
<td>How accurate is the employee's work? Does he do a good job every time?</td>
</tr>
<tr>
<td>7. CARE OF TOOLS AND EQUIPMENT</td>
<td>Does he keep his equipment lubricated? Clean? In good working order? Does he always return them to the proper place in good condition when he finishes with them?</td>
</tr>
<tr>
<td>8. COOPERATIVENESS</td>
<td>Does he &quot;try to get along?&quot; Does he help others? Does he accept supervision cheerfully?</td>
</tr>
<tr>
<td>9. SUPERVISORY ABILITY</td>
<td>Does he know how to give orders, directions and reprimands properly? How well do his employees accept his orders? Does he keep track of his men at all times? Is he safety conscious? Does he get the job done properly, on time, and without complaints from his men?</td>
</tr>
</tbody>
</table>

D. **Explanation of grades:**

- **Unsatisfactory**: If unsatisfactory in more than one element, the employee should not be retained in employment. If unsatisfactory in one element for two consecutive rating periods, he should be separated unless definite improvement is noted.
- **Fair**: Barely satisfactory. Definite improvement is indicated.
- **Good**: An average, good, thoroughly satisfactory employee.
- **Excellent**: A better than average employee. Definitely superior.
- **Outstanding**: Should automatically be considered for a merit salary increase or incentive award when several elements are rated outstanding.
<table>
<thead>
<tr>
<th>Rating Elements</th>
<th>Unsatisfactory</th>
<th>Fair</th>
<th>Good</th>
<th>Excellent</th>
<th>Outstanding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Olab a team</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Ses era ureor</td>
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<td>Dourang er ngii</td>
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<tr>
<td>Omerellel</td>
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<tr>
<td>Dingii 'l rulli</td>
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<td></td>
</tr>
<tr>
<td>Klungiolel a ureor</td>
<td></td>
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</tr>
<tr>
<td>Omagedmekkel era dongu ma klekedal</td>
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<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Klaingeseu</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Duch ra omeder erar chad</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Saing ma Dial Osiik al shad (Signature &amp; Title of Rater)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Saing ma Dial a chad Imuut lones</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Saing ra chad ra ureor (Employee's signature)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**FIGURE 22 (1) MICRONESIAN PERFORMANCE RATING FORM (Face)**

**IN PALAUAN**
A. Molecha ten a rogui el chad ra ureor era blinglela a dolescha ten (element) 1, el mora 8. Molecha ten era ruingeraehel a ureor (supervisor) era element 1, el mora 9.

B. Mila olangch era chelsel a box er sel kngmal ngii a ocheelti a omerollal a chad erisel element.

C. Ososodel a blekeradal era dolescha ten.

1. PUNCTUALITY..................Ngua kldemel a ngerang el olengull era ureor? Ngua kldemel a ngoral '1 dob?

2. INDUSTRY.......................Ngui blshechel? Ngui ngera ildisel a ureor el kedmokl?

3. DEPENDABILITY.................Ngua ngereshelal ngikal chad ra ureor? Ng sebechel doumerang er ngii?

4. CONDUCT.........................Ngikal chad ra ureor, ngorenges a oderuchel (order)? Ngultebechel '1 chad?

5. INITIATIVE......................Ngikang ng klaeikaku a lureri ngikal chad ra ureor? Ngui mengedmokl a ungil ureor ra bak '1 time?

6. QUALITY OF WORK...............Ngui laerigel a omeredh (gave orders), melemalt '1 omengedereder er ngi ar chad el ureor el ngara ungil?

7. CARE OF TOOLS
   OR EQUIPMENT....................Ngikang, ngugl mengedmokl a dounngi a mengilt era chaluch? Ng beches?

8. COOPERATIVENESS...............Ngikang "Ng melasen '1 obengterir ar chad?" Egongesa ral negesh '1 chad?

9. SUPERVISORY ABILITY...........Ngikang ng medengel el kngmo kedemakera doldureesh (give orders), melemalt '1 omengedereder el ngarael? Nge ngera klungiolel sel uker a omengedereder er ngi ar chad el ureor el ngar cheungel?

10. SAFETY..........................Ngikang kerakik morrob a kengaol blekeradal?

D. Ososodel a ten:

Unsatisfactory....................Alsakun mong unsatisfactory era betok 'r imol element, e ngikal chad ra ureor a kirel diak lengerel ureor, ng balkul eso merek lourere, alsakung unsatisfactory el imol element es merek bleiale ra belseoel ra dolescha ten regii, e ngikang a kirel mo merek ra ureor, el di merekngno lalemohol a ulterkoki el omerellal el kirel a ureor l omekungel regin;

Fair...............................Ungil sel kngal di kilied engmo diak '1 ungil, ulterkoki el omegahkeli a omerellal a bilechol;

Good..............................Hokina, (average) sel ngara balingel, Ngungil, cherrungel el ungil chad ra ureor.

Excellent..........................Ngikur er tirkel ngara Hokina (average) el chad ra ureor, ulterkoki el ngarbab.

Outstanding.......................Ng kirel lak lenmadusu a ngesechhekel a uhelel maleheb eng nguked el morgii sel lengai a ten el outstanding ra bebil ra element.

FIGURE 22(2) MICRONESIAN PERFORMANCE RATING FORM (Reverse)

IN PALAUAN
Instructions were imprinted on the reverse of the form where they were readily available, and the complete program was explained in minute detail in the Personnel Manual, with which all supervisors were expected to be familiar. It was fully realized, however, that a much more vigorous approach to supervisory training in the performance rating program would be required. To this end an important aspect of the supervisory development course, which is mandatory for all supervisory personnel (see Chapter VII), deals with the philosophy of the performance rating program as a tool of management, and the specifics of the Trust Territory performance rating programs in particular. When the performance rating period approaches, instructional material is transmitted by the personnel department to all rating and reviewing officials and, whenever practicable, personnel officials or other qualified staff officers conduct special training classes in the district centers. Finally, a summary of ratings, by rating elements, is submitted by each district administrator. The distribution of grades is analyzed by the personnel department (see Figures 23 and 24) and if the trend is significantly irregular in any way, the situation is investigated and indicated remedial action is undertaken.

The program provides that the initial rating be made by a "rating official," who ordinarily is the employee's immediate supervisor. There also is to be a "reviewing official," usually the highest ranking supervisor who would have personal knowledge of the employee's performance. The reviewing official ordinarily is an American civil service employee, except where there are no American employees in the supervisory line.

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26 Personnel Manual, Chapter XII, Part C.
27 Ibid., "Foreword" (3/9/1953).
28 Ibid., p. 12C.1 (9/2/59).
LEGEND

ROTH ---
PALAU —x—x—x—
YAP ————
TRUK ————*
PONAPE ————
MARSHALLS ————

FIGURE 22: PERCENTAGE COMPARISON
Experience has shown that, because of general lack of understanding of management techniques, clan and caste considerations, and lack of aggressiveness and firmness in discharging the supervisory function, most Micronesian supervisors have extreme difficulty with the rating program (see page 103).

No specific provision is made for appeals in the Micronesian performance rating program, and in case of disagreement between the rating and reviewing officials the decision of the reviewing official prevails. Actually, this aspect of the program has rarely been questioned, since the ratings assigned are all in the nature of objective evaluations of specific performance characteristics, and are discussed with the employee. As there is no summary rating, the employee is not categorized—it is difficult for him to object to his supervisor's evaluation of his dependability, for instance, after the supervisor has discussed the reason for the rating with him, especially in view of the fact that the evaluation is not made public and does not influence a summary rating.

In spite of all the above-listed procedures to simplify the program and train the supervisory staff to utilize it properly, it has been far from satisfactory in practice. The greatest weakness appears to be in implementation by the supervisory staff—the rating and reviewing officials. By far the largest numbers of employees are in the public works department, and—with several significant exceptions—the supervisors there are much more proficient in mechanical skill than in supervisory qualifications. The same criticism may be made, to greater or lesser degree, in most of the other operating departments. They persist in regarding the program as a meaningless, somewhat annoying, periodic chore, to be gotten rid of as quickly and easily as possible, rather than an effective, tested,
management tool which could—and should—be utilized to develop the work force and improve production. In one instance, a reviewing official turned in rating sheets for his forty-odd employees, of various categories, all marked exactly the same—"excellent"—in all rating elements, including supervisory ability. Investigation disclosed also that he had not discussed the rating assigned with a single one of his employees. An alert administrative assistant caught this and returned the rating sheets to be properly processed; but it is probable that similar situations have occurred, although perhaps not in such obvious form, on many other occasions.

The whole program, in concept and practice, is distasteful to most field supervisors, and the tendency to "just go through the motions" is extremely difficult to overcome, particularly when the individuals concerned are basically manual workers with little understanding of or sympathy for techniques of modern scientific management. It is probable that there will be no immediate major improvement in this situation, but continued effort in training and supervisory development will undoubtedly result in better understanding and a more effective program as time goes on. There are at this time many able and effective supervisors who use this program to excellent advantage, and there can be little doubt that although it could be vastly improved in implementation, the Micronesian performance rating program actually is of considerable value at the present time.

Termination of Micronesian Employees

Separation of civil service employees from employment is complicated by a large number of laws, such as the Veterans' Preference Act

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29 As related by Harold L. Forester, administrative assistant in the Ponape district, in a conversation with the writer on March 3, 1962.
of 1944, and mandatory procedures involving notices, hearings, appeals, etc. In the experience of the writer, the net result of these require-
ments has been either to eliminate unsatisfactory or undesirable employees by means of subterfuge, or to retain them in employment to the detriment of the service. It is probable, of course, that these laws and regula-
tions do prevent improper discharge of good employees from time to time; but in the opinion of the writer the protection afforded incompetents far overbalances the good they do. In theory, any unsatisfactory employee, veteran or not, may be dismissed for cause. In practice, it is necessary to observe countless technicalities, interminable appeals procedures, and time-consuming processing of the actions, with the extreme possibility that the action will be reversed somewhere along the line and the agency will be required to reinstate the employee with full pay for the time he was off the rolls, with consequent embarrassment and loss of prestige. The result is that the agency ordinarily retains unsatisfactory employees on the rolls except in the most flagrant cases.

When civil service employees are separated from the service because of reduction in force, the order of their discharge is determined by means of retention registers which are established through a complicated formula involving veterans' preference, seniority, and ability as determined by the last summary performance rating. This frequently results in the best qualified employee being separated before the least qualified because of lack of veteran's status or lack of seniority.

On the theory that the business of government in the Trust Territory can best be executed by the best personnel, and that the supervisors on the job are in the best position to decide which employees should be retained and which should be separated, the Trust Territory personnel program
endeavored to eliminate the cumbersome and technical requirements which have been the basis of difficulty in executing personnel actions involving involuntary separations.

The veterans' preference problem does not exist in the Trust Territory, although it was routinely included in all applicable personnel procedures formulated by the Navy administration relating to administration of Micronesian employees in Saipan and elsewhere, because no Micronesians were able to enter the United States forces until after they were liberated from the Japanese at the end of World War II. There is no problem of discrimination due to race, religion, or country of origin. Finally, no summary performance ratings are awarded. In view of the foregoing, it was reasonably assumed that there would be no basis for discharge except reasonable cause; and in cases where the force was reduced, the least desirable employees would routinely be separated first. Subject to a simple appeals procedure, therefore, authority was granted all district administrators to terminate Micronesian employees summarily when, in their judgment, such action was proper. The Trust Territory Personnel Manual states, "District Administrators will separate any Micronesian employees who are unsuited for employment, without reference to Headquarters." 30

Appeals Procedures

Micronesian employees who believe that they have been improperly or unfairly treated by any personnel action have two courses of appeal, and may utilize either or both of them with a minimum of difficulty. The basic procedure is under the formal program for settling grievances, which is the same for both civil service and Micronesian employees. It provides for

30 Personnel Manual, p. 4A.3 (7/1/61).
hearings at four stages: **First stage**: orally to the immediate supervisor, who will make whatever investigation is necessary and take appropriate action. If the matter is beyond the authority of the immediate supervisor or if the employee is not satisfied with the action taken by him, he may appeal at the **second stage**, either orally or in writing, to the district administrator, who is required to investigate the matter thoroughly and take whatever action is proper. If the employee still is not satisfied, he may appeal at the **third stage**, which is to the high commissioner. This appeal must be in writing, and is referred by the high commissioner to an **ad hoc** committee of three members, none of whom shall be from the department in which the employee is employed, which will conduct an exhaustive investigation of all circumstances in the case and make recommendation in the premises to the high commissioner, who will then take whatever action is indicated. If the employee still is not satisfied, he may, within ten days, initiate the **fourth stage**, which is written appeal to the Secretary of the Interior. Throughout the administration of the Trust Territory by the Department of the Interior, the fourth stage of appeal has never been invoked by a Micronesian employee, and the third stage only once or twice.

In each district a Labor Board has been established, composed of Micronesians but with representation (in varying degrees) from the American administration. These boards vary in size, composition, and function among the various districts, but all have the responsibility of hearing appeals.

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31 *Personnel Manual*, Chapter VII, Part C. This procedure would not be applicable to appeals based on alleged discrimination because of race, color, creed, or national origin; discrimination because of veterans status; or any action covered by law; but these bases are completely inappropriate to conditions of employment in Micronesia.
It is to this board that the Micronesian employee's alternative method of appeal may be addressed. His appeal may be in writing, but almost invariably is presented in person, and he may call any witnesses he feels will help his case. After a suitable investigation, the board reports the matter to the district administrator with its recommendation. The board has no authority to reinstate an employee or take any other formal action, but its recommendations are accorded the most serious consideration by the district administrator and are, almost without exception, carried into effect. Assuming that the board has well and properly performed its duties, its recommendations may be considered just and appropriate, and what the district administrator would have decided had he taken the time and trouble to conduct his own investigation.

In practice, adverse personnel actions appear to have been relatively infrequent, and rarely questioned. Appeals have been few in number, and usually have resulted from misunderstandings which have been quickly and easily rectified. Because of the employment situation, there has been a well-defined pattern of reluctance to separate any Micronesian employee who is of any value to the administration, and in cases where employees have been separated the reasons therefor have been well understood and accepted without question in most instances.

**Evaluation of Administrative Aspects**

An objective evaluation of the general administrative program for Micronesian employees indicates, as noted previously, a mixed pattern of effectiveness. The procedural aspects of the program are very good. They are used throughout the districts, are effective in achieving the results for which intended, and they are minimal for that purpose. Files and records are generally accurate, complete, and adequate for all administrative
requirements. The forms are well designed for the purpose intended.

Required administrative steps are reasonably necessary to achieve definite results and unnecessary "paper shuffling" is held to a minimum. Reports are few, simple, and serve an essential purpose. Perhaps the most important aspect of the administrative program is the standardization of administrative procedures throughout the districts, which facilitates inspection and review of local operations, aids in reducing lost motion in administration, permits transfer of personnel between district offices without the necessity of learning a new personnel program in each new assignment, permits the economies inherent in standardization of forms, and, in general, conforms to best administrative practice.

The recruitment and appointment procedure is much less effective, but probably is as good as could be expected. Until the labor source becomes more adequate and qualified, formalized testing programs, establishment of registers of qualified applicants, and techniques of highly selective recruitment are inappropriate. If and when the standards of qualification and cultural development in the recruitment area indicate the desirability of such techniques, the program can easily be expanded to include them. Such action, however, undoubtedly would require expansion of the personnel staff to perform the additional work involved. The present program seems to meet the current situation; no modification of the program would provide appointees with higher qualifications, which seems to be the greatest need at this time.

Conditions of employment are standard and satisfactory. Administrative discipline appears to present no difficulty, and the procedure for its administration is highly satisfactory. The only shortcoming in this area is in its application by the various members of the supervisory
staff, who tend to vary somewhat in the strictness of their administra-
tion. The obvious remedy for this condition is in supervisory develop-
ment and training.

The employee evaluation program, as discussed in the preceding
pages, appears well suited for the requirements of the situation, but its
administration is generally weak. As in the preceding paragraph, the
only method of improving this situation is to instill in the supervisory
staff a thorough understanding of the purposes of the program, a knowl-
edge of the details of its application, and the strength of character to
face a situation which, necessarily, sometimes is unpleasant and which
may diminish the personal popularity of the supervisor.

Finally, the separation of employees is left to the discretion of
the district administrators, subject to a simple appeals procedure. A
minimum of difficulty has been experienced with this program, and there
appears to be no reason to question its desirability or propriety.

In summary, it is the opinion of the writer that the mechanics of
the general administrative program are generally satisfactory and well
suited to their purposes, but that certain weaknesses are apparent in
their application. The problem of administration, therefore, would appear
to lie in the field of training the staff in the theory of personnel
management and the techniques of administration, rather than in any
significant revision of the established procedures.

Saipan

American contract civil service personnel of the Saipan administra-
tion under the Navy Department ordinarily are recruited by the Navy Overseas
Employment Office, San Francisco, or through other standard Navy recruitment
procedures. The civilian personnel staff of the Commander, Naval Forces, Marianas, and the resident wage and classification officer of the Navy in Guam act in an advisory capacity and assist in technical personnel functions from time to time.

The Naval Administrator (which corresponds to the district administrator in the Interior-administered Trust Territory districts) has appointment authority for locally hired American and Micronesian employees. Although there is no rated personnel officer on the Saipan staff, authority for personnel administration is delegated to a member of the staff as an additional duty, and he has authority to sign appointment documents and other personnel papers in his capacity as personnel officer.

The staff on Saipan consists of 13 officers, 85 enlisted men, 19 American civil service employees, and 256 Micronesian civil service employees. The last mentioned are appointed under Section 08.3, Rule 8, Civil Service Rules, as excepted status (limited) federal employees, and so are entitled to coverage under the Federal Employees Compensation Act and other benefits of federal employment.

In addition to the foregoing, some 160 Saipanese are employed under a group contract. These employees are employed to perform duties in the Saipan district under conditions substantially similar to the Micronesian district staff, and apparently are employed in this manner to circumvent the restrictions of a ceiling of 255 placed on the number of Micronesian

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32 It will be noted that the number of employees on the rolls is one in excess of the prescribed ceiling, as will be noted later.

33 It is planned to separate these employees from federal employment and reappoint them under the same conditions as other employees of the Trust Territory government when Saipan is returned to Department of the Interior administration on July 1, 1962.
civil service employees by the Navy Department. These contract employees are recruited through the Municipality of Saipan as a hiring agent, the contracting fees being paid into the Saipan Municipality general funds. Use of contract labor dates back to about 1948, and is a firmly entrenched program. It is apparent that these contract employees are included in the figures quoted for Micronesian employment in the Saipan district, as shown on Table XIII, page 111.

General personnel administration and maintenance of records in the Saipan district have been very poor until fairly recently (1960). There were no published directives governing a wage and classification plan, and the rather chaotic personnel program which existed prior to Department of the Interior administration (1951) apparently persisted after Saipan returned to Navy Department administration (1953). Employment, promotions, pay increases, and other Micronesian personnel actions apparently were made at the discretion of the responsible supervisor with no fixed pattern or controls, and the only personnel records maintained were on a set of 5" x 7" cards. There were no personnel file folders for individual Micronesian employees. Very little information concerning Micronesian personnel actions made at that time is available. The situation has improved in the last few years, particularly in the personnel filing and record-keeping procedures, but in the opinion of the writer integration of the Saipan district into the personnel department of the Department of the Interior's administration will result in a simplified personnel program, as the present procedures are dual in nature to meet the requirements of the Navy

34 Saipan District records and files.

35 Ibid.
Department and Civil Service Commission, and maintain local records. It is probable that the entire pattern of personnel administration will be improved by the necessity to adhere to the requirements for basic personnel actions as promulgated in the Trust Territory Personnel Manual and the Micronesian Title and Pay Plan, as the remainder of the districts now do.
CHAPTER VI

CLASSIFICATION AND PAY

Historically, the pay of Micronesian employees always has been lower than that of employees of the sovereign power. Rates of pay established by the Japanese government for its indigenous employees were lower than for Japanese nationals (1937), as shown by Table XIV. Because of the relatively low standard of living of the Japanese, however, the actual difference in purchasing power between the Japanese and the Micronesians was much less than between the Micronesians and the Americans. For this reason, the feeling is widespread among the islanders that they were better off economically under the Japanese civilian regime than under the Americans, in spite of the higher cash value of their pay under the present administration.

During the first ten years of American administration, one of the basic considerations in determining the pay level of Micronesian employees was the effect the dollars disbursed in salary payments would have on the local economy. The policy had been, from the first, to make every effort to prevent inflation of the native economy and to avoid encouraging the establishment of a standard of living that could not be substantially maintained by the economic resources of the area at such time as the territory achieved independence and the United States withdrew as administering

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1 Handbook, p. 176.

2 For a discussion of this consideration at the national level in the United States, see Nigro, op. cit., p. 113.
### TABLE XIV

**JAPANESE OFFICIAL WAGE SCALES FOR MICRONESIAN EMPLOYEES**

**BY DISTRICTS — 1937**

(Per day unless otherwise indicated)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Carpenters</strong></td>
<td>¥3.50</td>
<td>¥3.00</td>
<td>¥1.50</td>
<td>¥3.30</td>
<td>¥1.00</td>
<td>¥3.50</td>
</tr>
<tr>
<td><strong>Shipwrights</strong></td>
<td>4.00</td>
<td>3.50</td>
<td>1.40</td>
<td>3.50</td>
<td>1.00</td>
<td>4.00</td>
</tr>
<tr>
<td><strong>Cabinetmakers, sawyers</strong></td>
<td>3.50</td>
<td>3.00</td>
<td>1.50</td>
<td>3.50</td>
<td>1.50</td>
<td>4.50</td>
</tr>
<tr>
<td><strong>Masons</strong></td>
<td>3.00</td>
<td>2.50</td>
<td>.80</td>
<td>2.50</td>
<td>.80</td>
<td>3.20</td>
</tr>
<tr>
<td><strong>Blacksmiths</strong></td>
<td>3.00</td>
<td>2.50</td>
<td>.80</td>
<td>-</td>
<td>3.20</td>
<td>4.00</td>
</tr>
<tr>
<td><strong>Day laborers:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>1.60</td>
<td>1.50</td>
<td>1.60</td>
<td>1.50</td>
<td>1.50</td>
<td>1.80</td>
</tr>
<tr>
<td>Female</td>
<td>.80</td>
<td>1.00</td>
<td>.50</td>
<td>-</td>
<td>1.00</td>
<td>.90</td>
</tr>
<tr>
<td><strong>Servants:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>30.00</td>
<td>20.00</td>
<td>7.00</td>
<td>20.00</td>
<td>10.00</td>
<td>16.00</td>
</tr>
<tr>
<td>Female</td>
<td>15.00</td>
<td>10.00</td>
<td>6.00</td>
<td>10.00</td>
<td>8.00</td>
<td>11.00</td>
</tr>
</tbody>
</table>

*For month, with board and lodging.*

**Source:** Handbook, p. 176

**Note:** Amounts listed are in yen, four yen (¥4.00) being approximately equal to one U. S. dollar.
authority, and, concomitantly, its financial support. However, as a result of the recommendations of the last visiting mission of the United Nations and the somewhat different attitude toward administration of the Trust Territory indicated by the new (1961) national administration this policy appears to be undergoing reevaluation at the present time. It is impossible at the moment of writing (early 1962) to predict what, if any, changes in this basic policy are in prospect.

**Micronesian Pay Program under the U. S. Navy**

Immediately after occupation of Micronesia by the American forces during the war, all available manpower was utilized to repair war damage and establish minimum essential services and facilities (see pages 29, 32), and the wages paid were established by various directives issued by the military government. The wage scales were not in accordance with any general plan and varied considerably among the districts. As might be expected, this situation resulted in general dissatisfaction among those paid at the lower levels. In order to standardize the wage program, the military governor referred the problem to his advisory area economic planning board, and as a result of its studies a directive was issued on April 3, 1947, which established a general wage program for the Trust Territory. Separate wage schedules were provided for Saipan and for the remainder of the Trust Territory.

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6 Handbook, p. 177.
Territory, the Saipan schedule being substantially higher than the other. The rates for Saipan (as of January 1, 1948) and for the Carolines and Marshalls (as of April, 1947) are shown in Tables XV and XVI, respectively.

### TABLE XV. MICRONESIAN WAGE SCALES FOR SAIPAN DISTRICT, 1948.

<table>
<thead>
<tr>
<th>1.</th>
<th>Labor group</th>
<th>(Per hour)</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a)</td>
<td>Helper trainee</td>
<td>$0.26</td>
</tr>
<tr>
<td>(b)</td>
<td>Mechanical group</td>
<td>$0.29</td>
</tr>
<tr>
<td>(c)</td>
<td>Mechanic and Carpenter snapper</td>
<td>$0.33</td>
</tr>
<tr>
<td>(d)</td>
<td>Quartermen</td>
<td>$0.33 - 0.39</td>
</tr>
<tr>
<td>(e)</td>
<td></td>
<td>$0.44</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>2.</th>
<th>Subprofessional service, Grades I-IV</th>
<th>(Per month)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$37.50 - $79.68</td>
<td>$93.75 - 140.62</td>
</tr>
<tr>
<td>3.</td>
<td>Clerical, Administrative &amp; Fiscal Service, Grades V-IX</td>
<td>$70.31 - 107.81</td>
</tr>
</tbody>
</table>


**Source:** Handbook, p. 177

### TABLE XVI. MICRONESIAN WAGE SCALES FOR CAROLINE AND MARSHALL ISLANDS DISTRICTS APRIL, 1947

<table>
<thead>
<tr>
<th>Group I</th>
<th>Learners, apprentices, messengers, etc. (Under 16 years of age)</th>
<th>$0.03 to $0.05 per hour</th>
</tr>
</thead>
<tbody>
<tr>
<td>Group IA</td>
<td>Domestics (16 years of age or over)</td>
<td>$0.04 to $0.06 per hour, or $7.50 to $12.50 per month, plus subsistence provided by employer</td>
</tr>
</tbody>
</table>

| Group II| Common labor Unskilled workers of all types, such as construction laborers, laundry workers, field workers, domestics not subsisted by their employers, etc. | $0.05 to $0.075 per hour |

| Group III| Semiskilled labor Chauffeurs, longshoremen, gardeners, fishermen, trades helpers, constabulary, etc. | $0.075 to $0.09 per hour |
TABLE XVI. (Continued) MICRONESIAN WAGE SCALES FOR CAROLINE AND MARSHALL ISLANDS DISTRICTS, APRIL, 1947

<table>
<thead>
<tr>
<th>Group</th>
<th>Range</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Group IV</strong></td>
<td>$ .09 to $ .1125 per hour</td>
<td>Skilled labor</td>
</tr>
<tr>
<td></td>
<td>All competent artisans such as shipfitters, carpenters, electricians, plumbers, garage and salvage workers, constabulary corporals, radiomen, boat crew, etc.</td>
<td></td>
</tr>
<tr>
<td><strong>Group IVA</strong></td>
<td>$.01 to $.03 per hour above the maximum for his trade</td>
<td>Supervisory craftsmen</td>
</tr>
<tr>
<td></td>
<td>Supervisors of employees listed in Grades II to IV; snappers, foremen, etc.</td>
<td></td>
</tr>
<tr>
<td><strong>Group V</strong></td>
<td>15.00 to 36.00 per month</td>
<td>Clerical and subprofessional employees</td>
</tr>
<tr>
<td></td>
<td>Office workers, lower classifications of teachers, trained nurses aides, trained health aides, interpreters, minor officials, desk sergeants and patrol sergeants of the constabulary</td>
<td></td>
</tr>
<tr>
<td><strong>Group VI</strong></td>
<td>20.00 to 75.00 per month, subject to increase to $150.00 per month for exceptionally well qualified employees, with approval of the sub-area commander</td>
<td>Professional and administrative staff</td>
</tr>
<tr>
<td></td>
<td>Two highest classifications of teachers, lawyers, medical practitioners, higher municipal officials, constabulary sergeant-majors, etc.</td>
<td></td>
</tr>
</tbody>
</table>

**Source:** Handbook, p. 177

These schedules, which rather obviously were adapted from the old civil service schedules (all of Table XV, page 152, and Groups V and VI of Table XVI, above) and the Navy civil service schedule for unclassified employees (Groups I through IV, page 152 and above), allowed a considerable latitude for actual pay determination. Although all new employees were to be appointed at the minimum rate, the classification of jobs was a responsibility of an officer on the staff of the Naval district administrator and there was no substantial control over the wage program above.

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7Management Survey, I, opposite p. 34.
the district level. As a result, wide differences in the wage administration were inevitable. As the wage scales noted in Tables XV and XVI were adjusted upward 25 per cent to cope with the increased cost of living, as exceptions were made to the prescribed schedules in the Kwajalein and Majuro labor camps, and as certain other adjustments and exceptions were made by special authority, the program was far from successful in achieving its stated purpose of standardizing wages throughout the territory. In 1951, the Management Survey Team (see page 39) reported wage schedules in effect as shown in Tables XVII and XVIII.

**TABLE XVII. MICRONESIAN WAGE SCALES FOR SAIPAN DISTRICT, 1951**

1. (a) Labor group 
   (b) Helper trainee 
   (c) Mechanical group  
   (d) Mechanic and Carpenter snapper
   (e) Quartermaster  

2. Subprofessional service, Grades I-IV  
3. Clerical, Administrative & Fiscal Service, Grades V-IX  
5. Special Service (Laundry, hospital, commissary, etc.)  
6. Educational Service  

Established by Deputy High Commissioner's letter of 22 March, 1949, Serial 579.

Source: Abstracted from Management Survey, I, Tables II and III, following p. 34.
### TABLE XVIII. SCHEDULE OF MINIMUM WAGES
**MICRONESIAN EMPLOYEES IN THE CAROLINES AND MARSHALLS DISTRICTS**

<table>
<thead>
<tr>
<th>Group</th>
<th>Starting Hour</th>
<th>Day</th>
<th>Month</th>
<th>After 6 Months Hour</th>
<th>Day</th>
<th>Month</th>
<th>After 12 Months Hour</th>
<th>Day</th>
<th>Month</th>
<th>After 18 Months Hour</th>
<th>Day</th>
<th>Month</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>.05</td>
<td>-</td>
<td>-</td>
<td>.06</td>
<td>-</td>
<td>-</td>
<td>.07</td>
<td>-</td>
<td>-</td>
<td>.08</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>II</td>
<td>.09</td>
<td>.72</td>
<td>-</td>
<td>.10</td>
<td>.80</td>
<td>-</td>
<td>.11</td>
<td>.88</td>
<td>-</td>
<td>.12</td>
<td>.96</td>
<td>-</td>
</tr>
<tr>
<td>III</td>
<td>.11</td>
<td>.88</td>
<td>19.36</td>
<td>.12</td>
<td>.96</td>
<td>21.12</td>
<td>.13</td>
<td>1.04</td>
<td>22.88</td>
<td>.14</td>
<td>1.12</td>
<td>24.64</td>
</tr>
<tr>
<td>IV</td>
<td>.13</td>
<td>1.04</td>
<td>22.88</td>
<td>.15</td>
<td>1.20</td>
<td>26.40</td>
<td>.16</td>
<td>1.44</td>
<td>31.68</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>.16</td>
<td>1.28</td>
<td>28.16</td>
<td>.18</td>
<td>1.44</td>
<td>31.68</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VI</td>
<td>-</td>
<td>-</td>
<td>40.00</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a Group categories are the same as in Table XVI, pages 152-153.
b Established by Deputy High Commissioner's letter of 22 March, 1949, Serial 579.

**Source:** Abstracted from Management Survey, I, Tables II and III.

The survey team made the following comment regarding the wage scales in effect throughout the various districts of the Trust Territory:

As is obvious from a review of the preceding wage scales, there are variations in the Trust Territory which reflect differing local conditions. The wage scales in general tend to be a measure of the degree of adjustment to or acceptance of Western ways by the islanders. Saipan, which is far more "westernized" than any other portion of the Trust Territory, has the highest and best developed wage scale. Ponape, Truk, and Koror have the lowest minimum rates. Majuro and Kwajalein rates are a little higher than in Ponape, Truk, and Koror, but are considerably under rates in Saipan.\(^3\)

**Micronesian Pay Program Under the Department of the Interior**

When the Department of the Interior assumed administrative responsibility for the Trust Territory and retained the Navy's remaining Micronesian employees (see page 107), it maintained the existing Navy-established wage structure without substantial change, although a few minor modifications.

\(^3\) Management Survey, I, p. 35.
were made from time to time to meet local situations. It was apparent, however, that some program of job classification, related to a standardized wage schedule, was essential; and early in 1952 steps were taken to establish such a program.

The Trust Territory government was fortunate in obtaining the services of an extremely competent wage and classification analyst, Miss Roberta Jorgensen, who was on leave from the University of California and had just completed a classification-wage project in Honolulu for the Edward Gallas organization, and so was immediately available. A survey team composed of Homer L. Baker, the Trust Territory director of economic affairs; Robert Lawrence, the Trust Territory organization and methods analyst; and Miss Jorgensen, toured the territory in the summer of 1952. They visited every district to obtain data upon which to base the proposed classification series and wage schedule, and in the fall of that year they returned to Honolulu and submitted their recommendations to the high commissioner. The Jorgensen team's report, which outlines its methodology, findings, and recommendations, is quoted in its entirety, and the wage schedule it recommends is shown in Table XIX. Interview sheets used in its cost-of-living survey are shown in Appendix "O."

The Jorgensen Survey Team Report

In preparing a pay plan for Micronesian positions, the survey committee has attempted to assure equitable compensation for differences and similarities in job content throughout the Territory, and still recognize differences in geographical location, size, and, to some extent, economic development of the various districts. A single pay schedule applicable to all districts permitted no consideration of important local influences, while complete local autonomy, granting each district administrator freedom to establish district rates based on his knowledge of the community and its people, gave no assurance of equitable Territory-wide compensation. The committee proposes, therefore, a basic Territory-wide pay schedule, with provision for pay differentials where necessary to reflect local differences.
The basic pay plan consists of seventeen separate pay grades, each with a range of five steps from minimum to maximum. The step intervals graduate downward from an 8% rise in grades I through VI to a 7% rise in grades VII through X, to a 6% rise in grades XI through XIV, and a 5% rise thereafter, a decreased percentage designed to permit greater percentage salary increments in the lower pay grades. Each range overlaps the mid-point of the preceding range to permit flexibility in starting rates for different level classes. Progression classes have been assigned to alternate grades to eliminate, as far as possible, overlapping pay rates for different grade levels of work.

It was the intent of the committee to base the dollar value of the pay plan on consideration of the cost of living, prevailing area wage data, current pay relationships, budgetary considerations, and the minimum acceptable wage in the various districts. Information was collected in the field for studies of all factors. It must be pointed out, however, that accepted measures of costs and of living standards cannot be applied except arbitrarily to this type of society. Income and expense can be compared only in terms of basic needs, and without an exhaustive study of cultural patterns and mores, which could not be made within the time limitations, no true picture of needs and costs may be obtained.

Tabulated results of the cost of living survey conducted in all districts of the Territory showed an obviously over-estimated need for imported goods, and while considered indicative of the desired living standard, did not present an accurate picture of existing conditions. A separate study, estimating the annual cost of basic essentials for a family of six, more closely reflects current living costs in the Territory, as translated into American dollar values.

Area wage data were collected from private employers in all districts. In general the prevailing practice appeared to follow any pattern set by the Trust Territory as the dominant employer in each area. Exceptions were noted primarily on Saipan, where temporary contract firms, although guided by Trust Territory minimum hiring rates, were paying higher total wages for some types of jobs. In these cases longer work weeks and faster pay increases resulted in greater total wages to balance against comparatively shorter terms of employment. With one or two possible exceptions, private employers throughout the Territory had developed no formal pay structures; in general the rates quoted were "best estimates" of starting payments for current jobs. The wage survey also pointed out that too little similarity in job content between private and Trust Territory employment could be found for adequate comparative analysis on a Territory-wide basis. Among small private employers, for example, common labor jobs included a variety of semi-skilled duties which in Trust Territory employment were separated into different job levels. Much the same was true of journeyman level trades jobs, where comparison of even standard jobs was further complicated by the general lack of measures of employment requirements, such
### TABLE XIX. PAY PLAN RECOMMENDED BY THE JORGENSEN COMMITTEE FOR MICRONESIAN EMPLOYEES OF THE TRUST TERRITORY

<table>
<thead>
<tr>
<th>Grade</th>
<th>Annual</th>
<th>Hourly</th>
</tr>
</thead>
<tbody>
<tr>
<td>I.</td>
<td>$268</td>
<td>$289</td>
</tr>
<tr>
<td>II.</td>
<td>312</td>
<td>337</td>
</tr>
<tr>
<td>III.</td>
<td>364</td>
<td>393</td>
</tr>
<tr>
<td>IV.</td>
<td>424</td>
<td>458</td>
</tr>
<tr>
<td>V.</td>
<td>495</td>
<td>535</td>
</tr>
<tr>
<td>VI.</td>
<td>578</td>
<td>624</td>
</tr>
<tr>
<td>VII.</td>
<td>674</td>
<td>721</td>
</tr>
<tr>
<td>VIII.</td>
<td>771</td>
<td>825</td>
</tr>
<tr>
<td>IX.</td>
<td>883</td>
<td>945</td>
</tr>
<tr>
<td>X.</td>
<td>1,011</td>
<td>1,082</td>
</tr>
<tr>
<td>XI.</td>
<td>1,158</td>
<td>1,227</td>
</tr>
<tr>
<td>XII.</td>
<td>1,301</td>
<td>1,379</td>
</tr>
<tr>
<td>XIII.</td>
<td>1,462</td>
<td>1,550</td>
</tr>
<tr>
<td>XIV.</td>
<td>1,643</td>
<td>1,742</td>
</tr>
<tr>
<td>XV.</td>
<td>1,847</td>
<td>1,939</td>
</tr>
<tr>
<td>XVI.</td>
<td>1,953</td>
<td>2,051</td>
</tr>
<tr>
<td>XVII.</td>
<td>2,153</td>
<td>2,261</td>
</tr>
</tbody>
</table>

**Source:** Jorgensen Committee Report (undated, but submitted to the High Commissioner in Honolulu in late 1952)
as skill or experience, by which job responsibilities in private employment could be related to those in the Trust Territory. In the clerical area the majority of jobs was found in wholesale or retail sales work, and only vague relationships with the pattern of office work in Trust Territory jobs could be determined. The information collected on area wage rates has been summarized into chart form, but because of the difficulties and inadequacies noted, could be given only general consideration in establishing the pay schedule.

A study of rates currently paid by the Trust Territory showed a fairly close relationship between the Yap, Palau, Truk, and Ponape districts, while Saipan and the Marshalls districts are now at relatively much higher pay levels. While copra production in the Marshalls may account for some of the difference in that area, it is probable that proximity to Guam, in the Marianas, and to Kwajalein, in the Marshalls, has markedly influenced the pay schedules of both areas.

Since the results of these studies proved inconclusive, it has been necessary to assign rather arbitrarily the dollar value of the basic pay schedule. The lowest present average pay rate of all districts, based on analysis of selected key classes, was found to be $ .143 per hour. This figure was converted for convenience to $ .15 per hour and used as the minimum rate for the new pay range for Laborer, easily the most uniformly representative class in the title plan. The resultant five-step ranges were computed on a percentage rise basis, graduating downward from 6% in the lower pay ranges to 5% in the higher pay levels.

The fairly constant ratio existing between current district pay rates was accepted for the establishment of district pay differentials over the basic schedule. Yap, with the lowest average, was taken as the control point; Saipan showed a ratio of 3, the Marshalls a ratio of 2, and Truk, Palau, and Ponape ranged between 1.3 and 1.7. Differences in the last three districts may be absorbed in the basic schedule. To recognize the broader differences of Saipan and the Marshalls without establishing separate pay schedules, Saipan was started at the fifth, and the Marshalls at the third pay grade of the basic schedule.

These starting points are recommended to reflect existing differences in the two districts and are not to be considered permanent. Such adjustments may be made for any district as necessary, and may be made either up or down without altering pay relationships between classes. It would be advisable for the administration to review periodically these or any other necessary combinations of district differentials and not permit them to become fixed into separate pay schedules apart from the basic pay schedule. From time to time the basic schedule also should be reviewed for validity under changing conditions.
In the immediate installation of the pay plan it is recommended that salaries of employees now below the new minimum be increased to the minimum as rapidly as possible, with due consideration of budgetary limitations; salaries of employees now paid within the range for the new class be adjusted where necessary by not more than two steps to maintain departmental relationships; and salaries of those now paid above the new maximum not be reduced, but that the employee either be transferred to a higher level vacancy or be assigned new duties and responsibilities sufficient to warrant reclassification upward within a reasonable period of time. Where neither suggestion is possible, such employees may be retained at the present pay rate with no possibility of further pay increases.

General suggestions for the continuing administration of the pay plan include:

1. employees be hired at the minimum of the pay range for the class, with the possibility of hiring at the second step of the range in recognition of unusual qualifications;

2. employees be reviewed annually for one-step merit increases, within the pay grade for the class, with the possibility of double-step merit increases in recognition of exceptional performance or of increased responsibilities which logically should lead to reclassification to a higher level class the following year;

3. salary increases should not be permitted to become automatic; rather they should be considered as rewards for meritorious performance to be granted or withheld as deserved;

4. some standard although not necessarily formalized system of merit rating should be followed by all districts, thus insuring equitable consideration of employee performance;

5. reclassifications be made with a salary increase to the minimum rate of the new class, or in cases of overlapping ranges, with a one-step increase (within the pay grade for the new class).

Adoption of a Standard Pay Schedule

After evaluation of the committee's recommendations by the high commissioner and his staff, all of whom would be directly or indirectly affected by adoption of the new schedule, the report was referred to the

9The Jorgensen survey team was technically a committee, and was so referred to in its reports and official correspondence.
district administrators for consideration and comment. The consensus was approval of a standardized wage and classification program, in principle, but the various district administrators raised different issues. Administrators of the districts which would go to a higher pay level (Yap, particularly) complained that their employees generally were satisfied with their pay so "why upset the apple cart" by giving them an unsolicited raise, particularly when the money required was badly needed for other purposes? Districts which already were at a substantially higher level than the new schedule (the Marshalls and Marianas) predicted dire reactions from their employees—although the proposed new program actually would not require reduction of any individual's compensation, by action of the "saving clause."

After due consideration had been accorded the comments of the various department heads and the field administrators, the program was approved with certain changes: in the recommended wage rates (Table XIX, page 158), the annual wage was in whole dollars and the hourly wage in fractional cents; this was reversed so that the hourly wage was in whole (or in a certain case, one half) cents and the annual wage was in dollars and odd cents. The entry rate for Grade I thus became 13¢ per hour and $270.40 per annum, instead of the recommended rate of 12.9¢ per hour and $268 per annum. This was done to facilitate computation as most wages would be computed on an hourly basis, and dealing with whole numbers in the hourly rates and dollars and cents in the monthly rates would be much easier than working with fractional cents in the hourly rates in order to maintain whole dollars in the annual rates.

10Deputy High Commissioner's letter to all district administrators, serial 3946, of September 25, 1952.
The most important change was in the rates determined for the Marshalls and Marianas districts. While the recommendation was to place the Marshalls at the third step and the Marianas at the fifth step rates, advice was received while this program was under consideration that the Saipan district (with the possible exception of Rota island) would be returned to administration of the Navy Department on January 1, 1953 (see page 41). Considering the rather small differential between the Truk-Ponape-Palau maximum (1.7) and the Marshalls (2.0), and the elimination of Saipan from consideration, it was decided to establish one wage schedule for the entire Trust Territory with no differential, unless Rota were to remain under the Department of the Interior in which case it alone would fall under a wage level set at the fourth step. This situation eventually transpired. The pay schedule finally adopted is shown in Table XX, and the procedure for implementation and administration was approved to be effective in the pay period commencing November 9, 1952.

The Title Plan for Micronesian Positions

The title, or classification, plan also was referred to the various district administrators for comment. The deputy high commissioner's letter forwarding the plan is quoted in pertinent part:

The specifications proposed for each class follow a uniform pattern and include a title, indicative of the kind of work; a duties statement, summarizing in general the work to be done; a list of typical but not all-inclusive examples of tasks which may be performed; and a statement of the minimum qualifications for employment which are considered desirable.

Please note that the class specification is a composite of a number of jobs to which similar duties and responsibilities are assigned, and is not intended to be a detailed description of the work of any one job. The minimum qualifications for employment

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11 The title of this schedule remained the "Saipan District" for record purposes.
TABLE XX. ORIGINAL STANDARD PAY PLAN FOR M ICRO N ESIAN EMPLOYEES OF THE TRUST TERRITORY.

<table>
<thead>
<tr>
<th>Base Saipan</th>
<th>Annual</th>
<th>Hourly</th>
</tr>
</thead>
<tbody>
<tr>
<td>I.</td>
<td>$270.40 $291.20 $312.00 $332.80 $364.00</td>
<td>$ .13 $ .14 $ .15 $ .16 $ .175</td>
</tr>
<tr>
<td>II.</td>
<td>312.00 332.80 364.00 395.20 416.00</td>
<td>$ .15 $ .16 $ .175 $ .19 $ .20</td>
</tr>
<tr>
<td>III.</td>
<td>364.00 395.20 416.00 457.60 499.20</td>
<td>$ .175 $ .19 $ .20 $ .22 $ .24</td>
</tr>
<tr>
<td>IV. I.</td>
<td>416.00 457.60 499.20 540.80 582.40</td>
<td>$ .20 $ .22 $ .24 $ .26 $ .28</td>
</tr>
<tr>
<td>V. II.</td>
<td>499.20 540.80 582.40 624.00 665.60</td>
<td>$ .24 $ .26 $ .28 $ .30 $ .32</td>
</tr>
<tr>
<td>VI. III.</td>
<td>582.40 624.00 665.60 728.00 811.20</td>
<td>$ .28 $ .30 $ .32 $ .35 $ .39</td>
</tr>
<tr>
<td>VII. IV.</td>
<td>665.60 728.00 769.60 832.00 873.60</td>
<td>$ .32 $ .35 $ .37 $ .40 $ .42</td>
</tr>
<tr>
<td>VIII. V.</td>
<td>769.60 832.00 873.60 936.00 1019.20</td>
<td>$ .37 $ .40 $ .42 $ .45 $ .49</td>
</tr>
<tr>
<td>IX. VI.</td>
<td>873.60 936.00 1019.20 1081.60 1164.80</td>
<td>$ .42 $ .45 $ .49 $ .52 $ .56</td>
</tr>
<tr>
<td>X. VII.</td>
<td>1019.20 1081.60 1164.80 1248.00 1331.20</td>
<td>$ .49 $ .52 $ .56 $ .60 $ .64</td>
</tr>
<tr>
<td>XI. VIII.</td>
<td>1164.80 1227.20 1310.40 1372.80 1456.00</td>
<td>$ .56 $ .59 $ .63 $ .66 $ .70</td>
</tr>
<tr>
<td>XII. IX.</td>
<td>1310.40 1372.80 1456.00 1560.00 1643.20</td>
<td>$ .63 $ .66 $ .70 $ .75 $ .79</td>
</tr>
<tr>
<td>XI.</td>
<td>1456.00 1560.00 1643.20 1747.20 1851.20</td>
<td>$ .70 $ .75 $ .79 $ .84 $ .89</td>
</tr>
<tr>
<td>XII.</td>
<td>1643.20 1747.20 1851.20 1955.20 2080.00</td>
<td>$ .79 $ .84 $ .89 $ .94 $ 1.00</td>
</tr>
<tr>
<td>XII.</td>
<td>1851.20 1934.40 2038.40 2142.40 2246.40</td>
<td>$ .89 $ .93 $ .98 $ 1.03 $ 1.08</td>
</tr>
</tbody>
</table>

Source: Official records of the Trust Territory.
are stated in general terms, and must be considered as guides as to the maturity and background necessary for adequate performance of the work required. With the exception of classes for which professional education and licensing are required, rigid adherence to the stated years of schooling or experience is neither intended nor expected, and, obviously, persons who are now employed and whose performance is satisfactory certainly must be considered qualified for retention in their particular jobs.

In inviting your comments on the basic title plan, the class specifications, and the allocation of positions, may I point out: first, position classification is a survey of positions, not employees, and individual skill, efficiency, and other personal attributes of the incumbent are not considered for this purpose; second, the proposed plan is general and is intended to permit flexibility in job assignment to the extent that the training and education of these people for increased responsibility may be encouraged; and third, for the purposes of uniformity in personnel policy, adequate appraisal of pay schedules, and, perhaps most important, employee morale, some formality in the classification of jobs and their relationship is mandatory.

Comments and suggestions were received from all districts, and resulted in changing the allocations of some positions, establishing others, and abolishing a few. The title plan finally adopted is shown in Table XXI. Additionally, modifications were made in the committee's suggestions for implementation and administration of the program (see page 160); as finally adopted, the program specified that employees were to be hired only at the minimum rate, as it was feared that permitting appointment at a higher step rate in recognition of "unusual qualifications" would be subject to abuse in practice, and would be difficult to administer equitably. Annual one-step merit increases were approved, but also without provision for two-step increases for the same reason. An additional provision was added, to establish the pay level of employees down-graded as result of reclassification action or reduction in force at the step level of their previous salary, or at the top of the grade in instances where this level was lower.
A listing of all positions established for Micronesian employees of the Government of the Trust Territory of the Pacific Islands, as promulgated in the original Micronesian Title and Pay Plan.

### Administrative and Clerical

- Agriculture Extension Agent
- Administrative Advisor
- Principal Clerk
- Senior Clerk
- Junior Clerk
- Clerical Trainee
- Senior Typist
- Junior Typist
- Account Clerk
- Court Clerk
- Employment Service Clerk
- Library Assistant
- Telephone Operator
- Translator-Interpreter
- Senior Storekeeper
- Storekeeper

### Professional and Technical

#### Administrative and Clerical (continued)

- Medical Practitioner
- Medical Intern
- Dental Practitioner
- Dental Intern
- Assistant Supervising Nurse
- Graduate Nurse
- Nurse Aid
- Health Aid - Field
- Health Aid
- Laboratory Technician
- X-Ray Technician
- Laboratory Assistant
- Pharmacist
- Sanitation Worker
- Sanitation Helper
- Supervising Radio Operator
- Radio Operator
- Radio Operator Trainee
- Radio Announcer
- Radio Mechanic Helper
- Supervising Engineering Aid
- Senior Engineering Aid
- Junior Engineering Aid

### Public Safety

- Sheriff
- Deputy Sheriff
- Sergeant
- Corporal
### Trades, Maintenance and Domestic

<table>
<thead>
<tr>
<th>Position</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carpenter Foreman</td>
<td>General Foreman</td>
</tr>
<tr>
<td>Carpenter</td>
<td>Labor Foreman</td>
</tr>
<tr>
<td>Carpenter Helper</td>
<td>Laborer</td>
</tr>
<tr>
<td>Electrician Foreman</td>
<td>Maintenance Man</td>
</tr>
<tr>
<td>Electrician</td>
<td>Farm Foreman</td>
</tr>
<tr>
<td>Electrician Helper</td>
<td>Farm Hand</td>
</tr>
<tr>
<td>Machinist</td>
<td>Gardener Foreman</td>
</tr>
<tr>
<td>Mechanic Foreman</td>
<td>Gardener Sub-Foreman</td>
</tr>
<tr>
<td>Mechanic</td>
<td>Grounds Laborer</td>
</tr>
<tr>
<td>Mechanic Helper</td>
<td>Plantation Labor Foreman</td>
</tr>
<tr>
<td>Garage Attendant</td>
<td>Plantation Labor Sub-Foreman</td>
</tr>
<tr>
<td>Painter Foreman</td>
<td>Plantation Laborer</td>
</tr>
<tr>
<td>Painter</td>
<td>Ambulance Driver</td>
</tr>
<tr>
<td>Painter Helper</td>
<td>School Bus Driver</td>
</tr>
<tr>
<td>Plumber Foreman</td>
<td>Tool Room Attendant</td>
</tr>
<tr>
<td>Plumber</td>
<td>Janitor</td>
</tr>
<tr>
<td>Plumber Helper</td>
<td>Watchman</td>
</tr>
<tr>
<td>Refrigeration Foreman</td>
<td>Housemother</td>
</tr>
<tr>
<td>Refrigeration Mechanic</td>
<td>Steward</td>
</tr>
<tr>
<td>Refrigeration Helper</td>
<td>Senior Cook</td>
</tr>
<tr>
<td>Welder</td>
<td>Cook</td>
</tr>
<tr>
<td>Equipment Operator Foreman</td>
<td>Kitchen Helper</td>
</tr>
<tr>
<td>Equipment Operator</td>
<td>Laundry Worker</td>
</tr>
<tr>
<td>Truck Driver</td>
<td>Laundry Helper</td>
</tr>
<tr>
<td>Fuel Supply Foreman</td>
<td>Ward Attendant</td>
</tr>
<tr>
<td>Fuel Supply Man</td>
<td></td>
</tr>
<tr>
<td>Power Plant Foreman</td>
<td></td>
</tr>
<tr>
<td>Power Plant Mechanic</td>
<td></td>
</tr>
<tr>
<td>Power Plant Operator</td>
<td></td>
</tr>
<tr>
<td>Water Plant Attendant</td>
<td></td>
</tr>
<tr>
<td>Supervising Boat Operator</td>
<td></td>
</tr>
<tr>
<td>Senior Boat Operator</td>
<td></td>
</tr>
<tr>
<td>Boat Operator</td>
<td></td>
</tr>
<tr>
<td>Boat Mechanic</td>
<td></td>
</tr>
<tr>
<td>Deckhand</td>
<td></td>
</tr>
</tbody>
</table>
than the previously received rate of pay. The other suggestions were approved as made; the recommendation for establishment of a performance rating system was followed, as discussed in the previous chapter.

The Micronesian Title and Pay Plan

The Micronesian Title and Pay Plan (hereafter referred to as the Title and Pay Plan), as finally formulated, was promulgated in loose-leaf form in the fall of 1952 with the following foreword from the then High Commissioner Elbert D. Thomas:

The wage and classification plan for positions held by Micronesians is a definite step forward in the employment policy of islanders working for the Government of the Trust Territory. When the U. S. Navy undertook the administration of the Trust Territory in 1947, officials prepared a wage and classification plan based on the Japanese pre-war wage rates, and on the post-war economy of the islands. Taken into consideration were the income possibilities from copra and other exports in 1946-47 in comparison with income from Trust Territory sources, and, in the case of Saipan, the competitive wages at Guam. The resultant figures were rather arbitrarily set. As the administration progressed, wage changes were made as local district needs demanded and a broad variation among the districts developed.

In the months following the transfer of administration to the Department of the Interior, it became increasingly evident that a uniform policy must be established. The Deputy High Commissioner, James A. McConnell, with the cooperation of the Director of Personnel, Nat Logan-Smith, and the Director of Economic Affairs, Homer L. Baker, laid the groundwork and established the procedures by which the survey and resultant Title and Pay Plan have been developed. It presents a uniform policy which will simplify Micronesian personnel administration and will present to the Micronesians a firm basis for advancement in the Trust Territory Government.

The Trust Territory was fortunate in obtaining the services of Miss Roberta Jorgensen who has an excellent background in wage and classification with Research Associates of Honolulu and with the University of California. The wage and classification survey she conducted presented a most difficult problem dealing, as it did, with people in a culturally strange environment. Its execution required tact, good judgment, and an exhaustive knowledge of the technical aspects of wage and position classification. The project was completed to our highest satisfaction and we have accepted it substantially as submitted.

My most sincere appreciation goes to Miss Jorgensen . . . .
The introduction to the Title and Pay Plan consisted of a narrative report which briefly outlined the basis for the program; a section (Part I) devoted to the title plan which discussed and explained the background, theory and operation of the classification plan; a section (Part II) dealing with the pay plan, which provided the same information concerning the plan of compensation and which ended with instructions for administration of the program. Much of this introduction repeats for general promulgation parts of the Jorgensen Committee report (see pages 156—160), but the discussion is quoted in its entirety as it all is necessary to a complete understanding of the program as it was inaugurated. The classifications and pay rates of the originally-established positions are shown in Appendix "P," and a sample class specification is shown in Figure 25.

Introduction to the Title and Pay Plan

Narrative Report

A classification and wage survey of Micronesian positions of the Trust Territory was authorized to provide the administration with a uniform policy for personnel and salary administration throughout the Territory. This project was necessitated by the extreme variation in wage patterns within the districts and lack of any related wage and classification program among the various districts. The wage rates of Micronesian employees originally were established during Navy administration on a territory wide basis. As no attempt was made to improve or maintain this program, however, wages had, by reason of many unrelated individual adjustments and the establishment of numerous classifications outside of the original pattern, lost all semblance to a formal classification and wage plan.

The program was divided into two parts: the construction of a classification plan based on job evaluation, and the development of a wage schedule which would consider and account for existing pay differences among various districts. The title and pay plan resulting from the survey is reported under the same two divisions.

The survey was conducted in the field and included the use of questionnaires for job and living cost data, interviews with employees, supervisors, and local private employers, and observation of
working and living conditions in all district centers of the Territory. Tentative proposals were submitted to administrative officials, and their comments and suggestions were included in the final proposal presented in this report.

Part II: Title Plan

The classification study was based on analysis of position description forms which had been filled out by Micronesian employees, or in some cases by American supervisors. Information given on the forms was supplemented by discussions in the field with both supervisors and employees, although the language barrier, even with the aid of interpreters, made the number of actual job audits smaller than desired.

Job information thus gained was reviewed for differences and similarities of work, levels of responsibility, degrees of supervision received or exercised, and minimum qualifications desirable, and was grouped into classes. Since position classification is a study of jobs rather than employees, no consideration was given to individual skill, efficiency, training, or other personal attributes of persons presently engaged.

The resulting classification plan is deliberately general. In a relatively small organization such as each district administration was found to be, a simple classification system, which defines types of work and responsibility levels in general terms, was considered to permit greater flexibility in work assignment and job training than would a more restrictive system of closely defined classes. For this reason, positions were grouped under general titles into broad classes, avoiding wherever possible special titles and single-position classes. After the plan has been in operation for some time organizational changes and the development of job responsibilities may require that new classes be established, or that existing classes be further refined.

The structure of the title plan was kept simple and grouped into four major divisions: Administrative and Clerical, Professional and Technical, Public Safety, and Trades, Labor and Domestic. The classes within each major group are described in class specifications, which are submitted as part of this report. The class specification is a composite of a number of jobs to which similar duties and responsibilities are assigned, and is not intended to be a detailed description of the work of any one job. For purposes of uniformity the specifications proposed for the classes follow a standard pattern and include a title, indicative of the kind of work; a duties statement, summarizing in general the work done; a list of typical but not all-inclusive examples of tasks which may be performed; and a statement of the minimum qualifications for employment which are considered desirable. The job title is to be used for all official personnel, payroll and budgetary purposes, but does not preclude the use of working titles for
TRUST TERRITORY OF THE PACIFIC ISLANDS
Title and Pay Plan - Micronesian Positions

Class Specification

TEACHER - INTERMEDIATE SCHOOL

Duties

Prepares for and conducts classes in general or specialized academic subjects in an intermediate school, and does other related work as required.

Typical Tasks

--- Teaches classes in subject fields.
--- Prepares class demonstrational materials, lesson plans, tests.
--- Grades papers and tests.
--- Selects reading and study materials.
--- Recommends textbooks.
--- Maintains student records and submits reports.
--- Confers with parents concerning individual student progress or problems.
--- Attends teacher meetings and summer training courses.
--- Supervises and fosters extra-curricular student group activities and programs

Minimum Qualifications

A combination of training and experience substantially equivalent to completion of the ninth grade, supplemented by completion of an approved two-year training course for teaching or two years of training experience; and three years of teaching experience.

FIGURE 25. SAMPLE CLASS SPECIFICATION
departmental purposes where these may be considered appropriate. The minimum qualifications for employment are stated in general terms and are to be considered only as guides to the maturity and background necessary for adequate performance of the work required. It is expected that various combinations of training and experience will be interpreted as meeting the employment standards suggested, except where professional schooling and/or licensing requirements are mandatory [see pages 114 and 16].

The tentative class specifications were submitted to all districts for review, and where possible the comments and suggestions received have been incorporated into the final form.

The allocation of individual positions to classes was made on the basis of job information collected, and allocation lists were submitted to the districts for approval. Some changes were made as a result of this review, and it is probable that further changes may become necessary in individual cases after the plan is put into operation [see Appendix "P" for original allocations of all positions]. Here again, length of service, merit, and other individual attributes of incumbents were not considered. Consideration of such factors should be reflected in other ways, perhaps by pay adjustments made either at the time the new title and pay plan is installed or at the annual review period. 12

The relationships between classes and the assignment of classes to pay grades of the new pay plan have been discussed in detail with department officials. If changes in these basic class and pay relationships are recommended in the future, careful consideration should be given to the inter-relationships of class series.

The value of any classification plan lies in its reflection of existing conditions. If a class structure remains static for too long a period it can no longer encompass adequately organisational changes and job developments. Just as the allocation of individual jobs should be reviewed periodically to assure proper recognition of job development, the class series will be checked frequently. Within at least a five year period it is planned to review the entire title program for validity of classification standards and for necessary refinements in classes and class levels [see page 177].

Part II: Pay Plan

In preparing a pay plan for Micronesian positions, the survey committee has attempted to assure equitable compensation for differences and similarities in job content throughout the Territory, and still recognize differences in geographical location, size, and, to some extent, economic development of the various districts. A single

12 Money awards for meritorious service are discussed in Chapter VIII.
pay schedule applicable to all districts permitted no consideration of important local influences; while complete local autonomy, granting each district administrator freedom to establish district rates based on his knowledge of the community and its people, gave no assurance that compensation would be equitable on a Territory-wide basis. A basic Territory-wide pay schedule, with provision for pay differentials where necessary to reflect local differences, was selected. The single exception in the Trust Territory to coverage by this plan is Kwajalein Atoll where Trust Territory employees will be paid the prevailing wage established by the Navy for Micronesian employees in that area.

The basic pay plan consists of fifteen separate pay grades, each with a range of five steps from minimum to maximum. The step intervals graduate downward from a 6% rise in grades I through VI, to a 7% rise in grades VII through X, to a 6% rise in grades XI through XIV, and a 5% rise thereafter in grade XV, the decreasing percentage being designed to permit greater percentage salary increments in the lower pay grades. For purposes of payroll convenience this structure was later altered somewhat by rounding off to even cents the hourly pay figure. Each range overlaps the mid-point of the preceding range to permit flexibility in starting rates for different level classes. Progression classes have been assigned to alternate grades to eliminate, as far as possible, overlapping pay rates for different grade levels of work.

The dollar value of the pay plan was determined after careful consideration of the cost of living, prevailing area wage data, current pay relationships, budgetary considerations, and the minimum acceptable wage in the various districts. Information was collected in the field for studies of all factors, and detailed results of the studies were presented for the consideration and approval of administration officials. All those who participated in these discussions are fully aware of the fact that it is difficult, if not impossible, to apply accepted measures of costs and living standards to this type of society, particularly in the absence of exhaustive and conclusive studies of cultural patterns and mores. It was necessary to select somewhat arbitrarily both the minimum starting rate of the basic pay plan and the point at which necessary district differences should be recognized.

The lowest average pay rate of all districts, based on analysis of selected key classes, was found to be 14.3¢ per hour. This figure was converted for convenience to 15¢ per hour and used as the minimum rate for the new pay range for Laborer, easily the most uniformly representative class in the title plan. The resultant five-step ranges were computed on a percentage rise basis, graduating downward from 6% in the lower pay ranges to 5% in the higher pay levels, as previously noted.
The fairly constant ratio existing among current district pay rates was accepted for the establishment of district pay differentials over the basic schedule. Yap, with the lowest average, was taken as the control point; the Marianas showed a ratio of 3, the Marshalls a ratio of 2, and Truk, Palau, and Ponape ranged between 1.3 and 1.7. Differences in the last four districts may be absorbed in the basic schedule. To recognize the broader difference of the Marianas without establishing a separate pay schedule, the Marianas was started at the fourth and extended through the fifteenth pay grade of the basic schedule.

This starting point for the Marianas reflects existing differences in the districts and is not to be considered permanent. Such adjustments may be made for any district as necessary, and may be made either up or down without altering pay relationships between classes. The administration plans to review periodically this or any other necessary combinations or district differentials, so as to prevent them from becoming fixed into separate pay schedules apart from the basic pay schedule. From time to time the basic schedule also will be reviewed for validity under changing conditions.

Recommendations made for installing the plan and for its continuing administration have been adopted as official policies and are to be followed by local administrators. At the time the title and pay plan was installed individual employee pay adjustments were made in accordance with the following guides:

1. No employee on the rolls at that time was reduced in salary.

2. If the salary the employee received was below the minimum pay rate for the new class, it was raised to the minimum, the first step, or the second step of the new pay grade according to the experience, ability, and length of service of the employee. This determination was made by the district administrator.

3. If the salary the employee received was within the range for the new class, but not on one of the step intervals, it was adjusted upward to the closest step; if it was within the new range and also at one of the step intervals it was not adjusted. In either case, however, individual adjustments of not more than two steps were made at the discretion of the district administrator to maintain departmental relationships.

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13 This differential was eliminated in 1957.

14 As a result of a comprehensive survey and review conducted in 1957 (after five years experience with the basic pay program), the basic wage program was revised drastically.
Introduction to the Title and Pay Plan (Continued)

4. If the salary an employee received was above the maximum for the new class it was not reduced, but, if the employee was capable and qualified to perform work at a higher level, he could either have been transferred to a higher level existing vacancy, or assigned new duties and responsibilities sufficient to warrant reclassification upward within a reasonable period of time. Where neither alternative was possible, such an employee was retained at his former pay rate.

Administration of the plan is to be as follows:

1. Employees should be hired at the minimum of the pay grade for the class.

2. Employees are to be reviewed annually for one-step merit increases, within the pay grade for the class.

3. Salary increases should not be permitted to become automatic; rather they should be considered as rewards for meritorious performance to be granted or withheld as deserved.

4. Evaluation of performance is to be made in accordance with the method established by the Trust Territory headquarters under the Micronesian Performance Rating Program.

5. Promotions to a higher class should be made to the minimum rate of the new class, or in cases where the old salary is higher than the minimum rate of the new class, the new pay rate should represent a one-step increase (within the pay grade for the new class). In cases of a change to a lower classification where the highest rate of the new pay grade is lower than the employee's old salary his new pay rate will be reduced to the highest step of the new pay grade.

The district administrators may recommend to headquarters exceptions to any of these rulings to meet unusual situations, but no deviation from the above procedure is authorized without specific authorization from the Deputy High Commissioner.

Employees separated from employment to attend school or obtain specialized training outside the Territory may, if reemployed after completion of such period of advanced study, be credited for the full period of absence directly attributable to the study program toward annual step increases in determining the appropriate rate of pay upon reappointment. If only part of the period of absence was devoted to study, only the period of education may be counted (including incidental travel, etc.).

15 This paragraph was added to the introduction on September 25, 1956.
Amendments and Revisions to the Title and Pay Plan

Amendments to the title and pay plan were made from time to time by means of transmittal sheets, which were numbered consecutively and with which were enclosed replacement sheets for the Title and Pay Plan, written to embody the change or correction, and which were then to be substituted in the loose-leaf binder. These amendments were made at relatively frequent intervals to add, reclassify, and abolish positions, and to revise class specifications (see Figure 26, page 176, for sample transmittal sheet).

The U. S. Naval Station, Kwajalein, employed approximately 300 Marshallese who resided on the adjacent island of Ebeye, where the Trust Territory maintained a small staff of constabulary, education, and public health personnel. The Navy rates for their employees ranged from 28¢ to 34¢ per hour for learners; from 36¢ to 42¢ per hour for semi-skilled labor; from 44¢ to 50¢ per hour for skilled labor; and from 65¢ to 80¢ per hour for trades supervisors. Clerical, semi-professional, and administrative personnel received from $600 to $1,800 per year. These rates were far in excess of the rates provided for the Trust Territory personnel by the Title and Pay Plan, and as maintenance of two wage schedules with such wide differences in that area was impracticable, it was necessary to make an exception to the Title and Pay Plan schedule and pay Trust Territory employees in the Kwajalein-Ebeye area at the Navy wage rate.

The pay scale remained unchanged thereafter until 1957, at which time the writer, then the personnel officer, conducted a wage and classification survey in accordance with the overall plan (see paragraph 2, page 173), and specifically as result of a request made at the most recent district administrators' conference and approved by the high commissioner.
TRUST TERRITORY OF THE PACIFIC ISLANDS

TITLE AND PAY PLAN - MICRONESIAN POSITIONS

May 1, 1961

TRANSMITTAL SHEET NO. 74

The Micronesian Title and Pay Plan is hereby amended to effect the following: (1) add two new Class Specifications, (2) republish the alphabetical listings for positions in the "A" and "B" Schedules, (3) republish the narrative section (Part I) of the Plan to effect numerous minor changes, including the establishment of a policy making personnel actions to be taken as result of Transmittal Sheet amendments effective with the beginning of the first pay period immediately after the date of the Transmittal Sheet, (4) reallocate the position of WAREHOUSE SUPERVISOR from A-7 to A-6, and (5) amend the Minimum Qualifications for Cacao Specialist Trainee, B-5.

1. Remove: Pages 1 through 7 in Part I, Complete old Alphabetical Listings for the "A" and "B" Schedules.

Class Specifications for ASSISTANT DISTRICT ANTHROPOLOGIST, Grade B-7.

Insert: Pages 1 through 11 dated 5/1/61 in Part I, Complete new Alphabetical listings for the "A" and "B" Schedules.

Class Specifications for ASSISTANT DISTRICT ANTHROPOLOGIST, grade B-9 and ANTHROPOLOGICAL ASSISTANT, grade B-5, after ANIMAL HUSBANDMAN, grade B-4.

2. Reallocation WAREHOUSE SUPERVISOR from A-7 to A-6.

IMPORTANT NOTE:

Those Micronesians who are currently classified as WAREHOUSE SUPERVISOR at the grade A-7 level should be retained ("frozen") in such grade at their existing pay rates, but as these individuals resign, are promoted, transferred, or otherwise vacate this position, new appointments to the position of WAREHOUSE SUPERVISOR will be made at the A-6 grade level.

FIGURE 26. SAMPLE TRANSMITTAL SHEET, TITLE AND PAY PLAN
(Attachments not included herewith)
The report of this survey, in five parts, is quoted in its entirety, except for attachments and references, as follows:

Report of the 1957 Wage and Classification Survey

PART I - INTRODUCTION

The current pay schedules are in accordance with the Micronesian Title and Pay Plan, which was adopted in 1952 as the result of a survey conducted by Miss Roberta Jorgensen, an expert wage analyst employed under personal service contract for this purpose (see Foreword and Introduction to the Title and Pay Plan, September, 1952). This plan has been revised repeatedly in the interim period, there being 41 amendments to February 5, 1957. The present survey was deemed necessary, however, to review the Plan as to sufficiency, propriety and general suitability with relation to the present Micronesian wage program as a whole and the present schedule of wages in particular.

An important aspect of this program was to consider the continued adequacy of a single wage schedule for all types of positions, or whether a division of the wage structure into different schedules might be indicated by the increasing efficiency of the staff, differing bases of wage determination for the differing types of work, and the ever-widening scope of the wage program as a whole.

METHODOLOGY

The determination as to present sufficiency of the program, considerations for possible changes, and final recommendations were made as result of a survey conducted by the Personnel Officer during January–June 1957. During this period, he visited the various districts . . . to observe the present wage program in operation; to discuss effectiveness of the wage program as a whole with district authorities, both American and Micronesian; and to observe the workings of the Title and Pay Plan as it now is constituted.

An attempt was made to encourage all district personnel to express themselves freely and to feel at ease during discussions, and it is believed that this aspect of the project generally was successful. In addition, basic data were taken from the survey-questionnaire on the general effectiveness of the Micronesian personnel program, circulated to all district authorities earlier. As returns from this questionnaire were anonymous, however, direct comparison was impossible, although general findings and recommendations were comparable. A summary of pertinent results is appended. Statistical data concerning private employment and wages, cost of staple items, etc., also were collected. . . .

The basic technique was to interview selected responsible American and Micronesian employees in each of the districts as to their feelings concerning the scope and general effectiveness of the present
wage program. As was to be expected, results were far from unanimous, but it is believed that a very useful cross-section of opinion was obtained and a pattern with reasonably high validity resulted which could be taken as a basis for evaluation of the present wage program. ...\(^{16}\)

**BASES FOR WAGE DETERMINATION**

Because of the peculiar conditions in the Trust Territory of the Pacific Islands, which has a very low economic potential; where the Trust Territory Government itself is the largest employer, and where the dollar income is substantially less important than in highly industrialized societies because the majority of our employees draw their basic subsistence from their land and the sea, a number of bases must be considered in determining the appropriate wage rather than the single "Prevailing Wage" basis used in the CIUSA Continental limits, United States of America.

The **Prevailing Wage in the Local Area.** This fundamental basis for wage determination of ungraded positions is of little significance in any part of the Trust Territory except Enewetak where the United States Navy is the major employer. ... In all other districts the Trust Territory Government itself is the major employer and the wage it pays becomes the basic wage in the local area. There is a very general comparison with the income derived from copra and trochus which varies between districts — the Marshalls, for instance, has a substantial income from copra, while Palau has an insignificant dollar income from this source; Palau, on the other hand, has a rather high income from the sale of trochus shell and the Marshalls has very little. Other districts vary between these extremes. Some income is derived from the sale of handicraft, although this is not significant; and there are a number of local trading and retail establishments of a proprietary nature which bring in dollars in varying amounts, depending on their size and efficiency.

**Labor Market.** In certain districts there is a considerable scarcity of labor, particularly in specific skills. In such areas the wage must be set at a figure which will bring in applicants from outside areas.

**Incentive to Work.** In certain districts (Yap, for example, and to a varying degree in all districts), it is necessary to set the wage at a figure which will create the incentive to work. Even in an abundant labor market it is not always easy to find candidates for employment because of the mores of the Micronesians and the fact that they usually have an adequate subsistence livelihood from their lands.

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\(^{16}\) The omissions are references to attachments to the original report, which are not included in this summary.
Report of the 1957 Wage and Classification Survey (Continued)

PART I - BASES FOR WAGE DETERMINATION (Continued)

Incentive to Work (Continued)

This is particularly true of jobs of low prestige, and those involving hard physical labor.

A Reasonable Standard of Living. As an enlightened employer it is, and should be, the policy of the Trust Territory Government to pay a wage which will permit its Micronesian employees to live in comfort and dignity in accordance with their traditional culture and folkways. This should not, however, be construed as considering that a wage is indicated which would permit the Micronesian employees to desert their traditional folkways and adopt a Western standard of living foreign to their basic cultural patterns.

The Influence of Our Wage Structure on the Traditional Culture. (This is a projection of the consideration in the preceding paragraph). As employees become more and more dependent upon a dollar economy as a concomitant of their employment for wages, a considerable aculturation factor is to be expected; and as these employees adopt the Western way of life to an ever-increasing degree, they expect and demand (and, at least to a certain degree, require) a wage structure which will permit them to purchase items which have changed from the luxury classification to the category of necessities. These might include refrigerators, sewing machines, Western clothing, etc.

Influence of the Wage Pattern in Adjacent Areas. This is important in the wage demands of certain districts. The wage structure paid by the Navy on Kwajalein is a matter of general knowledge throughout the Marshall Islands, for instance; and, although it has no direct effect on the local economy in Majuro, Marshallese employed in Majuro are disturbed by the disparity in the wage structure. The influence of the wage standards on Guam and Saipan likewise is reflected in Rota.

Productivity. It is a fundamental of economics that the wage must be tied to the dollar productivity of the work performed. In many cases the demand for higher wages in the districts of the Trust Territory is not matched by increased productivity of the worker; and any wage increase may well be justified primarily on this consideration. Deviation from this fundamental principle brings the cost of our operation out of line with the services it receives for wages paid.

Economic Resources. It would be most undesirable from a sociological standpoint to establish a wage pattern which would be out of line with the fundamental basic resources of the area. In accordance with the well established policy that the Micronesians will, in due time, assume most (if not all) of the responsibility for their own administration, establishment of a wage pattern which would be beyond their economic potential would lead to severe economic repercussions and social demoralization. For this reason it is, and should be, our considered policy to maintain a wage structure which is appropriate to
Report of the 1957 Wage and Classification Survey (Continued)

PART I - BASES FOR WAGE DETERMINATION (Continued)

Economic Resources (Continued)
the resources of the territory and, incidentally, which would be in balance with the wages which local commercial organizations are (and will be) able to meet.

Availability of Funds. This, after all, is perhaps the most practical consideration of all. We obviously cannot establish a wage pattern which requires more funds than we have. Any increase in the cost of personal services by our Micronesian staff must be met (a) by the availability of increased funds, whether from Congress or from locally derived sources; (b) by reducing the number of employees proportionately to the increase in salary; or, (c) making funds available by reducing expenditures for developmental and other programs. As any increase in our Congressional grants is extremely doubtful and the reduction of staff presumably also would be reflected in reduced scope of our programs, any increased wage requirement of significant magnitude would undoubtedly have an adverse effect upon the mission of this government.

All of the foregoing factors were given proper consideration, although certain factors were less important in some districts than in others.

PART II - DISCUSSION

A number of factors make determination of an adequate and proper wage program for the Trust Territory a very difficult undertaking, and it may reasonably be assumed that the final results, regardless of what they might be, will satisfy very few of our Micronesian employees. Considerations leading to this conclusion are as follows:

1. The cost of foodstuffs and other items purchased from the trading companies is fairly constant throughout the various districts of the Trust Territory . . . but the degree of dependence upon cash purchases for basic subsistence varies widely between districts, and within the various districts themselves.

2. Proximity of certain of our districts to areas with differing (and higher) standards of living have influenced the local economies, particularly in Rota and Majuro; yet there is a strong and deep-seated rivalry between all of the various districts which makes recognition of these differences by local adjustments in the wage schedules of the particular districts completely unacceptable to the remainder of the districts. Rota presently is at a schedule three steps higher than the other districts, which has caused deep resentment among the remainder of the districts.

3. The impact of the caste, or prestige, system conflicts with an employment program based purely on economic considerations. Some
types of employment with less economic value have greater prestige, while the caste of the employee must be taken into consideration along with the economic worth of his work when considering his wage and seniority.

4. The employment of Micronesians in the Trust Territory by other than Department of the Interior sponsored agencies at wage rates over which the Trust Territory Government has no control has tended to set up stresses and strains which present problems to which there is no apparent solution. Private agencies are of three general categories:

(a) Locally owned stores and other enterprises outside the direct jurisdiction of the Trust Territory Government. These largely are family enterprises and do not have any significant bearing on the local economy.

(b) Trading companies and other stock companies subsidized by the Trust Territory Government, and therefore subject to influence by the Trust Territory administration to greater or less degree. These have, at times, presented problems (particularly at Majuro, where the local trading company continually 'raided' the district organization by offering employment at higher wages and better working conditions). These problems, however, generally have been temporary in nature, and within the ability of the Trust Territory Government to handle.

(c) Scrap contractors and other temporary employers. These firms generally have established their wage rates for Micronesians in collaboration with the Personnel Department of the Trust Territory, and there has been no particular problem in connection with their operations.

Public agencies (other than the Department of the Interior) involved in Micronesian employment are two in number:

(d) U. S. Weather Bureau, Department of Commerce, which has an operation in each of our districts. This organization always has collaborated and cooperated with the Trust Territory Government to the utmost extent in establishing wages and regulations governing employment of Micronesians in consonance with the wage schedule established by the High Commissioner.

(e) The U. S. Navy on Kwajalein, Marshall Islands. The Navy employs some 300 Marshallese who reside on Ebeye, where there is a total population of approximately 1,250 indigenes. In addition, The Marshall Islands Import and Export Co. (MIECO) and the Kwajalein Island Trading Co. (KITCO) employ a total of 14 and 23, respectively... The Coast Guard Loran Station on Ebeye employs 2 Marshallese... The Trust Territory Government also employs 9 administration
Wage rates paid by the Navy are approximately double those paid by the Trust Territory Government, and other agencies in the Trust Territory. The wage for janitor (Grade I) in the Trust Territory schedule starts at 13¢ per hour; the rate paid on Kwajalein for the same work is 28¢ per hour; while a laborer (cleaner) starts at 36¢ per hour. A carpenter at the Trust Territory rate receives 28¢ to 39¢ per hour; the Navy rate on Kwajalein is 44¢ to 50¢ per hour.

The result of the foregoing is general migration to Ebeye to get Navy employment, where only a relatively few people may be accommodated. This results in overcrowding and a generally unsatisfactory environmental situation with its attendant evils, and general dissatisfaction among the vast majority of the Marshallese paid at the Trust Territory rates. This dissatisfaction pervades the entire area, setting up stresses and strains which result in dissatisfaction with Trust Territory wage rates and a generally poor morale situation.

Another serious problem relating to the compensation program results from the varying economies of the individual districts. Majuro employees of the Trust Territory are almost wholly dependent upon their wages for subsistence, including housing, since there is (for practical purposes) no adequate indigenous population on Uliga, and practically all district employees are in-migrants who come to work for the administration. Ponape is on a large island and draws heavily on the village of Kolonia for employees, but there are substantial numbers of employees from the colonies of Polynesians from Kapingamarangi and Nukuoro, and Micronesians from Kusaie and other districts, who live in Ponape without land holdings, who are largely dependent upon wages for their livelihood. On Yap, on the other hand, subsistence requirements are met almost altogether from the land, and wages are used primarily for the purchase of luxury items.

There is great difficulty in ascertaining just what cash income is necessary for subsistence as against the amount used for luxury items. Further, because of the generally low degree of cultural advancement, it may be presumed that considerable amounts of income are utilized for luxury items which should be devoted to subsistence, and

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17 At the time of the survey, an additional 7 carpenters and helpers were employed at the rate of 44¢ and 36¢ per hour respectively to construct a house for the DistAdRep [District Administrator's Representative] on Ebeye. This project had been completed prior to June 30, 1957.

18 The Naval Air Station, Kwajalein, has been disestablished and succeeded by a missile facility which, however, has maintained the previous wage rates.
that any increase in pay levels may well result in greater expendi-
tures for luxury items (or at least unnecessary items) with no
greater outlay for necessities; indeed, it may be presumed that
development of a taste for luxuries may well decrease the outlay
for necessities, as has been the experience during adjustment per-
iods of more sophisticated cultures. Miss Jorgensen and Mr. Baker
found determination of a valid cost-of-living index practically
impossible when conducting the original wage survey in 1952, and
the situation has changed very little to date. A listing of the
cost of staple items is appended . . . but there is no means of
determining the per-capita consumption of our employees in compar-
ison with the population as a whole.

It is significant that the majority comment in every district
made the point that employees of the Government tend to rely more
and more on their wages and to obtain subsistence from the land in
progressively lesser degree and that the present wage structure was
inadequate to provide total subsistence. This ranges from the Mar-
shallis, previously referred to, where almost all employees are
wholly dependent on their wages for subsistence . . . to other areas,
such as Truk, Ponape, and Yap, where a large proportion of employees
merely reside at a distance from their work, which makes it incon-
venient for them to commute daily. Additionally, there are substan-
tial numbers of our employees in all districts who are in-migrants
from distant islands and who, therefore, do not have access to their
own land or that of their clans. A table showing the percentage of
outside islanders is appended . . .

Fringe Benefits

Another consideration in the wage program is additional fringe
benefits which may or may not be included as an aspect of compensa-
tion for Micronesians.

Retirement. During the course of the discussions the question
of a retirement program for Micronesians was brought up on several
occasions. This matter was previously considered at the time our
Micronesian personnel program was being established, and the object-
ions discovered at that time would still appear to be equally valid;
i.e., presuming that deductions would be taken from the Micronesians'
pay to help finance such a program, many, if not most employees would
object since they prefer cash now rather than deductions for a possible
retirement in the vague and distant future; the cost incident to the
increased work-load necessary to account for retirement funds, make
payments to retirees, process retirement applications, and perform
other aspects of such a program would be prohibitive in a small organ-
ization such as ours and it is extremely questionable whether we
should take any steps which would obligate the Trust Territory Govern-
ment over a long future period since it is entirely possible that some
Retirement (Continued)

change in administration under the Trusteeship Agreement is possible. As our Micronesian employees increase in sophistication, however, and are increasingly aware of the civil service retirement systems which cover American employees, pressure for similar security is bound to increase.

Housing. The problem of housing varies considerably among the districts but is of major importance in the Marshalls where there is no community housing on the island of Uliga and the administration has, perforce, had to provide some sort of living accommodations in order to have any employees. This has been done informally and unofficially, but it is the feeling of the district that the problem should be recognized and dealt with in a formal manner. The same problem is arising elsewhere in the districts and will become acute when PICS (the Pacific Islands Central School) is moved to Ponape and the Micronesian teaching staff presumably will find it necessary to obtain living accommodations. The problem of housing in the other districts has been solved in more or less satisfactory fashion by local devices, but it is very questionable how long local handling of this problem, without any authorization or stated policy, will be adequate.

Cost of Living Allowance. As our Micronesian staff becomes more and more integrated and organized, it has become desirable to make transfers of certain personnel between districts, and it may reasonably be presumed that this trend will continue and probably be intensified. The present policy allows the District Administrator to pay a differential, at his option, of not more than 10% to persons so transferred for the convenience of the Government. There has been no formal provision for home visits nor any specific obligated period of service. This whole program has been run on a very haphazard basis which becomes increasingly unsatisfactory as time goes on. The most serious consideration should be given to formalizing this program and providing a wage differential adequate to meet the increased cost of living which normally results from transfer of a Micronesian employee from his home and land.

The inadequacy of the wage plan, as noted in the preceding section, ties in with the cost of living and, as previously noted, it is impossible to make an exact finding of the cost of living because of the cultural patterns of the Micronesians and the extent to which they rely on a dollar economy for subsistence. This latter factor varies widely between districts and there is little unanimity of opinion by district authorities as to the extent of this dependence within their own districts; many opinions were based upon the fact that their employees, particularly those in the lower brackets, were habitually in debt. This, of course, proves nothing although it may be suggestive. However, consideration of the cost of basic food items with relation to the
Cost of Living Allowance (Continued)

Trend to greater reliance on dollar economy previously noted (see sub-paragraph 1, Part II) strongly suggests that the minimum wage rate now in effect is not adequate to provide minimum living expenses for employees to maintain homes and support families.

A basic consideration in this connection is that employees in the labor and trades categories must rely on their fundamental salary rates on a continuing basis, while employees at beginning rates in the clerical-administrative group can reasonably look forward to promotion, with concomitant higher rates of pay, in due time. To restate this in simple terms, laborers and helpers are permanently tied to a wage schedule which may reasonably be considered as inadequate to maintain a reasonable standard of living and such employees are, or eventually may be expected to be, heads of families. On the other hand, incumbents of the lower graded clerical-professional-technical-administrative jobs may reasonably be presumed to be trainees with few (if any) family responsibilities, and should accept a lower beginning wage with consideration for anticipated promotion and higher pay as they gain in experience and competency. On this basis, therefore, serious thought should be given to basing the wage structure for labor and craft employees on a different basis than that of the general schedule.

Job Titles and Classifications

There was general agreement that the Micronesian Title and Classification Plan was satisfactory as it now exists, although there were frequent requests for additional classes and occasional requests for reconsideration of the grades assigned to certain positions, all of which can be easily handled within the scope of the present program.

The answers to the questionnaire relating to the Classification and Pay Plan . . . were discussed by the Personnel Officer during his tour of the districts. Although . . . some dissatisfaction was expressed concerning the classification plan, the majority opinion favored it; but a sincere attempt was made to find out if any of the minority opinion had a valid basis. While several appropriate comments and suggestions were received, it was discovered that practically all of the dissenting opinion was based on lack of understanding of the classification program and misconception of its function. The only really valid conclusion to be drawn was that there is urgent need in all the districts for an effective supervisory development program to instruct these supervisors in what should be basic knowledge, fundamental to effective execution of their duties.
PART II - DISCUSSION (Continued)

Wage Plan

The consensus, but by no means unanimous, opinion was that the wage rates at the bottom and top ranges were inadequate but that the pay of the middle range of grades was generally satisfactory. This was true in all districts except Rota where there was substantial agreement that the wage program as presently constituted was satisfactory, with no change indicated.

Our thinking must also be projected to include consideration for the new professional scholarship program which will in time provide replacements for higher administrative and professional American personnel, with the same technical and educational qualifications they now possess. This would increase the inadequacy of the wage structure at the top levels or require us to establish certain classifications at grades which would be inconsistent with the present classification pattern. At the other extreme, certain districts (Koror, for example) find it extremely difficult and often impossible to recruit employees for jobs of low prestige and which require hard work, at the bottom of the scale.19

Consideration of these factors suggests that the present pay plan may not be fundamentally adequate to deal with these problems and that it should be adjusted in order to deal with our constantly expanded and refined Micronesian personnel program.

PART III - FINDINGS

1. That the classification program is satisfactory as now constituted.

2. That the pay program does not meet the needs of our present and future Micronesian classification program.

3. That certain fringe benefits should be included in our pay program.

a. Housing should be provided for Micronesians in areas where no indigenous housing exists.

b. Employees recruited in one district for duty in a different district should serve under a transportation agreement

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19 At the time of the survey, Koror had been able to recruit only three employees in the laboror grade. One was an octogenarian, one had only one arm, and the third was a low-grade moron popularly referred to as "the village idiot."
PART III - FINDINGS (Continued)

providing for travel of the employee and family, and be paid a differential adequate to meet the increased cost of living resulting from absence from their own homes and lands.

4. That establishment of a retirement program still is impractical but that some device should be provided for Micronesians looking toward a dollar income after completion of their working days. This can be done by investing in credit unions, local firms (cooperatives), or in American securities programs, etc.

5. That although there is an increasing dependence on dollar income, it is practically impossible to determine what the basic cost of living index would be, because the cultural pattern of the Micronesians is to use all money income for the benefit of the clan and to depend on the clan for assistance in time of necessity.

At the risk of oversimplifying the situation, I might explain the foregoing by saying that a Micronesian employee would spend all the money that we pay him on himself and his extended family, while he would probably not suffer from lack of food (it would be forthcoming from the extended family) regardless of what the salary were to be. The cost of living index, therefore, cannot be used as a primary basis for wage determination in the Trust Territory, although the increasing dependence of our Micronesian employees on commercial purchases makes the dollar income of increasing significance as time goes on. This is particularly true in the Marshalls Islands district.

PART IV - RECOMMENDATIONS

1. That the classification plan as presently established be continued, subject to continuous adjustment by correction and expansion; that the positions be divided, however, into three schedules as follows:

a. A Senior Professional and Executive schedule to compensate Micronesians who replace Americans, on the basis of education, training and experience equal to their American counterparts. This takes particular cognizance of the new advanced professional educational program. It is recommended that this schedule be restricted to positions graded at GS-9 in the classified service, and higher.

b. A Labor, Crafts and Domestic schedule to include all skilled, semi-skilled and unskilled labor and supervisory positions in that field.
PART IV - RECOMMENDATIONS (Continued)

c. A Protective, Administrative and Subprofessional schedule to include the remainder of the present general schedule; namely clerical, administrative, fiscal, protective services, semi-professional, and junior professional positions.

2. That the basis for wage determination of the Senior Professional and Executive schedule be the Civil Service classified pay schedule. Specifically, that the wage be set at one-third of the rate (including differential) of the position as classified under the Classification Act of 1949, as amended . . . .

3. That the rate of the Labor, Crafts and Domestic schedule be established on the basis of work conditions, physical requirements and prestige, with due consideration for required skills. A recommended schedule is appended . . . .

4. That the rate for the Protective, Administrative and Subprofessional schedule be based on the present wage schedule, as amended . . . . The basis of the PAS schedule would be to regrade the present general schedule two grades downward; add two additional grades, and add two additional steps.

5. That the necessity for housing for Micronesian employees employed in areas where no native housing is available be realistically considered and that provision be made to provide such basic housing and charge a rental rate which will balance the cost of the program. A flat rate of 10% of the salary rate is recommended.

6. That Micronesian employees employed or transferred for duty in districts other than their native area be placed under a formal employment agreement for one year covering one year of obligated service for single employees, and two years of obligated service of married employees, in order to provide a formal basis for transportation at Government expense to duty station and return to their native districts. This recommendation is on the basis that transportation to visit home and family would present much less of a problem for a single man than for a married man with a family, and so might be justified at more frequent intervals. Furthermore, a single man would probably desire to return to his home to visit more frequently than one who is living with his family.

7. That a cost-of-living allowance of 15% over the salary rate be paid to employees serving under an employment agreement, and that no differential be authorized for persons not serving under an employment agreement. This would replace the present differential of not to exceed 10% which is paid at the discretion of the District Administrator.
The estimated costs for implementing this program will be $50,000 per annum. This is not considered to be excessive with consideration for the benefits to be derived from this adjustment.

There will be no cost at this time incident to adoption of the super-grade schedule (SPB) since these jobs would be established to take care of individuals receiving higher education through our advanced scholarship program, and no Micronesian yet has the educational background to replace an American on the basis of qualifying under the Civil Service standards, which is the recommended criterion for this schedule. It is realized that it may be possible and desirable to place Micronesians who do not meet the same standards as Americans in positions formerly occupied by the Americans. This can be done properly by classifying a Micronesian position under the Professional, Administrative and Protective (PAP) schedule. It will be noted that this schedule has been expanded by the addition of two step rates. In fact, the maximum salary payable under the PAP schedule is about $3250 a year, which overlaps the SPE schedule considerably.

It is recommended that all employees in the PAP schedule remain at their present pay rates, subject to some reclassification to bring their job classifications into line with the duties they actually are performing. The present salary schedule is identical to the first five rates of pay, and persons at these rates may be continued on without change except that they will qualify by length of service for an additional step in some instances. The number of individuals eligible for advancement to the next step rate is not known, but the slight increase in budgetary requirements would not be significant in the over-all picture.

The principal change and expense will take place in the Labor, Crafts and Domestic schedule, which has been established to include all supervisory skilled, semi-skilled, and unskilled labor now in the general schedule. This has been set up at eight grades (the Grade IX will represent a "super-grade" job for the Micronesian Public Works force, without the necessity for mainland training; although to fill this senior supervisory position the candidate should be fully qualified under American Civil Service standards.

The most necessary adjustment found by this survey was the need to set the wage rates for Micronesians employed in positions similar to Civil Service ungraded jobs at a level which would permit employment of an adequate unskilled labor force, and would provide an incentive to learn mechanical skills and for advancement in the supervisory line in the skilled and semi-skilled categories. The results of this recommendation will generally (a) reduce the grade from the present general schedule, but (b) increase the compensation...
We recommend reducing the range to three rates, which is in keeping with the traditional approach to positions of this sort. It will be noted that the highest step of a grade at the lower levels is equal to the intermediate step at the next higher level; and, in the higher brackets, the bottom step of the next higher grade. In implementing this program, however, we would recommend that an employee considered for promotion to a supervisory grade be detailed for sufficient time to determine his qualifications, and when the grade promotion becomes effective, his salary be set at the step in the higher grade which would provide him with a one-step increase.

Apprentices at Grade I would be considered as engaged in advanced schooling in the trades and crafts, and upon completion of a satisfactory apprentice program (after three years of combined classroom and formal mechanical training) would be promoted to full journeyman status. Young men should be hired as apprentices only for proper apprentice training under formalized courses of instruction.

Employees having some knowledge of the trade should be hired as trainees until they qualify by experience for the basic position. For instance, a mature individual with some knowledge of electricity but who is not qualified as an electrician would be appointed as an electrician trainee, Grade III, to do work in the trade while increasing his knowledge and experience, and when able to perform the minimum duties of a journeyman would be regraded to Junior Electrician, Grade IV. When he fully understood all aspects of the trade (by Micronesian standards) he would be reclassified as Electrician, Grade V.

Helpers should not be confused with either of the foregoing. A helper is a semi-skilled laborer who assists journeymen.

It will be noted that the general plan has been to set the rates for the apprenticable trades at one grade above the semi-skilled trades, both at the journeyman and supervisor levels.

It is needless to state that concomitant with the implementation of this program a very careful program of position reclassification must be carried into effect. It is fully expected that certain inadequacies will be detected, but it is believed that all necessary adjustments can be made within the proposed wage structure by adjusting the classifications of the various jobs in question. No classification program is or should be static, and we contemplate a continuous program of establishment of new positions, abolishment or revision of positions which are no longer appropriate, and reclassification of existing positions. This, however, should not be inhibited by adoption of this proposed program.
Although the immediate cost of implementation of this recom-
mended program is not excessive, it should be pointed out that as
our Micronesian employees attain higher levels of pay due to
longevity; fill jobs at higher grade levels because of increased
competency and higher qualifications, and (particularly) when grad­
uates of our higher educational program replace Americans on an in-
dividual basis, the cost of the program will mount on a continuing
basis. This, however, would be equally true in the present salary
schedule, although to a lesser degree.

It is impossible to anticipate costs with any degree of exact­
titude since they will depend on (a) the number of employees author­
ised; and the Public Works Department is presently doing a very
good job in reducing Micronesian staffing requirements under their
new organisation plan; (b) with the turnover rate, which will deter­
mine the number of employees reaching the higher step rates; and
(c) the number of individuals provided higher education under the
new advanced scholarship plan, which is a matter of administrative
determination by the high commissioner's office.

The pay schedules recommended in the foregoing survey are shown
in Tables XXII on page 192; XXIII on page 193, and XXIV on page 194.

Action Taken on the 1957 Wage and Classification Survey

The high commissioner referred the preceding summary report to
all district administrators for comment. In his letter of transmittal,
he invited attention to the salient characteristics of the three sched­
ules, as follows:

You will note that the three schedules recommended are com­
pletely separate, so no attempt should be made to relate one to
the others. The proposed SPE schedule is based on the Classifi­
cation Act rates for the position to be filled in the graded ser­
vie (one-third of pay plus 25% differential); the LCD schedule is
based on physical difficulty, required mechanical skills, lack of
prestige of the position . . . ; and the PAP schedule includes the
positions in the present general schedule other than those to be
covered by the proposed LCD schedule without substantial change
other than to renumber the grades two numbers lower; i.e., former
Grade III becomes Grade I . . . .
TABLE XXII
Wage and Classification Survey of 1957

PROPOSED PAY PLAN - SENIOR PROFESSIONAL AND EXECUTIVE (SPE)

<table>
<thead>
<tr>
<th>Pay Grade</th>
<th>Annual Pay Range</th>
<th>Equivalent to Civil Service Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>SPE - 1</td>
<td>$2,266.67</td>
<td>$2,322.92</td>
</tr>
<tr>
<td>SPE - 2</td>
<td>2,464.58</td>
<td>2,520.83</td>
</tr>
<tr>
<td>SPE - 3</td>
<td>2,662.50</td>
<td>2,752.08</td>
</tr>
<tr>
<td>SPE - 4</td>
<td>3,153.17</td>
<td>3,243.75</td>
</tr>
<tr>
<td>SPE - 5</td>
<td>3,745.83</td>
<td>3,835.42</td>
</tr>
<tr>
<td>SPE - 6</td>
<td>4,300.00</td>
<td>4,389.58</td>
</tr>
</tbody>
</table>

Source: Appendix VII(A) to the Report of the Wage and Classification Survey of 1957
### TABLE XXIII

**Wage and Classification Survey of 1957**

**PROPOSED PAY PLAN - LABOR, CRAFTS AND DOMESTIC (LCD)**

<table>
<thead>
<tr>
<th>Pay Grade Number</th>
<th>Hourly Pay Range</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a. Base</td>
</tr>
<tr>
<td>I</td>
<td>$ .15</td>
</tr>
<tr>
<td>II</td>
<td>.175</td>
</tr>
<tr>
<td>III</td>
<td>.20</td>
</tr>
<tr>
<td>IV</td>
<td>.25</td>
</tr>
<tr>
<td>V</td>
<td>.30</td>
</tr>
<tr>
<td>VI</td>
<td>.40</td>
</tr>
<tr>
<td>VII</td>
<td>.50</td>
</tr>
<tr>
<td>VIII</td>
<td>.60</td>
</tr>
<tr>
<td>IX(^a)</td>
<td>.70</td>
</tr>
</tbody>
</table>

**Source:** Appendix VII(B) to the Report of the Wage and Classification Survey of 1957

\(^a\)To be used only for a fully qualified mechanic with qualifications equal to an American mechanical supervisor, who replaces an American as department head in a Public Works departmental branch.
### PROPOSED PAY PLAN - PROFESSIONAL, ADMINISTRATIVE AND PROTECTIVE (PAP)

#### TABLE XXIV

Wage and Classification Survey of 1957

<table>
<thead>
<tr>
<th>Pay Grade Number</th>
<th>Hourly Pay Range</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>$ .175</td>
<td>$ .19</td>
<td>$ .20</td>
<td>$ .22</td>
<td>$ .24</td>
<td>$ .26</td>
</tr>
<tr>
<td>II</td>
<td>.20</td>
<td>.22</td>
<td>.24</td>
<td>.26</td>
<td>.28</td>
<td>.30</td>
</tr>
<tr>
<td>III</td>
<td>.24</td>
<td>.26</td>
<td>.28</td>
<td>.30</td>
<td>.32</td>
<td>.35</td>
</tr>
<tr>
<td>IV</td>
<td>.28</td>
<td>.30</td>
<td>.32</td>
<td>.35</td>
<td>.39</td>
<td>.43</td>
</tr>
<tr>
<td>V</td>
<td>.32</td>
<td>.35</td>
<td>.37</td>
<td>.40</td>
<td>.42</td>
<td>.45</td>
</tr>
<tr>
<td>VI</td>
<td>.37</td>
<td>.40</td>
<td>.42</td>
<td>.45</td>
<td>.49</td>
<td>.53</td>
</tr>
<tr>
<td>VII</td>
<td>.42</td>
<td>.45</td>
<td>.49</td>
<td>.52</td>
<td>.56</td>
<td>.60</td>
</tr>
<tr>
<td>VIII</td>
<td>.49</td>
<td>.52</td>
<td>.56</td>
<td>.60</td>
<td>.64</td>
<td>.68</td>
</tr>
<tr>
<td>IX</td>
<td>.56</td>
<td>.59</td>
<td>.63</td>
<td>.66</td>
<td>.70</td>
<td>.75</td>
</tr>
<tr>
<td>X</td>
<td>.63</td>
<td>.66</td>
<td>.70</td>
<td>.75</td>
<td>.79</td>
<td>.84</td>
</tr>
<tr>
<td>XI</td>
<td>.70</td>
<td>.75</td>
<td>.79</td>
<td>.84</td>
<td>.89</td>
<td>.94</td>
</tr>
<tr>
<td>XII</td>
<td>.79</td>
<td>.84</td>
<td>.89</td>
<td>.94</td>
<td>1.00</td>
<td>1.06</td>
</tr>
<tr>
<td>XIII</td>
<td>.89</td>
<td>.93</td>
<td>.98</td>
<td>1.03</td>
<td>1.08</td>
<td>1.14</td>
</tr>
<tr>
<td>XIV</td>
<td>.98</td>
<td>1.04</td>
<td>1.10</td>
<td>1.17</td>
<td>1.24</td>
<td>1.31</td>
</tr>
<tr>
<td>XV</td>
<td>1.17</td>
<td>1.23</td>
<td>1.29</td>
<td>1.35</td>
<td>1.42</td>
<td>1.49</td>
</tr>
</tbody>
</table>

**Source:** Appendix VII(C) to the Report of the Wage and Classification Survey of 1957
As had been anticipated, the reaction of the district administrators was not uniformly favorable. Truk generally approved the program, but thought that ten per cent rental rate was excessive and preferred a flat charge, depending on the housing unit. Palau also generally approved the recommendations, but opposed any raise which would have to be met from the current restricted budget. Additionally, Palau believed that if any group were to receive a raise, everyone should get a raise to avoid dissatisfaction, and recommended 20 per cent rather than 15 per cent as a differential for contract Micronesian employees. Ponape and Majuro approved the plan in all respects. Yap was the only district which appeared to disapprove of the recommendations. District Administrator Halvorsen wrote that he thought the plan was incomplete. He felt that the range of the Labor-Crafts-Domestic schedule was too high; he preferred a flat rental rate, depending on the unit; and made numerous other minor objections, generally based on the inability of the local economy to support any increase in expenditures. The operating department heads affected by the recommended program were uniformly in favor of it. The public works department, however, recommended withholding promulgation of the two top grades of the recommended Labor-Crafts-Domestic schedule until fully qualified candidates were available in order to avoid pressure to promote candidates who were not fully qualified. The director of education approved particularly the provision for housing for the Micronesian teachers at the (then) new Pacific Islands Central School.

---

20 Mr. Halvorsen believed that the range (i.e., extent from minimum to maximum grades) contained too many grades, and that the maximum level was high.

21 Trust Territory personnel department official correspondence files.
After evaluating the comments and criticisms received from the field and headquarters department officials, the high commissioner directed the personnel director (the writer) to carry the program into effect, with certain modifications, as follows:

1. Establish the first eight grades of the Labor, Crafts and Domestic schedule (hereafter identified as Schedule "A") as recommended, but set the period for the first within-grade salary increase at one year and require one and one-half years at the first step rate before entitlement to consideration for increase to the second step. Grade 9 would be reconsidered when qualified candidates became available.

2. Establish the Professional, Administrative and Protective schedule (hereafter identified as Schedule "B") as recommended.

3. Hold establishment of the recommended "supergrade" (Senior Professional and Executive pay schedule, hereafter identified as Schedule "C") in abeyance for the time being. This schedule would be reconsidered at such time as Micronesians qualified under the conditions recommended.

The personnel director also was directed to reallocate all positions under the new schedule, and to reassign all employees to their proper grades and classes under the new program. No employee was to suffer a reduction in pay if his position had been properly classified prior to the survey. The employees on Ebeeye and Rota, who had received compensation at a higher rate than the rest of the Micronesian employees under the former pay program, were covered by the new schedules without distinction. In any adjustments resulting from reclassification action, however, the stated policy was to "save" as much as possible of the employee's former pay.

---

22 High Commissioner's memorandum to personnel officer dated Sept. 1, 1957
The new classification and pay schedules were effective in the pay period commencing September 22, 1957.23

**Subsequent Amendments to the Title and Pay Plan**

The plan, and wage schedules, remained unchanged until July 1, 1960. On April 1 of that year, three longevity steps were added to Schedules "A" and "B" to provide pay increases for employees who had been at the top of their grades for long periods. At the same time, the Senior Executive and Professional Schedule (Schedule "C") was promulgated with pay rates established at one and one-half the Schedule "B" rates for grades B-9 through B-14. The revised pay schedules "A" and "B" and the new Schedule "C" are shown in Tables XXV, XXVI, and XXVII, respectively.

The waiting periods for periodic step increases for the different schedules was as follows:

- **Schedule A**: for advancement from "a" to "b" - 52 weeks at step "a"  
  "b" to "c" - 78 weeks at step "b"

- **Schedule B**: for advancement to all steps - 52 weeks at the next lower step rate.

- **Schedule C**: for advancement to all steps - 78 weeks at the next lower step rate.

Step increases were not to be automatic; rather, the time requirements set forth the minimum periods at which employees could qualify, and employees were required to earn such increases by meritorious service.

---

23 High Commissioner's memorandum to all district administrators, serial 1302, dated August 23, 1957, forwarding Transmittal Sheet No. 46, Title and Pay Plan.

24 Transmittal Sheet No. 67 dated April 1, 1960, Title and Pay Plan.
### TABLE XXV. MICRONESIAN PAY SCHEDULE EFFECTIVE APRIL 1, 1960, SCHEDULE "A" - LABOR, CRAFTS & DOMESTIC (LCD)

<table>
<thead>
<tr>
<th>Pay Grade</th>
<th>Pay Range</th>
<th>Longevity Steps</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a</td>
<td>b</td>
</tr>
<tr>
<td>A-1</td>
<td>$ .15</td>
<td>$ .175</td>
</tr>
<tr>
<td></td>
<td>312.00</td>
<td>364.00</td>
</tr>
<tr>
<td>A-2</td>
<td>.175</td>
<td>.20</td>
</tr>
<tr>
<td></td>
<td>364.00</td>
<td>416.00</td>
</tr>
<tr>
<td>A-3</td>
<td>.20</td>
<td>.225</td>
</tr>
<tr>
<td></td>
<td>416.00</td>
<td>468.00</td>
</tr>
<tr>
<td>A-4</td>
<td>.25</td>
<td>.275</td>
</tr>
<tr>
<td></td>
<td>520.00</td>
<td>572.00</td>
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<tr>
<td>A-5</td>
<td>.30</td>
<td>.35</td>
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<tr>
<td></td>
<td>624.00</td>
<td>728.00</td>
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<tr>
<td>A-6</td>
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<td>.45</td>
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<td></td>
<td>832.00</td>
<td>936.00</td>
</tr>
<tr>
<td>A-7</td>
<td>.50</td>
<td>.55</td>
</tr>
<tr>
<td></td>
<td>1,040.00</td>
<td>1,144.00</td>
</tr>
<tr>
<td>A-8</td>
<td>.60</td>
<td>.65</td>
</tr>
<tr>
<td></td>
<td>1,248.00</td>
<td>1,352.00</td>
</tr>
</tbody>
</table>

Source: Page B.4, Title & Pay Plan (4/1/60)

*a The rates in the Pay Range are those established as result of the 1957 Wage and Classification Survey, which were effective in the pay period commencing September 22, 1957.

*b The Longevity Step rates were added to the basic Pay Range on April 1, 1960, to be effective July 10, 1960.

*c The upper figure is the rate per hour, the lower figure is the rate per annum.
<table>
<thead>
<tr>
<th>Pay Grade</th>
<th>Pay Range</th>
<th>Longevity Stages</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a</td>
<td>b</td>
</tr>
<tr>
<td>B-1</td>
<td>$ .175</td>
<td>$ .19</td>
</tr>
<tr>
<td>B-2</td>
<td>$ .20</td>
<td>395.20</td>
</tr>
<tr>
<td>B-3</td>
<td>.24</td>
<td>416.00</td>
</tr>
<tr>
<td>B-4</td>
<td>.28</td>
<td>499.20</td>
</tr>
<tr>
<td>B-5</td>
<td>.32</td>
<td>644.80</td>
</tr>
<tr>
<td>B-6</td>
<td>.35</td>
<td>770.40</td>
</tr>
<tr>
<td>B-7</td>
<td>.37</td>
<td>904.80</td>
</tr>
<tr>
<td>B-8</td>
<td>.42</td>
<td>1,050.40</td>
</tr>
<tr>
<td>B-9</td>
<td>.45</td>
<td>1,206.40</td>
</tr>
<tr>
<td>B-10</td>
<td>.49</td>
<td>1,392.00</td>
</tr>
<tr>
<td>B-11</td>
<td>.52</td>
<td>1,597.60</td>
</tr>
<tr>
<td>B-12</td>
<td>.56</td>
<td>1,700.40</td>
</tr>
<tr>
<td>B-13</td>
<td>.60</td>
<td>1,804.00</td>
</tr>
<tr>
<td>B-14</td>
<td>.64</td>
<td>1,907.20</td>
</tr>
<tr>
<td>B-15</td>
<td>.68</td>
<td>2,012.80</td>
</tr>
</tbody>
</table>

Source: Title and Pay Plan, pp. B-8, B-8.1 (4/1/60)

The rates in the Pay Range are those established as result of the 1957 Wage and Classification Survey, which were effective in the pay period commencing September 22, 1957.

The Longevity Step rates were added to the basic Pay Range on April 1, 1960, to be effective July 10, 1960.

The upper figure is the rate per hour, the lower figure is the rate per annum.
### TABLE XXVII. MICRONESIAN PAY SCHEDULE EFFECTIVE JULY 10, 1960

**SCHEDULE "C" - SENIOR PROFESSIONAL AND EXECUTIVE (SPE)**

<table>
<thead>
<tr>
<th>Pay Grade</th>
<th>Pay Range</th>
<th>Longevity Steps</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a</td>
<td>b</td>
</tr>
<tr>
<td>C-1</td>
<td>$ .84</td>
<td>$ .90</td>
</tr>
<tr>
<td></td>
<td>1,747.20</td>
<td>1,872.00</td>
</tr>
<tr>
<td>C-2</td>
<td>.95</td>
<td>1.02</td>
</tr>
<tr>
<td></td>
<td>1,976.00</td>
<td>2,121.60</td>
</tr>
<tr>
<td>C-3</td>
<td>1.05</td>
<td>1.13</td>
</tr>
<tr>
<td></td>
<td>2,184.00</td>
<td>2,350.40</td>
</tr>
<tr>
<td>C-4</td>
<td>1.19</td>
<td>1.28</td>
</tr>
<tr>
<td></td>
<td>2,475.20</td>
<td>2,662.40</td>
</tr>
<tr>
<td>C-5</td>
<td>1.34</td>
<td>1.44</td>
</tr>
<tr>
<td></td>
<td>2,787.20</td>
<td>2,995.20</td>
</tr>
<tr>
<td>C-6</td>
<td>1.47</td>
<td>1.58</td>
</tr>
<tr>
<td></td>
<td>3,057.60</td>
<td>3,286.40</td>
</tr>
</tbody>
</table>

**Source:** *Title and Pay Plan*, following p. B-14 (4/1/60)

*The upper figure is the rate per hour, the lower figure is the rate per annum.*
In order to be eligible for the longevity step increases, an employee was required to qualify under the following standards:

(a) Have a total of ten years service with the Trust Territory government (under Navy and/or Interior Department administration) as a matter of official record, and

(b) Have served a minimum of three consecutive years at the maximum rate of the pay range (or a rate in excess of it) without a pay increase. This includes compensation at the longevity step rates, so entitlement for advancement from one longevity step to the next is on the same basis as entitlement for advancement from the maximum rate of the normal pay range to the first longevity step rate.

All periods of leave without pay and separation from the service (except periods spent in school or otherwise obtaining advanced training) are excluded from computation of service for qualification for all within-grade salary increases.

The title and pay plan as revised effective July 1, 1960, remained unchanged, although the pay levels were increased on January 8, 1961. These pay schedules, which remain in effect at the time of writing, are shown on Tables XXVIII, XXIX, and XXX, respectively.

Differentials

In accordance with the recommendation contained in the wage survey of 1957, the high commissioner approved establishment of a formal program

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24 Title and Pay Plan, p. 5 (5/1/61).

25 Transmittal Sheet No. 72 to the Title and Pay Plan dated January 8, 1961, promulgating new wage schedules.
TABLE XXVIII. MICRONESIAN PAY SCHEDULE EFFECTIVE JANUARY 8, 1961, SCHEDULE "A" - LABOR, CRAFTS & DOMESTIC (LCD)

<table>
<thead>
<tr>
<th>Pay Range</th>
<th>Pay Grade</th>
<th>a</th>
<th>b</th>
<th>c</th>
<th>d</th>
<th>e</th>
<th>f</th>
<th>g</th>
<th>h</th>
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</thead>
<tbody>
<tr>
<td>A - 1</td>
<td>$ .17</td>
<td>$ .195</td>
<td>$ .22</td>
<td>$ .245</td>
<td>$.27</td>
<td>$.295</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>353.60</td>
<td>405.60</td>
<td>457.60</td>
<td>509.60</td>
<td>561.60</td>
<td>613.60</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A - 2</td>
<td>$.195</td>
<td>$.22</td>
<td>$.245</td>
<td>$.27</td>
<td>$.295</td>
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<tr>
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<td>509.60</td>
<td>561.60</td>
<td>613.60</td>
<td>665.60</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A - 3</td>
<td>$.22</td>
<td>$.245</td>
<td>$.27</td>
<td>$.295</td>
<td>$.32</td>
<td>$.345</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>457.60</td>
<td>509.60</td>
<td>561.60</td>
<td>613.60</td>
<td>665.60</td>
<td>717.60</td>
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<tr>
<td>A - 4</td>
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<td>$.325</td>
<td>$.35</td>
<td>$.375</td>
<td>$.40</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>572.00</td>
<td>624.00</td>
<td>676.00</td>
<td>728.00</td>
<td>780.00</td>
<td>832.00</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A - 5</td>
<td>$.33</td>
<td>$.38</td>
<td>$.43</td>
<td>$.48</td>
<td>$.53</td>
<td>$.58</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>686.40</td>
<td>790.40</td>
<td>894.40</td>
<td>998.40</td>
<td>1,012.40</td>
<td>1,206.40</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A - 6</td>
<td>$.43</td>
<td>$.48</td>
<td>$.53</td>
<td>$.58</td>
<td>$.63</td>
<td>$.68</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>894.40</td>
<td>998.40</td>
<td>1,012.40</td>
<td>1,206.40</td>
<td>1,310.40</td>
<td>1,414.40</td>
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<td></td>
</tr>
<tr>
<td>A - 7</td>
<td>$.54</td>
<td>$.59</td>
<td>$.64</td>
<td>$.69</td>
<td>$.74</td>
<td>$.79</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1,123.20</td>
<td>1,227.20</td>
<td>1,331.20</td>
<td>1,435.20</td>
<td>1,539.20</td>
<td>1,643.20</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A - 8</td>
<td>$.64</td>
<td>$.69</td>
<td>$.74</td>
<td>$.79</td>
<td>$.84</td>
<td>$.89</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1,331.20</td>
<td>1,435.20</td>
<td>1,539.20</td>
<td>1,643.20</td>
<td>1,747.20</td>
<td>1,851.20</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Title and Pay Plan, (1/8/61).

The upper figure is the rate per hour, the lower figure is the rate per annum.
TABLE XXIX. MICRONESIAN PAY SCHEDULE EFFECTIVE JANUARY 8, 1961
SCHEDULE "B" - PROFESSIONAL, ADMINISTRATIVE, AND PROTECTIVE (P A P)

<table>
<thead>
<tr>
<th>Pay Grade</th>
<th>Pay Range Longevity Steps</th>
<th>Pay Range</th>
<th>Longevity Steps</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a</td>
<td>b</td>
<td>c</td>
</tr>
<tr>
<td>B-1</td>
<td>.195</td>
<td>.21</td>
<td>.22</td>
</tr>
<tr>
<td></td>
<td>405.60</td>
<td>436.80</td>
<td>457.60</td>
</tr>
<tr>
<td>B-2</td>
<td>.22</td>
<td>.24</td>
<td>.26</td>
</tr>
<tr>
<td></td>
<td>457.60</td>
<td>499.20</td>
<td>540.80</td>
</tr>
<tr>
<td></td>
<td>555.20</td>
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<td>634.40</td>
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<td>B-4</td>
<td>.31</td>
<td>.33</td>
<td>.35</td>
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<tr>
<td></td>
<td>644.80</td>
<td>686.40</td>
<td>728.00</td>
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<td>B-5</td>
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<td>.38</td>
<td>.40</td>
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<tr>
<td></td>
<td>728.00</td>
<td>790.40</td>
<td>832.00</td>
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<tr>
<td>B-6</td>
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<td>.435</td>
<td>.455</td>
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<tr>
<td></td>
<td>842.40</td>
<td>904.80</td>
<td>966.40</td>
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<td>.53</td>
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<td>956.80</td>
<td>1,019.20</td>
<td>1,081.60</td>
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<td>B-8</td>
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<td>.60</td>
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<td>1,102.40</td>
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<td>1,227.20</td>
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<td>B-9</td>
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<td>.64</td>
<td>.68</td>
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<tr>
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<td>1,268.80</td>
<td>1,331.20</td>
<td>1,393.60</td>
</tr>
<tr>
<td>B-10</td>
<td>.68</td>
<td>.71</td>
<td>.75</td>
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<td>1,414.40</td>
<td>1,476.80</td>
<td>1,539.20</td>
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<td>B-11</td>
<td>.75</td>
<td>.80</td>
<td>.84</td>
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<tr>
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<td>1,560.00</td>
<td>1,624.00</td>
<td>1,688.00</td>
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<td>B-12</td>
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<td>.89</td>
<td>.94</td>
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<tr>
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<td>1,747.20</td>
<td>1,811.60</td>
<td>1,876.00</td>
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<td>B-13</td>
<td>.94</td>
<td>.98</td>
<td>1.03</td>
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<td>1,955.20</td>
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<td>2,084.00</td>
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<td>B-14</td>
<td>1.03</td>
<td>1.09</td>
<td>1.15</td>
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<td>2,142.40</td>
<td>2,206.80</td>
<td>2,271.20</td>
</tr>
<tr>
<td>B-15</td>
<td>1.22</td>
<td>1.28</td>
<td>1.34</td>
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<tr>
<td></td>
<td>2,537.60</td>
<td>2,602.00</td>
<td>2,666.40</td>
</tr>
</tbody>
</table>

Source: Title and Pay Plan, (1/8/61).

The upper figure is the rate per hour, the lower figure is the rate per annum.
TABLE XXX. MICRONESIAN PAY SCHEDULE EFFECTIVE JANUARY 8, 1961
SCHEDULE "C" - SENIOR PROFESSIONAL AND EXECUTIVE (SPE)

<table>
<thead>
<tr>
<th>Pay Grade</th>
<th>Pay Range</th>
<th>Longevity Steps</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a</td>
<td>b</td>
</tr>
<tr>
<td>C-1</td>
<td>$ .89</td>
<td>$ .95</td>
</tr>
<tr>
<td></td>
<td>1,851.20</td>
<td>1,976.00</td>
</tr>
<tr>
<td>C-2</td>
<td>1.00</td>
<td>1.07</td>
</tr>
<tr>
<td></td>
<td>2,080.00</td>
<td>2,225.60</td>
</tr>
<tr>
<td>C-3</td>
<td>1.10</td>
<td>1.18</td>
</tr>
<tr>
<td></td>
<td>2,288.00</td>
<td>2,454.40</td>
</tr>
<tr>
<td>C-4</td>
<td>1.24</td>
<td>1.33</td>
</tr>
<tr>
<td></td>
<td>2,579.20</td>
<td>2,766.40</td>
</tr>
<tr>
<td>C-5</td>
<td>1.39</td>
<td>1.49</td>
</tr>
<tr>
<td></td>
<td>2,891.20</td>
<td>3,099.20</td>
</tr>
<tr>
<td>C-6</td>
<td>1.52</td>
<td>1.63</td>
</tr>
<tr>
<td></td>
<td>3,161.60</td>
<td>3,390.40</td>
</tr>
</tbody>
</table>

Source: Title and Pay Plan, (1/8/61).

*The upper figure is the rate per hour, the lower figure is the rate per annum.
of recruitment and transfer of Micronesian employees under working and transportation agreement, and the payment of a differential of 15 per cent of the employee’s salary to cover extra cost of living for such employees serving away from home.

Employees regularly assigned to the night shift—i.e., a working schedule between the hours of 6:00 P.M. and 6:00 A.M.—are entitled to a differential amounting to 10 per cent of their pay for such hours of night work, and are paid also for such periods while on authorized leave, when performing official travel, and when excused from duty on a holiday or other work day.

Hours of Work and Overtime

Work in excess of 40 hours per week for regular employees or eight hours per day for intermittent or "when actually employed" employees is compensated at the rate of one and one half the regular pay rate, or, optionally, for graded employees, by an equivalent period of time off during the regular work week.

Employees (except intermittent or "w. a. e." employees) required to work on legal holidays are compensated at their regular rate of pay and, in addition, with the pay for the holiday for the first eight hours of work, thus earning "double time." After eight hours the "holiday pay" terminates and the employee thus reverts to the standard "time and one-half" overtime rate. Employees are entitled to their regular pay for eight hours' work when excused from work on legal holidays.

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26 High Commissioner's memorandum of Sept. 1, 1957, op.cit.
28 Ibid., p. 11A.5 (4/2/61).
29 Ibid., p. 11A.6 (4/2/61).
At the time the Department of the Interior assumed responsibility for the government of the Trust Territory, the policy had been established by the Navy that housing would be provided for Micronesian employees where required; and labor camps, with specially constructed Dallas Huts, had been established on Majuro and Kwajalein (see page 107). The policy of the incoming administration was directly contrary to the foregoing. It was, in essence, that it was fundamentally improper to provide housing for Micronesians in their own home country, merely because they were employed by the government. The labor camps were abolished; but a small number of Micronesian employees, largely of the professional class, were permitted to continue their residence in government housing.

As a practical consideration, all housing available was sub-standard, and inadequate for the American staff; and permitting Micronesians to occupy housing units necessary for American staff members compounded an already difficult situation. The housing in the Marshalls consisted of Dallas Huts, with one or two Quonsets. Elsewhere, almost all the units were Quonset Huts except for a few buildings, almost invariably heavily damaged from the war, which had survived from the German and Japanese eras and had been made habitable.

Before an American could be recruited to fill a position in any of the districts, it was necessary to provide him a place to live, and on numerous occasions the personnel department was required to delay appointment of needed staff members because no quarters were available. The public works department commenced construction of new units almost immediately after Interior assumed the government, but the progress was slow and hardly kept pace with the deterioration of the original units, which were temporary quarters erected by the invading forces during the war and generally
were in poor condition. It was not until about 1958 that the building program began to bring the housing situation under control. The quarters are reasonably adequate at the present time, although some of the original units still are in use.

On the other hand, Micronesian employees whose homes were at a distance from the place of employment—usually the district headquarters—were in the same situation as the Americans, as far as housing was concerned. Quarters in the adjacent villages, unless the employee had relatives or friends with whom he could live, were practically non-existent; and the employee rarely had the funds or land on which to build a residence. It was unrealistic to attempt to recruit employees from outside the commuting range of the place of employment, and the local labor markets were not adequate to provide either the quantity or quality of employees essential to proper operations. This matter was discussed under the "Argument" in the report of the 1957 survey, with the recommendation that provision be made for housing for Micronesian employees where necessary (see recommendation 5, Part IV, page 188).

On the basis of this recommendation, the high commissioner, in his memorandum of September 1, 1957, to the personnel director, authorized housing for Micronesian employees under the following conditions:

(a) Housing will be provided only for employees recruited from outside the local commuting area. This normally will be from islands away from the place of employment.

(b) Housing will be at the minimum adequate level.

(c) Housing will be provided only when no other means of quartering

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the employee is feasible.

(d) No employee shall acquire a vested interest in assigned quarters by reason of such assignment. The district administrator shall retain the right to move or evict employees from assigned quarters for proper purposes. No person will be permitted to remain in government quarters after terminating employment with the government.

(e) Rental rates will be set by the district administrator with consideration for the size and condition of the unit assigned, and shall be based on the local economy.

(f) Occupants will be expected and required to maintain their assigned quarters in good condition and attractive appearance to the utmost practicable extent.

The assignment of housing to Micronesian employees has worked out very well in practice. Units are assigned to senior professional, administrative, and supervisory employees, with some exceptions, and the quarters are on a par with those assigned to the American staff. No distinction is made between Micronesian and American teachers in the assignment of housing at the Pacific Islands Central School at Ponape. Rental rates are consonant with the lower incomes of the Micronesians, and average between $10 and $25 a month.

Saipan

On January 1, 1953, the Department of the Interior's brief period of administration over the northern Mariana Islands (from July 1, 1951) ended temporarily and they were returned to Navy Department

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31 Agency responsibility for administration of the entire Saipan district is being returned to the Department of the Interior on July 1, 1962 (see n., p. 40, and p. 41).
administration with a Navy commander as Naval administrator, equivalent to district administrator in the other districts but with certain command functions not granted to civilian administrators. The Naval administrator is directly responsible to the Commander, Naval Forces, Marianas, on Guam, and maintains liaison through an Island Government Officer in that organization.

The Micronesian Title and Pay Plan was never installed on Saipan and the previously existing wage and classification program continued in this district after advent of the Navy administration. The wage scale is shown in Table XXXI.

<table>
<thead>
<tr>
<th>Grade</th>
<th>Minimum to Maximum (Annual Rate)</th>
<th>Grade</th>
<th>Minimum to Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>$416.00 to $582.40</td>
<td>VII</td>
<td>$1,019.20 to $1,331.20</td>
</tr>
<tr>
<td>II</td>
<td>$499.20 to $665.60</td>
<td>VIII</td>
<td>$1,164.80 to $1,456.00</td>
</tr>
<tr>
<td>III</td>
<td>$582.40 to $811.20</td>
<td>IX</td>
<td>$1,310.40 to $1,643.20</td>
</tr>
<tr>
<td>IV</td>
<td>$665.60 to $873.60</td>
<td>X</td>
<td>$1,456.00 to $1,851.20</td>
</tr>
<tr>
<td>V</td>
<td>$769.50 to $1,019.20</td>
<td>XI</td>
<td>$1,643.20 to $2,080.00</td>
</tr>
<tr>
<td>VI</td>
<td>$873.60 to $1,164.80</td>
<td>XII</td>
<td>$1,851.20 to $2,246.40</td>
</tr>
</tbody>
</table>


Studies were made of the wage schedule in December, 1953; a new schedule was issued in 1956, but no change was made in the wage levels although several title changes were effected. It is apparent that the

32 See page 162.
many exceptions and individual adjustments had caused the original clas-
sification and wage plan, which was extremely broad under any circumstan-
cesto become relatively meaningless. Numerous personnel actions in the
files show pay increases, class determinations, and promotions which bear
no relationship to the duties performed.33

Based on the foregoing situation and the fact that the visiting
missions of the United Nations had repeatedly commented unfavorably on the
lack of coordination between the Navy and Interior administrations' wage
programs for Micronesian employees in the Trust Territory, a wage survey
on Saipan was made by the Guam representative of the Navy Area Wage and
Classification Office in late 1960. The Interior Department's Title and
Pay Plan was used as a base, and the resulting revised wage and classifi-
cation system for Saipan followed it closely—even to the wording of the
introduction, instructions for administration, and its organization into
Schedules "A," "B," and "C."

In approving the new schedule, the Chief of Industrial Relations
(Navy Department, Washington) noted that "it has been determined that, to
the extent possible, wage rates for the Navy's non-U.S. citizens employ-
ees on Saipan should parallel those authorized by the Department of the
Interior for its employees in the other areas of the Trust Territory ...."34

The new wage schedules (which still are in effect) are shown in Table
XXXII, Schedule "A" for government employees; XXXIII, Schedule "A" for
contract employees; XXXIV, Schedule "B" for government employees; and
XXXV for contract employees. Schedule "C" is identical with the Interior
Schedule "C" as shown in Table XXX, page 30.

33Saipan district personnel files.

34Letter, OIR 410:ajt to selected addressees, dated 5 June, 1961.
TABLE XXXII. MICRONESIAN WAGE SCHEDULE, SAIPAN
SCHEDULE "A" JUNE 5, 1961

Applicable at U. S. Naval Administration Unit, Saipan, M. I.

<table>
<thead>
<tr>
<th>Pay Level</th>
<th>Pay Range</th>
<th>(Hourly Rate)</th>
<th>Longevity Steps</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a</td>
<td>b</td>
<td>X</td>
</tr>
<tr>
<td>1</td>
<td>.305</td>
<td>.330</td>
<td>.355</td>
</tr>
<tr>
<td>2</td>
<td>.325</td>
<td>.350</td>
<td>.375</td>
</tr>
<tr>
<td>3</td>
<td>.355</td>
<td>.380</td>
<td>.405</td>
</tr>
<tr>
<td>4</td>
<td>.400</td>
<td>.425</td>
<td>.445</td>
</tr>
<tr>
<td>5</td>
<td>.455</td>
<td>.490</td>
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<td>6</td>
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<tr>
<td>7</td>
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<td>.590</td>
<td>.640</td>
</tr>
<tr>
<td>8</td>
<td>.640</td>
<td>.690</td>
<td>.740</td>
</tr>
</tbody>
</table>

Source: Enclosure (1) to letter OIR 410:ajt
### Table XXXIII. Micronesian Contract Wage Schedule, Saipan
#### Schedule "A"
#### August 9, 1961

Applicable at U. S. Naval Administration Unit, Saipan, M. I.

<table>
<thead>
<tr>
<th>Pay Level</th>
<th>Pay Range a</th>
<th>Pay Range b</th>
<th>(Hourly Rate) c</th>
<th>Longevity Steps</th>
</tr>
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<tbody>
<tr>
<td>1</td>
<td>0.340</td>
<td>0.360</td>
<td>0.390</td>
<td>Longevity steps are not applicable to this schedule.</td>
</tr>
<tr>
<td>2</td>
<td>0.360</td>
<td>0.385</td>
<td>0.410</td>
<td></td>
</tr>
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<td>3</td>
<td>0.390</td>
<td>0.420</td>
<td>0.450</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>0.440</td>
<td>0.470</td>
<td>0.490</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>0.500</td>
<td>0.540</td>
<td>0.580</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>0.530</td>
<td>0.570</td>
<td>0.620</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>0.595</td>
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</tr>
<tr>
<td>8</td>
<td>0.705</td>
<td>0.760</td>
<td>0.815</td>
<td></td>
</tr>
</tbody>
</table>

**Source:** Schedule promulgated by Naval Administrator, Saipan, August 9, 1961.

**Note:** This schedule of wages has been developed so that Contract Employees will receive equitable remuneration to that of Ceiling Employees who, in addition to basic salary, enjoy fringe benefits such as paid holidays, annual leave, and sick leave.
TABLE XXXIV. MICRONESIAN WAGE SCHEDULE, SAIPAN
SCHEDULE "B" JUNE 5, 1961

Applicable at U. S. Naval Administration Unit, Saipan, M. I.

<table>
<thead>
<tr>
<th>Grade Level</th>
<th>Pay Range</th>
<th>(Hourly Rate)</th>
<th>Longevity Steps</th>
</tr>
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<tr>
<td></td>
<td>a</td>
<td>b  c  d</td>
<td>e  f  g</td>
</tr>
<tr>
<td>1</td>
<td>.250</td>
<td>.280 .310</td>
<td>.340 .370 .400</td>
</tr>
<tr>
<td>2</td>
<td>.325</td>
<td>.355 .385</td>
<td>.415 .445 .475</td>
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<td>.490 .520 .550</td>
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</tr>
<tr>
<td>6</td>
<td>.605</td>
<td>.635 .665</td>
<td>.695 .725 .755</td>
</tr>
<tr>
<td>7</td>
<td>.610</td>
<td>.650 .690</td>
<td>.730 .770 .810</td>
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<td>8</td>
<td>.685</td>
<td>.725 .765</td>
<td>.805 .845 .885</td>
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<td>.720</td>
<td>.760 .800</td>
<td>.840 .860 .900</td>
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<td>10</td>
<td>.745</td>
<td>.795 .845</td>
<td>.895 .945 .995</td>
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<tr>
<td>11</td>
<td>.820</td>
<td>.870 .920</td>
<td>.970 1.020 1.070</td>
</tr>
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<td>12</td>
<td>.895</td>
<td>.945 .995</td>
<td>1.045 1.095 1.145</td>
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<td>13</td>
<td>.960</td>
<td>1.010 1.060</td>
<td>1.110 1.160 1.210</td>
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<td>1.090 1.150</td>
<td>1.220 1.290 1.360</td>
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<td>1.220</td>
<td>1.280 1.340</td>
<td>1.400 1.470 1.540</td>
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</table>

Source: Enclosure (2) to letter OIR 410:ajt dated June 5, 1961
<table>
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<th>Level</th>
<th>a</th>
<th>b</th>
<th>c</th>
<th>d</th>
<th>e</th>
<th>(Hourly Rate)</th>
</tr>
</thead>
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<td>I</td>
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<td>.310</td>
<td>.340</td>
<td>.375</td>
<td>.410</td>
<td>.440</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>.360</td>
<td>.390</td>
<td>.425</td>
<td>.460</td>
<td>.490</td>
<td>.525</td>
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<td>3</td>
<td>.440</td>
<td>.475</td>
<td>.510</td>
<td>.540</td>
<td>.570</td>
<td>.605</td>
</tr>
<tr>
<td></td>
<td>4</td>
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<td>.560</td>
<td>.590</td>
<td>.620</td>
<td>.655</td>
<td>.690</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>.585</td>
<td>.620</td>
<td>.650</td>
<td>.680</td>
<td>.715</td>
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<tr>
<td></td>
<td>11</td>
<td>.900</td>
<td>.960</td>
<td>1.010</td>
<td>1.070</td>
<td>1.120</td>
<td>1.180</td>
</tr>
<tr>
<td></td>
<td>12</td>
<td>.985</td>
<td>1.040</td>
<td>1.095</td>
<td>1.150</td>
<td>1.205</td>
<td>1.260</td>
</tr>
<tr>
<td></td>
<td>13</td>
<td>1.060</td>
<td>1.110</td>
<td>1.170</td>
<td>1.220</td>
<td>1.280</td>
<td>1.330</td>
</tr>
<tr>
<td></td>
<td>14</td>
<td>1.135</td>
<td>1.200</td>
<td>1.265</td>
<td>1.340</td>
<td>1.420</td>
<td>1.500</td>
</tr>
<tr>
<td></td>
<td>15</td>
<td>1.340</td>
<td>1.410</td>
<td>1.475</td>
<td>1.540</td>
<td>1.620</td>
<td>1.695</td>
</tr>
</tbody>
</table>

**Source:** Schedule promulgated by Naval Administrator, Saipan, August 9, 1961.

**Note:** This schedule of wages has been developed so that Contract Employees will receive equitable remuneration to that of Ceiling Employees who, in addition to basic salary, enjoy fringe benefits such as paid holidays, annual leave, and sick leave.

Longevity steps are not applicable to this schedule.
The new wage and classification program was placed in effect at the beginning of the first pay period after July 1, 1961. Wages for contract employees, as shown in Tables XXXIII and XXXV, became effective upon approval of the labor contract on August 9, 1961. Contract Schedule "A" employees perform duties in the skilled, semi-skilled, and labor categories, including supervision. Contract Schedule "B" covers "white collar" categories of positions. The rates for contract employees are established at a level reasonably equivalent to those of the Saipan classification and pay plan for non-contractual Micronesian employees, with an added allowance to cover the fringe benefits which accrue to Micronesian civil service employees, but to which contract employees are not entitled.

A comparison of the wage rates covering representative positions under the Trust Territory and Saipan schedules shows that both Schedules "A" and "B" of the Saipan wage plan (Tables XXXII, page 211, and XXXIV, page 213) are substantially higher than the Micronesian Title and Pay Plan (Tables XXVIII, page 202, and XXIX, page 203), although Schedule "C" is the same in both plans. Examples are shown in Table XXXVI.

<table>
<thead>
<tr>
<th>Job Classification</th>
<th>Title &amp; Pay Plan Grade Range (per hour)</th>
<th>Saipan Grade Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Medical Officer</td>
<td>B-9 61¢ to 85¢</td>
<td>B-11 72¢ to 98¢</td>
</tr>
<tr>
<td>Teacher, Intermediate School</td>
<td>B-5 35¢ to 52¢</td>
<td>B-5 53¢ to 71¢</td>
</tr>
<tr>
<td>Mechanic, Journeyman</td>
<td>A-6 43¢ to 53¢</td>
<td>A-5 45¢ to 52¢</td>
</tr>
<tr>
<td>Laborer</td>
<td>A-2 19¢ to 24¢</td>
<td>A-2 32¢ to 37¢</td>
</tr>
</tbody>
</table>

Source: Tables XXVIII, XXIX, XXXII and XXXIV.

*Excluding longevity rates.*
Experience indicates that the organization of the classification and pay plan is very satisfactory. Establishment of additional classes is a simple matter, as are reclassification actions and changes in class specifications. These changes have been made with a minimum of difficulty whenever circumstances warranted; and the classification structure, as it now stands, appears to be comprehensive in covering all types of work being performed, and in properly describing the positions and the requirements for filling them.

The pay plan properly differentiates among the crafts, the "white collar" positions, and the senior professional and executive group. The number and relationship of levels within the grades are satisfactory, and the addition of longevity steps as a reward for long and satisfactory service at the top of the grade is in keeping with the best thinking on this subject.  

The adequacy of the wage levels, however, is open to serious question. The present wage structure was determined in accordance with the attitude of the Department of the Interior and recommendations of wage surveys conducted in 1952 and 1957. At the time of writing, which is the end of the second five-year period of Department of the Interior administration, it is possible that the situation may have changed sufficiently to merit reconsideration of the bases of wage determination. It will be recalled that both surveys recognized that the relationship of the wage to the economy was one aspect of an ever-changing

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36 See pp. 3, 50, 149; 157-159; 186-188.
socio-economic pattern, and should be reexamined periodically.

The original concept of the Micronesian employee was that of an islander living in a native village in accordance with the traditional folkways of his people. His living requirements were provided by the extended family by fishing and otherwise, as they had been through the ages, and his dollar income was used to purchase salt, sugar, medicines, and such other basic necessities, and minor luxuries as were not available from the land and sea. Under these conditions there was no problem as to the sufficiency of the cash wage, considering that the average per capita dollar income of the islanders was in the neighborhood of $50 per year. 37

The Trust Territory program of educating and training Micronesians and employing them in the administration under conditions similar to those under which the Americans are employed has, however, created considerable change in this picture. The present Micronesian employee may be an adviser on native affairs with training in an American university, living in a western-type house equipped with a refrigerator and an electric range, and sending his children to an English-language school. Even if he is a garage mechanic, he will have learned some English, and be fully aware of all aspects of Western culture through attendance at the motion picture theater and by listening to the radio. In any case, he will work eight hours every day, leaving him little time to fish or till the soil, so he must provide his food by purchases from the local store, where rice costs

37 See p. 18.
38 See p. 94.
14¢ per pound, corned beef 45¢ per can, and sardines 29¢ per can. It is obvious that a wage program of 17¢ per hour as a base will provide a substandard livelihood by any criterion.

Under the circumstances, it would appear that if the American administration's program results in employment of Micronesians under conditions approximating those in the modern Western culture, there is a concomitant responsibility to compensate those so employed in accordance with reasonable Western standards. However, the impact on the economy of such a drastic divergence from the prevailing wage and the basic normal income undoubtedly would have serious social and economic consequences, which should be fully considered.

Continuing problems

In addition to the problem as to the appropriate level of the wage range for Micronesian employees, which, as noted previously, is primarily a determination as to what basis of wage determination is proper under the circumstances, two continuing problems must be considered. They are, first, the different and higher wage rates paid by the Navy Department in Saipan and Kwajalein; and, second, the relationship among wages paid in the various districts under the Department of the Interior administration.

The first problem is the more immediate, as the Department of the Interior will reestablish administrative responsibility for Saipan on July 1, 1962, which will necessitate integration of the Saipan personnel program and wage plan with those of the remainder of the Trust Territory. The top of the two plans (Schedule "C") is the same, but the Saipan rates become progressively higher toward the bottom of the scale (see Table XXXVI, p. 215).

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This is compensated somewhat by the tendency to grade certain positions at a higher level by the Interior administration (see relative grades for Mechanic), but the wage rates for comparable levels are substantially higher for the bottom grades in the Saipan plan. Integration of the two plans will necessitate a certain amount of reclassification. It would appear also that wage adjustment in the Interior Schedule "A" (see Table XXVIII, page 202) and lower grades of Schedule "B" (see Table XXIX, page 203) might be indicated to avoid the discrepancy between the bottom grade levels that would result if this is not done. This action would also be in accordance with the suggestion that higher wage levels might be indicated to insure a living wage for Micronesian employees. The alternatives would be to reduce the wages of the Saipanese employees to the level of the remainder of the Trust Territory, which certainly would cause widespread demoralization and discontent, or to maintain Saipan at a level higher than the rest of the Trust Territory, which would be bitterly resented among the rest of the districts. As this is written (early 1962), this problem is under profound study by the Trust Territory personnel department and staff.

The situation at Kwajalein is different, and no immediate solution is apparent. In conformance with the wishes of the high commissioner, as expressed in extended correspondence and interviews between the Trust Territory personnel officer and representatives of the Navy Wage and Classification Office, the wage rates on Kwajalein have remained the same for the past ten years while those of the Trust Territory have gradually risen, so the discrepancy between the two has progressively lessened. In all probability

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40 See the first paragraph on p. 218.
the Trust Territory wage levels will in time reach those in use in Kwaja-
lein, and maintenance of equivalent schedules should thereafter be a
relatively simple matter.

The second problem is less acute, but more general in nature. There
is widespread rivalry among the districts relative to pay admin-
istration. The higher rate paid in Saipan is deeply resented, inasmuch
as the cost of living is approximately the same in all the districts. The
people of the Marshall Islands, influenced by the higher wage levels at
Kwajalein and the proportionately large cash income from their big per-
centage of the copra crop, believe that their wage level should be higher
than that of the other districts. Palau, whose employees perhaps have a
higher level of competency because of the training received while Koror
was the headquarters of the Japanese administration, and with a large
percentage of employees educated and trained in the schools of Guam and
Hawaii, feels its employees should be compensated at a proportionately
higher level. Living expenses being at the same approximate level at
Truk, Ponape, and Yap, however, these districts would never agree to any
discrimination in the wage program.

There is no pat solution to this problem. The logical course is
to maintain a standard wage schedule applicable to all districts, on the
established principle of equal pay for equal work in an area of equal
living costs, and to utilize whatever ideological programs as may be
suitable in order to influence general understanding and acceptance of
this plan.
CHAPTER VII

THE INDUSTRIAL SAFETY AND TRAINING PROGRAMS

PART I - INDUSTRIAL SAFETY

Historical Background

There is no record of any organized, formalized accident prevention program prior to the Department of the Interior administration. The available records of the Spanish, German, and Japanese administrations do not make reference to such a program, although it is probable that the Japanese were aware of the significance of such a program and took some steps to maintain safe working conditions and to increase awareness of industrial hazards among their employees. The Navy administration had no formal program, but industrial safety was a function of the public safety program under direction of the local director of public safety (usually a Marine). This program, however, appears to have been substantially restricted to fire prevention and fire fighting, although Micronesians and American staff members who were present during the Navy administration remember occasional posters and signs relating to accident prevention.\(^1\) The Navy Department Handbook (1948) refers to the fire prevention and fire fighting programs, but does not mention any program of accident prevention or industrial safety, nor is there any mention of occupational disease or health hazards.

Although there is no record of any procedure for reporting occupational injury, the 1949 "Report to the United Nations" lists one fatality and thirty non-fatal industrial injuries; the 1950 report lists two

\(^1\) Confirmed in discussion with Dr. William V. Vitarelli March 14, 1962. Dr. Vitarelli was in the education department of the Palau District during the period of Navy Department administration.
fatalities, two non-fatal injuries; and the 1951 report states that there were no industrial deaths or injuries. These reports, particularly the last, might be viewed with some suspicion.

The Safety Program under the Department of the Interior

The lack of any reporting or control program relating to industrial safety and health was the basis of immediate concern to the Interior Department administration, particularly since several fatal accidents occurred soon after the change in administration. In the fiscal year ending June 30, 1952, three employees were killed in industrial accidents. The number injured was undetermined as no reporting procedure had been instituted at that time. One of the fatalities, in particular, pointed up the need for an effective education program in the field of accident prevention; a Micronesian operator in the Palau power plant, having exhausted the supply of compressed air in his cylinder, attempted to start a hot diesel engine with compressed oxygen. The resulting explosion not only decapitated the employee but substantially wrecked the power plant.

This incident graphically portrayed the lack of basic understanding of industrial employment hazards among the Micronesian staff. Not only were they unsophisticated in this area but their attitude toward injury was not understandable by Western standards. They commonly would watch a fellow employee endanger himself, and laugh if he was hurt. This may have indicated anxiety rather than humor. There were, of course, many exceptions; but the common approach to accidents was that of a little child who laughs when someone slips on a banana peel and falls. Training in the techniques of accident prevention was indicated, but far more necessary was the development of proper attitudes.
Early in 1952 the writer, then acting personnel director, strongly recommended to the deputy high commissioner that a comprehensive program of accident prevention, industrial hygiene, motor vehicle safety, and fire prevention be instituted, and that a full-time safety program administrator be appointed to the personnel department staff. This was approved, and on April 21, 1952, Arthur A. Derosier was appointed by transfer from the Army (at Fort Shafter, Honolulu) to the position of supervising safety inspector.

Establishment of the Program

Derosier immediately proceeded to the field and established his headquarters at Truk. His method of operation, as worked out with the personnel director, was to visit each district headquarters and survey the situation; appoint (with concurrence of the district administrator, who had been directed to cooperate in the program) a local staff member as district safety supervisor; conduct a thorough safety inspection and work out a program with the district safety supervisor to meet the needs of the situation; and assist in implementing this program. The district safety supervisor was to be selected on the basis of qualifications—preferably someone with previous safety program experience; availability—someone who probably would have time to do the work required by the program; and interest—someone with an intrinsic interest in this type of project. Most of the district safety supervisors were drawn from the public works department, but there were also a hospital administrative assistant and a district administrative assistant, among others. Very few of them knew much about the administration of a safety program.

The broad program was divided into three aspects: inspection, education and training, and reporting. Derosier was to maintain a continuous
program of safety inspection, and train the district safety supervisors
to do likewise in their respective districts. He also was to educate all
employees in specific techniques of accident prevention and as to the
significance of the program in man-hours saved, reduction of pain and
suffering, and dollar savings. Finally, a program of reporting and rec­
ord-keeping was devised for installation in each district, with periodic
reports on all aspects of the program to be made to the supervising safety
inspector, who was to analyze them, combine them, and make a summary
report to the personnel director at headquarters. The program was well
conceived, but it was largely ineffective for several years.

Implementing the Program

In October, 1953, Derosier was separated because of reduction-in-
force necessitated by a shortage in funds, but was reappointed as adminis­
trative assistant in the Yap district, where he would be available for
advice and assistance in the continuing program, which was thereafter admin­
istered directly by the staff of the personnel department. Safety material
obtained from the National Safety Council and other sources (primarily the
military establishments) was forwarded to the district safety supervisors.
Personnel staff members on field trips conducted meetings on safety problems.
The personnel director endeavored to enlist the cooperation and assistance
of the various department heads—primarily the directors of public works
and supply—in an active safety program. Reports were analyzed, and de­
cencies noted were made the subject of such remedial action as was pos­
sible. However, the program was not popular; it required time and effort,
and it was not glamorous. The results showed gradual improvement, but the
rate of progress was far from satisfactory, although safety consciousness
was being developed as time went on.
In 1953 there were three deaths from industrial injury and 36 lost-time accidents among the Micronesian staff, plus one in the American force. In 1954 no deaths occurred, but 151 lost-time injuries were reported—the increase probably due to improvement in the reporting system. In 1955, there were no deaths, but there were 39 accidents to Micronesian personnel and one to an American. In 1956, the entire reporting procedure was revised and improved, and this year 94 lost-time accidents and 143 dispensary cases were reported by Micronesian employees, plus 4 and 10 respectively by Americans. These figures probably are the first which have any validity, and even these may be viewed with some skepticism. It was not until the next year that the reporting procedures became fully implemented and were carried into effect with accuracy and thoroughness. The program unquestionably suffered from lack of a qualified, full-time safety program administrator in the field during the period from 1953 to 1955.

In July, 1955, Wesley J. Ross was appointed protective services supervisor, with primary responsibility for the constabulary and additional responsibility for the industrial safety program. Ross had a background of industrial safety program experience in addition to police work, but his approach was somewhat unfortunate because of lack of tact and because of an extremely aggressive manner which aroused considerable antagonism in the districts. While his activities undoubtedly brought the safety program to the attention of the district staffs, they did little to create sympathetic understanding and acceptance.

During Ross’ tenure in office, the Department of the Interior embarked on a vigorous industrial safety program. Part 395, Chapter 3, of the Departmental Manual, entitled "Required Safety Activities," was
published on August 16, 1956. Information concerning the Trust Territory safety program was requested, and steps were taken by the newly appointed safety director of the Office of Territories to integrate all departmental safety activities. The writer was pleased to be able to report that the Trust Territory had already established a comprehensive program which fully met all requirements of the Department’s directive as to scope and organisation.

Promulgation of the Department’s formal program provided incentive for intensification of the Trust Territory program, and by letter the high commissioner requested all district administrators to survey the effectiveness with which their district safety supervisors were conducting the programs in the various districts, suggesting that appointment of more effective personnel to these billets might be desirable in certain cases. The entire program, particularly the reporting aspect, improved immediately; and the monthly and quarterly reports received from the districts acquired validity and provided accurate statistics required for the Trust Territory’s quarterly reports to the Department of the Interior.

In the summer of 1957 Ross resigned and the Trust Territory obtained the services of Joseph R. Driskell, a former Marine officer with experience in both public and industrial safety programs. He was appointed as director of public safety in the legal department, with additional responsibility as the industrial safety program administrator for which he is responsible to the personnel officer. His appointment has proved very successful because Driskell is not only capable and qualified but also is energetic and conscientious, with the knack of being firm without being offensive.

2 Guam serial 2890 of August 3, 1956.
As director of public safety, Driskell's primary responsibility is the overall supervision and training of the constabulary force—the Trust Territory police force—which, as previously noted, is under the jurisdiction of the Trust Territory attorney general. There is no fire department in the Trust Territory, however, so the constabulary also serve as firemen when required, and the fire fighting and fire prevention programs are aspects of the industrial safety program under the cognizance of the personnel department. Under these somewhat peculiar circumstances, administration of these three programs—law enforcement, fire fighting, and industrial safety—might have suffered from divided responsibility, but under Driskell's direction, "wearing three hats," this problem did not arise.

Organization of the Present Program

The stated policy of the Trust Territory government is "to establish and maintain an aggressive program of accident prevention, safety education, training and inspection." The purpose is fivefold: to make accident prevention a responsibility of all employees, both civil service and Micronesian; to make safety inherent in all types of work; to find and correct all unsafe conditions; to train all employees to eliminate unsafe acts; and to insure that all construction and other planning include safety features. The program also embodies education in traffic safety, fire prevention, and the promotion of community safety in the districts.  

Chapter VIII of the Trust Territory Personnel Manual, published in 1952, prescribed a comprehensive accident prevention and industrial health

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program which was the basis for the primary organization of the safety program. In 1956 this chapter was revised to improve reporting procedures, and a Trust Territory Safety Manual covering all aspects of industrial safety was added as an appendix. This manual, being voluminous, proved awkward as a part of the Personnel Manual and so was removed and issued separately in November, 1959.4 Numerous adjustments and improvements were made from time to time in the methodology and forms involved in the program. In May, 1961, the entire Chapter VIII of the Personnel Manual was revised and reissued so as merely to outline the program. All detailed instructions and informational material were contained in the Safety Manual, which also was revised, brought completely up to date, and reissued.5 It is an excellent piece of work, and has been the subject of commendation by the personnel director of the Department of the Interior and other important officials.

Responsibility for the Program

The personnel officer is in direct charge of the safety program. He is responsible for establishing, maintaining, and coordinating an effective program of accident prevention throughout the territory. Specifically, his duties include leadership in an aggressive, continuing safety campaign in a staff capacity, and without line authority; coordination of all agency safety activities; maintenance and analysis of accident records; supervisory and staff education in safety matters; stimulation of interest in safety among all employees; supervision and appraisal of accident investigations and arrangement of inspections; ensuring compliance with safety regulations and codes; and reporting periodically to the high commissioner and the Department of the Interior on progress of the safety program. The

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5 Transmittal Sheet 114 of May 1, 1961, Personnel Manual.
personnel officer also maintains membership in the National Safety Council and the Federal Safety Council, representing the Trust Territory government.

Actual field administration of the safety program is the responsibility of the director of public safety, who, as has been noted, is a member of the legal department but is responsible to the personnel officer for his administration of the industrial safety program. He maintains a program of continuing field safety inspections and enforces the safety regulations. He also conducts investigations of major traffic and industrial accidents and makes appropriate reports, with findings and recommendations. In this capacity, his authority in the field of law enforcement is a particular advantage.

At the district level, each district administrator is charged with the responsibility for an effective safety program in his district, and this responsibility is delegated through the entire line of supervision. The Safety Manual specifically notes that "delegating supervision of the program to the district safety supervisor does not relieve other department heads and line supervisors of their responsibility for maintaining a safe and efficient department or shop and instructing personnel under their supervision on the safest methods of performing their respective duties." 6

The district safety supervisor is in direct charge of administering the safety program in his district. As most occupational hazards occur in the public works department and the great majority of the district safety supervisors have been public works supervisors, it was deemed expedient to make the district director of public works the district safety supervisor.

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ex officio, in the interest of uniformity, as well as to provide a convenient chain of responsibility through the director of public works on the high commissioner's staff. The effectiveness of these supervisors as safety administrators has varied a great deal because of differences in interest, knowledge, and aggressiveness in pushing the program, but the policy generally is superior to the previous procedure of designating any one of the staff members to this duty, if for no other reason than it is a fixed responsibility, and so considered as an inherent aspect of the job, rather than an extra burden to be disregarded as much as possible—which, previously, often was the case.

The specific responsibilities of the district safety supervisor are to conduct spot checks where work is in progress to see that safety procedures are observed and that hazardous conditions are eliminated; to investigate and eliminate hazardous conditions, as discovered; to investigate and report on all accidents; to report safety hazards and unsafe practices to the appropriate supervisors for correction; to advise and assist all supervisors in prosecuting the safety program, and to insure that they comply with all instructions and directives in this connection; to review all requests for safety equipment and provide for issuance of items needed; and, in general, to provide aggressive leadership in all phases of safety work.  

To assist the district safety supervisor, who invariably is pressed for time because of the demands of his primary position, in directing all construction, maintenance, and repair activities involving the physical plant of the district, at least one Micronesian safety assistant devotes

7 Ibid., p. 3.
all of his time to the safety program. He "collects, summarizes, and
disseminates, in the local language, information dealing with all phases
of accident prevention; conducts industrial and fire safety inspections;
and investigates accidents as may be directed" by the district safety
supervisor. These native employees have proved very effective in progres­sing the safety program among the indigenous staff. Although their
English is often substandard, they are diligent and dedicated. Most im­
portant, they have perfect communication with the Micronesian workers.
A copy of the monthly report from the safety assistant in Truk is shown
in Figure 27, exactly as it was received.

In addition to the foregoing, all supervisors are required, as an
aspect of their supervisory responsibility, to insure that their employees
are provided with proper safety equipment; to instruct them in safe prac­tices and proper methods of performing their duties; to insure that un­
safe working conditions are eliminated, specifically including fire haz­
ards; and provide leadership in effectuating the safety program. A par­
ticular responsibility is the reporting of accidents occurring to person­nel under their direction, and insuring that the injured employees are
immediately provided with medical attention. Finally, it is the respon­sibility of every employee to observe all safety rules and regulations,
eliminate unsafe situations (or report them to proper authority when cor­rective action is beyond the capacity of the employee), and immediately
report all injuries they may incur and obtain proper medical treatment.
It will be noted that Palau, and perhaps other districts, includes "safety"
as a element in the Micronesian performance rating program (see Figure
22(1), page 133).

8 Ibid., p. 3.

1. During the month of January I held ten (10) meetings to the various places and Haruo Iesiki held five (5) meetings too.

2. During this month Mr. Knight, the Public Works Officer appointed Haruo Iesiki to be my helper to do the safety job. He went to one place and I went to the other place.

3. During also January both Haruo and I went up to the Rock Crusher to watch the men if they worked safe. Here, Mr. Knight came up to talk to this men. He told them that the job is very dangerous and he wanted them to wear their safety belts all times. He himself showed the men how to use the safety belts and the safety lines. He was strictly telling them that he doesn't want to see them working without these safety materials.

4. During this month Mr. Knight appointed me to inspect all drivers' licenses of Public Works employees and report my findings to him.

5. I received one book called the "Industrial Accident Prevention" from the Public Works Officer to use it in my safety meetings.

6. There were seven (7) men injured during this month. Two (2) men had the hand accident, four (4) had feet accident and one (1) just had an eye accident by looking at the welding flash.

7. Two (2) vehicles had accidents too. One was the ambulance cracked windshield hit by baseball.
   One was a dump truck U.S. 10538 hit by a flatbed (truck) broke the left front.

8. Both Haruo and I worked on the ship as time keepers. Here, we also looked for the safety troubles among the stevedors.

Written by (S) Antolin S.

Approved by George E. Knight
Public Works Officer, Truk.

FIGURE 27. MONTHLY SAFETY REPORT,
SUBMITTED BY ANTOLIN S., SAFETY ASSISTANT, TRUK DISTRICT
Safety Education

The Department of Agriculture made available its excellent correspondence course on safety program administration in 1958, and the Trust Territory government paid the costs of enrollment for some seven or eight employees concerned with the safety program. The only one to complete it, however, was H. Raymond Uehara, then assistant personnel officer, who succeeded the writer as personnel officer in 1960. He advises that the course, which was at the university graduate level, was of great benefit and was the basis for his revision of the Trust Territory Safety Manual in 1961 (see page 228). 9

A special training program for Micronesian safety assistants was conducted in Guam in late 1959 by the director of public safety. Details of this program will be included in Part II of this chapter, devoted to the in-service training program.

Safety education at the shop level is a continuing process, and the Safety Manual requires all supervisors at or below the level of leadingman to assemble their employees for at least five minutes before commencing work on the first day of each week to discuss safety problems and related subjects. These "stand-up safety meetings" are held on the job with a shop leader selected by the group on a rotating basis, and are restricted to discussion of safety matters. Specifically, they are used to point out hazards existing on the job and precautions to be taken, to obtain suggestions from the workers concerning safe working conditions and/or equipment, to check protective equipment and clothing, and to inspect housekeeping in work areas.

9Discussion at Trust Territory headquarters, Guam, March 15, 1962.
Safety informational materials are regularly made available to the district administrative officials and interested headquarters department heads by the personnel department. These include the Accident Prevention Manual For Industrial Operations published by the National Safety Council, the magazine Safety Standards published by the U. S. Department of Labor, and a considerable number of miscellaneous publications and issuances obtained from the military establishments and other sources. Films have proved to be very effective in safety training for Micronesian employees, where the language problem always exists to greater or lesser degree, and the personnel officer has obtained safety films from the armed forces film library on Guam and from the safety engineers of other activities to conduct showings in the various districts.

Safety posters are purchased by the personnel department and distributed to all districts, and an interesting and effective project has been to reproduce them with the reading material translated into the local tongue. An example from the Marshall Islands is shown in Figure 28. The educational staffs in the various districts have been encouraged, with some success, to do this as a project.

At the staff level, the topic of safety is always on the personnel department's agenda at general staff meetings. Progress reports are made, with informative statistics, and suggestions and recommendations are made and solicited to promote the program.

Inspections

In addition to the program of continuous safety inspection inherent in the positions of the persons responsible for the conduct of the safety program, a number of special inspections have been arranged by the personnel
FIGURE 28. MARSHALLESE SAFETY POSTER
officer. It must be remembered that although the personnel staff, the
director of public safety, and the district safety supervisors have ac­
quired such knowledge of safety program administration as could reasonably
be expected by on-the-job study and experience, none of them is (or claims
to be) professionally qualified as a safety engineer, and certain aspects
of the safety program require the technical assistance only a professional
in the field is able to provide.

To meet this need, in 1957 the writer (then personnel officer) ar­
ranged with V. D. Vanardo, safety engineer of the U. S. Navy Public Works
Center on Guam to conduct a comprehensive, detailed inspection of all the
district and headquarters plant, facilities, and operations. In the sum­
mer of that year Vanardo visited all districts and, in company with the
Trust Territory safety staff, conducted his inspections, showed films,
lectured, discussed safety problems from the technical standpoint, and at
the conclusion of his project submitted a detailed report of the conditions
in each district, noting deficiencies and suggesting remedial action. The
report was thoroughly digested by the high commissioner's staff, particu­
larly the personnel department, and immediate action was taken to implement
Vanardo's recommendations. The project was, beyond doubt, an unqualified
success.

The effectiveness of this project encouraged continuation of the
program. In the winter of 1958-59, Frank R. Lesniewski, safety engineer
of the Naval Supply Center, and in the spring of 1960, John S. Luter,
safety engineer of the Naval Public Works Center, both on Guam, conducted
similar inspections and related programs with most effective results. The
high commissioner expressed to the respective commanding officers of the
individuals concerned his appreciation and commendation for the excellent
work performed, and also made a full report to the Department of the Interior. Continuation of this desirable program will depend, however, on availability and cooperation of qualified safety engineers, as these trips were made on a voluntary basis while the individuals concerned were on annual leave, and they received no compensation for their services other than reimbursement for expenses.

Special Programs

In addition to the broad aspects of accident prevention and industrial hygiene, the safety program includes several special projects. One of the earliest and most important is the project to make safety shoes available to all Micronesian employees. Micronesians traditionally do not wear shoes, and, at the time the present administration took over from the Navy, substantially all employees worked barefoot or wore Japanese-type "zorii" (rubber-soled thong sandals), which offer limited protection to the soles of the feet but none whatsoever otherwise. As might be expected, the incidence of foot injuries was very high, both in puncture wounds and crushing accidents.

To meet this problem, the personnel, finance, and supply officers devised a procedure whereby the supply department would purchase safety shoes, with steel toes and other protective features, and stock them in the supply department in each of the districts, to be sold, at cost, to the workers. As very few of the workers were in a position to afford the shoes, the finance department would make payroll deductions of a small sum—usually 50¢ per pay period—until the shoes were paid for. The proceeds from these sales were credited to a revolving fund which was used by the supply department for the purchase of additional stocks of shoes. Provision also was made for the government to subsidize the program, where necessary, by
paying a part of the cost of the safety shoes until the workers were ready, willing, and able to purchase shoes of their own volition.

Implementing the program presented something of a problem, as it was resisted to greater or lesser degree in the districts, where the public works supervisors objected on the basis that the Micronesians, not being accustomed to shoes, would be awkward wearing them, thus perhaps occasioning more of a hazard than the shoes would prevent, and the administrative department resented the extra work the program entailed. The Micronesians themselves did not see any need for shoes, and objected to spending the money to buy them. The program was pressed, however, and through employee indoctrination (see Figure 28, page 235) and supervisory training, is now reasonably successful. The subsidization of the program now is necessary in only one or two districts, and use of the safety shoes is general.

Another special project is institution of the use of protective helmets in areas where head injuries, particularly from falling objects, might be possible. No particular attempt has been made to encourage workers to purchase such helmets, although a few—primarily supervisors—have done so; but such helmets are held in stock in each district and are issued for temporary use on jobs where head injuries may be anticipated. Their use is almost universal on the dock construction project in Truk; in stevedoring operations; and in building construction. Safety gloves with protective palms, and shatter-proof goggles, also are made available to workers on jobs where their use is indicated.

A general program in each of the districts is the traffic safety program. Primarily a responsibility of the constabulary, the safety staff is involved because the government owns and operates the vast majority of vehicles and the U. S. Government motor vehicle safety and operator-licensing
programs are mandated by law and administered by the safety staff. In each district the motor vehicle operator examiner is especially trained and qualified by standard examination administered by a Civil Service Commission representative (the protective services supervisor is so designated), and no person may operate a government-owned vehicle until he has been examined, certified, and issued a license on the prescribed federal government form. In almost every case, the district road-test examiner is the district safety supervisor or one of his assistants.

Two additional phases of the safety program are fire prevention and typhoon protection. The fire prevention program is, of course, very important, and is conducted in conjunction with the constabulary (see page 227). It is the responsibility of the district safety supervisors to insure that inspections are conducted regularly to assure that fire extinguishers are properly located, filled, and in working order; that no fire hazards exist; and to prepare "Fire Bills" to outline procedures, duties, and responsibilities of the various staff members in case of fire. The personnel officer, with assistance of the public works department, performs the same functions at headquarters.

Most of the Trust Territory lies in the area where typhoons are prevalent, and various localities are devastated from time to time by these storms which have winds that often reach a velocity of 125—130 miles per hour. All buildings not made of stone and concrete are secured to the ground by steel cables imbedded in buried concrete blocks. Warning of impending typhoons is provided by the Navy Fleet Weather Central on Guam, which has typhoon search planes in the air all the time. When a typhoon warning is received, immediate protective measures are vitally necessary, and in every district a "Typhoon Bill" must be posted providing for action.

---

\footnotesize
to be taken to protect life and minimize danger to property. This is, of course, a responsibility of the district safety supervisor (and, at headquarters, of the personnel officer).

A program to maintain continuing interest of the district administrators in the safety program is the "8-Ball Award." A large, black, pseudo "8-ball" is awarded each quarter to the district having the highest rate of industrial injuries, and the district administrator has the doubtful honor of keeping it in a prominent place on his desk, and sitting "behind the 8-ball" until some other district "wins" the award with a higher frequency rate. This program creates considerable good-natured "ribbing" of the "winning" district administrator and his staff, particularly the safety personnel, and undoubtedly motivates interest in keeping the accident rate down in order to get rid of the award. The award is transmitted by letter signed by the deputy high commissioner, which is written with semi-humorous inuendo designed to make the district administrator "squirm a little."

Reporting Procedures

Whenever a Trust Territory employee, American or Micronesian, suffers a duty-connected illness or injury—regardless of the degree of severity—he is required to report the circumstances to his supervisor immediately. The supervisor will immediately refer the injured employee to the hospital with a Medical Referral Slip (Figure 29) and will accompany him whenever possible. In case the injury is sufficiently serious to prevent this procedure, the employee should be rushed directly to the hospital, and the supervisor will follow with the medical referral slip when possible. Under any circumstances, the supervisor must insure that the employee does,
TT-508

TRUST TERRITORY OF THE PACIFIC ISLANDS
MEDICAL REFERRAL SLIP

To: District Medical Officer

From:

Subject: Request for medical treatment for duty connected injury or illness.

Medical treatment is requested for __________________________ of the __________________________ Department who was injured on __________________________ (date) at __________________________ (a.m., p.m.) in the following manner:

__________________________________________________________________________

__________________________________________________________________________

(Signature of Supervisor or Foreman)

To:

From: District Medical Officer

Time In _______ Time Out _______

The above noted employee was treated by the undersigned for __________________________

as a result of occupational injury on __________________________.

Disposition of this case is as follows:

_______ Returned to regular work this date.

_______ Returned to modified or light duty this date.

_______ To return for further treatment as OPD patient on __________________________.

_______ * Sent home and will probably be absent from work for _______ days.

_______ * Hospitalised and will probably be absent from work for _______ days.

This employee may not be allowed to perform any duties other than as noted above until a medical release is issued allowing him to perform his regular duties.

Signature and Title of Medical Officer

Distribution of copies:
Prepare in quadruplicate; forward original & 2 copies with injured person.
Hospital will return 1st copy to Supervisor; retain 2nd copy for Hospital records; forward 3rd copy to Administrative Assistant.

(*To be followed by Medical Release Slip when patient is returned to duty.)

FIGURE 29. MEDICAL REFERRAL SLIP
in fact, report to the hospital. The supervisor also must insure that the district safety supervisor is informed immediately.

When the medical referral slip is received at the hospital, the doctor completes it and returns it to the supervisor as proof that the employee has reported as directed. This procedure was necessitated by several instances where the employee failed to report to the hospital in accordance with instructions and the first knowledge the administering authorities had of the dereliction was when the employee's condition became critical by infection or other result of lack of treatment. The completed referral slip is used by the supervisor to prepare the Report of Duty Connected Illness or Injury (TT-68) which is the basic accident report form (Figure 30), and in accounting for the employee's time off the job. The completeness and accuracy of these records is of major importance in claiming adjusted compensation. If the employee is required to lose working time because of the injury or illness, the doctor will complete the Medical Release Form (TT-509) at such time as he is released from the hospital or able to return to work, sending the original to the employee's supervisor with copies to the district administrative assistant and the district safety supervisor (see Figure 31).

The district safety supervisor submits monthly reports to the headquarters personnel office showing total accidents requiring dispensary treatment (Figure 32(1)) and lost-time cases (Figure 32(2)), and the number of man-hours worked by all employees. The medical officer provides necessary data on the accident report (Form TT-68, Figure 30, page 243).

The personnel department utilizes these statistics to compute the accident frequency rate for each district and for the Trust Territory as a whole, using the standard formula of number of disabling injuries
### II. PERSONAL DATA

<table>
<thead>
<tr>
<th>NAME (Last, First, Middle Initial)</th>
<th>SEX</th>
<th>MARITAL STATUS</th>
<th>AGE</th>
<th>HOME OR VILLAGE</th>
<th>RATING &amp; PAY RATE</th>
<th>DATE EMPLOYED</th>
</tr>
</thead>
</table>

### III. MEDICAL OFFICER'S REPORT

<table>
<thead>
<tr>
<th>NATURE AND EXTENT OF INJURY OR ILLNESS (Diagnosis)</th>
<th>OCCUPATIONAL: [YES] [NO]</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>EVIDENCE OF IMPAIRMENT DUE TO:</th>
<th>ALCOHOL [ ]</th>
<th>NARCOTICS [ ]</th>
<th>OTHER [ ] (Specify)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>TREATMENT RENDERED: DATE:</th>
<th>TIME:</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>[ ] FIRST AID</th>
<th>[ ] SENDING HOME</th>
<th>[ ] HOSPITALIZED</th>
<th>[ ] OTHER (Specify)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>PROGNOSIS: ESTIMATED PERIOD OF ABSENCE FROM DUTY</th>
</tr>
</thead>
</table>

### IV. SUPERVISOR'S REPORT

DESCRIPTION OF ACCIDENT: (Give complete description, including cost of fire or property damage. Attach additional pages if required).

### V. SAFETY SUPERVISOR'S COMMENTS

SPECIFIC ACTION TAKEN TO PREVENT RECURRENCE:

NAME (Typed): Signature

Safety Supervisor will complete reverse.
FORM TT-68

SECTION I

Check (x) and identify in space provided the object or substance most closely associated with the injury and which in general could have been properly guarded or corrected. One check (x) MUST be entered in this section.

1. MACHINES: 
   (Classifiers, grinders, sewing machines, etc., name, lathe, welding machines, etc.)
2. PRIME Movers & PUMPS: 
   (Steam, internal combustion or oil; pumps, fans, blowers, etc.)
3. ELEVATORS: 
   (Passenger or freight).
4. LIFTING APPARATUS: 
   (Frames, hoists, (air or electric), winches, cranes, jacks, etc.)
5. CONVEYORS: 
   (Belt, monorail, pneumatic, drag line, tilting or unloading, etc.)
6. BOILERS & PRESSURE VESSELS: 
   (First or unfired, pressure, etc.)

Check (x) and specify the principal unsafe condition which led to or was responsible for the accident, other contributory conditions (one or more) may be indicated by circles in boxes, thus □

18. IMPROPER GUARDING: 
   (Inadequate, inadequately guarded, etc.)
19. DEFECTIVE SUBSTANCES OR EQUIPMENT: 
   (Broken, ragged, slippery, poorly designed, etc.)
20. IMPROPER ILLUMINATION: 
   (Insufficient light, glare, etc.)
21. IMPROPER VENTILATION: 
   (Dusty, noisy, impure air, etc.)
22. FALL TO DIFFERENT LEVEL.
23. UNSAFE CLOTHING: 
   (Lack of, unsuitability, or defective, shoes, gloves, respirators, etc.)
24. NO UNSAFE CONDITION:
   (Explain).
25. UNSAFE CONDITION NOT OTHERWISE CLASSIFIED: 
   (Explain).

Check (x) and explain EACH and each unsafe act. One check (x) MUST be entered in this section. Additional unsafe acts may be indicated by circles in boxes, thus □

26. OPERATING WITHOUT AUTHORITY, 
   (Failure to secure or warn)
27. OPERATING OR WORKING AT UNSAFE SPEED, 
   (Too slow, too fast, throwing materials, etc.)
28. MAKING SAFETY DEVICES INOPERATIVE, 
   (Removing, misadjusting, disconnecting, etc.)
29. USING UNSAFE EQUIPMENT, HANDS INSTEAD OF 
   (Equipped, or equipment, etc.)
30. IMPROPER ATTITUDE, (Disregard of instructions, failure to understand, instructions, etc.)
31. LACK OF KNOWLEDGE OR SKILL (Unaware of safe practice, unskilled, etc.)

Check (x) and explain the unsafe personal factor chiefly responsible for the accident. One check (x) MUST be entered in this section. Indicate other factors by circles in boxes, thus □

32. IMPROPER ATTITUDE (Disregard of instructions, failure to understand, instructions, etc.)
33. IMPRUDENT PERSONAL FACTOR NOT ELSEWHERE CLASSIFIED: 
   (Explain).
34. NO UNSAFE PERSONAL FACTOR:
   (Explain).

Check (x) and explain EACH and each type of injury. One check (x) MUST be entered in this section.

35. BODILY DEFECTS (Defective eyesight, hearing, fatigue, inexperience, 
   existing hernia, weak heart, etc.)
36. NO UNSAFE PERSONAL FACTOR:
   (Explain).
37. UNSAFE PERSONAL FACTOR NOT ELSEWHERE CLASSIFIED: 
   (Explain).

Check (x) and identify each part of body. Part of body chiefly identified with injury MUST be checked (x).

38. HEAD 
39. EYES 
40. ARMS 
41. FINGERS 
42. FEET 
43. SYSTEMIC (Nervous, Infections, 
   lung, heart, nervous, etc.)
44. PART OF BODY NOT ELSEWHERE 
   CLASSIFIED: (Explain).

SECTION II

Check (x) and identify each hazardous or dangerous substance, or other type of injury. One check (x) MUST be entered in this section.

45. MACHINES: 
   (Classifiers, grinders, sewing machines, etc.)
46. PRIME Movers & PUMPS: 
   (Steam, internal combustion or oil; pumps, fans, blowers, etc.)
47. ELEVATORS: 
   (Passenger or freight).
48. LIFTING APPARATUS: 
   (Frames, hoists, (air or electric), winches, cranes, jacks, etc.)
49. CONVEYORS: 
   (Belt, monorail, pneumatic, drag line, tilting or unloading, etc.)
50. BOILERS & PRESSURE VESSELS: 
   (First or unfired, pressure, etc.)

Check (x) and identify in space provided the object or substance most closely associated with the injury and which in general could have been properly guarded or corrected. One check (x) MUST be entered in this section.

51. IMPROPER GUARDING: 
   (Inadequate, inadequately guarded, etc.)
52. DEFECTIVE SUBSTANCES OR EQUIPMENT: 
   (Broken, ragged, slippery, poorly designed, etc.)
53. IMPROPER ILLUMINATION: 
   (Insufficient light, glare, etc.)
54. IMPROPER VENTILATION: 
   (Dusty, noisy, impure air, etc.)
55. FALL TO DIFFERENT LEVEL.
56. UNSAFE CLOTHING: 
   (Lack of, unsuitability, or defective, shoes, gloves, respirators, etc.)
57. NO UNSAFE CONDITION:
   (Explain).
58. UNSAFE CONDITION NOT OTHERWISE CLASSIFIED: 
   (Explain).

Check (x) and explain EACH and each unsafe act. One check (x) MUST be entered in this section. Additional unsafe acts may be indicated by circles in boxes, thus □

59. OPERATING WITHOUT AUTHORITY, 
   (Failure to secure or warn)
60. OPERATING OR WORKING AT UNSAFE SPEED, 
   (Too slow, too fast, throwing materials, etc.)
61. MAKING SAFETY DEVICES INOPERATIVE, 
   (Removing, misadjusting, disconnecting, etc.)
62. USING UNSAFE EQUIPMENT, HANDS INSTEAD OF 
   (Equipped, or equipment, etc.)
63. IMPROPER ATTITUDE, (Disregard of instructions, failure to understand, instructions, etc.)
64. LACK OF KNOWLEDGE OR SKILL (Unaware of safe practice, unskilled, etc.)

Check (x) and explain the unsafe personal factor chiefly responsible for the accident. One check (x) MUST be entered in this section. Indicate other factors by circles in boxes, thus □

65. IMPROPER ATTITUDE (Disregard of instructions, failure to understand, instructions, etc.)
66. IMPRUDENT PERSONAL FACTOR NOT ELSEWHERE CLASSIFIED: 
   (Explain).
67. NO UNSAFE PERSONAL FACTOR:
   (Explain).

Check (x) and identify each part of body. Part of body chiefly identified with injury MUST be checked (x).

68. HEAD 
69. EYES 
70. ARMS 
71. FINGERS 
72. FEET 
73. SYSTEMIC (Nervous, Infections, 
   lung, heart, nervous, etc.)
74. PART OF BODY NOT ELSEWHERE 
   CLASSIFIED: (Explain).

SECTION III

Check (x) and identify each hazardous or dangerous substance, or other type of injury. One check (x) MUST be entered in this section.

75. MACHINES: 
   (Classifiers, grinders, sewing machines, etc.)
76. PRIME Movers & PUMPS: 
   (Steam, internal combustion or oil; pumps, fans, blowers, etc.)
77. ELEVATORS: 
   (Passenger or freight).
78. LIFTING APPARATUS: 
   (Frames, hoists, (air or electric), winches, cranes, jacks, etc.)
79. CONVEYORS: 
   (Belt, monorail, pneumatic, drag line, tilting or unloading, etc.)
80. BOILERS & PRESSURE VESSELS: 
   (First or unfired, pressure, etc.)

Check (x) and identify in space provided the object or substance most closely associated with the injury and which in general could have been properly guarded or corrected. One check (x) MUST be entered in this section.

81. IMPROPER GUARDING: 
   (Inadequate, inadequately guarded, etc.)
82. DEFECTIVE SUBSTANCES OR EQUIPMENT: 
   (Broken, ragged, slippery, poorly designed, etc.)
83. IMPROPER ILLUMINATION: 
   (Insufficient light, glare, etc.)
84. IMPROPER VENTILATION: 
   (Dusty, noisy, impure air, etc.)
85. FALL TO DIFFERENT LEVEL.
86. UNSAFE CLOTHING: 
   (Lack of, unsuitability, or defective, shoes, gloves, respirators, etc.)
87. NO UNSAFE CONDITION:
   (Explain).
88. UNSAFE CONDITION NOT OTHERWISE CLASSIFIED: 
   (Explain).

Check (x) and explain EACH and each unsafe act. One check (x) MUST be entered in this section. Additional unsafe acts may be indicated by circles in boxes, thus □

89. OPERATING WITHOUT AUTHORITY, 
   (Failure to secure or warn)
90. OPERATING OR WORKING AT UNSAFE SPEED, 
   (Too slow, too fast, throwing materials, etc.)
91. MAKING SAFETY DEVICES INOPERATIVE, 
   (Removing, misadjusting, disconnecting, etc.)
92. USING UNSAFE EQUIPMENT, HANDS INSTEAD OF 
   (Equipped, or equipment, etc.)
93. IMPROPER ATTITUDE, (Disregard of instructions, failure to understand, instructions, etc.)
94. LACK OF KNOWLEDGE OR SKILL (Unaware of safe practice, unskilled, etc.)

Check (x) and explain the unsafe personal factor chiefly responsible for the accident. One check (x) MUST be entered in this section. Indicate other factors by circles in boxes, thus □

95. IMPROPER ATTITUDE (Disregard of instructions, failure to understand, instructions, etc.)
96. IMPRUDENT PERSONAL FACTOR NOT ELSEWHERE CLASSIFIED: 
   (Explain).
97. NO UNSAFE PERSONAL FACTOR:
   (Explain).

Check (x) and identify each part of body. Part of body chiefly identified with injury MUST be checked (x).

98. HEAD 
99. EYES 
100. ARMS 
101. FINGERS 
102. FEET 
103. SYSTEMIC (Nervous, Infections, 
   lung, heart, nervous, etc.)
104. PART OF BODY NOT ELSEWHERE 
   CLASSIFIED: (Explain).

FORM TT-68

NAVY-PPO. GUAM
**MEDICAL RELEASE**

(To be used only in cases of lost time industrial injury or illness)

To: ___________________________ 
From: District Medical Officer ___________________________

Date ___________________________ Time ___________________________

______________________ who has been absent from duty and under treatment for ___________________________

as a result of occupational injury sustained on ___________________________ is hereby released to perform (light or modified) * (regular) duty on this date. Absence from duty from ___________________________ to ___________________________ as a result of this injury is hereby approved.

He is to report to the Out-Patient Department for further treatment and/or final medical clearance on ___________________________ (if applicable).

(*Strike out as applicable).

District Director of Public Health

To: Dist Admin Assistant, Finance Office, Personnel, HiCom

(with claim or TT-68)

FIGURE 31. MEDICAL RELEASE FORM
TRUST TERRITORY OF THE PACIFIC ISLANDS

MONTHLY DISTRICT OCCUPATIONAL INJURY REPORT

District__________________________
Month of__________________________

PART I - STATISTICS

<table>
<thead>
<tr>
<th></th>
<th>Number of Employees</th>
<th>Manhours Worked</th>
<th>No. Occ. Injuries</th>
<th>No. Lost-Time Inj.</th>
<th>No. Lost Manhours*</th>
</tr>
</thead>
<tbody>
<tr>
<td>CIVIL SERVICE EMPLOYEES</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Graded</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public Works, ungraded</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other, ungraded</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MICRONESIAN EMPLOYEES</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public Works</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WAE - Stevedores</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>INTER-DISTRICT EMPLOYEES</td>
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<td></td>
</tr>
<tr>
<td>U. S. - graded</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>U. S. - ungraded</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Micronesians</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL ALL CATEGORIES</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*Show manhours lost during month if still absent on last day of the month.
For purposes of this report, occupational injuries to include duty-connected illnesses.

FIGURE 32(1) MONTHLY DISTRICT OCCUPATIONAL INJURY REPORT.
### PART II - LOST TIME CASES (a)

<table>
<thead>
<tr>
<th>NAME OF INJURED AND DUTY STATION</th>
<th>Date &amp; Time of Accident</th>
<th>Lost Time Started(b)</th>
<th>Returned to Work(c)</th>
<th>Nature of Injury of Illness</th>
</tr>
</thead>
</table>

(a) Lost Time Injury is a work injury which results in death, permanent total disability, permanent partial disability, or temporary total disability.

(b) Time lost on the day of the accident is not counted as lost time.

(c) If absent on last day of the month, so state.

To be submitted in duplicate to the Personnel Officer by the 10th of each month. TT 68, Report of Duty Connected Illness or Injury, is to accompany this report for all accidental injuries or illnesses.

FIGURE 32(2). MONTHLY DISTRICT REPORT OF LOST TIME CASES.
multiplied by one million, divided by the total employee-hours of exposure. The Personnel department makes a combined report to the Department of the Interior quarterly and also submits an annual narrative report.

**Employees Adjusted Compensation Program**

During the period of administration by the Navy Department, all civilian employees, both American and Micronesian, were covered by the Federal Employees Compensation Act, and this coverage was continued, as a matter of course, after the Department of the Interior assumed jurisdiction. Shortly thereafter, however, the Bureau of Employees Compensation, Department of Labor, refused continued responsibility for Trust Territory employees and thereafter the Trust Territory continued in a self-insured status. Claims for compensation for duty-connected illness or injury were submitted to a compensation board at headquarters, of which the personnel officer was *ex-officio* (see page 88) member and recorder, and the director of public health was chairman, with the budget officer, supply officer, and public works officer as additional members. Each case was investigated on its merits. Awards were made to compensate injured employees, subject to approval by the high commissioner.

In 1956 it was decided that this program was too cumbersome and time-consuming, so bids were invited from commercial insurance companies to takeover the program. The benefits were to be computed on the same basis as provided in the U. S. Federal Employees Act, excluding hospital benefits.

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13 Excepting the high commissioner and his secretary, the deputy high commissioner and his secretary, the two justices, and the court reporter, who are compensated from appropriated funds, hence covered by the federal employees' compensation program.
As the Trust Territory maintains its own hospitals in the field, and has been accorded the privileges of the U. S. Naval Hospital in Guam, it was considered that allowances covering hospital care were not needed.

The premium rate was determined by the accident frequency rate, but as the reporting procedure at that time was far from accurate (see page 225), a tentative rate of 50¢ per $1,000 paid in wages was charged, subject to readjustment after a year of experience. The commercial insurance became effective on March 31, 1957. A year later, on the basis of the high frequency rate (it reached a high of 23.0 on June 30, 1958), the premium was raised to 60¢ per $1,000 of salary disbursed. As the safety program gained in effectiveness and the accident frequency rate decreased, however, the premium rate was reduced accordingly until at the time of writing (spring, 1962) the rate has dropped to 45¢/$1,000. This represents an annual saving in premiums of approximately $4,650 from the former 60¢ rate. A very pointed demonstration of the way that "safety pays off"! A graph showing the relative accident frequency rates and premium rates is shown in Figure 33.

The efficiency and cooperation of the insuring company and its agents have been excellent, and the program of commercial insurance has been highly satisfactory at all times. Claims have been adjusted promptly and fairly by the company's resident representative, and benefits have been paid without delay.

Motor Vehicle Safety Program

As noted previously, the safety program includes licensing of all persons authorized to operate government-owned vehicles. To obtain a license the candidate must apply on a form which is standard throughout the
a - Accident Frequency Rate, Trust Territory Micronesian employees.
b - Department of the Interior average accident frequency rate, 1960.
c - Accident Frequency Rate, Department of the Interior average accident frequency rate, 1960.

Source: Trust Territory personnel department files.

FIGURE 33. MICRONESIAN EMPLOYEES' ACCIDENT FREQUENCY RATES COMPARED WITH INSURANCE PREMIUM RATES FOR EMPLOYEES COMPENSATION, 1957-1961.
Department of the Interior (DI-131, see Figure 34), pass a qualifying physical examination which is reported on a standard U. S. government form (SF-47) and a standard road test. Records of all tests together with all other documents are filed in the employee's personnel file folder and become part of his official record. After passing his examinations, the successful candidate is issued Standard Form 46, "U. S. Government Motor Vehicle Operator's Identification Card," shown as Figure 35.

Whenever a motor vehicle accident occurs, the operator is required immediately to fill out and submit "Operator's Report of Motor-Vehicle Accident" on Standard Form 91, and the district safety supervisor (or other qualified authority) then investigates the accident and prepares the investigation report in duplicate. The operator's report, the duplicate of the investigation report, and a short narrative report describing the accident are forwarded to the personnel department. Based on the circumstances of the case, punitive or remedial action may be directed from headquarters. Forms 91 and 91-A are shown as Figures 36(1) and 36(2). Each district submits a quarterly report of accidents (excluding personal injuries and illness) to the personnel department (see Figure 37), and the personnel department includes the statistics in the Trust Territory's quarterly report to the Department of the Interior (Interirr form G-2, Figure 38).

14In the writer's opinion, filing this bulky mass of material—which has no apparent future value—does nothing except clutter up the files. It is required to be so filed by government regulations, however, and so is faithfully done.
**APPLICATION FOR U.S. GOVERNMENT MOTOR VEHICLE OPERATOR'S IDENTIFICATION CARD**

This form must be completed before any person may be issued a U.S. Government Motor Operator's Identification Card, SF-46, either as a regular operator or an Incidental Operator. In addition to completing this form, the applicant must complete Standard Form 78 or 47 whichever applies. Standard Form 47, together with this form, shall be forward to the Issuing Officer. This form must be signed by the applicant.

Applicant's Name: __________________________ Title: __________________________

Check One:

- Operator
- Incidental Operator

<table>
<thead>
<tr>
<th>Sex</th>
<th>Date of Birth</th>
<th>Color of Hair</th>
<th>Color of Eyes</th>
<th>Height</th>
<th>Weight</th>
</tr>
</thead>
</table>

**PART TWO: SUMMARY OF DRIVING RECORD (Include Privately-owned Vehicles)**

1. No. Yrs. 2. Type Veh. Operated No. Yrs. 3. Current driver's lic. of driving

<table>
<thead>
<tr>
<th>Number</th>
<th>States</th>
<th>Date Issued</th>
<th>Date Expired</th>
</tr>
</thead>
</table>

4. Restrictions on State License 5. Insurance covering operation of U.S. Government owned or leased vehicles

- Yes
- No

6. Record of arrests or summons (except parking) If renewal enter past 3 years only.

<table>
<thead>
<tr>
<th>Date</th>
<th>Nature or type of violation</th>
<th>City and State</th>
<th>Action taken</th>
</tr>
</thead>
</table>

7. Record of accidents for past five years. (If renewal enter past 3 years)

<table>
<thead>
<tr>
<th>Date</th>
<th>Nature or Type of Accident</th>
<th>City and State</th>
<th>Action taken</th>
</tr>
</thead>
</table>

8. Record of safe driving awards. (Do not include auto insurance cards.) (If renewal enter past 3 years only)

<table>
<thead>
<tr>
<th>DATE</th>
<th>Types of Awards</th>
<th>Awarded By</th>
</tr>
</thead>
</table>

I certify that the above statements are true and correct to the best of my knowledge.

Applicant's signature __________________________ Date __________________________

---

**FIGURE 34. APPLICATION FOR U.S. GOVERNMENT MOTOR VEHICLE OPERATOR'S LICENSE**

(Sheet 1)
Part Three

Applicant is qualified to operate the following type(s) of vehicles: (If not qualified, state reasons)

For __________ Automobiles (Sedans, Coupes, etc.)

Issuing Officer _______ Pickup Trucks (½ ton) _______ Tractors and Semi

Use _______ Trucks to 1½ tons _______ Tractors and Trailers

Only _______ Trucks to 2½ tons _______ Jeeps (½ ton)

_______ Trucks to 5 tons _______ Carry-all Suburbans

_______ Trucks to 10 tons _______ Station Wagons

_______ Forklift (6000 lb capacity) _______ Mobile Crane

Qualified Road Test Examiner (Signature) Title: Date:

<table>
<thead>
<tr>
<th>ISSUANCE OF OPERATOR'S IDENTIFICATION CARD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
</tr>
<tr>
<td>--------</td>
</tr>
</tbody>
</table>

(To be filed in the Official Personnel Folder)

REMARKS:

FIGURE 34. APPLICATION FOR U. S. GOVERNMENT MOTOR VEHICLE OPERATOR'S LICENSE (Sheet 2)
The holder of this card is qualified to operate U. S. Government vehicles and/or equipment specified, subject to the restrictions set forth on the reverse of this card.

**SIGNATURE OF ISSUING OFFICIAL**

**TITLE**

**NAME AND LOCATION OF ISSUING UNIT**

**SIGNATURE OF OPERATOR**

(Not valid until signed)

**TITLE OF POSITION**

**RESTRICTIONS**

**QUALIFIED TO OPERATE**

<table>
<thead>
<tr>
<th>TYPE VEHICLE AND/OR EQUIPMENT</th>
<th>CAPACITY</th>
<th>QUALIFYING OFFICIAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**OTHER RECORDS (OPTIONAL)**

U. S. GOVERNMENT PRINTING OFFICE 16—72226-1

FIGURE 35. GOVERNMENT MOTOR VEHICLE OPERATOR'S LICENSE
# Operator's Report of Motor-Vehicle Accident

## Figure 36(1)

### Operator

- **Please print full name**
- **Service number or roster title**
- **Operator's state permit number**
- **Home address (Street, city, State)**
- **Telephone (Home)**
- **Date and day of week of accident**
- **Hour (A.M. or P.M.)**
- **Place of accident (If accident in city, give city and State; if outside city limits, indicate mileage to nearest city or other landmark)**
- **From what place to what place were you bound**
- **For what purpose**

### Time and Place

- **Make**
- **Type**
- **Registration number or other identification**
- **Parts of vehicle damaged (Describe)**

### Your Vehicle

- **Make**
- **Type**
- **Year**
- **Operator's state permit number**
- **Vehicle license number**
- **Operated by (Name)**
- **Vehicle owned by**
- **Operator's home address (Street, city, State)**
- **Owner's address (Street, city, State)**
- **Parts of vehicle damaged (Describe)**

### Other Vehicle and Property

- **Other vehicle or property damaged (Describe)**

### Have you answered all questions as completely as possible?

---

**Standard Form 91**

Revised June 1963

**Bureau of the Budget**

Circular A-5 (Rev.)
**NAMES**

**HOME ADDRESSES**

<table>
<thead>
<tr>
<th>IF MEDICAL AID RENDERED, STATE BY WHOM</th>
<th>WHERE WAS INJURED TAKEN</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**CONDITION OF OTHER DRIVER**

**IF OTHER DRIVER OR PERSONS INJURED MADE STATEMENTS AS TO CAUSE OF ACCIDENT AND EXTENT OF PERSONAL OR PROPERTY DAMAGE, RELATE CONVERSATION AND NAMES AND ADDRESSES OF OTHERS HEARING SUCH STATEMENTS**

<table>
<thead>
<tr>
<th>MAKE</th>
<th>TYPE</th>
<th>YEAR</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>OPERATOR'S STATE PERMIT NUMBER</th>
<th>VEHICLE LICENSE NUMBER</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**OPERATOR'S STATE PERMIT NUMBER**

**VEHICLE LICENSE NUMBER**

<table>
<thead>
<tr>
<th>OPERATED BY</th>
<th>OWNED BY</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ADDRESS (Home)</th>
<th>OWNER'S ADDRESS (Business)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**PARTS OF VEHICLE DAMAGED (Describe)**

**OTHER PROPERTY DAMAGED (Describe)**

**PTRL OCIS**

**POLICE OFFICER**

**BADGE NO.**

**PRECINCT OR HQS.**

---

**YOUR VEHICLE**

**OTHER VEHICLE**

<table>
<thead>
<tr>
<th>DIRECTION OF TRAVEL</th>
<th>DIRECTION OF TRAVEL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>SIDE OF STREET OR HIGHWAY</th>
<th>SIDE OF STREET OR HIGHWAY</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>APPROXIMATE SPEED (Miles per hour)</th>
<th>APPROXIMATE SPEED (Miles per hour)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CONDITION OF ROADWAY (Wet or dry, vs. etc.)</th>
<th>TYPE OF ROADWAY (Concrete, macadam, etc.)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>WEATHER (Clear, foggy, rain, snow, etc.)</th>
<th>OTHER INFORMATION (Indicate stop signs, traffic lights, obstructions, etc.)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

---

**WITNESSES AND POLICE**

---

**THE ACCIDENT**

---

**INDICATE ON THE DIAGRAM BELOW WHAT HAPPENED**

1. Number Federal vehicle as 1—other vehicle as 2—additional vehicle as 3, and show direction of travel by arrow (Example: 
2. Show pedestrian by circle.
3. Show parked car by square.
4. Show railroad crossing by g.)
5. Give names or numbers of streets or highways (If applicable). A broken line after accident indicates path after accident.
6. Indicate north by arrow in this circle.
### 1. Accident Location, Date, Day and Hour of Accident

- **General Location:**
  - City (City or town)

- **Date:**
  - Day

- **Time:**
  - Hour A.M. P.M.

- **Distance:**
  - Mileage or distance to the nearest city or town

### 2. Exact Location of Accident

- **Location Description:**
  - Roadname and location of reporting unit
  - County and State

- **Accident Details:**
  - If accident in city, give city or town and state; if outside city limits, indicate mileage or distance to nearest city or town.

- **Exhibit:**
  - Highway, railroad, etc. and mile marker

### 3. Witnesses

- **Identification:**
  - Name and address of reporting unit
  - Phone number

### 4. Motor Vehicle

#### a. Other Vehicle

- **Vehicle Details:**
  - Year
  - Make
  - Body type

### 5. Pedestrian

- **Vehicle Details:**
  - Year
  - Make
  - Body type

### 6. Damage to Property Other Than Motor Vehicles or Cargo

- **Details:**
  - Area of damage
  - Nature of damage

### 7. Killed or Injured

- **Identification:**
  - Name
  - Address
  - Age

- **Information:**
  - Driver
  - Passenger
  - Pedestrian

### 8. Kind of Locality

- **Details:**
  - Description of location

### 9. Kind of Light

- **Details:**
  - Description of lighting condition

### 10. Weather Conditions

- **Details:**
  - Description of weather conditions

---

(Continued on the next page)
District __________
Quarter Ending __________

### PART I - ACCIDENT SUMMARY

<table>
<thead>
<tr>
<th>DAMAGES INCURRED FROM ACCIDENTS</th>
<th>NUMBER</th>
<th>AMOUNT OF LOSS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Motor Vehicles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Fires</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Tort Claims</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Accidents causing property damage not included in Items 1, 2 &amp; 3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. TOTALS</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### PART II - MOTOR VEHICLE ACCIDENT EXPERIENCE

<table>
<thead>
<tr>
<th>6. Total miles driven</th>
<th>7. Motor Vehicle Accident Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

\[
\text{Total M/V Accidents} \times 100,000 \\
\text{Total Miles Driven}
\]

### NOTES (Refer to Items above)

1. Report all accidents involving Government-owned or leased motor vehicles excluding private vehicles used on official business. Motor vehicle damage of less than $50,00 need not be reported on this report, but will be reported to the Public Works Department in the prescribed manner.

2. Report the number and estimated cost of fires involving Government-owned or leased property exclusive of forest, range and tundra fires.

3. Report the number of claims allowed and payments made for torts because of accidents, using the adjudicating date as the date of record, regardless of when the tort claim was actually filed.

4. Report the number and estimated cost of all property damaged by accident not elsewhere covered in this report. Property damage of less than $50,00 need not be reported. Include Acts of God.

FIGURE 37. QUARTERLY DISTRICT REPORT OF ACCIDENTS INVOLVING PROPERTY.
**Instructions**

Use this form to consolidate all Bureau accidents reported in compliance with 395 DM 4. Refer to the reverse side for detailed instructions.

**Remarks:**

- Period report of first quarter, second quarter, third quarter, and fourth quarter cumulative total to date.

<table>
<thead>
<tr>
<th>Period Reported</th>
<th>First Quarter</th>
<th>Second Quarter</th>
<th>Third Quarter</th>
<th>Fourth Quarter</th>
<th>Cumulative Total to Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITEM</td>
<td>NO.</td>
<td>AMOUNT OF LOSS</td>
<td>NO.</td>
<td>AMOUNT OF LOSS</td>
<td>NO.</td>
</tr>
</tbody>
</table>

1. Work Injuries and Loss by Disabling & Non-Disabling
   - NO. |
   - AMOUNT OF LOSS |
   - FATALITIES &

<table>
<thead>
<tr>
<th>Sub Total</th>
</tr>
</thead>
</table>

2. Fires

3. Tort Claims

4. Motor Vehicles

5. Property Damage Not Included in Items 2, 3, & 4

6. Total

### Motor Vehicle Accident Experience

<table>
<thead>
<tr>
<th>Total Miles Driven Using Govt. Owned or Leased Motor Vehicles</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Quarter</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Motor Vehicle Accident Rate: No. of Preventable Motor Vehicle Accidents per 100,000 Miles Driven</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Quarter</td>
</tr>
</tbody>
</table>

**Signature**

<table>
<thead>
<tr>
<th>Title</th>
<th>Date of Submission</th>
</tr>
</thead>
</table>

**Figure 38. Quarterly and Cumulative Report of Accidents**
INSTRUCTIONS

Item 1. Estimate the work injury dollar loss by multiplying the five-year average direct cost for each bureau as indicated on a conversion table prepared annually by the Division of Personnel Management.

Item 2. Report the number and estimated cost of fires involving government-owned or leased property exclusive of forest, range and tundra fires.

Item 3. Report the number of claims allowed and payments made for torts because of accidents using the adjudicating date as the date of record regardless of when the tort claim was actually filed.

Item 4. Report all accidents involving government-owned or leased motor vehicles, excluding private vehicles used on official business. Motor vehicle damage of less than $50.00 need not be recorded. Do not include insurance or third party recovery.

Item 5. Report the number and estimated cost of all property damaged by accident not elsewhere covered in this report. Property damage of less than $50.00 need not be recorded. Include Acts of God. Give best estimate of repair or replacement expense aided by Property Management and Finance Officers as needed.

Item 6. Total of items 1, 2, 3, 4, and 5.

Item 7. Report the total of all miles driven each quarter while using government-owned or leased motor vehicles, excluding private vehicles used on official business.

Item 8. Compute the motor vehicle accident rate for each quarter by multiplying the preventable accidents in that quarter by 100,000 and dividing this figure by the total miles driven in the quarter. Compute the cumulative total frequency rate by multiplying the total of preventable accidents in all quarter by 100,000 and dividing this figure by the total of mileage reported in all quarters.

1/ Refer to "Guide for Preparation of Personnel Statistical Reports" - Page G-1 for further instructions.

2/ For an explanation of "Preventable" accidents refer to a "Guide to Determine the Preventability of Motor Vehicle Accidents" prepared for bureaus and offices by the Division of Personnel Management.
General Effectiveness of the Safety Program

Safety programs are seldom popular. They require employees to take precautions that often are regarded as meaningless and time-wasting and are an annoyance to the employees and disliked by the supervisors because they appear to slow up production at the moment. The process of educating a working force to the realization that tiny precautions prevent great pain—that a few moments invested in the safe procedure will pay major dividends in avoiding time lost due to injury—is a long, difficult, and thankless one.

The Trust Territory presented a particularly difficult field for implementation of a successful program because of the attitudes and problems of communication of the indigenous staff; the physical location, on small islands far from conventional industrial activity; and the fact that many of the field supervisors were relatively untrained in management and unappreciative of the total concept of supervisory responsibility, with its inherent concern for accident prevention.

The early experience was highly unsatisfactory, and the progress of the program was disheartening. Nevertheless, the safety program has grown in importance and has been increasingly successful. It now compares favorably with the programs in effect in the armed forces and major private industrial organizations. The decreasing trend of the accident frequency index (see Figure 33, page 249) is proof of the effectiveness of the efforts to reduce the incidence of industrial injury and illness, and it will be noted that the average for the Trust Territory now is substantially below that of the Department of the Interior as a whole. In summary, it can be stated that the program has been successful, and that the efforts of the personnel department and the director of public safety are worthy of the commendation that has repeatedly been bestowed by the Interior Department.
CHAPTER VII
PART II - INDUSTRIAL TRAINING

It was noted earlier (see Chapter V) that there is a shortage of Micronesian craftsmen and artisans, and the skill of those that are available is relatively low. In order to reach the announced objective of replacing the American staff with Micronesians, as well as to meet the more immediate goal of attaining the maximum possible production of the best possible quality with the smallest possible force, it obviously was a prime necessity to train the staff that was available to its optimum capacity.

The approach to this problem by the high commissioners and some of their staff members has, at times, been confused with the public education program. The education department of the Trust Territory administration is concerned with guiding the growth of children into the environmental pattern which reasonably may be anticipated at the time of their maturity. While a significant aspect of this program is a basic knowledge of the manual arts, the public schools have neither the qualifications nor the equipment to train journeymen craftsmen. Even more remote from its sphere of interest is the work improvement program, which consists of specialized instruction of employed persons to increase their job knowledge, improve their skills, and develop proper attitudes toward the work situation.

The schools can, and should, teach their students first aid and hygiene, but they should not attempt to qualify them as nurses or medical practitioners. They can, and should, teach students the proper use of tools, but they should not attempt to turn out journeymen joiners or pipefitters. The education department can, and should, conduct adult education classes in English and the elementary arts and sciences, but it has neither the
facilities nor technicians to administer apprenticeship programs in the various crafts and trades. This can, and should, be done in the public works department shops by master mechanics for candidates who have completed their basic schooling and have demonstrated their aptitude for the trade concerned by a suitable testing program.

Historical Background

Under the Spanish and the Germans, there was practically no industry, so there was no reason to train Micronesians in trades and crafts—or means of training them. The Japanese, however, did take steps to train their indigenous employees, and others, in industrial skills, although most production was in the hands of Japanese immigrants. A training school for woodworkers, established in Koror in 1926, graduated more than one hundred students from a two year course which included theory, practical experience, and instruction in the Japanese language. Most of the best qualified carpenters today originally were trained in this school. Additionally, considerable on-the-job training was accomplished by Japanese employers in various fields of activity, and the Japanese government sent a substantial number of selected Micronesians to Japan for training in different types of work; most of these individuals are still alive and working for the present Trust Territory government.

Training Under U. S. Navy Administration

The Navy administration early saw the necessity to train a large number of Micronesian artisans and craftsmen, as well as professional and technical staff, to eventually take over the operation of the Trust Territory

administration, in accordance with the announced objectives of the administering authority. Substantially all Navy publications dealing with this period devote considerable space to the training programs. The Navy instituted schools to train medical practitioners, nurses, and medical technicians. Instruction in the English language "for natives of all ages" was directed by the Naval administration and directives issued in April, 1946, and February, 1947, urged intensive training of the islanders in the operation of equipment and machinery so as to replace the American plant operators. The Handbook states that in "technical fields extensive on-the-job training in the handling and maintenance of machines, electrical systems, and special equipment has been given by American personnel."

From what the writer has been able to discover by talking with islanders and American staff members who were present during this period, however, there was very little, if any, formal training conducted in the trades and crafts, although employed indigenes did acquire what knowledge was necessary to do their work by direct instruction on the job. The teaching of English apparently was a more extensive program, as a considerable number of Micronesians in the district centers were able to speak English well enough to establish communication at the time the Department of the Interior inaugurated its administration in 1951.

16 Ibid., p. 225 et seq., and others.
17 Ibid., p. 225.
18 Ibid., p. 225.
Training Under the Department of the Interior

The Department of the Interior administration fully realized the importance of employee development and training, and the personnel department took steps to establish a suitable training program immediately after taking over the administration from the Navy. As noted on pages 259—260, there was some confusion in the relationship between the personnel department and the education department over responsibility in this area, but the situation was resolved with reasonable dispatch—although new staff members, from time to time, required clarification of these areas of responsibility. As a matter of fact, the personnel department has sought the assistance of the education department staff at various times to teach certain courses in the employee development program, but with very scant success.

Policy with Regard to Training

The stated policy of the Department of the Interior is to recognize that employee training is an essential function of management, and the Department expects supervisors and administrators to accept this responsibility as a means of improving work performance, increasing productiveness, and enhancing morale. The Trust Territory government, in addition to subscribing to the foregoing, has announced the policy of establishing sound training programs to aid the Micronesians in obtaining necessary skills to qualify as replacements in positions now held by civil service employees. 19

Training for both Americans and Micronesians, on an individual basis, has the following announced objectives:

1. To develop an understanding and appreciation of the purposes and policies of the Trust Territory.

2. To meet job and production requirements.

3. To develop a broader knowledge and understanding of their fields of work in preparation for increased responsibility.

4. To maintain high levels of work performance.

5. To foster correct attitudes, health habits, safety practices, and improved work habits.

6. To make known established lines of authority and job relationships.

7. To qualify subordinates for all administrative and supervisory positions.

8. To develop adequate language communication among employees.

The function of the personnel department, in implementing this program, is to accumulate necessary training course materials and provide them as needed; to promulgate, follow-up, supervise and develop training programs in various fields; to coordinate and plan training programs with the various department heads concerned; and to obtain and consolidate records and reports of the total training effort. 20

Development of the Training Program

In 1953, the services of a Mr. Steele Holman, a training program administrator, were obtained on a contract basis for the purpose of effectuating the training program, which previously had existed basically in the planning stage. As worked out with the director of personnel, Holman's method of procedure was relatively simple; he was to go to one of the district headquarters—Truk was chosen for convenience—and survey the training requirements of the staff, both American and Micronesian. He was then to devise a program, as simple and practical as possible, to meet these needs. The district administrator was to appoint a training committee composed of

20 Ibid., pp. 9.1, 9.3.
the assistant district administrator, the district educational officer, the district public works officer, and such other members as the district administrator might consider desirable, which would serve in an advisory capacity; and instructors, who would be the best qualified persons available, to actually teach the courses. The district administrator would then carry the program into effect, making necessary training areas available; providing materials and equipment; and establishing schedules to excuse the trainees from other duties during the time assigned to class. Trainees were to be assigned to the various classes on the basis of immediate need for the training; i.e., the employees needing the training the most would be the first scheduled.

The training supervisor, Holman, was to supervise and direct the program, making constant evaluations of its effectiveness, and adjusting it as necessary until it was satisfactory as to content, was well organized, and ran smoothly. He would then go to the next district and repeat the performance, transplanting the first program with such changes as might be indicated in the new location. This process was to have been repeated until all the districts had been visited and appropriate training programs installed. He would then maintain a routine of visitation and inspection until the programs in all the districts were on a continuous operation, self-sustaining basis.

Unfortunately, Holman’s program never became effective. He proceeded to Truk and with the assistance and cooperation of Will Muller, then district administrator, conducted a considerable amount of experimental work; but his contract ended, and was extended, and ended, without the installation of any comprehensive program, or any course work of a permanent nature.
After Holman left the organization, a civil service position was established at the GS-7 level in the public works department for a training supervisor, and one was appointed. Although he did accomplish some training in welding, his program was limited and inadequate in terms of the program envisioned. The administration subsequently was never able to find a candidate of the proper qualifications, and the position eventually was abolished due to lack of funds.

This aspect of the personnel program must be considered as a practical failure, although a considerable amount of unrelated training activity was accomplished as will be noted hereafter. It is particularly regrettable that the position of training supervisor was abolished, as this position is most urgently needed on the staff of the personnel officer. An aggressive, practical, effective, training program for Micronesian employees was, is, and will continue to be one of the greatest needs of the Trust Territory administration. Doubling the qualifications of the indigenous personnel would permit halving the staff; it is a program that would pay for itself many times over in the long run.

Training Programs

The following listed training programs were considered as necessary, and were scheduled for implementation if, as, and where appropriate and possible.

Apprentice Training. A formal basic training program consisting of class and shop work designed to qualify newly-recruited Micronesian youths, who meet the basic educational and aptitude requirements, as journeymen in the apprenticable trades. Apprentices are appointed in this category, and receive a small salary, although they are not considered to be production workers.
Contemplated Training Programs (continued)

In-Service Training. Training provided for an employee on government time and at government expense to improve his competency in his job.

Instructor Training. A formal program of instruction in teaching techniques and methodology for the purpose of increasing the effectiveness of supervisors (and others designated as instructors) in the training process.

On-The-Job Training. Instruction by the supervisor in the actual work situation.

Orientation Training. Indoctrination of the new employee in the general aims and purposes of the total organization, and to inform him of his rights, privileges, and duties as an employee; his duties and responsibilities to the Trust Territory government, as his employer; and the employing agency's duty to him as an employee.

Related Instruction. Training in the theory of a subject, or in an allied subject for the purpose of better understanding the basic subject.

Supervisory Development. A program of training to increase the knowledge and ability of all present and potential supervisors in the theory and techniques of management and supervision.

Vocational English Training. Instruction in the English language designed to qualify Micronesian employees to understand, give, and receive information and directions in English.

Special Programs

In addition to the foregoing, a number of programs were conducted by the various operating departments with conspicuous success. The fact that these programs were organized, conducted, and the results were almost
uniformly excellent should demonstrate the practicability of expansion of the training program to include all aspects of the government's operations.

The Safety Assistant Training Program. In the first two weeks of January, 1960, the director of public safety organized and conducted a special training course for Micronesian safety assistants from the districts (see pages 230, 231). The trainees visited several Navy and Air Force installations on Guam to observe certain types of industrial activity and be informed on technical aspects of safety program administration by lectures, demonstrations, motion pictures, and text material. This proved to be an excellent program with great benefit to the islanders.

The Communications Training Program. The staffing plan for all radio stations made provision for trainees, who were appointed specifically to learn communications on a full-time, paid, basis. This program has proved so successful that the original radio station staff allowance of two civil service communicators and a civil service maintenance mechanic in each district has now been reduced to a complete Micronesian staff except in the central communications control station in Truk.

Police Training. The director of public safety visits each district four times each year and conducts a class in police work for the constabulary personnel on each visit. During the years 1959—1961 four deputy sheriffs were sent to Honolulu, Los Angeles, and San Francisco at various times for a month of intensive instruction in police procedures and methodology under United Nations scholarships. On their return to their respective districts, they conducted programs to
Special Training Programs (continued)

pass on their training to members of their staffs.

Legal Training. Each year a formal school is held in one of the dis-

tricts (in Truk in 1961) to train Micronesian public prosecutors in
court techniques and legal procedure under the Trust Territory code.

Teacher Training. Each summer during the school vacation period, the
education department brings together as many of the indigenous
school teachers of a district as is possible, and conducts intensive
teacher-training programs at the district center. Although the
elementary school teachers are employed by the local municipalities,
not the Trust Territory government, this program is included as a
very important aspect of the overall training program.

Agricultural training. Approximately a dozen Micronesian agricultur-
ists have been sent on scholarships for advanced training at univer-
sities in Hawaii and the Philippines. An American and three Micro-
nesian agriculturists were sent to Costa Rica to study cacao propa-
gation and development. Various other special training projects
have been completed in the fields of animal husbandry, plant quaran-
tine procedures, entomology, but details are not available.

In-Service Training at Headquarters. This program was inaugurated in
1959 and consists of assigning Micronesian field staff personnel to
headquarters for varying periods of time to obtain specialised train-
ing in their various fields. At the time of writing, some 40 trainees
have been so assigned, embracing substantially all types of work. Dis-
trict finance department personnel were the first selected for this
program when Sailaive Andriks, a finance clerk from the Marshall Islands
was assigned to the finance department at headquarters for a period
of one month. Subsequently, trainees have worked in publications (working with the editor of *The Micronesian Reporter*, the Trust Territory house organ); public works, both in the office and in the shops for training in body and fender repair, typewriter repair, maintenance and repair of air conditioning units, and in such standard public works programs as internal combustion engines; in the supply department, where they studies the background of the requisitioning, purchasing, and shipping procedures; the personnel department; the mail and files office and general routine administration; the headquarters communications office, where they worked with the tele-type installation. In addition, on numerous occasions Micronesians have worked with the program officer and special assistants to the high commissioner on anthropological, political, and economic projects.

Clerical Training. There have been occasional classes in typing, office procedure, filing, etc., but almost all training in this field is conducted on an individual basis. Applicants who appear to have the proper qualifications are appointed as trainees and are taught typing and the work of the office to which he is assigned. Practically all Micronesian office workers are males, and their competence is fairly high; their greatest problem is in writing in the English language.

Surveyors' Training. The staff cartographic engineer has conducted surveying courses for the Micronesian staff members of the land and claims department. A comprehensive course was conducted in Palau in 1957.

The Medical Training Program. As noted earlier, the Navy administration conducted schools in which nurses, medical assistants, technicians,
and dentists were trained. The training course for medical assistants (or medical practitioners, as they were called later) progressed through eight semesters, and was comprehensive in scope. Starting with English, geography, history, and mathematics, it went on to physics, biology, and organic and inorganic chemistry before taking up the medical program. This included anatomy, histology, embryology, physiology, bacteriology, clinical laboratory methods, pathology, pharmacology, physiological chemistry, physical diagnosis, general medicine (internal medicine, therapeutics, pediatrics, medical history, and assigned reading in medical specialties), surgery (general surgery, orthopedics, anaesthesia, urology, and assigned reading on surgical specialties), obstetrics and gynecology, public health and sanitation, parasitology, radiology, and actual experience in ward duty covering all the foregoing subjects. These courses continued until early 1951, when (just prior to the change in administration from the Navy to the Department of the Interior) the location of the medical and dental schools was changed from Guam to the Suva Medical School in Fiji, where it has remained.

The nursing students were transferred to Guam Memorial Hospital where they finished their training without diploma. In 1953, the Trust Territory opened its own nursing school at Truk. The next year it was moved to Ponape, where it remained until a permanent plant was completed in Koror in 1956. This school is directed by an American registered nurse, and the instruction includes anatomy and physiology, drugs and solutions, nursing arts, the Palauan language, professional adjustment, clinical practice, first aid, microbiology, nutrition, medical and surgical conditions, obstetrics, pharmacology, pediatrics, public health
nursing, and aspects of field nursing. The course runs through four years.

In 1954 intensive courses in sanitation were started for a six-weeks period, and were repeated in 1956 and 1959. These were termed "refresher" courses, but contained much new material.

The health aid program started under the Navy administration in 1946. This program provided training for the medical representatives on the islands distant from the hospitals, which are located at the district headquarters. The program has continued to the present. Each health aid has training at the district hospital for about six months, then goes to his dispensary on the outer island, relieving his alternate who returns to the hospital for work and training there. The goal is for two aids for each dispensary, alternating dispensary work and hospital training, but in practice it has not always been possible.

The Trust Territory has sent representatives to three health education courses; two at Noumea, New Caledonia, and one at Guam. Representatives also have gone to tuberculosis seminars at Manila, Sydney, and Pago Pago, American Samoa. Representatives have participated in Pacific Science conferences at Bangkok and Honolulu. Graduates in medicine have had scholarships in hospitals in Manila, Tokyo, Taipei; at San Bernardino, California, the University of California, and the University of Michigan. Two undergraduates are now at the University of the Philippines studying for their doctorates in medicine. Twelve students of medicine are at the Fiji training school.

These programs have produced a trained and effective working force, although at a less than American level in some instances. The medical,
Special Training Programs (continued)

dental, nursing, and sanitation services have medical and technical abilities equivalent to the average United States standard, but they do not have the scholastic recognition equivalent to their technical ability. All services get post-graduate refresher courses in institutions outside of the territory at either military or civilian hospitals located in Guam, Hawaii, or the Philippines. 21

Reporting

The personnel department, as the coordinating agency for all employee training activities, receives a report from each district each month listing the amount of training conducted in the district; the average number of man-hours of training each week; and the type of training given. The form of the monthly training report is shown in Figure 39. A summary of the reports for the year 1961 is shown in Table XXXVII.

TABLE XXXVII. AMOUNT AND TYPE OF TRAINING, FISCAL YEAR 1961

<table>
<thead>
<tr>
<th>Type of Training</th>
<th>Man-hours of Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td>Orientation of new employees</td>
<td>905</td>
</tr>
<tr>
<td>Supervisory and management improvement</td>
<td>4,130</td>
</tr>
<tr>
<td>Accounting, clerical and office</td>
<td>1,808</td>
</tr>
<tr>
<td>Safety and first aid</td>
<td>22,024</td>
</tr>
<tr>
<td>Professional and Technical</td>
<td></td>
</tr>
<tr>
<td>Agriculture and fisheries</td>
<td>3,541</td>
</tr>
<tr>
<td>Communications</td>
<td>3,304</td>
</tr>
<tr>
<td>Education</td>
<td>35,709</td>
</tr>
<tr>
<td>Legal and constabulary</td>
<td>9,609</td>
</tr>
<tr>
<td>Trades and crafts</td>
<td>3,155</td>
</tr>
<tr>
<td>Vocational English</td>
<td>610</td>
</tr>
<tr>
<td>Public health</td>
<td>14,001</td>
</tr>
<tr>
<td>Total</td>
<td>98,796</td>
</tr>
</tbody>
</table>

Course

<table>
<thead>
<tr>
<th>Course</th>
<th>Number of Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervisory Development Program</td>
<td></td>
</tr>
<tr>
<td>Civil Service employees</td>
<td>34</td>
</tr>
<tr>
<td>Micronesian employees</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>31</td>
</tr>
</tbody>
</table>

Source: Trust Territory personnel department records.

21 Data obtained from Director of Public Health Dr. H. E. Macdonald.
# TRUST TERRITORY OF THE PACIFIC ISLANDS
## TRAINING PROGRAM
### MONTHLY TRAINING REPORT FOR MONTH OF _____, 19____

<table>
<thead>
<tr>
<th>District</th>
<th>Date</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>TYPE OF COURSE</th>
<th>INSTRUCTOR</th>
<th>NUMBER OF TRAINERS</th>
<th>TOTAL MANHOURS OF INSTRUCTION DURING MONTH*</th>
<th>AVERAGE HOURS OF INSTR. PER WEEK**</th>
<th>REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervisory and Management Improvement</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accounting, Clerical and Office</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Safety and First Aid</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Scientific, Professional and Technical</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agriculture &amp; Fisheries</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Communications</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Land &amp; Claims</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Legal &amp; Constabulary</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(over)

**FIGURE 39. DISTRICT MONTHLY TRAINING REPORT**
<table>
<thead>
<tr>
<th>Trades and Crafts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vocational English</td>
</tr>
<tr>
<td>Other Training</td>
</tr>
</tbody>
</table>

**NOTE:** Report only formally organized training of Trust Territory employees.

* For example, if 6 students attended classes for 1 hour once a week, total for the week would be 6 (students) x 1 (hour) or 6 manhours. Total for the month would be 6 (manhours) x 4 (weeks) or 24 manhours.

** Average hours of instruction per week in the above sample would be 1. **

(Signature)

District Administrator
These figures are interesting, and are the basis of the statistics reported to the Department of the Interior and to the United Nations. The personnel officer scans them very carefully, however, and occasionally requires additional information concerning training reported, or suggests activity in some aspect of the program that appears to be neglected. The reported training is very difficult to verify, and suspicion that some of the programs listed may be more fanciful than actual may be justified. The writer well remembers one monthly report received while he was personnel director which listed the total of the hours worked by all employees as "training." A promptly dispatched inquiry elicited the explanation that the district administrator considered that all employees obviously were learning something while they worked, so all working time could properly be reported as "training" time. This particular incident was adjusted immediately, but it is almost impossible to state just how much the definition of "training" has been shaded in other reports which have not been questioned.

Evaluation of the Training Program

The success of the training program has varied widely among the districts, and among the different aspects of the program. The general programs have not been carried into effect in any broad pattern, although certain courses in certain areas have been conducted with very satisfactory results. Considering them separately:

Apprentice training. The Micronesian Title and Pay Plan includes the rating of apprentice, but it has rarely, if ever, been used; and no formal program in any of the apprenticeable trades has ever been devised and implemented except for the "learner-trainee" programs in communications and office work. The closest thing to it is the vocational training school in
Palau, where the education department has a very good training program in woodworking, conducted in collaboration with the Palau public works department. Graduates are in demand as qualified carpenters, and many are employed by the Palau administration. The school graduates only 20 students per year, however, substantially all of whom are from Palau, so it is far from solving the problem of supplying qualified craftsmen to all the districts in the territory.

An apprentice training program is badly needed, but it will require a highly qualified training program supervisor to devise, implement, and administer such an undertaking. A number of vocational schools similar to the one on Palau is a possibility, but the trade requirements are small in some fields and would not justify the expense of a school (for machinists, as an example). Perhaps extension of the program of apprenticeship outside the Trust Territory, in Guam or Hawaii, might be the solution; a number of Micronesians have already obtained trades training in this manner. A program in the Trust Territory shops, geared to meet the exact anticipated needs, would be the ideal answer to the problem, but a specific, formalized program under close and competent supervision would be essential to its success, as noted above. The supervisory staff of the public works department simply will not conduct formalized training programs of their own volition, and this type of training is the most urgent need of the territory in the field of manpower utilization.

In-service training. There have been a number of classes in this field, particularly in the professional and technical areas, with good results. Their relative importance in the broad program, however, has been small.

Instructor training. Except for the education department's teacher training program, this type of training has been virtually non-existent.
On-the-job training. Such in-service training as has taken place has consisted almost entirely of this type of effort. Supervisors will, and do, explain specific items or teach specific skills or procedures when the job requirements make it necessary. This is effective, but spotty; a more comprehensive, formalized approach would be preferable.

Orientation training. This has generally been attempted, although the results have sometimes been discouraging. A new employee from the United States is given an introduction to the work and environmental situation while in Guam, and a more particular indoctrination on arrival at the district headquarters. A newly appointed Micronesian probably receives less of an introduction to his employment situation, but normally requires less. New Micronesian appointees are given a statement of their employment conditions, as described in Chapter V (See Appendix "L").

Related instruction. This is of significance only in the professional and technical programs, where it is adequate.

Supervisory development. This has perhaps been the most successful of the general programs because it is standardized and comprehensive, and is mandatory for all supervisors and potential supervisors, both Micronesian and American. The subject matter consists of 20 assignments including leadership, discipline, cooperation, instructing subordinates, complaints and grievances, industrial psychology, public speaking, conference leadership, public relations, job planning, safety, basic organization and management, among others. Weekly assignment tests are given, as is a comprehensive final examination. It is interesting to note that the highest grade ever made in this course was by a Micronesian, although many of the indigenous employees have difficulty with the English language. This course has proved particularly valuable for American supervisors, of whom
many—if not most—have little theoretical knowledge of the art of leadership.

It is gratifying to note that the Trust Territory administration's thinking with relation to supervisory training parallels that expressed by Dr. Nigro, and the content of the Trust Territory supervisory development program is very similar to that of the Department of the Army, as outlined in his book.2

The teaching of English has been irregular, although all districts have had English classes for adults at one time or another. The elementary schools are taught in the native languages, although the trend is to introduce English in them as early as possible. English is taught in the secondary schools, so Micronesians who graduate from them have a smattering of the language. A great many adults, however, have little or no knowledge. This is particularly true on the more remote islands, where, in many cases, English is unknown. Knowledge of English varies among the different headquarters areas; little English is known in Yap, but in Truk most employees and residents of Koen island (where the headquarters is located) have a fair knowledge of the language. As time goes on more and more Micronesians will speak English because of the continuing contact with the Americans in administrative activities. It is doubtful, however, if the vocational English training program has made much difference in the overall situation.

The special programs have been pointed to a particular goal, and have been generally very successful. The program of headquarters training has, of course, varied among the departments and the students.

22 Nigro, op. cit., p. 237 et seq.
Personnel Officer Uehara feels that the principal benefit derived from the in-service training program at headquarters is the prestige gained by the trainees, whose status has been much enhanced by the assignment to Guam headquarters and whose attitude toward the administration and their jobs have been correspondingly improved. Specific training assignments such as repairing typewriters and office equipment have met a particular need and accordingly have been of value.

Each department has devised a training program for the trainees from the districts in order to insure maximum coverage of the area of instruction, and a copy of the training outline is filed in the personnel department. Upon completion of the training assignment, a follow-up program is carried into effect in which the district administrators concerned evaluate and comment on the results of the headquarters training, as reflected in the trainee's performance on the job after he returns to his district. It can reasonably be assumed that this program has generally been effective, although the writer feels that it has not reached its maximum potential.

Medical training undoubtedly has been the best of the programs. The original staffing plan of each district called for two American doctors, an American registered nurse, an American hospital administrative assistant, an American medical records librarian, and an American sanitarian. All of the doctors, nurses, and sanitarians have been replaced by Micronesians; the position of medical records librarian has been abolished, and most of the American hospital administrative assistants have been replaced by Micronesians. There is no more than one American on the staff of any hospital. The only American doctor in the organization is the director of public health, and the only American nurse is the director of

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23 In conference at Guam March 16, 1961.
the nursing school, yet the standard of service maintained by the medical department has been maintained at a satisfactory level. The public health department certainly has provided a classic example of the tangible benefits to be derived from an adequate and properly administered training program.

In summary, it may be stated that the general program has been ineffective, although good training has been conducted in an irregular and uncoordinated fashion in some areas. The special programs have generally been very good. The communications and public health departmental programs have been excellent. The personnel department is cognizant of the situation, and to meet its needs has formulated a comprehensive program which has never been implemented due to lack of a qualified full-time field training program administrator—although it is entirely possible that the program, as outlined, would be impossible to effectuate or administer under any circumstances. Presumably, however, a highly qualified professional in the field of training would be able to evaluate the existing program, as outlined, and implement it, modify it as necessary, or recommend a more practicable and effective program to replace it.

Under any circumstance, there is little doubt but that the lack of such an administrator in the personnel department staff is costing the administration a considerable amount of money in lessened production from an excessive staff, resulting from lack of trained and qualified Micronesian employees. That such employees do respond to training is amply demonstrated by the experience of the public health and communications departments, which have replaced practically all their American staff members with qualified Micronesians.
CHAPTER VIII

MISCELLANEOUS ASPECTS OF THE MICRONESIAN PERSONNEL PROGRAM

The Leave Program

Civil service employees of the Trust Territory government are covered by the Annual and Sick Leave Act of 1951, which provides for annual leave on the following basis:

- Employees with less than three years of service: 13 days per year
- Employees with three to 15 years of service: 20 days per year
- Employees with more than 15 years of service: 26 days per year

Employees recruited in the local area may carry forward only 30 days from one leave year to the next, but employees recruited under contract may carry forward a maximum of 45 days. Additionally, employees recruited in the United States for overseas duty are entitled to a maximum of 15 days per year home leave for the number of years overseas on completion and renewal of contracts. Sick leave accrues at the rate of one-half day per bi-weekly pay period, or 13 days per year, with no maximum accumulation. In addition to the foregoing, authorized absence from duty for voting, to attend professional meetings, to perform military service, to serve as a witness or a juror in court, or for other quasi-official purposes may be authorized as administrative leave and accrue pay without being charged to the leave account. Absence from duty in excess of leave allowance is considered as leave without pay.

The Micronesian Leave Program

The question of a leave program for Micronesian employees was considered as an aspect of the overall personnel program after the Department of the Interior administration began. Under the Navy Department, no
formal leave program had ever been in effect; but it was the feeling of
the administration that, as an enlightened employer, the Trust Territory
government should institute a program providing for reasonable periods
of paid absence from duty to permit its Micronesian employees to take
adequate vacation periods for rest, recreation, and rehabilitation. A
significant aspect of this program was the fact that many, if not most,
of the indigenous staff originated on islands distant from their places
of employment—ordinarily the district centers—and provision should be
made to permit them to visit their homes and relatives, from time to time.

On the basis of extensive experience with administration of the
civil service leave program, the personnel department was desirous of
avoiding certain characteristics of that program which had proved diffi­
cult to administer in an equitable manner, and which had, in practice,
demonstrated basic inequalities.

In the Micronesian system, the accrual rate for leave was estab­
lished at one-half day per bi-weekly pay period, the same as the beginning
rate under the civil service system, but with no increase for length of
service. This limitation was thought desirable (1) because the keeping
of records of creditable service presented a considerable accounting prob­
lem; (2) because of the newness of the organization no employee could
have been entitled to more than the minimum under the Interior adminis­
tration and records of employment under the Navy were largely inaccurate
or missing; and (3) because there was considerable doubt as to the valid­
ity of any service credits that could have been established to determine
the date on which an employee would become entitled to a higher accrual
rate. Under any circumstances, 13 working days with the intervening Sat­
urdays, Sundays, and holidays, provided almost three calendar weeks
vacation per year, which was deemed adequate.

A benefit not authorized under the civil service program, however, was unlimited accumulation of leave. This aspect has been protested from time to time by the administrative staff on the basis that it obligated too much money in potential lump-sum payments for accumulated leave when the employees separate from the service, but this objection was met by advising the administrators to arrange with their employees to take leave when the accumulation began to be excessive. It was the feeling of the personnel department that forfeiture of leave in excess of a maximum accumulation allowance because the employee had been unable to take his leave, perhaps because of circumstances beyond his control, was inequitable. Furthermore, as previously noted, many employees accumulated leave over long periods in order to visit their homes on distant islands to which transportation was highly unpredictable, and so a large accumulation of leave was a necessity if the employee was to remain in pay status for the period of his absence.

The second problem was sick leave. Experience with the sick leave program in the Leave Act had been very unsatisfactory. It is not too much to say that it is an invitation to deceit and fraud. Sick leave accrues to all employees on the same basis, but may be taken only when the employee is incapacitated for work. Absences of less than three days, however, are subject to no check or verification, so there is nothing to prevent any employee who may be so disposed from staying at home on full pay, and with no charge to his annual leave account, on his unsupported claim that he has a headache and is unable to work. It may reasonably be presumed that a substantial number of employees commence to feel uneasy when their sick leave accumulation begins to assume formidable proportions because, although an
employee is paid in full for all accumulated annual leave on separation from the service, his sick leave accumulation is completely forfeited. Under these circumstances, it is not difficult to discover symptoms that incapacitate an employee for work but do not interfere with his golf game. Furthermore, it is difficult to establish any correlation between sick leave accumulation rate and incidence of illness. No employee can honestly arrange to be incapacitated at the times and in the amounts of his sick leave credit. An excellent employee may be hit by an automobile a week after appointment when he has no sick leave to his credit, while an indifferent employee may never have a sick day. Finally, maintenance of an additional set of records for the sick leave account and budgeting for funds to cover absence due to sick leave entails a considerable amount of administrative work.

After considering all aspects of the situation, it was decided to eliminate sick leave from the Micronesian leave program, although prolonged absence due to illness may be credited as administrative leave in deserving cases upon the recommendation of the district medical officer and approval of the district administrator. This program has eliminated the abuses which have plagued the administration of the civil service leave program, and has worked out very successfully in practice.

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1 When the writer retired from the federal service, he forfeited an accumulation of 899 hours of sick leave. At his rate of pay at the time of retirement, this amounted to a loss of $5,460.72. Had this sick leave been taken, it would have resulted in retirement after actually working approximately five months less than the amount of service eventually performed.
The Incentive Awards Program

The Trust Territory administration participates fully in the federal government's incentive awards program established by Public Law 763, 83rd Congress, Title III, and applied to Department of the Interior agencies as specified in the Department's handbook. Under this program civil service and Micronesian employees participate equally, without regard to status of employment. The purpose of this program is to reward employees for submitting beneficial suggestions which express any idea, invention, alteration, or procedure, which will improve management by simplifying procedures, reducing operating expenses, eliminating duplication of effort, eliminating safety or health hazards, or otherwise benefitting the government. The Act also provides rewards for sustained superior performance of duty, or for performing acts of heroism or outstanding devotion to duty. Awards in amounts not exceeding $500 may be approved by the high commissioner; awards of more than this amount are granted at the departmental level in Washington.

Procedure.

A district incentive awards subcommittee is established in each district, composed of the assistant district administrator as chairman and the public works officer and the district educational administrator (or some other senior supervisor) as members. The headquarters subcommittee is composed of the personnel officer as chairman and two other senior supervisors, usually a supply department staff member and a public works officer.

A person desiring to submit a beneficial suggestion will obtain a blank form T.T. P-69 (Figure 40) and complete it, describing his suggestion

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2 Incentive Awards and Conservation Service Awards Handbook, Department of the Interior, Washington, D. C.
TRUST TERRITORY OF THE PACIFIC ISLANDS

*Name(s) _______________________________ Case No. __________

*Duty Station _______________________________ Suggestion ______

*Grade or Salary _______________________________ Superior Performance ______

*Submission Date _______________________________ Other _________________

*Above information to be completed on original copy only. Carbon copies SHOULD NOT show this information.

THE FOLLOWING INFORMATION MUST BE INCLUDED IN THIS SUGGESTION OR IT WILL BE RETURNED TO THE SENDER: (ALSO, SUGGESTION MUST BE SUBMITTED IN QUADRUPLICATE)

1. Estimated dollar savings: $ ____________ (If none so state).

DESCRIPTION OF SUGGESTION:

INSTRUCTIONS: Include: (1) Estimated first year dollar benefits or savings, if any. (2) Conditions or problems which prompted suggestion. (3) Results to be expected from its adoption, i.e., whether there will be saving in time, funds, simplification of procedures, elimination of dup. effort, etc. (4) Estimate of expense involved, if any.

FIGURE 40. BENEFICIAL SUGGESTION FORM
in the space provided. He will sign the original only and turn it in, in triplicate, to the district incentive awards subcommittee. This may be done by handing the suggestion in at the district administrative headquarters office, by handing it to one of the subcommittee members, or by dropping it in a box provided for that purpose. In event the prescribed blank forms are not available, suggestions may be submitted on plain white paper, although this is discourage for the sake of uniformity in handling and processing.

The suggestion is investigated and considered by the district subcommittee from the unsigned copies to preclude any possibility of personal prejudice or favoritism with regard to the suggestor. If the suggestion is rejected, the suggestor is notified to that effect but the suggestion is forwarded to the headquarters subcommittee for review and filing. If the suggestion is questionable, or approved, it is forwarded to the headquarters subcommittee for further consideration. The headquarters subcommittee may either disapprove it, in which case a letter of notification thanking the suggestor for his interest and explaining the basis for rejection is forwarded; or it can approve the suggestion and recommend an award of not less than $15. The high commissioner has the final decision; he usually approves the subcommittee’s recommendations, but has disapproved them on occasion. If the suggestion is considered to merit an award in excess of the $500 maximum the high commissioner is authorized to grant, it is forwarded to the Department of the Interior committee for further consideration; this is the parent committee for all subcommittees in the Department of the Interior, including those in the Trust Territory.

A recommendation for an award for sustained superior performance for an especially meritorious piece of work, over and above the standard normally
required for the job, or for an act of valor or heroism over and above
the call of duty, is handled in the same way but is submitted in the
form of a recommendation by an interested party, usually the supervisor
of the person recommended.

A summary of all suggestions and recommendations considered by the
headquarters subcommittee since the program was formally inaugurated in
1955 is shown in Table XXXVIII.

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Beneficial Suggestions</th>
<th>Superior Performance</th>
<th>Special Acts</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Civil Serv. Micro'ns.</td>
<td>Civil Serv. Micro'ns</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>C. S. Micron's</td>
<td></td>
</tr>
<tr>
<td>1956</td>
<td>28 (93.33%) 2 (6.67%)</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>1957</td>
<td>63 (95.45%) 3 (4.44%)</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>1958</td>
<td>44 (92%) 4 (8%)</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1959</td>
<td>33 (95.94%) 2 (6.06%)</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>1960</td>
<td>78 (82.11%) 17 (17.89%)</td>
<td>5</td>
<td>1</td>
</tr>
<tr>
<td>1961</td>
<td>61 (84.72%) 11 (15.28%)</td>
<td>8</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Totals 307</td>
<td>15</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>(88.73%)</td>
<td>(46.87%)</td>
<td>(20%)</td>
</tr>
<tr>
<td></td>
<td>39</td>
<td>17</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>(11.27%)</td>
<td>(53.13%)</td>
<td>(80%)</td>
</tr>
<tr>
<td></td>
<td>GRAND TOTALS 346</td>
<td>32</td>
<td>10</td>
</tr>
</tbody>
</table>

Source: Trust Territory personnel department records.

a To March 12, 1962.

b Suggestions are recorded on the basis of fiscal years. The fiscal
1956 extends from July 1, 1955, to June 30, 1956, for example.
As might have been expected, the degree of participation in the suggestions program by Micronesian employees was very low at the beginning due to language difficulties and unfamiliarity with the program. As the result of an aggressive advertising program, however, and as the indigenous employees learned of the awards made to other indigenous employees, the degree of participation has improved. The current figure of more than 15 per cent is far from the goal the personnel department has set, it probably is as high as reasonably could be expected under the circumstances. It will be noted that the figures quoted in Table XXXVIII are for suggestions and recommendations submitted, without reference to the numbers or percentages accepted or rejected. It is the desire of the administration to encourage participation by the Micronesian employees, and it is regarded as a very satisfactory development when the number of suggestions received from these employees is on the increase, regardless of their acceptability. As they gain in experience and sophistication, their effectiveness in developing new ideas will inevitably improve. It should be noted, however, that one Micronesian employee submitted a suggestion as early as 1956 for a surveyor's precalculated slope correction table, which was awarded $75 by the high commissioner and was forwarded to the Department of the Interior committee for further consideration.3

The percentage of awards to Micronesian employees for superior performance and special acts has been remarkable, undoubtedly because the recommendations were submitted by their American supervisors who understood the system and had no problem expressing themselves in written English when submitting the necessary data. The Micronesians surpassed the civil

3 Suggestion No. 12 by Airam Abraham, Land and Claims Department, Ponape.
service employees in superior performance awards every year but one (and that was almost even); and in special acts, the Micronesians received eight out of the ten awards made.  

**Reporting**

The headquarters subcommittee makes a quarterly report to the Department of the Interior, which periodically compiles and publishes statistics concerning the participation of the various bureaus and offices of the department. The percentage performance of the Trust Territory has been highly satisfactory in comparison with other branches of the Interior Department; in fiscal year 1958 the Trust Territory participation rate per 1,000 employees was 132, in comparison with 94 for the Department of the Interior as a whole and 40 for the Office of Territories as a whole. In fiscal year 1959 the respective figures were 194 for the Trust Territory, 194 for the Department, and 32 for the Office of Territories. These figures do not reflect the participation of Micronesian employees in the program, but are based on the participation rate for civil service employees. Although participation by Micronesian employees is not included in these statistics, the figures given in Table XXXVIII (page 287) indicate that their participation in this program is improving in a very satisfactory manner.

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4 The writer witnessed an act for which Benjamin Brel, of Palau, was awarded $100. Brel was the operator of the Palau District M-boat which was breached and swamped by high seas while leaving Saipan harbor, Angaur Island, on February 14, 1957. Brel was badly cut by flying glass from the shattered wind-screen and the pilot house was flooded to his shoulders, but he continued to struggle to get the engines started and the sinking ship under control. His behavior was courageous and commendable throughout.

5 Comparative Statement of Bureaus and Offices Incentive Awards Activities for Fiscal Years 1958 and 1959, forwarded with Acting Director, Office of Territories letter dated October 9, 1959.
It has been noted that some of the district subcommittees do not hold formal meetings, but merely route suggestions and recommendations to the various subcommittee members for comment or approval. This is an undesirable procedure because no proper discussion and evaluation of the suggestion is possible, and it is contrary to the specific instructions governing this procedure. The practice has been defended on the grounds that everyone in the small district headquarters organization is already familiar with the problem, the suggestion, its practicability and its value before the written form is received by the subcommittee. While this may be true in some instances, it is not sufficient basis to justify such superficial handling of the program.

Summary

In the overall picture the program unquestionably is functioning very successfully, although the participation varies considerably by districts. The degree of participation by Micronesian employees is increasing at a very gratifying rate, and it may be anticipated that this trend will continue. The Director, Office of Territories, Department of the Interior, took cognizance of the excellent record of the Trust Territory in a letter of commendation to the high commissioner and his staff in which he noted,

You and your staff are to be commended for the active employee participation in the Incentive Awards Program. We have been advised by the Departmental Chairman of the Incentive Awards Committee that the Trust Territory had one of the highest rates of participation in the Department during the past year. Your active and continued support of this program is sincerely appreciated.

This program may well be considered one of the more successful efforts of the personnel department.

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6 Noted by the writer in Ponape, and reportedly the practice elsewhere.
Group Life Insurance for Micronesian Employees

Civil service employees of the Trust Territory government are covered by the group life insurance provided by the Federal Employees' Life Insurance Act of 1954. This coverage, however, does not extend to Micronesian employees, and at the Micronesian Leaders' Conference of 1958 the high commissioner was requested to provide similar coverage for this group. In accordance with instructions from the high commissioner, the personnel department undertook to arrange such a program; and as no machinery existed in the organization to administer such a program, overtures were made for interested insurance companies to submit proposals to provide group coverage for indigenous employees in accordance with the general pattern of the Federal Employees' Act. The Hawaiian Life Insurance Company of Honolulu submitted the most advantageous proposition, and active negotiations were instituted between Vice President F. E. Gibbs of that company and the writer, as personnel officer. The program finally agreed upon was generally similar to the federal group insurance, but certain adjustments were made to meet the particular situation. In the proposed program all permanent Micronesian employees were to be covered after 90 days employment for an amount equal to the annual salary of the insured. All employees would be covered automatically unless they specifically requested to be excluded. A premium of $1,000 of coverage would be charged, of which the government would pay 12½% and the remaining 25% would be paid by the employee by means of bi-weekly payroll deductions. The total premium was to be remitted to the insurance company on a semi-monthly or monthly basis by the Trust Territory treasurer. Employees separated from employment because of physical

disability would continue to be covered without payment of premium for a period equal to the time they had been covered by the program, to a maximum of 12 months. It was considered that, in all probability, the employee would have recovered or died within that period; and in deserving cases where this did not occur, the employee's coverage would be converted to a commercial policy at government expense. This procedure was to clear separated employees from the rolls within a reasonable time and so avoid the necessity of their being carried indefinitely, often after they had departed from the district centers for parts unknown.

Actuarial statistics on which to base the program were requested and received from the district offices (see Table XXXIX), but the insurance company noted that they would review their experience after two years of operation and would make any indicated adjustments in their rates at that time. The program was tentatively scheduled to become operative on January 1, 1960.

The proposed program was circularized to all districts and the response was generally favorable although the endorsement from Palau was qualified. An excerpt from the district administrator's comment is of interest:

... Most Palauans of young or middle age are less worried about immediate deprivation to their families at their death than they are of the prospects of an incapacitated old age with no cash income. Also, given the tradition-hallowed "tug-of-war" between the elder members of the husband's and wife's families at the time of death, an insured Palauan has little confidence that any cash payment will actually end in the hands of his wife or children, designation of beneficiary notwithstanding. ...

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10 No reply was received from Rota due to delay in the mail service.

11 High Commissioner's memorandum to Oct. 6, 1959, to all districts.
### TABLE XXXIX. MICRONESIAN EMPLOYEES' STATISTICS FOR ACTUARIAL PURPOSES\(^a\)

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>AGE GROUPINGS BY SEX</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Under 30</td>
<td>31-35</td>
</tr>
<tr>
<td>ROTA</td>
<td>Male</td>
<td>35</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>5</td>
</tr>
<tr>
<td>KOROR</td>
<td>Male</td>
<td>124</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>17</td>
</tr>
<tr>
<td>YAP</td>
<td>Male</td>
<td>175</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>32</td>
</tr>
<tr>
<td>TRUK</td>
<td>Male</td>
<td>232</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>21</td>
</tr>
<tr>
<td>PONAPE</td>
<td>Male</td>
<td>219</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>13</td>
</tr>
<tr>
<td>MARSHALL IS.</td>
<td>Male</td>
<td>151</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>12</td>
</tr>
<tr>
<td>ALL DISTRICTS</td>
<td>Male</td>
<td>936</td>
</tr>
<tr>
<td></td>
<td>Female</td>
<td>100</td>
</tr>
<tr>
<td>GRAND TOTAL</td>
<td></td>
<td>1,036</td>
</tr>
</tbody>
</table>

**Source:** Reports submitted by administrative assistants in all districts to Trust Territory personnel officer.

\(^a\) As of (approximately) June 30, 1959.
Although the point has been painstakingly explained, I feel sure that few Palauans will be able to comprehend that their contributions will go to pay a company for taking a risk and will not be piled up and waiting for them when they reach . . . retirement age. This is going to come as a nasty jolt to many.

To summarize, we would agree that the insurance program will take a considerable degree of 'selling' but . . . it may be favorably accepted and hailed as another evidence of increasing American recognition to their claim to equal rights. (Believe it or not, this, not the death benefits will win the Palauans over). . . .

After reviewing the comments of the district administrators, the high commissioner sent a note to the deputy high commissioner stating, "See me after my trip through the districts. I'm very doubtful of the wisdom of putting in [the] program at this time. Think we need several years more." He left shortly thereafter on a tour of the districts, and his discussions with district officials concerning this program confirmed his earlier judgment. On his return he wrote the insurance company that effectuation of the program would be indefinitely delayed. He wrote:

. . . Our unescapable conclusion is that a program of this nature would not be acceptable to the majority of our Micronesian employees at this time because care of survivors by the extended family group is an inherent folk-way in their culture; sort of a 'built-in' life insurance program. . . .

We are of the opinion that the plan worked out between you and Mr. Logan-Smith is very satisfactory, and would be entirely acceptable if a program of this nature were indicated at this time. As the peoples of Micronesia become more 'Westernised,' there probably will be a need for insurance at some future date. We feel, however, that inauguration of this program now would be premature. . . .

12 District Administrator, Palau, letter serial 0303 dated October 29, 1959. This comment was considered as especially pertinent because the writer, Francis Mahoney, is a trained anthropologist who entered Trust Territory employ in that capacity.

13 Handwritten memorandum dated November 19, 1959.

14 Letter to Vice President Gibbs dated December 4, 1959.
In view of the care which is accorded survivors of a decedent in Micronesia by the extended family and the complications inherent in the distribution of insurance benefits, the writer is willing to accept the decision of the high commissioner that the benefits to be derived from such a program would not equal the difficulties and expense of its implementation. In view of the fact that the program formulated was admittedly satisfactory and with consideration for the fact that the time will undoubtedly come when such a program will be desirable, it might well have been best to have implemented the one proposed as planned. The Micronesians might have had some difficulty understanding all the ramifications of the program, but comprehension would come with familiarity and experience, and it would have benefitted them in the long run.

The Retirement Program

There has never been any form of retirement program for Micronesian employees of the foreign or American governments which have administered these islands. It was one of the programs originally considered at the time the comprehensive Micronesian personnel program was being developed; and was discussed, together with other proposed programs, at each district by the writer during his 1951 field trip (see page 94).

The reaction of the administrative personnel in the districts varied somewhat as to the desirability of a retirement program for Micronesian employees, but it was generally negative. Their attitudes were based on (1) the folkways of the people, whereby an employee traditionally returned to his home and extended family after leaving government service, and resumed his place in the community—a pattern which induced the general belief that there was no practical need for such a program; (2) the fact that
Micronesian employees rarely maintained continuity of employment, which would present a considerable administrative problem in determining credits for entitlement to retirement; and (3) the feeling that few Micronesians would approve a plan by which contributions would be taken from their pay now to finance a plan of retirement at some future date, which they might never live to enjoy.

The reaction at headquarters was vigorously opposed to such a program. It was presumed that any retirement program would entail establishment of a retirement fund; administration and investment of such a fund represented a major project, especially in view of the fact that the trusteeship status of the territory probably would terminate at some future date and no certainty existed as to what its future status would be. Such a plan would also require considerable actuarial statistics which were not available at that time. Finally, the routine work of record keeping, paying the pensioners, and general administrative detail involved in administering a retirement program would be far beyond the authorized staffs of the personnel and finance departments, and any sizable increase in personnel authorized for those departments to handle a retirement program appeared to be highly improbable.

In view of the foregoing considerations, the establishment of a retirement program for the Micronesian staff was not considered practicable, and the idea was abandoned. In recent years, however, as employees of the Trust Territory government have become more and more "Westernized" and have drifted away from their traditional kinship ties and become increasingly dependent on a dollar economy, the desire for a retirement program has been expressed with more and more frequency. Such a program was strongly endorsed by the district administrator and the anthropologist at Palau at the time...
the group insurance program was under consideration and is always discussed by the Micronesian leaders at their Guam conferences.

The writer is of the opinion that some form of retirement program is inevitable, and the problem is under constant consideration by the present Trust Territory personnel administration. In general discussions between the present personnel officer and the writer, Mr. Uehara expressed himself as in agreement with the ultimate necessity for some plan, and discussed in broad terms a program considerably broader and less precise than the federal retirement system. The plan discussed generally provided for employees to retire at certain age levels, possibly in five-year spans, with certain minimum service; or because of physical disability. They would be retained on the rolls at a percentage of their pay, depending on the length of their service, but with a "floor and ceiling" provision that would insure all a livelihood but would keep the cost of the program within bounds. It must be emphasized, however, that such preliminary thinking is merely exploratory, and absolutely nothing definite has been adopted—or even proposed.

Until a formal program is formulated and placed in effect, Micronesian employees are being urged to invest their money or deposit it in a bank where it will draw interest. The Bank of America has branches in Truk and Saipan and the Bank of Hawaii has branches in Kwajalein and Palau, and both have branches in Guam; and provision has been made to bank by mail for those remote from the bank offices. Additionally, federal credit unions are active in several districts and the program is rapidly expanding. A number of the Micronesian administrative and professional staff have investments in stocks and bonds of American corporations; mutual funds are especially popular. There is no way of determining the amounts of money involved

in these savings programs, but the belief at headquarters is that it is considerable.

The Employee Relations Program

Recreation

The stated policy of the Department of the Interior is to encourage and stimulate the development of employee groups for the betterment of morale through unofficial group recreational activities. The Trust Territory government endorses this policy and has taken some action to foster such activities. District administrators are requested to "encourage, stimulate, and assist in the development and operation of recreation and welfare programs," but they are admonished not to attempt to dominate the programs or dictate the policies of employee groups organized for recreational purposes. They should, however, aid and stimulate the group in the administration of its programs.

The great celebration of the year is United Nations Day (October 24) which is celebrated by the entire community, with active participation by employee groups. It features parades, athletic contests and sports, dancing, and feasting, and groups representing various Trust Territory administration activities enter teams in all aspects of the celebration.

Micronesianst tend to be very good athletes, and are particularly adept at baseball. All districts have teams and leagues have been formed in some districts. The administration has aided and sponsored such athletic programs to the maximum extent possible; no administration funds, however, are expended for this purpose other than for minor items of equipment, etc.

16 Confirmed by discussion with Programs Officer John DeYoung March 20, 1962.
Service Award Pins

Civil service employees of the Trust Territory are awarded standard Department of the Interior service award pins for 10, 20 and 30 years of federal service. In order to reduce employee turnover by providing a tangible incentive to remain in the service and to provide recognition for long periods of employment by the Trust Territory government, the personnel department (acting for the high commissioner) instituted a program of service awards for Micronesian employees in the autumn of 1959. Awards for service were granted thereafter semi-annually, on March 31 and September 30, to both civil service and Micronesian employees.

The program for Micronesian employees was patterned after that of the Department of the Interior except that pins are awarded after five years of service in the Navy and/or Interior Department Trust Territory government in addition to the 10, 20 and 30 year awards. The pins are enameled with the Trust Territory seal depicted on the face, and are of different colors for the various periods of service. They are affixed by a pin on the back, as coats are not worn in the Trust Territory and so button-hole type emblems would not be suitable.

In 1960 the program was changed so as to make presentation of the awards for both civil service and Micronesian employees on an annual basis, on or about the first of January. The awards are made with suitable ceremony, and often are presented by visiting dignitaries.

This program has been very well received, and has been effective in building morale, as prestige is very important in Micronesia. It is impossible, of course, to measure the effect this plan has had on the rate of employee turnover, but it may reasonably be assumed that it has had some beneficial results.
Morale

Employee morale among the Micronesian employees is difficult to evaluate because of the language barrier and the folkways of the people, which would require them to reply courteously in the affirmative to any leading question of this nature, regardless of their true feelings. However, on the basis of labor history, participation in employee programs, and the (perhaps biased) reports of the American district administrative staffs, it appears to be quite high.

The writer discussed the question with David Ramarui, the assistant educational administrator of the Palau district and a graduate of the University of Hawaii, who had just returned from a tour of all the Trust Territory districts in connection with a project in which he was engaged for the headquarters administration. He stated that, from his observation, morale was highest in the Palau district; was very high in Yap and Ponape; was good in Truk, but that he could get no commitment from the Marshallese, who reserve to their nobility, or chiefly class, the right to speak on such matters.

Because of the pay situation, by which they were "frozen" at a rate higher than the general schedule when the Micronesian pay plan was adopted (see Chapter VI), and the higher rate paid by the Navy on Kwajalein, there has been continuing dissatisfaction among the Marshallese, which was expressed to the writer by Amata Kabua, one of the ranking chiefs (irioj), during a visit to Majuro in February, 1962. However, at the same time, the Marshallese had just completed a long road from Laura to Uliga islands by cooperative effort among the indigenous people and the American public works staff, and morale seemed exceptionally high. The entire staff was very proud of their accomplishment, and their attitude appeared to be excellent.
The "Micronesian Reporter"

Soon after the Department of the Interior took over the government of the Trust Territory, a monthly bulletin was published as a house organ, primarily to disseminate official and semi-official news and bulletins and news items concerning the civil service staff. This bulletin eventually was titled *The Micronesian Monthly* and was edited by a professional newspaperman who was employed under personal service contract for this purpose and to act as public relations representative of the Trust Territory government.

Publication was interrupted by the headquarters move to Guam in 1954, and the character of the contents was changed considerably when the magazine resumed publication as *The Micronesian Reporter*, on a bi-monthly basis. It now features articles by and concerning the Micronesians, and their relations with the administration; conferences, programs, and other activities relating to the indigenous peoples; and unusual and interesting articles concerning the staff and the islanders. *The Reporter* is printed on gloss paper, is profusely illustrated, and averages about 30 pages. Printing is done on Guam. It is widely distributed to libraries and other public agencies as a public relations medium, and a copy is given gratis to each Trust Territory employee. Others may subscribe at the rate of $2.50 per year.

The magazine now is edited by a staff member with the title of Reports Officer, who also is the public relations representative writing news releases and similar material. She also is responsible for compiling material for various reports to the Department of the Interior, and other purposes. All press releases and articles for publication must be cleared through the reports officer and office of the high commissioner (the programs officer) prior to publication. The personnel department has nothing to do with the editing or publication of this magazine.
Labor Relations

There are no Micronesian labor unions or similar employee organizations, although the Trust Territory Personnel Manual specifically permits such organizations and makes provision for their recognition. Although there have been several instances of labor trouble in the Trust Territory, the relationship between management and labor has, on the whole, been harmonious and mutually cooperative.

Soon after the change from Navy to Interior Department administration, tension developed among the stevedores in the Marshall Islands, which ended in a strike. Basis of the trouble, specifically, was wages, but the issue was complicated by the Interior Department administration's termination of many perquisites and benefits the workers had received under the Navy, including food and housing as previously discussed. After a review of the situation, the issue was settled by taking the stevedores out of the labor category and establishing a special pay schedule for them at the flat rate of 30¢ per hour, to be paid when actually employed, and excluding such employment from service credit for pay increases or other purposes; overtime is paid only for shift work in excess of eight hours without regard to the 40-hour week, and other considerations were included because of the intermittent nature of this type of employment. Free meals were to be discontinued, but the Marshall Islands administration continued to provide the stevedores (substantially all of whom were off-islanders) with government "C"-rations, without charge, while they were working. In recent years a public works department strike was threatened, also in the Marshalls, but the issue was settled amicably at the

local level. The difficulty arose because the local trading companies' supply of rice and some other basic foods became exhausted because of shipping problems (and perhaps poor management), and the Trust Territory employees requested administrative leave to fish and obtain food by other means through their own resources. The district director of public works refused to let them go because of an important construction project on which he was engaged, but the district administrator worked out a satisfactory compromise.

A major strike took place in the public works department of the Palau district in 1952, basically because of wage demands. It lasted about two months, during which American public works supervisors operated the essential facilities. Dr. Homer Barnett, then staff anthropologist, was dispatched to the scene to negotiate with the strikers on behalf of the high commissioner. The issue was resolved, and publication of the Micronesian Title and Pay Plan shortly thereafter forestalled further wage dissatisfaction, at least for the time being.

Without minimizing these incidents, the labor history of the Trust Territory of the Pacific Islands has been very satisfactory over the ten years of administration by the Department of the Interior, and it reflects favorably upon the employer—employee relationship that has existed. It will be noted that the statement all new Micronesian employees are required to sign contains a statement that they will not engage in any strike against the government (see Appendix "K"). How much effect this statement may have as a deterrent to strikes is debatable, but it probably influences the general attitude of the employees with regard to striking over minor disputes, at least.
CHAPTER IX

SUMMARY AND CONCLUSIONS

PART I - SUMMARY

Background

The personnel department of the present government of the Trust Territory of the Pacific Islands was, after 1951, required to establish a comprehensive program embracing administration of approximately 275 civil service employees of the Department of the Interior, and slightly fewer than 2,000 native Micronesian employees of the Trust Territory government, who were not federal employees. This undertaking was without precedent in this country as the government of the Trust Territory was a responsibility of the United States as administering authority under the Trusteeship Council of the United Nations, and our government had never before undertaken an operation of this nature with accountability to an international organization.

The location and composition of this territory, comprising about 2,000 tiny islands in an area of some 3,000,000 square miles located in the west-central Pacific Ocean, presented peculiar administrative problems. Personnel administration was complicated by the Micronesian culture, which is primitive by Western standards, and by the Micronesians' lack of training in the manual arts and education in the professions and in the English language. The long-range plan, moreover, provides for the replacement of American employees by Micronesians, to the utmost extent, as they become qualified to perform the required duties.
The Trust Territory government is headed by a high commissioner appointed by the President of the United States, and administratively is under the Office of Territories, Department of the Interior, which took over responsibility from the Navy Department (which had governed the area since its occupation during and after World War II) on July 1, 1951. The personnel department consists of a personnel officer, who ranks as a department head on the high commissioner's staff, and four other employees.

The Personnel Program

The personnel program involves one type of administration for the American staff, under the Civil Service Act and Rules; establishment, implementation, and administration of a separate and different set of procedures for the indigenous employees, tailored to their needs and appropriate to the limitations imposed by the environment; and participation by both groups in a number of aspects of the program. Recruitment, appointment, and placement procedures devised for the Micronesians were entirely different from those of the civil service staff, as was the program of employee evaluation. In devising these programs, and others, an attempt was made to avoid the aspects of the federal programs which experience had shown were not appropriate in this situation, or were considered to be undesirable for other reasons.

One of the basic programs is that relating to classification and compensation for Micronesian employees. A comprehensive plan was formulated to provide for position classification in a scheme to systematize all jobs in relation to each other on the basis of difficulty, responsibility, and basic requirements; and to compensate the incumbents in
accordance with a pattern appropriate to the job classifications and based on the economy of the area. Revisions have been made as necessary, the principal change in the basic program having been made in 1957 as result of a new wage and classification survey.

The accident prevention, employees' compensation for industrial injury, and in-service training programs apply equally to the civil service and the Micronesian employees, although the type and scope of the training programs is generally much broader for the indigenes than for the American staff. These programs are comprehensive in nature.

The leave program for Micronesian employees differs somewhat from the federal employees' leave program, and there is no provision for "sick leave" as such. Group life insurance and a retirement program for Micronesian staff members have been considered but not instituted, although steps may be taken to this end in the future. Micronesians benefit from the employee relations program on the same basis as the American staff, and special efforts are being made to encourage indigenous employees to increase their participation in the incentive awards program.

Labor Relations

There have been several instances of labor unrest, and three strikes have taken place. On the whole, however, labor relations in the Trust Territory have been harmonious. The pay situation among the various districts has been the basis of most of the difficulty in the past; this has been aggravated by the fact that areas administered by the U. S. Navy, in the Trust Territory, have consistently been compensated at a much higher wage level than the Department of the Interior administration's rate. There is no union activity in the Trust Territory, although employees may join or refrain from joining employee organizations as they may desire, without
objection by management. Employees are, however, required to sign a statement that they will not strike against the government (two of the strikes mentioned above took place after the "no strike" statement requirement had been instituted).

U. S. Navy Department Administration

Although most of the Trust Territory is administered under the Department of the Interior, the northern Marianas islands and Kwajalein atoll are under the U. S. Navy Department. Saipan and surrounding islands were turned over to the Interior Department administration with the remainder of the Trust Territory on July 1, 1951, but were returned to the Navy Department (with the exception of Rota) on January 1, 1953, for security reasons. This area will be returned to Department of the Interior administration on July 1, 1962, at which time the administrative headquarters of the entire Trust Territory will be located on Saipan. Kwajalein was the site of a Naval Air Station, which has been replaced by a missile facility. Micronesians are employed in both areas, under personnel programs differing radically from those of the Interior Department administration. This study is particularly concerned with the personnel program established by the Department of the Interior administration, but includes some data concerning the areas under Naval jurisdiction.
CHAPTER IX
PART II - CONCLUSIONS

The personnel staff should be evaluated on its composition, its qualifications, and its effectiveness. The personnel program should be evaluated on the basis of its scope, quality, and effectiveness. Considering these factors in order, the following conclusions may be drawn.

Composition of the Personnel Staff

The personnel staff, as now constituted, is adequate to maintain the routine aspects of the program, but there is no margin for broad planning and programming, or for emergencies. The demands of routine correspondence; dealing with acute problems; normal procedural matters; consultation with the deputy high commissioner and high commissioner, and executing their directions, leave the personnel officer very little time to devote to proper consideration of new programs and analysis and improvement of old ones.

The personnel staff was reduced by one technician at the beginning of 1960, and the present allowance of technicians comprises the personnel officer, his assistant, a personnel clerk (primarily concerned with the civil service staff), and a clerk-typist who does filing, handles some routine reports, performs typing assignments, acts as receptionist, etc. The secretary is not a personnel technician. Of the foregoing staff, only the two top positions are qualified to administer the program and perform highly technical functions such as position classification, recommendations for policy or procedural changes, and the composition of technical correspondence on personnel matters. Each of them is entitled to 43 days annual and home leave and 15 days sick leave each year, and each is also required
to attend special classes on personnel techniques and occasional conferences, symposia, etc. The result is that, even if neither of them were to visit the districts at all, one of them would be alone at headquarters 120 out of a total of 280 working days each year, on the average—and this makes no allowance for extended absence due to illness, or when one of the positions is vacant (as is the case at the time of writing).

Moreover, intelligent administration of any personnel program—and particularly this one—requires the responsible personnel administrators to be intimately familiar with the jobs, the employees, and the conditions of employment. For this reason both the personnel officer and the assistant should visit every district at least twice each year, for no less than a week each visit, to analyze jobs, council both administration and staff on personnel problems, maintain familiarity with the administration of all aspects of the program in all areas, conduct civil service examinations, and inspect the personnel records and files. Under the present staffing pattern this is impossible. During the regime of the writer, when there was one more staff member, it was never possible to have more than one round of visits each year by the personnel officer and the assistant—and frequently one of those trips had to be abandoned because of the absence of one or the other.

More acute is the situation caused by the lack of a qualified safety engineer and a competent training program administrator. As was noted (see pages 236-237), technical assistance in the safety program has been provided on a voluntary basis by safety engineers attached to other activities, but reduction in staff and reorganization of the Naval establishment on Guam make the availability of safety engineers to continue this program
extremely doubtful. There is no slackening of the need for such professional services, however; the safety program is progressing admirably and a professional in the field is necessary in order to maintain the trend. The writer recommends, therefore, the addition of a qualified safety engineer at about the GS-9 level to the personnel department staff.

The most urgent specific need in the personnel field is a highly qualified, full time, professional training program administrator to effectuate the program outlined in the Personnel Manual, or to devise a better one (see page 265). This position should be no lower than GS-11 and probably would warrant a GS-12 classification. In the Trust Territory, with its labor market of applicants for employment with minimum qualifications, there is no substitute for training the available staff to its maximum potential; that this can be done is amply demonstrated by the various special departmental training programs that have been conducted with outstanding success. A staff of low qualifications is an unwarranted expense; and where it is impossible to employ candidates with high qualifications the only recourse is to train those that are available. The position recommended would pay for itself many times over in increased efficiency and greater production by a smaller working force. Furthermore, it would provide one additional senior administrator in the personnel department, who would be available to "fill in" during the absence of the personnel officer or his assistant.

In the opinion of the writer, the classifications assigned to the presently established positions in the personnel department are proper in series and grade. Somewhat absurd, however, and certainly contrary to the objectives of the position classification system, is the requirement of a year in the next inferior grade (rather than the next lower grade in the
organization), which requires the assistant to serve one year at a single grade lower than the proper classification of the personnel officer's position—which is impossible in the present grade structure—before he can qualify for promotion to the correct grade. As noted, this problem has been solved by downgrading the personnel officer's position temporarily, which the writer does not consider to be a satisfactory procedure. This requirement invites filling the personnel officer's position by transfer of someone who meets the technical qualifications from outside the organization. Assuming that the assistant is fully qualified to perform the duties of the senior position, this action would be fatal to morale. Although the new incumbent might be an excellent administrator of federal personnel programs, it would take the assistant at least a year to teach him all the ramifications of the Micronesian personnel program. The position of personnel officer should never be filled by an individual who is not already familiar with all aspects of the personnel programs, both civil service and Micronesian, except when no other course of action is possible.

Qualifications of the Personnel Staff

During the period of administration of the Trust Territory by the Department of the Interior, all incumbents of the positions of personnel officer and assistant personnel officer have been fully qualified for appointment under the standards of the Civil Service Commission, and all personnel officer appointments were approved by the personnel officers of the Office of Territories and the Department of the Interior. Every incumbent of these positions has been a university graduate, and the present personnel officer (H. Raymond Uehara) holds the degree of Master of Arts in Public Administration from the University of Denver. It would appear that the qualifications of the members of the personnel staff are satisfactory.
Effectiveness of the Personnel Staff

An analysis of the personnel program described in this study tends to the conclusion that the members of the personnel department staff have generally discharged their duties in a satisfactory and effective manner. In this connection, the reports of the Civil Service Commission inspections of 1958 and 1960 are of interest. Although the Commission has cognizance only of administration of the civil service staff, comments relating to the overall program are pertinent. In his letter forwarding the report of the 1958 inspection to the high commissioner, the Director, Twelfth U. S. Civil Service Region, commented, "Opportunities for improvement in the program are well known to your staff who are competently seeking methods within existing resources to attain those improvements. Our discussions with your personnel staff . . . give us confidence that substantial progress will be made in the future."¹

Scope of the Program

The Trust Territory personnel program is comprehensive in scope, embracing all aspects of public personnel administration (see pages 89-93 for a comparison of the scope of the Trust Territory program with that recommended by an authority in the field). The administrative organization is soundly conceived; the classification and pay plan cover all positions in the organization; there is a formalized procedure for recruitment, appointment, and placement of the best available candidates for employment; the in-service training program is well organized; an employee evaluation program is in effect; the normal method of filling vacancies is by selection and promotion of the best qualified eligibles; the program for

administration of discipline is detailed; an employee relations program provides for morale, incentives, and group activity; there is an established appeals procedure; and the personnel department maintains an aggressive program of accident prevention and industrial safety with the concomitant responsibility for employees' compensation for industrial injury. The scope of the program should be considered superior by any standards.

Quality of the Program

The various activities of the personnel program for Micronesian employees were designed on the basis of careful studies, embracing the most modern concepts of public personnel administration, and with full consideration for all aspects of the unique environmental situation. While there can be no doubt but that some aspects of the overall program are superior to others, the quality of the program as a whole is very high. Quoting again from the Director, Twelfth Civil Service Region letter transmitting the 1958 inspection report, he states, "On an overall basis your personnel program is better than average. . . ."² In his letter to the high commissioner transmitting the 1960 report, he commented, "... I am pleased to find that the generally high level of program adequacy noted in our previous survey ... continues to exist, and that substantial improvements in safety have been achieved."³ The report, itself, made the following summary evaluation:

The personnel program is essentially the same as described in our report of the November 1958 inspection. It is better than adequate on an overall basis.

² Ibid.
Especially good programs were found in the fields of safety, suggestions, and training. Employee-management relations are excellent, and both employees and management support the mission of the Trust Territory with enthusiasm and dedication.  

**Effectiveness of the Program**

In general, the effectiveness of the program is lower than its scope or quality. At the risk of over-simplification, it might be stated that weakness in effectuating the personnel program is basically because it is merely a plan—a pattern of policies and procedures—to be administered by the supervisory staff. In the opinion of the writer, many of these officials have not fully understood the theory and practice of the various aspects of the program sufficiently well to carry it into effect properly. Furthermore, their attitude toward this important aspect of supervisory responsibility has often been less than satisfactory, although there have been many notable exceptions to this indictment. To improve this situation, a course in supervisory development has been made mandatory for all present and potential supervisors. This has, no doubt, resulted in some improvement. A change in basic attitudes takes time, however, and it is the hope of the personnel administration that the future will show even more satisfactory progress.

Perhaps the best aspect of the program is the organizational pattern, particularly the classification and pay plan for Micronesian employees. In the opinion of the writer, the weakest part of the operation has been the failure to establish a formal, integrated, well organized industrial training program for Micronesian public works employees, and certain others. The training programs of other departments, however, have been excellent.  

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5The civil service inspector, however, was favorably impressed; see above.
Abstract of Conclusions

With consideration for the foregoing, the following conclusions appear to be justified.

1. The personnel staff is properly classified. The incumbents of the two senior positions have been fully qualified for their positions, and appear to have been of satisfactory competency. The staffing pattern of the personnel department is inadequate to meet the overall requirements of the program, and should be augmented by a safety engineer and a training program administrator.

2. The scope of the Micronesian personnel program is comprehensive, and fully covers the requirements of the situation.

3. The program is properly organized and provides for satisfactory conduct of all aspects of personnel administration.

4. The program is operating satisfactorily in all of its aspects, although certain parts of the program are better than others. The training program, while excellent in some respects, has failed to provide an integrated pattern as outlined in the Personnel Manual, and the industrial training has not been adequate. The safety and industrial relations programs have been superior.

Although it is difficult to make a meaningful over-all evaluation of a program embodying so many diverse aspects and subject to such a large number of unique problems, it is the belief of the writer that the personnel program described in this study warrants the rating of "superior."

Further justification for this appraisal may be found in the excellent employer-employee relationships that have prevailed in this potentially difficult interracial situation; the employee growth and development that
has resulted in replacement of an ever-increasing number of American employees by qualified Micronesians; and the better and safer working conditions, higher degree of competency, and vastly improved standard of living now enjoyed by many of our Micronesian workers.
INFORMATION ON
THE TRUST TERRITORY OF THE PACIFIC ISLANDS
UNDER NAVAL ADMINISTRATION

to
1 NOVEMBER 1950

Appendix "A"
Outrigger canoes in the lagoon, Lamotrek, Western Caroline Islands
The information in this handbook has been compiled to present briefly the policies and activities of the Civil Administration of the Trust Territory of the Pacific Islands under the direction of the United States Navy. Historical and background information from the days of Spanish sovereignty through World War II and the period of military government has been included in order to present a better understanding of the many complex problems arising from the administration of this vast area of widely separated ocean islands.

The United States as Administering Authority of the Trust Territory of the Pacific Islands, interprets its mission of trusteeship as one of offering as much help and advice as possible to the inhabitants of these islands. It is hoped that from the knowledge and facilities of modern science which we can give, the people will adopt, within the bounds of their indigenous culture, the best which we have to offer.

No attempt has been made to present here a detailed account of the activities of the Administration. The content deals only with the more important policies evolved and the factors contributing to their evolution. For complete and detailed information on the administration of the area, the annual report prepared by the Navy Department for submission to the Secretary-General of the United Nations is recommended; the General Handbook of the Trust Territory, also published by the Navy Department, will supply much valuable background material.

A. W. RADFORD,
Commander in Chief Pacific
and U. S. Pacific Fleet
High Commissioner of the Trust Territory
of the Pacific Islands.
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"Main Street", Pingelap, Eastern Caroline Islands
The Trust Territory of the Pacific Islands consists of those islands which, prior to World War II, were administered by Japan under mandate from the League of Nations and now are held as a United Nations trusteeship by the United States.

The Territory consists of three island groups, the Marianas, the Carolines, and the Marshalls. Guam, the largest island in the Marianas, is not part of the Territory but a separate United States possession. The Marianas, Carolines and Marshalls are frequently referred to as part of "Micronesia," literally "tiny islands," a zone of the Pacific which also includes the Gilbert group and islands further east. There are 1460 islands and reefs in the Territory, 97 of which are regularly inhabited. They extend from 130 degrees to 170 degrees East Longitude, a distance of approximately 2400 nautical miles, and from 1 degree to 20 degrees North Latitude, approximately 1300 nautical miles. These islands, which are located in an ocean area of approximately 3,000,000 square miles, contain about 667 square miles of dry land.

Size of the Larger Islands

The land areas of the larger islands or atolls in the Territory as follows:

<table>
<thead>
<tr>
<th>Island Unit</th>
<th>Land Area (Square Miles)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palau</td>
<td>189.0</td>
</tr>
<tr>
<td>Ponape</td>
<td>129.0</td>
</tr>
<tr>
<td>Saipan</td>
<td>47.5</td>
</tr>
<tr>
<td>Kusaie</td>
<td>42.3</td>
</tr>
<tr>
<td>Tinian</td>
<td>39.3</td>
</tr>
<tr>
<td>Yap</td>
<td>38.7</td>
</tr>
<tr>
<td>Truk</td>
<td>37.0</td>
</tr>
<tr>
<td>Rota</td>
<td>32.9</td>
</tr>
<tr>
<td>Pagan</td>
<td>18.7</td>
</tr>
<tr>
<td>Agrihan</td>
<td>18.3</td>
</tr>
<tr>
<td>Anatahan</td>
<td>12.5</td>
</tr>
<tr>
<td>Kwajalein</td>
<td>6.3</td>
</tr>
</tbody>
</table>

Of the remainder of the islands, 18 more are greater than 2 square miles in land area, 15 are between 1 and 2 square miles, and 49 are under 1 square mile. These figures indicate the amazing minuteness of so many of the islands from the viewpoint of human occupation and administration.

The Island Peoples

The islanders are divided into a number of regional and local groupings which differ more or less in physical characteristics, language and custom. In general the people of Micronesia are medium in stature with brown skin, straight to wavy black hair, relatively little face and body hair, and rather high cheekbones.

Scientists still know all too little about the physical characteristics of the Micronesian peoples. Scientific measurements were made by the Germans and Japanese. American scientists are working under the auspices of the Pacific Science Board, in cooperation with the Navy, to collect data on racial characteristics, nutrition, population trends and other matters. As this work progresses it will be of use not only to scientists but also to medical and sociological workers.

The pre-history of Micronesia is mostly a matter of conjecture. It is probable that the islands of the open Pacific were settled by canoe-voyaging immigrants who came from the marginal islands of Malaysia before the Christian era. Some may have made purposeful voyages of exploration; others were probably carried eastward by winds or storms.
The time and numbers of the migrations are obscure. It is thought that the immigrants arrived several hundred years before the coming of Buronenas. The great differences in the languages and customs within Micronesia indicate that there must have been several migrations at different times. The islanders have no clear records of this period in their oral history. Their myths and legends generally picture them as originating in the areas they now occupy. There is concrete evidence available for understanding the past of these people in the "prehistoric" remains which have survived from earlier times. The most impressive of the known antiquities is the Nan Metal on the east coast of Ponape. This so-called "Venice" is a great area of stone-walled islands cut by canals, with various structures built up of basalt blocks, the largest having walls up to 40 feet in height. Though studied to some extent by earlier scholars, this amazing ruin needs full examination by competent American archeologists. A smaller but somewhat comparable ruin exists on eastern Kusaie. In the Marianas, stone is used for a markedly different type of structure, the so-called latte sites. These consist of double rows of parallel stone pillars originally and sometimes still topped by stone caps. These had apparently been the pile supports of large community buildings. Best known is a group called the "House of Taga" on Tinian. A number of these sites suffered war damage. The Navy is now making the necessary arrangements for the protection of important archeological sites.

Population

The total indigenous population of the Trust Territory was 54,299 on 30 June 1950. After the United States' occupation of the Pacific Islands the Japanese civilians, together with many thousands of Japanese military personnel were repatriated. A very few Japanese and Koreans, identified through marriage or other special ties with the island communities, have been allowed to remain. A small number of transient Japanese workers have also been brought to Angaur Island in the Palaus to mine phosphate which is being shipped to Japan for use as fertilizer.

The following tables show the resident population figures for 30 June 1950:

<table>
<thead>
<tr>
<th>Race</th>
<th>Males</th>
<th>Females</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Americans</td>
<td>33</td>
<td>15</td>
<td>48</td>
</tr>
<tr>
<td>Islanders</td>
<td>27,734</td>
<td>26,566</td>
<td>54,299</td>
</tr>
<tr>
<td>Foreign Nationals</td>
<td>459</td>
<td>37</td>
<td>496</td>
</tr>
<tr>
<td>Total</td>
<td>28,226</td>
<td>26,617</td>
<td>54,843</td>
</tr>
</tbody>
</table>

The birth rate among the islanders is 33.5 per thousand while the death rate is 13.1 per thousand of population. Population density is as follows:

<table>
<thead>
<tr>
<th>Administrative District</th>
<th>Land Area (sq.mi.)</th>
<th>Population</th>
<th>Density (Persons per sq.mi.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saipan</td>
<td>142.29</td>
<td>6,286</td>
<td>44.2</td>
</tr>
<tr>
<td>Palau</td>
<td>235.40</td>
<td>11,339</td>
<td>48.1</td>
</tr>
<tr>
<td>Yap (sub-district)</td>
<td>38.67</td>
<td>2,709</td>
<td>70.1</td>
</tr>
<tr>
<td>Truk</td>
<td>47.28</td>
<td>15,617</td>
<td>330.3</td>
</tr>
<tr>
<td>Ponape</td>
<td>174.35</td>
<td>10,024</td>
<td>57.4</td>
</tr>
<tr>
<td>Kusaie (sub-district)</td>
<td>42.32</td>
<td>1,866</td>
<td>44.1</td>
</tr>
<tr>
<td>Marshall Islands</td>
<td>61.00</td>
<td>11,033</td>
<td>180.9</td>
</tr>
<tr>
<td>Kajalein (sub-district)</td>
<td>6.33</td>
<td>1,081</td>
<td>170.8</td>
</tr>
<tr>
<td>Total</td>
<td>660.32</td>
<td>54,299</td>
<td>82.2</td>
</tr>
</tbody>
</table>
II. THE AMERICAN MILITARY OCCUPATION OF THE JAPANESE MANDATED ISLANDS

Intent on establishing and strengthening their position in the South Pacific, the allied forces in the Pacific paid little, if any attention to the Japanese Mandated Islands during the first two years of World War II. However, having captured the Gilbert Islands late in 1943, the American forces began their impressive march across the Central Pacific toward the Philippine Islands.

Task Force 58, under the command of Rear Admiral Marc A. Mitscher, USN, was first formed in January, 1944. The Marshall Islands were the first to feel American power when Kwajalein Atoll was invaded on 29 January 1944 by American Naval, Army and Marine forces. By 8 February, Kwajalein had been secured. On 17 February, beach-heads were established on Eniwetok Atoll, and it was secured by 2 March. Task Force 58, which had been replenishing itself at Majuro, now took the initiative and conducted a series of strikes on the larger fortified islands. Truk was raided on 16 and 17 February 1944. Palau, Yap, Ulithi and Woleai were attacked on 31 March and 1 April, and Truk, Satawan, and Ponape underwent air attack and surface bombardment from 29 April through 1 May.

Task Force 58 then returned to Majuro Atoll, and prepared for the invasion of the Mariana Islands. After a preliminary air and sea bombardment, landings were made at Saipan on 11 June 1944. During the invasion, the Japanese Fleet came out of hiding and precipitated the Battle of the Philippine Sea, which lasted over the period of 19-20 June. As a result of this battle, the Japanese Fleet retired, and did not again make an appearance until it was finally smashed in the Battles of Samar and Surligo Strait. Beach-heads were established on Guam on 12 July, and on Tinian on 20 July. By 12 August, both Saipan and Tinian had been captured, and Guam finally fell on 15 August 1944, thus completing the Marianas Operation. Palau, Yap and Ulithi had again been taken under air attack by Task Force 58 during the period 25-27 July.

Our Naval Forces now retired to Eniwetok Atoll and readied themselves for the assault on the Western Caroline Islands. Task Force 38 was formed and proceeded to the Palau Islands. The island of Peleliu in the Palau Group was invaded on 6 September 1944. The famed Bloody Nose Ridge, honey-combed by Japanese caves and fortifications, delayed the capture of these islands until 14 October 1944.

Having by-passed the formidable naval base of Truk and the island of Ponape, our forces took departure for the Philippine Islands, Iwo Jima, Okinawa, and the final surrender of the Japanese Forces on 14 August 1945.
Civil Administration Center, Truk, Eastern Caroline Islands
III. **ADMINISTRATION**

**Military Government**

During the progress of the war, a number of the islands were occupied by our armed forces and were placed under Naval Military Government. Upon the cessation of hostilities, Military Government was extended to the entire mandated area, and an area-wide governmental structure was established. The authority for the Military Government in the Japanese mandated islands was derived from the laws of belligerent occupation. The President of the United States, in his capacity as Commander in Chief of the Army and Navy, appointed the Commander in Chief, Pacific, and U.S. Pacific Fleet, as the Military Governor. The Military Governor issued proclamations which set forth the basic rules for the conduct and the government of the peoples in the occupied territory. Commander Marianas, within whose jurisdiction these islands lie, was the Deputy Military Governor. Sub-Area, Island and Atoll Commanders had their places in the chain of Command, with the Commanding Officers of the various Military Government Units forming the lower echelon.

The general policies which the Military Government (and subsequent Civil Administration) have followed in governmental activities were summarized in an early directive issued by the Commander in Chief, Pacific, and U.S. Pacific Fleet, on December 12, 1945. This directive, which has often been referred to as the "Pacific Charter", gave effect to the announced policies of the United States by providing for:

1. The physical restoration of damaged property and facilities.
2. The continued improvement of health and sanitation.
4. The institution of a sound program of economic development.
5. The establishment of an educational program.

The administration of the Bonin and Volcano Islands, which were captured by U.S. Forces during the war, is still a function of Military Government under the Military Governor (CinCPacFlt), who administers them through Commander Naval Forces, Marianas. These small islands, which were a sovereign possession of Japan, were not a part of the Japanese mandate system, and, consequently, not included in the Trust Territory. A group of 133 persons consisting of families of part-white ancestry, descendants of white settlers of the early nineteenth century, have returned to the Bonins from Japan. This group lives on Chichi Jima, and is visited periodically by administrative field parties from Saipan.

**Civil Administration**

The United States on 18 July 1947 assumed responsibility as Administering Authority for the Trust Territory of the Pacific Islands (comprising the islands of the Marshalls, Carolines, and Marianas groups formerly mandated to Japan) under the Trusteeship Agreement, approved by the Security Council of the United Nations on 2 April 1947 and by joint resolution of Congress (Public Law 204, 80th Congress) on 1 July 1947. This Trusteeship Agreement was entered into under the provisions of the International Trusteeship System provided for by the Charter of the United Nations.

By Executive Order Number 9875 issued on 18 July 1947 the President of the United States delegated authority and responsibility for the civil administration of the Trust Territory, under the above mentioned Trusteeship Agreement, on an interim basis, to the Secretary of the Navy and appointed the Commander in Chief, Pacific, and U.S. Pacific Fleet the High Commissioner of the Trust Territory. The Secretary of the Navy authorized the High Commissioner to appoint a Deputy High Commissioner and such sub-area governors and administrators as the High Commissioner deemed necessary for the proper conduct of government. Utilizing the existing structure of Military Government, together with its experienced personnel, a Civil Administration organization was set up, and the following appointments made:
(1) A Deputy High Commissioner of the Trust Territory, with full authority to act for the High Commissioner in administrative and routine matters within the Territory.

(2) Four Governors for the four major areas of the Territory: the Northern Mariana Islands, including all the Marianas except Guam; the Western Caroline Islands; the Eastern Caroline Islands; the Marshall Islands.

(3) Seven Civil Administrators for the District subdivisions of the areas: Saipan in the Northern Marianas; Palau and Yap in the Carolines; Truk and Ponape in the Eastern Carolines; Kwajalein and Majuro in the Marshalls.

Since this original organization was set up, there have been certain changes. The position of Governor of the Northern Marianas has been abolished. The Palau and Yap Districts have been consolidated into the Palau District; the Kwajalein and Majuro Districts have been consolidated into the Marshall Islands District.

Originally the Headquarters of the Trust Territory administration was located on Guam. In October 1949 the Deputy High Commissioner and certain members of his staff were moved to Pearl Harbor, Oahu, Territory of Hawaii, where the High Commissioner, in his capacity as Commander in Chief, Pacific, and U.S. Pacific Fleet, is located. At the same time the Office of Chief Administrator of the Field Headquarters of the Trust Territory was created and located on Guam until 1 July 1950 when permanent Field Headquarters was established on Truk. In addition to the Chief Administrator, the Field Headquarters Staff consists of a small group of specialists whose duties demand close contact with the Territory and the people.

<table>
<thead>
<tr>
<th>District</th>
<th>Line Officers</th>
<th>Medical and Hospital Corps</th>
<th>Supply Officers</th>
<th>Civil Engineering Corps Officers</th>
<th>Enlisted Personnel</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saipan</td>
<td>4</td>
<td>3</td>
<td>1</td>
<td>0</td>
<td>63</td>
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<tr>
<td>Palau</td>
<td>6</td>
<td>5</td>
<td>1</td>
<td>1</td>
<td>69</td>
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<tr>
<td>Truk</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>69</td>
</tr>
<tr>
<td>Ponape</td>
<td>5</td>
<td>3</td>
<td>1</td>
<td>0</td>
<td>59</td>
</tr>
<tr>
<td>Marshalls</td>
<td>6</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>49</td>
</tr>
</tbody>
</table>

Total: 25 18 6 3 309

Transfer of Administration

Present plans provide that the U.S. Navy will transfer administrative authority for the Trust Territory to the Department of the Interior on July 1, 1951.
Admiral Arthur W. Radford, USN, and members of the Palau Congress, Koror, Palau Islands, Western Caroline Islands
Relationship to the United Nations

In the administration of the Trust Territory of the Pacific Islands the United States, as Administering Authority, is guided by the Trusteeship Agreement which is based upon the United Nations Charter. Article 73 of the Charter states that the Administering Authorities of non-self-governing territories shall recognize the principle "that the interests of the inhabitants of these territories are paramount and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the Charter, the well-being of the inhabitants of these territories." Since the Trust Territory of the Pacific Islands is also a strategic trusteeship, the United States has the power to establish military, naval and air bases, and to close off, for security reasons, any or all areas of the Trust Territory by notifying the Security Council.

The Trusteeship Agreement for the Pacific Islands lists these objectives of administration:

(1) The furtherance of international peace and security.
(2) The political, economic, social and educational advancement of the people.
(3) Respect for the human rights and the fundamental freedoms of the inhabitants.
(4) The guarantee of equal treatment for all members of the United Nations and their nationals.

The United States is accomplishing these objectives by:

(1) Maintaining certain military bases and by providing for law and order in the islands.
(2) Fostering the development of political institutions suitable to the experience of the people so that they may become self-governing or, possibly, in the distant future, independent; endeavoring to make the inhabitants economically self-sufficient; providing the conditions necessary for a happy, healthy life; promoting an educational system which will give the people an appreciation of the programs for their development, the skills to participate in them, and the knowledge necessary to assume full direction of them at some future time.
(3) Promulgating and enforcing a Bill of Rights.
(4) According equal treatment to all members of the United Nations and their peoples in so far as is consistent with the considerations of security that are involved in a strategic trusteeship.

The record of the progress toward the fulfillment of these objectives is contained in an annual report to the United Nations. The annual report for each year ending June 30 is prepared by the High Commissioner in accordance with a questionnaire prescribed by the Trusteeship Council. Copies of the report are distributed to members of the Council and a date set for its consideration some months later at a Council session. In addition to the regular U.S. Representative to the United Nations at this particular session, a Special Representative of the United States attends. For the past two years this Special Representative has been the Deputy High Commissioner of the Trust Territory. Each of the members of the Council may submit, in advance of the oral examination, written questions which the Special Representative of the Administering Authority answers in writing. Copies of these answers are distributed to members of the Council and are often used as a basis for some of the oral questions. When consideration of the report is reached on the agenda, both representatives of the Administering Authority make opening statements reviewing the achievements of the year under consideration. Then the Council members ask questions about the period covered by the report and about developments since the end of the period reported upon. When the questions have all been answered, each member has an opportunity to make general observations on the report. The representative of the Administering Authority makes his final observations, usually in the form of a rebuttal of any undue criticisms by other council members.

The report of the Trusteeship Council is in three parts. Part I is a factual outline of conditions in the Territory; Part II consists of the conclusions and recommendations to the Administering Authority approved by the Council; Part III consists of observations of individual Council members which are not included in Part II.

The Trusteeship Council uses two other methods of supervision in addition to annual reports. One is visiting missions; the other is review of petitions. During the spring of 1950, a visiting mission, consisting of representatives from the United Kingdom, China, France, and the Philippine Republic, visited the Pacific Islands. It held public hearings at various places and accepted a total of seven petitions from individuals or groups. Copies of these petitions, in accordance with the procedure of the Trusteeship Council, are referred to the Administering Authority for comment before consideration by the Council.
The village, Mokil, Eastern Caroline Islands
Indigenous Participation

A. Municipalities

In a directive issued on 28 May 1947, Commander Marianas outlined the establishment of municipalities in the former Japanese Mandated Islands. According to this directive each Municipal Government must satisfy the following requirements:

1. Have one municipal government for each inhabited atoll or separate island.

2. Undertake and be organized to carry out the local enforcement of orders from the Administration particularly with regard to police, sanitation and education.

3. Be prepared to levy, collect and expend local taxes and make local rules within the scope of general directives issued and keep accurate records subject to inspection and audit by Military Government.

4. Have, for supervisory purposes, an official who will be responsible for performing the functions of "Magistrate" and another who will be responsible for performing the functions of "Treasurer." They may be known locally by other titles and in such case need not use the titles "Magistrate" or "Treasurer," except that in such case public notice will be given of what official (by title) will be responsible for performance of the duties of "Magistrate" and what official (by title) will be responsible for performance of the duties of "Treasurer."

The Treasurer is the only new position created in establishing these municipalities; the senior Chief usually possesses the title of "Magistrate." Any terms of office are subject to termination by the Administration at any time for cause.

The following taxes and fees are paid into the treasury of the municipality:

1. Head taxes from residents.

2. License fees for businesses carried on wholly within the municipality.

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

4. Property taxes on property within the municipality.

5. Fees for private use of municipal property, services, and facilities.

Each Municipal Government will be responsible for the following and will submit to the Civil Administrator for approval, an annual budget providing for:

1. Salaries of municipal officials - including all present local officials whose duties are performed entirely within the municipality, except members of the Police force under the Pacific Insular Establishment.

2. Repair and maintenance of all municipal public buildings.

3. Repair and maintenance of all public roads, walks, paths, bridges, and wharves, if any, as may be the direct responsibility of Civil Administration.

This budget may be revised by the Administration, but only in emergencies is this to be done without consultation with the officials of the municipality concerned. No payments are to be made from municipal funds except in accordance with an approved annual or supplemental budget.

Each municipality will determine:

1. What items, if any, will be subjected to the luxury sales tax and the rates of such taxes. No tax will be imposed on necessities of life.
The number and method of selection of employees of the municipality.

What fees, if any, will be charged for private use of municipal property and facilities.

The classes of property, if any, subject to property taxes and the rate of tax on each such class. Movable property will be subject to property tax only in the municipality where it is regularly kept.

The exact date on which any tax levied by it hereunder will be due and payable.

The taxes herein provided for will be in addition to, and entirely separate from, any tribal or clan property rights under established native customs, which may bear some similarity to a tax. The head tax throughout the Trust Territory will apply to all males between the ages of 18 and 60 years inclusive. It will be $2.00 per man per year, but may be paid in two equal semi-annual installments at the option of the taxpayer. License fees not exceeding $10.00 per license each per year may be set by each Civil Administrator for the area under his jurisdiction. With available funds allotted to them, Administration Units are authorized to make loans or outright grants to any municipality when the Civil Administrator believes the public interest so requires, but in all such cases the Civil Administrator shall require the municipality to make every reasonable effort to meet its own expenses.

Any taxes levied hereunder will be paid in cash unless the magistrate of the municipality collecting the taxes decides that a particular taxpayer cannot pay in cash without undue hardship, in which case the taxpayer may work off his taxes by labor on municipal projects at the minimum wage then established for common labor.

B. Legislative Advisory Bodies

Beyond the local municipal organizations treated above the administration has encouraged the formation of indigenous legislative advisory bodies on a wider geographical basis as rapidly as the people are prepared to act effectively in this capacity. These groups are envisaged as the forerunners for self-government in the Districts from which will develop an eventual territory-wide government of the people by their chosen representatives. The Palau Congress, consisting of representatives from the municipalities of the Palau Islands and from Sonsorol and Tobi, was inaugurated on 4 July 1947 and has functioned in an advisory capacity to the Civil Administrator, Palau District, since that date. The Marshallese Congress, organized on July 4, 1949, is comprised of the House of Assembly, members of which are elected by the people of each municipality, and the House of Iroij which includes the hereditary high Chieftains of the District. This Congress opened its first regular session on July 4, 1950. Leading officials from the municipalities of the four Yap islands meet regularly as official advisory councils to their respective administrators. Leaders among the people of the Saipan District are presently planning a congress for their District and a proposal for a Ponape District Congress is now being studied by The High Commissioner.

The first direct representation of the people in territorial administration was at the semi-annual conference of Civil Administrators, held by the Deputy High Commissioner at Guam in September 1949, when representatives chosen from each District presented their views on the subjects under discussion.

C. Judicial Organization

The people have also been encouraged to participate in the judicial branch of the government, which is headed by the Chief Justice responsible directly to the Secretary of the Navy. As of 30 June 1949, there were 102 Community Courts with 127 indigenous Judges, eight Justice Courts with nine indigenous judges and six non-indigenous judges, four Superior Courts with eight indigenous and five non-indigenous judges, and one District Court with two non-indigenous judges. Of these only the two judges of the District Court are trained in American law. One of the judges of the District Court is the Chief Justice.
The bai (men’s house), Ngulu, Western Caroline Islands
The islands of the Trust Territory have no large-scale resources at the present time. They will sustain the local island peoples reasonably well in terms of present population numbers and level of economic needs and habits. There are limited opportunities for future expansion and development.

The Germans, during their regime, were particularly interested in the production of copra and the mining of phosphate. Later, the Japanese, short of raw materials of almost every kind at home and under stress of their developing war economy, undertook extensive exploitation of the resources which they could find. Japanese nationals poured into the Territory, especially to the sugar producing islands of the Marianas and to the main islands of the Palaus. Intensive prospecting of mineral resources was launched; farms and plantations were extended in favorable localities; industries of the tropical waters were developed; businesses sprang up in the centers; and trading operations with the islanders expanded. By the outbreak of World War II the islanders other than in very isolated areas, although they had moved far from the older subsistence economy and had become accustomed to depending upon a whole range of imported consumer goods, were being largely shouldered aside by the vigorous and aggressive Japanese immigrant groups.

With the advent of war the economic situation changed dramatically. The islanders, in addition to being cut off from peace-time trade and so forced back upon the older subsistence sources, were displaced from their homes, gardens and fishing grounds, in many instances were used as forced labor, had their products commandeered by the Japanese, and otherwise suffered dislocation and deprivation. After the American occupation, extensive relief and rehabilitation became necessary.

The general economic policies followed by Military Government and subsequently by Civil Administration have been set out in a number of directives. An early communication of the Commander in Chief, Pacific Fleet, dated 26 October 1945, says: "Part of the mission and duty of U.S. Naval Military Government is the institution of a sound program of economic development of trade, industry and agriculture along lines which will ensure that the profits and benefits thereof accrue to the native inhabitants and which will assist them in achieving the highest possible level of economic independence."

The directives issued by the Commander in Chief, Pacific, and U.S. Pacific Fleet on 12 December 1945, explained this objective, and emphasized the need of restoring damaged properties and facilities, avoiding indiscriminate exploitation of the meager natural resources, and encouraging trade, industry, and agriculture along lines which would benefit the islanders directly and which would pave the way for ultimate ownership and management to be transferred to their hands. "The establishment for the profit of aliens of enterprises which tend to maintain the native economy at the level of cheap labor and those which do not permit the natives to enjoy the full benefits of their own labor and enterprise shall not be tolerated." This communication pointed to the United States Commercial Company as the federal agency designated to provide trade goods, purchase and market handicraft and copra, and conduct such other commercial enterprises as might be appropriate.

A later general directive by Commander Marianas on economic development, issued on 18 November 1946, defined the relationship between Military Government and the United States Commercial Company. Military Government, it emphasized, was ultimately responsible for the restoration and development of the island economy. It had to assure that the profits and benefits of local resources and labor accrued to the islanders themselves and that progress toward economic independence was constant. The role of the United States Commercial Company was to assist in this task, first, by encouragement and guidance of agriculture and second by trade and industry. Military Government, however, had to take the initiative in securing and supporting that cooperation. The efforts of Military Government and the United States Commercial Company were to be constantly coordinated through local contact and mutual understanding and the two activities were to be completely complementary. The Navy was to support the United States Commercial Company to the greatest possible extent.

A further exposition of economic policy was set forth in a communication from the Chief of Naval Operations to the Military Governor in April 1947. This provided the main basis for
continued economic activities not only during the remaining period of Military Government (until July 1947), but also under the subsequent Civil Administration. It listed the following as basic objectives:

1. Developing throughout the area a balanced economy through the full utilization, in accordance with sound conservation principles and for the benefit of the local inhabitants, of the natural and other resources to meet local needs as well as to provide payment for those goods and services which must be imported into the area.

2. Assisting the local inhabitants in assuming a maximum of responsibility for their own economy and preventing their economic exploitation by either local or outside interests.

3. Establishing standards of living for the local inhabitants at least equal to those existing prior to the war with Japan.

4. Assisting the local inhabitants, in so far as feasible, to become qualified for and to obtain employment in all occupations, employment and professions adapted to the area, without discrimination.

5. Providing agricultural tools and implements, seeds, fertilizers, insecticides, fishing gear, trade goods and other essential supplies, including materials required for housing, education and welfare, to carry out the basic policy.

6. Authorizing the development of trade stores for the sale of merchandise in cases where normal distribution channels are inadequate. Encouragement is to be given to the reconstruction of normal trade channels by providing opportunity, to local traders and trade organizations to establish private distribution channels. The access which such trades have to outside public or private sources of civilian supplies, is however, to be controlled by the Military Governor so as to advance the objectives stated below.

Under the terms of this directive, the Military Governor was called upon to restore essential public utilities and transportation, and to encourage the development of commercial fishing and handicraft work, and the development of such resources as phosphate, bauxite, and copra. Upon prior approval of the Navy Department, he might utilize the services of outside individuals or corporations on a contract basis, but only where local enterprise was not yet prepared to undertake such activities.

Every effort was to be made jointly by Military Government and the United States Commercial Company to reestablish the local economy on a firm basis. The objective would be to assist the islanders to handle their own economic problems. They were to be encouraged in private enterprise and individual initiative, and urged to establish their own businesses and to carry on their own trade program as soon as possible. The policies for specific economic activities were to be formulated by Military Government jointly with the United States Commercial Company and these policies were to be effected by the United States Commercial Company. To implement the overall policy of getting the islanders to take a more active part in their own economy, the following steps were taken:

1. Surplus local goods were to be purchased by the United States Commercial Company in order to provide a source of income to the islanders.

2. Consumer goods were to be provided through sale by the United States Commercial Company in order to provide a source of supply to the islanders.

3. The United States Commercial Company was to stimulate local private enterprise by providing at low cost capital goods and durable consumer goods, in order to facilitate the establishment of local businesses.

With the change to Civil Administration and the replacement of the United States Commercial Company by the Island Trading Company of Micronesia the policies set out above have been continued.

United States Commercial Company

The United States Commercial Company was a subsidiary of the Reconstruction Finance Corporation, and operated not only in the Pacific Islands but also in Japan. Started in 1945, it devised
The first helicopter to land at Mokil, Eastern Caroline Islands
programs to establish island trade, to revitalize agriculture, and to replenish livestock and poultry supplies. It also sponsored extensive research, in close cooperation with Military Government, relating to the resources, local living conditions, pests and diseases, and other relevant fields of economic inquiry.

Under United States Commercial Company and Military Government auspices, progress was made in the rehabilitation of the copra industry. Emphasis was placed on the restoration of coconut trees damaged by the war, and by the ravages of coconut beetles in some areas. The handicraft business was developed and improved. Retail trade stores, established in the outlying communities on a predominantly cooperative basis thrived, and conducted trade functions formerly performed by the Japanese. Efforts were made to improve livestock strains by introducing animals from excess stocks held on Guam and Tinian by the United States Commercial Company.

Island Trading Company

In the summer of 1947, the Reconstruction Finance Corporation requested that the United States Commercial Company be relieved of its commitments in the program, and the work be continued by another governmental agency. The Civil Administration authorities therefore developed a new organization, the Island Trading Company of Micronesia, which took over its activities on 1 January 1948.

The Island Trading Company of Micronesia was incorporated by Special Proclamation of the Governor of Guam dated 8 December 1947 by and with the consent of both houses of the Guam Congress in joint session. All the capital stock of the corporation is held by the Deputy High Commissioner of the Trust Territory of the Pacific Islands. The stock is not transferrable but passes automatically to his successor in office. Its Board of Directors consists of chosen naval and civilian personnel, the latter including some of the experienced officials of the former United States Commercial Company. All United States Commercial Company property (capital and consumer goods, warehouses, handicraft, copra, and records pertinent to current activities) was transferred to the new company. The aims of the Island Trading Company, as outlined in its charter are similar to those of its predecessor, and consist essentially of the restoration and rehabilitation of trade so that the island economy can be reestablished on a sound basis.

The Island Trading Company operates branch establishments in Guam, Koror, Yap, Truk, Ponape, Kwajalein and Majuro. In October 1949, the headquarters was moved to Pearl Harbor, coincidental with the move of the Staff of the Deputy High Commissioner.

Agriculture

The islands are known to be inherently poor as to natural resources and certain aspects of climate as they relate to most agricultural crops. These deficiencies, coupled with the small area and the wide dispersal of the islands, constitute a serious handicap to the production and marketing of commercial agricultural products.

Viewed from American standards of environment and economy, cultivated annual crops in the Pacific Islands are poor and would not be considered economically practicable. Generally the soils are of low fertility, thin, and susceptible to erosion; the rainfall is not well distributed; control of weeds is a major problem; insect pests and diseases are a constant menace; and with grain crops there are troubles of pollination and of curing the crop. In spite of these limitations the island peoples have well developed systems of traditional subsistence gardening, growing a fair range of root and fruit crops adapted to the local conditions. Administrative policy has stressed scientific development and improvement of agriculture among the islanders as a means of stabilizing their economic life. As a part of this scientific work, carnivorous snails have been imported from Africa and placed on Agrihan Island as an experiment in the control of the Giant African Snail.

Commercial Agriculture

The principal money crop of the territory has always been copra. It has occupied a place of paramount importance since the foundations of the trade were established in the 1850's. Additionally, some island growers around the ports have sold a small amount of their food-stuffs to visiting ships and to the local urban markets, and this type of commercial food production is particularly developed in the Northern Marianas today. The Japanese developed commercial agricultural production of sugar cane and manioc on a large scale, but these enterprises were halted with the American occupation, if not before, and the related mills and other mechanized equipment were destroyed in the bombing and shelling which preceded the invasion.
The main objective in commercial agriculture during the postwar period for both Military Government-Civil Administration and U.S. Commercial Company-Island Trading Company personnel has been the rehabilitation of the copra industry. In the early days following occupation, Military Government units had high hopes of quick revival of this enterprise, and some cargoes of copra were collected from outer islands. The collapse of transportation facilities during 1946, combined with a shortage of copra bags, set back this incipient trade for some time. Furthermore many island communities were too busy rebuilding homes and reviving their subsistence gardens to take time for copra manufacture, the more so as trade goods were short and money had limited value. Not until 1947 did copra output begin to assume once again its dominant place in the commercial economy. In that year output was estimated as approximately 5,000 tons. Since that time copra production has been increasing steadily. For the fiscal year 1950 copra purchases totalled 9,720 short tons. This total is still far short of the Japanese production of 17,000 tons for 1937. Although the field price of copra has fallen, production continues to increase. Micronesian copra now pays a two cent per pound coconut oil tax on stateside sales. This tax forces Trust Territory copra to seek other than United States markets or to take a reduction in price.

On most islands the stands of coconut are in reasonably good condition, though trees are often old and replanting should be done for continuity of production. Those trees planted in German days are well on toward the end of their effective bearing period, usually about sixty to eighty years. New trees require seven to eight years to come into bearing. In some areas, however, war bombing and shelling, combined with the cutting of trees for airfields, has resulted in the destruction of formerly productive areas. Combined with this war destruction have been the ravages of insect pests, most severe in the Saipan-Tinian area (the Mariana beetle) and the Palau (the rhinoceros beetle). On Saipan and Tinian coconut production is almost wholly at an end, and great sections of the Palau are in a similar position. The Navy and Pacific Science Board have been working continuously to bring these insects under control. Three entomologists in the employ of the administration are working on the insect problem in Micronesia. Two shipments of the wasp parasite, Scolia ruficornis, from Mombasa, Kenya Colony have been sent to Palau. The wasp appears to have become established but not yet in sufficient numbers to be effective. Replanting of war damage areas has also been started, especially in the Marshalls and Marianas.

As a result of the findings of the economic survey effected by the United States Commercial Company, steps were taken to get the most effective use of limited natural resources. A small agricultural experimental station has been established on Saipan and at Ponape an agricultural demonstration station is now in operation for the purpose of experimentation with both indigenous and exotic plants and trees. Close liaison with the University of Hawaii is maintained in these matters. New plants deemed suitable to the area have been introduced but have not as yet been distributed. A 2700 acre coconut plantation at Metalamin, Ponape, is still in a somewhat rehabilitated and harvesting commenced in the fall of 1949.

The Administration has continued to initiate surveys to conserve and develop natural resources. The conservation policy, recommended by the Conservation Committee for Micronesia, is aimed at continuing productivity of renewable resources and judicious use of non-renewable ones. The U.S. Geological Survey has recently completed studies of the Western Caroline and Marianas Islands. The Staff Conservationist has made an investigation of conservation of land resources by control of erosion. At present a group of ten scientists, jointly sponsored by the Navy and the Pacific Science Board, are engaged in an ecological study of Arno in the Marshall Islands to provide data for determining the carrying capacity of a typical atoll. The Scientific Investigation of Micronesia (SIM) program is continuing investigations in natural science.

Livestock

After the Americans took over, the government authorities and the United States Commercial Company took steps to replenish the livestock population. The prime concern was to rebuild and revitalize the depleted livestock strains in island communities. Some fresh milk and eggs have been supplied to American military forces, though not in any large quantity. It may be noted that local fresh meat has not been used by the Americans, who have always depended on imported frozen meat. The Marianas have been the principal center for the development and redistribution of herds and flocks, and for scientific investigation relating to diseases and other aspects of animal husbandry.

Smaller numbers of livestock have also been maintained for periods by U.S. Commercial Company personnel at the Ponape Agricultural Station and at their other centers. But these were also disposed of at the time of the liquidation of the company or before. These government-run enterprises have in turn sold livestock to the islanders at minimum cost. On Saipan and Rota
Admiral Arthur W. Radford, USN, High Commissioner, talks with men of Ngulu, Western Caroline Islands.
Chamorro farm associations have been interested in improving their livestock as part of their farming operations. Administrative field parties visiting the small outlying islands have had very frequent requests for additional hogs and chickens for breeding purposes. In some instances more fortunate island communities have helped those whose livestock was destroyed or depleted during the war by passing over hogs and chickens independently of the government authorities.

Following is the population estimates of livestock within the Territory:

<table>
<thead>
<tr>
<th>Animal</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Horses</td>
<td>5</td>
</tr>
<tr>
<td>Hogs</td>
<td>3,775</td>
</tr>
<tr>
<td>Cattle</td>
<td>1,012</td>
</tr>
<tr>
<td>Carabao</td>
<td>126</td>
</tr>
<tr>
<td>Goats</td>
<td>1,529</td>
</tr>
<tr>
<td>Chickens</td>
<td>11,550</td>
</tr>
<tr>
<td>Ducks</td>
<td>500</td>
</tr>
</tbody>
</table>

**Marine Resources**

The marine resources of the Trust Territory occupy a place of paramount importance in the life of the average islander. Fish constitutes, next to vegetables, the principal subsistence and much of the islanders' time is devoted to fishing. It is because of the importance of marine resources in reference to subsistence that an understanding of the island fisheries and the potentialities thereof is necessary. Fish and activities devoted to the procurement thereof are important also in terms of commercial possibilities.

While opinions have differed as regards the potential value of the marine resources of the Trust Territory, it can be said, on the basis of the knowledge of Japanese activities, that the supply of marine resources is not meager. For example, by 1937 the Japanese had developed bonito fishing to produce 75,000,000 pounds annually using small craft based at Saipan, Koror, Truk, and Ponape.

Fishing has always played a major part in the subsistence economy of the great majority of islanders. This is especially true of the inhabitants of the low coral islands for whom the supply of land products—animal and vegetable—is marginal. It is least true for the inhabitants of high islands which do not have extensive sheltered lagoons and reefs to provide plentiful supplies of easily accessible marine products.

On a subsistence basis, fish products are abundant in number and variety. Shellfish, including marine snails, clams, spiny lobsters, and a host of others are usually taken by hand on the flat reefs near shore, or by spearing. Reef fish of many species are common both within and without lagoons and are taken with hook and line, by diving and spearing, by weirs and stone traps, some measuring two hundred yards across, and by hand-lifted traps. Outside the reefs, orevalle, bonito, barracuda, and occasionally shark are taken by trolling. Flying fish are caught in scoop nets at night and the sight of coconut leaf torches being used for night fishing is common.

Saipan is an exception to the straight subsistence type of fishing, for in 1946 the Military Government authorities helped to establish the Saipan Fishing Company, a cooperative organization operated by approximately seventy Carolinians who reside on Saipan. This company operates several sampans and engages in both reef and deep sea fishing. Sales in 1950 amounted to $25,777.86.

Marine products which have commercial potentialities are bonito, tuna, mackerel, shark fins, trepang, pearls, pearl shells, sponges, and cowrie shells.

Recently the waters in the Trust Territory were opened to commercial fishing operations of all nations by a directive issued by SANACC (State Army Navy Air Coordinating Committee). The State Department published a formal statement of policy governing fishing operations, and provided for strict control and licensing by the High Commissioner. In a three month period over 3,000 tons of fish were taken by a SCAF sponsored Japanese fishing project using long lines and mother ship operations in the areas south and west of Truk. With the exception of the Japanese, no active interest has been shown in beginning any fishing operations.
Mining

The economic potentialities of the mining industry in the Trust Territory are restricted by the many limitations placed upon it by the ravages of war and the problems of long-distance hauling of relatively small amounts of inferior minerals. Mining installations erected by the Japanese were either totally destroyed or rendered inoperative by military action. The cost of repairs, according to recent surveys, does not appear justifiable in the light of future profits that could be realized. Open-pit mining, the most practical means of extracting the bulk of minerals from the geological structure of most Pacific Islands, would, in most cases, reduce the cultivatable land area used as a source of subsistence by the islanders.

Japanese surveys of the mineral resources of the area have proved to be exhaustive and reasonably accurate. These indicate that other than for limited sources of phosphate, bauxite and manganese, the territory has little to offer in the way of mining developments of any significant dimensions. For mineral-starved Japan, however, gearing its economy to war, it was worth the fullest effort to use what minerals were available. Where the Germans had done no mining other than to develop rock phosphate works at Angaur Island, the Japanese companies with government encouragement prospected the islands thoroughly. Especially after 1936 they worked mineral deposits which could not possibly be commercially profitable under peacetime conditions.

The only mineral resource being worked in the Trust Territory is the phosphate at Angaur, where a Japanese company under SCAP has been actively carrying on mining operations since July 1946. During the fiscal year 1950 a total of 134,741 long tons of phosphate from this source was laid down in Japanese ports. The agreements under which phosphate is mined on Angaur have been reviewed during the past year and are in complete accord with the desires of the indigenous people and with the spirit of trusteeship. A comprehensive geological and hydrological survey of the island was made and its findings and recommendations utilized in drafting the agreements. The new agreements provide for an appreciably higher return for ore mined, protection of existing garden lands, and for the rehabilitation of the areas previously mined. Provision is also made for distribution of the proceeds among the clans affected by the operation and for payment of taxes by the mining company to the Trust Territory for the amount of ore mined.

Forestry

The island peoples have a practical working knowledge of the worth of local forest products, having used the local timbers for constructing houses and canoes, fibers and barks for craftwork, juices for dyes and fish poisons, and so on. The food producing trees such as the coconut, breadfruit, and pandanus are also vital in the local economy. These aspects of forest utilization are in general still continuing, and programs to exploit the cocoa and coffee plantations have been initiated.

The small coral islands have strictly limited amounts of available forestry resources. Care must be exercised in their exploitation and little opportunity exists for commercial development. The high islands, in most cases, have larger forest resources; there are some exceptions, notably Saipan and Tinian. At the present time a forestry expert is making a thorough survey of the Territory to determine the possibility of further economic development.

Light Industry and Business

The war, and the subsequent expulsion of Japanese nationals, wiped out the majority of the native owned and operated industries and small businesses. Subsequently, more enterprising and sophisticated islanders have started to fill in the void by setting up businesses and light industries of those kinds which still have a local appeal or external market outlets. Today the level of enterprise is greatest on Saipan, which has reached a point where such businesses as garages, watch repair shops, silversmiths, laundries, cobblers, and florists find a ready place in the local economy. In the Truk and Palau Districts barbers, carpenters, and retail store owners, as well as restauranteurs, compose the bulk of the businessmen.

By far the most important of the light industries of the post-war period, however, is handicraft manufacture, which is based upon traditional local crafts. From the first coming of United States forces the demand for souvenirs and curios has been enormous. In the Marshalls, the first islands to be occupied, the absence of regular forms of export such as copra and shell made handicraft work the economic mainstay, and the value of the output in the early period totaled many thousands of dollars monthly. The Foreign Economic administration and
later the U.S. Commercial Company and now the Island Trading Company has standardized the form, quality and price of such craft work. In the islands further west purchases of local handicraft were also pushed, and the articles standardized, and this form of light industry has become a regular part of the post-war commercial economy. Among the most popular objects are mats, fans, necklaces, grass skirts, belts, cigarette cases, purses, and carved wooden figurines. In general such work is done by women. So far, all handicraft articles have been absorbed in the Guam, Hawaii and San Francisco markets. Wholly native owned wholesale outlets now exist in Saipan, Koror, Truk, Ponape and in the Marshalls. All are showing a normal, healthy growth. The following figures indicate present economic trends.

**Imports**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>$731,870.01</td>
</tr>
<tr>
<td>1949</td>
<td>712,253.17</td>
</tr>
<tr>
<td>1950</td>
<td>$781,877.84</td>
</tr>
<tr>
<td></td>
<td>Island Trading Company only</td>
</tr>
<tr>
<td></td>
<td>100,000.00</td>
</tr>
<tr>
<td></td>
<td>Mail order concerns (estimated)</td>
</tr>
<tr>
<td></td>
<td>300,000.20</td>
</tr>
<tr>
<td></td>
<td>Other imports (estimated)</td>
</tr>
<tr>
<td></td>
<td>300,000.00</td>
</tr>
<tr>
<td>Total</td>
<td>$1,112,253.17</td>
</tr>
</tbody>
</table>

**Exports**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>$894,508.94</td>
</tr>
<tr>
<td>1949</td>
<td>247,359.87</td>
</tr>
<tr>
<td>1950</td>
<td>$80,853.04</td>
</tr>
<tr>
<td></td>
<td>Trade Goods</td>
</tr>
<tr>
<td></td>
<td>671,578.31</td>
</tr>
<tr>
<td></td>
<td>Phosphate ore</td>
</tr>
<tr>
<td></td>
<td>796,714.92</td>
</tr>
<tr>
<td></td>
<td>Copra</td>
</tr>
<tr>
<td></td>
<td>77,201.97</td>
</tr>
<tr>
<td></td>
<td>Handicraft</td>
</tr>
<tr>
<td></td>
<td>45,650.96</td>
</tr>
<tr>
<td></td>
<td>Trochus</td>
</tr>
<tr>
<td></td>
<td>25,314.30</td>
</tr>
<tr>
<td></td>
<td>Fruits and Vegetables</td>
</tr>
<tr>
<td></td>
<td>11,815.20</td>
</tr>
<tr>
<td></td>
<td>Fish</td>
</tr>
<tr>
<td></td>
<td>15,905.28</td>
</tr>
<tr>
<td></td>
<td>Others*</td>
</tr>
<tr>
<td></td>
<td>11,815.20</td>
</tr>
<tr>
<td>Total</td>
<td>$1,729,033.98</td>
</tr>
<tr>
<td>Total:</td>
<td>$3,566,922.59</td>
</tr>
</tbody>
</table>

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

**Currency**

By proclamation of the Military Governor at the time of occupation, United States currency became legal tender in the ex-Japanese mandated islands, and it has now become thoroughly familiar to the islanders in the Trust Territory. The former yen currency was withdrawn, and all persons were required to surrender their yen holdings to the military authorities.

Many of the islanders in the western Carolines continue to use local forms of “money” for intra-group transactions.

**Banking Facilities**

Banking facilities, up to the present time, have been available only on Saipan through a branch of the Bank of Guam. In July 1950, the Bank of America purchased the Bank of Guam and continued the branch bank on Saipan. However, effective 1 January 1951, savings deposit facilities for the inhabitants of the Territory, through the medium of the Island Trading Company, will be established in areas where no banking facilities now exist. The Island Trading Company, as agent for the High Commissioner, will receive, account for, and safeguard deposits. Funds will be deposited or invested separately from other Trust Territory funds. Initially, interest of 1½ per annum, credited semi-annually, will be paid to depositors.
Trade and Commerce

In a directive issued by Commander Marianas on 18 November 1946, each Military Government Unit was requested to encourage local barter, trade, and commerce within the command, particularly among nearby islands and in native craft. Islanders have been trained, by the Navy, in specific billets aboard ships and administrative posts ashore pertaining to trade and commerce.

Goods for import are freighted via Guam (except in the case of the Marshalls and Saipan) by Navy ships or planes servicing the area. Forwarding of goods via surface is handled by the Island Trading Company. From warehouses at the District Centers, they are distributed in turn to the local cooperative or to individual trade outlets. On the main islands they may be carried by the people themselves in carts or outriggers to the more remote areas. For outer islands they are necessarily transported in Navy ships which are under the operational control of the Civil Administrator. Products for export are picked up by the ITC or local wholesalers in field trip vessels under temporary control of the Civil Administrators.

In the Marshalls all goods imported or exported go direct to Kwajalein in Navy bottoms and are then trans-shipped via LST or LSM to Majuro. At the present time approximately 60% of intra-district cargoes are handled by the Marshallese in their own boats.

All possible aid has been given to enable private traders to deal with wholesalers outside the territory. Rates have been fixed for private shipping of goods in Navy or commercial vessels.

Passenger service in Navy inter-island vessels is offered on a space available basis. Standard fares of three cents per sea mile have been established by naval authority. The distance is based on a point to point table of distances, regardless of the route the ship takes. The islanders may use this service by obtaining permission from their respective Civil Administrators. Clergymen and other mission workers and children travel at reduced rates.

Private companies are permitted to operate in the area after obtaining proper clearance from the authorities. At present the Marianas Trading and Steamship Company and the Guam-Pacific Lines are operating ships between Guam, Rota, Tinian and Saipan.

Mail Service for the Islanders

The Islanders living in the Trust Territory enjoy the same mail privileges as members of the military or American civilians residing in the area. For mail from one islander to another on islands where no Navy Post Office is established, the address will indicate the nearest Civil Administration Unit where postal facilities are established and it is then forwarded to the island concerned via local shipping. On islands where postal facilities are established, the address will indicate the local Civil Administration Unit which will assume the responsibility for final delivery to the person to whom it is addressed. All mail from the islanders accepted at a Navy Post Office must comply with the requirements of Postal Laws and Regulations.
School children at Peleliu, Palau Islands, Western Caroline Islands
V.

EDUCATION AND RELIGION

Education During the Japanese Administration

During the Japanese administration of the mandated area of Micronesia, a dual school system was in operation. Children of Japanese nationals attended schools designed to meet their needs; indigenes attended schools established for them. In 1937 there were 25 public schools for the indigenous inhabitants. These island schools were taught mostly by Japanese nationals and emphasized the Japanese language, history and subjects designed to supplement the Japanese economy. This school system reached about one-half of the 8 to 14 year old indigenes. A small percentage of the remaining children attended mission schools which were allowed to continue under the Japanese.

As a result of the Japanese defeat and expulsion by American forces, the school system was dislocated and almost ceased to exist. By the time U.S. Military Government took over the administration of the islands, most of the school buildings had been destroyed or severely damaged. Little text material or teaching aids were available and the only trained teachers were those educated by the missionaries.

Educational Objectives

The primary educational consideration of the present administration is the establishment of a system which will benefit the many and assure progressive development of each community along lines designed to raise the standards of the people in health and hygiene, to better the methods of food production and the nature of the food supply, and to equip the local inhabitants for the conduct of their government and the management of their trade and industry.

The Department of Education

All educational affairs in the Trust Territory are administered by the Department of Education, located at the Headquarters of the High Commissioner at Pearl Harbor. The staff of the Department of Education is comprised of the Director of Education, the Assistant Director of Education who is also the Field Educational Administrator, the Supervisor of Publications and the Supervisor of Libraries. The positions of Supervisor of Agricultural Education and Supervisor of Linguistics have been budgeted but not yet filled. District Educational Administrators are immediately subordinate to the five Civil Administrators of each District and the Civil Administration Representative on Yap. These Educational Administrators direct the conduct of educational affairs, implement the educational policies, and have the responsibility of expanding and supervising the education program within their respective Districts. Acting jointly with the Educational Administrators are indigenous Superintendents of Schools who are rapidly absorbing many educational responsibilities.

Expenses for Education

Actual costs of education are still somewhat misleading as considerable amounts of cost-free surplus war materials have been used. Actual expenditures for education for the fiscal year 1950, divided into the various education programs, are as follows:

<table>
<thead>
<tr>
<th>Types of Schools and Functions Excluding Elementary School Teachers' Salaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Elementary and Intermediate Schools</td>
</tr>
<tr>
<td>Public Advances (Schools on Guam)</td>
</tr>
<tr>
<td>Public Advances (PITTS at Truk)</td>
</tr>
<tr>
<td>Missionary and Private Administration (including Publications)</td>
</tr>
<tr>
<td>Other Expenses</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Object Items Excluding Public Advances Schools on Guam and Elementary School Teachers' Salaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personnel, including indigenous</td>
</tr>
<tr>
<td>Publications</td>
</tr>
<tr>
<td>Supplies and Equipment</td>
</tr>
</tbody>
</table>
Elementary school teachers' salaries are paid from local municipal funds. Both the Ponape and Truk Districts have, with the consent of the municipal officials, placed a luxury tax on cigarettes to defray part of the cost of public education on the municipal level. Out of the collected revenue, teachers’ salaries and other local educational needs are paid.

Public School System

The Administration has established and maintains a free public school system. The elementary school system is designed to attain eventually a six-year course of study. This year it is approaching the requirements of a five-year program of studies. An intermediate school is now in operation at each Civil Administration Unit and at Yap. These schools include a three-year program of studies which extends educational opportunity for qualified students in the Territory to nine years. They also carry on in-service teacher training and adult education classes as parts of their program. The Pacific Islands Teacher Training School (PITTS) on Truk is above the intermediate level and includes three schools: the School of Teacher Training, the School of General Education, and the School of Communications. The School of Teacher Training provides a two and one-half year course; the School of General Education and the School of Communications provide three-year courses. On Guam the School for Medical Assistants, the School for Dental Assistants and the School of Nursing provide educational opportunities for a highly selected type of student above the intermediate school level.

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

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>INDIGENOUS POPULATION</th>
<th>ELEM. SCHS.</th>
<th>ELEM. TCHS.</th>
<th>INT. SCHS.</th>
<th>INT. TCHS.</th>
<th>PITTS TCHS.</th>
<th>TOTAL TCHS.</th>
<th>TOTAL STUDENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palau</td>
<td>11,339</td>
<td>36</td>
<td>78</td>
<td>2</td>
<td>14</td>
<td>0</td>
<td>92</td>
<td>1593</td>
</tr>
<tr>
<td>Truk</td>
<td>15,617</td>
<td>38</td>
<td>42</td>
<td>1</td>
<td>9</td>
<td>1</td>
<td>8</td>
<td>2128</td>
</tr>
<tr>
<td>Ponape</td>
<td>10,024</td>
<td>18</td>
<td>35</td>
<td>1</td>
<td>7</td>
<td>0</td>
<td>42</td>
<td>1350</td>
</tr>
<tr>
<td>Marshall Is.</td>
<td>11,033</td>
<td>34</td>
<td>47</td>
<td>1</td>
<td>7</td>
<td>0</td>
<td>54</td>
<td>1284</td>
</tr>
<tr>
<td>Saipan</td>
<td>6,286</td>
<td>4</td>
<td>19</td>
<td>1</td>
<td>9</td>
<td>0</td>
<td>28</td>
<td>1053</td>
</tr>
<tr>
<td>Total</td>
<td>54,299</td>
<td>130</td>
<td>221</td>
<td>6</td>
<td>46</td>
<td>1</td>
<td>8</td>
<td>7438</td>
</tr>
</tbody>
</table>

The medical and dental schools on Guam are under the administration of the U. S. Naval Hospital, Guam; the nursing school is part of the Guam Memorial Hospital. These schools are not part of the school system of the Trust Territory. Adult education classes at intermediate schools have an enrollment of 183 students which is in addition to the total number of regular students shown in the above table.

Protestant and Catholic mission schools are established in all Districts except Saipan.

MISSION SCHOOLS INCLUDING NUMBER OF SCHOOLS, TEACHERS, AND STUDENTS AS OF 31 MARCH 1950

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>NUMBER OF SCHOOLS</th>
<th>NUMBER OF TEACHERS</th>
<th>TOTAL NUMBER STUDENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palau</td>
<td>2</td>
<td>10</td>
<td>242</td>
</tr>
<tr>
<td>Truk</td>
<td>5</td>
<td>11</td>
<td>446</td>
</tr>
</tbody>
</table>

30
The educational program provides constant training in healthful, ethical, and democratic school, home, and community attitudes and habits, provides physical activities for general health and recreation, and maintains and fosters island cultures, social attitudes and ways of life.

1. Elementary Schools

The elementary school program includes the teaching of correct conversation, reading, spelling, composition and writing in the vernacular; oral English, arithmetic, health and hygiene, social studies, music, art, handwork, and gardening.

2. Intermediate Schools

The intermediate school program includes the teaching of English, reading, writing, spelling, grammar and composition; arithmetic, social studies, art, agriculture, home-making, including sewing, indigenous cooking and preserving; commercial subjects, industrial arts and handicrafts; vocational training in carpentry, boatbuilding, general mechanics and seamanship; recreational activities including sports, games, hobbies, clubs, music, speech and drama.

Adult education and vocational training, with special emphasis on English, have been stressed in those areas where teachers are available. Additional adult instruction has been given in health and public welfare programs. In vocational fields, on-the-job training in the handling and maintenance of machines, electrical systems, and special equipment has been given by American personnel. A program for training seamen throughout the Trust Territory was begun in November, 1946. Each student received instruction in basic English as well as in seamanship.

3. Schools for Higher Education

The schools for higher education maintained at Truk (PITTS) and at Guam (medical, dental, nursing) provide professional and technical training. The curricula of these schools emphasize English as well as specialized subjects and represent the highest degree of education offered by the Department of Education.

Language as Media of Instruction

The vernacular is taught and used as the primary language in the first two years of the elementary school. English is taught only conversationally until the third year, when a shift in emphasis is made and English is increasingly stressed. English is the media of instruction at the intermediate level, but a lack in the proficiency of English does not disqualify a student from attending an intermediate school. The Japanese language is still predominantly used as the lingua franca, but there is an increasing trend toward the general use of English.

School Buildings and Equipment

School building has progressed rapidly especially during the past year. Six new elementary school buildings, including three built of coral block and three of indigenous thatch, have been constructed. Ponape has completed, from concrete block and steel, one student cafeteria, one library and recreation hall and four student dormitories for its intermediate school. Truk is constructing a student activities building which will include a cafeteria, a student body center and a recreation area. In the Marshall Islands, the intermediate school has been remodeled from several Japanese-type buildings on Hite Island in Majuro Atoll. During September 1949, the school was moved from Majuro Island to its new location on Rota Island. At the Pacific
USS SUISUN (AVP 53) off Ngulu, Western Caroline Islands
Islands Teacher Training School a new dining hall and two new dormitories have been constructed, and the communications classrooms have been remodeled from former buildings. Other building programs stressing the use of indigenous materials are being planned in all areas.

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

Facilities for Higher Education Outside the Territory

Public and private scholarships are made available to qualified students for study in schools outside the Trust Territory. In keeping with the American tradition, equal educational opportunities are extended to both sexes. Nineteen students were attending schools and colleges outside the Territory as of June 1950; four students were attending schools in the United States or Hawaii, five in the Philippines, and ten were attending high school at their own expense on Guam.

Indigenous Languages

Languages spoken in the Territory may be classified generally into eight distinct groupings, none of which may in turn be subdivided into local dialects. None is Territory-wide in usage. Language studies and attempts at standardization made by various foreign groups since the time of early Western exploration and settlement in the area have not proven altogether satisfactory. During World War II the United States made a systematic attempt to survey the field from a practical standpoint and published a Civil Affairs Study entitled "The Languages of the Japanese Mandated Islands". The present Administration has encouraged and sponsored research in all major language groups of the Territory, and dictionaries, orthographies and grammars have been prepared. Thus, some progress in language standardization is being made. The position of Supervisor of Languages in the Department of Education has been budgeted for the fiscal year 1950-51. The duties of this position will be to standardize each major language through research and use of data assembled by scientists in the field.

Illiteracy and Mass Education

Adult education, although necessarily modified by local conditions and limited by a lack of trained teachers, is encouraged and provided for in the intermediate schools of the Trust Territory.

Health charts, both in English and the vernacular, have been published and distributed to the field. Radio broadcasting has been developed by the Navy at Truk, Kwajalein and Saipan. Programs for the indigenous population have been broadcast over these stations. The major problem in developing radio broadcasting facilities arises from the lack of available power on all islands except Saipan. It is felt that until some simple consistent source of electric power is available, the use of radio communication can be available only to a very small percentage of the people of the Territory.

A study has been made to ascertain the approximate extent of illiteracy in each district of the Territory. In making this study, literacy was judged as the ability of a person to read and write in any language. The result of this study by districts is as follows:

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>PERCENTAGE OF ILLITERACY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Palau</td>
<td>30%</td>
</tr>
<tr>
<td>Truk</td>
<td>20%</td>
</tr>
<tr>
<td>Ponape</td>
<td>25%</td>
</tr>
<tr>
<td>Marshall Islands</td>
<td>20%</td>
</tr>
<tr>
<td>Saipan</td>
<td>25%</td>
</tr>
</tbody>
</table>

Distribution of Literature and Texts

The Administering Authority has prepared and is distributing textbooks and other reading material specially adapted in vocabulary and content for use in the Territory. This material is written in English and some of it is being translated, printed or mimeographed in the vernacular. The American Red Cross and other organizations and private persons outside the Territory have made substantial donations of general literature. Mission groups have translated
portions of the Bible and the Catechism into several of the areas' vernacular dialects. A textbook writer is employed by the Department of Education to prepare material for the school system which is adaptable to the culture.

Libraries

School libraries, which may also be used by the general public, have been established on a small scale at each intermediate school and at PITTS. They are available at no cost and will be expanded in proportion to the educational advancement of the people.

Teachers' Organizations

The Micronesian Educational Association was formed at PITTS in July 1949, "in order to produce a more effective educational program in the Trust Territory of the Pacific Islands, and for the professional and physical betterment of the indigenous educator." The Marshallese Teachers Association is of local nature and restricted to the Marshall Islands. The public school teachers in Ponape, Truk and Palau are forming local educational associations within their respective Districts. The Micronesian Educational Association publishes the MEA Journal.

Indigenous Culture

Immediately after United States occupation of the islands which now constitute the Trust Territory, it was proclaimed that the existing customs of the local people should be respected. That policy has been consistently adhered to and has been reaffirmed by the Administration in the High Commissioner's Proclamation Number One for the Trust Territory and in the Bill of Rights. Moreover, Section 8 (Education) of Interim Regulation 4-48 provides that the educational program shall respect local cultural patterns and shall foster and encourage the study of local languages, history and arts and crafts.

Active encouragement has been given to the preservation of indigenous music, dances, folklore, arts and handicraft. Assistance has been given in the reconstruction of destroyed clubhouses, the traditional centers of community life. Indigenous cultures and a respect for island customs are being fostered in patterns of family and community life. Island history, legends and folklore, indigenous handicrafts, cooking, music, dancing, recreational activities and celebrations are all encouraged by the schools.

Island Interdependence

Great distances and transportation difficulties limit wide travel within the Trust Territory. However, the Micronesian Educational Association, the first inter-district organization, and the friendly mingling of more and more students of the various islands, is producing a greater degree of awareness of interdependence.

A number of indigenous persons from all areas cooperated with the Department of Education in furnishing legends or legend background material for a textbook, Legends of Micronesia, Volumes I and II, to be published in 1950-51, as well as other materials.

A program to develop a feeling of interdependence and friendly relationships among the people of the Territory is being fostered by student body activities at PITTS and at the medical, dental and nursing schools. The 1949 and 1950 summer sessions at PITTS also have produced encouraging results in promoting these relationships.
Religion

The people of the Trust Territory are predominantly Christian. Indigenous religions, which for the most part are primitive island faiths, are extant in certain areas, mainly Yap and the Palau. Few of the aboriginal beliefs are detrimental to the administration's program and no measures are taken either to curb or to promote ancient religious practices.

The first missionaries to the Pacific Islands, Spanish Catholics, arrived in the Marianas as early as 1596; systematic conversion of the Chamorro inhabitants of the Marianas however, started with the missionary expedition of the Jesuit, Sanvitares, in 1668. By the early eighteenth century Christianization was completed and, from then until the present time, Chamorro life has been largely centered in the Catholic Church. The Catholic missions depend almost entirely upon non-indigenous personnel to carry on their religious and educational activities. The Catholic activities are directed by the Society of Jesus assisted by the Sisters of Mary and the Maryknoll Sisters.

Protestant missionaries first arrived in the islands of the present Trust Territory in 1854. They trained and ordained selected indigenes to spread the Protestant faith. Today the Protestant missionary activity is largely an indigenous - established and maintained organization, functioning under the control of the American Board of Foreign Missions.

Catholic and Protestant missions have about equal followings in the Territory. The Marshall Islands District is predominantly Protestant; the Saipan District is almost exclusively Catholic. The remaining Districts are about equal in the distribution except for Yap where, generally, there are only Catholics and non-Christians.

During the war, Japanese authorities took all Spanish and German mission workers into custody. When released by the Americans they were helped to return to their stations. A number of the older missionaries have left the islands but the depletion of former mission personnel has been remedied by the recruiting of both Catholic and Protestant mission workers, in most cases from the United States.

The islanders have characteristically given generous support to their churches. The building and maintenance of churches is handled as a group affair and many of the church structures are quite elaborate. Financial contributions to the church, often swelled by vigorous competition between communities and households on a prestige basis, may include a major payment collected at a given time annually with high ceremony during the visit of white missionary representatives.

Relations between naval administrative staffs and the church are excellent. Conferences between administrators and missionaries throughout the area are frequent, and also between the highest officials in Washington and Guam and the top representatives of the mission bodies.
Fleet Medical Officer talks with health aide and patient at dispensary, Ngulu, Western Caroline Islands
VI. HEALTH AND SANITATION

Medical Background

Before the arrival of the white man from Europe and American and the yellow man from Asia, the people of the Pacific Islands had had no contact with the infectious diseases of civilization and hence no racial immunity against them. They have paid dearly for their associations with foreigners in the past. Their population a century and a half ago was three times what it is today and the loss can be attributed directly to their contacts with the outside world. Epidemics of infectious disease played a major role. Typhoid fever, small-box and measles were particularly virulent and exacted heavy tolls in life among persons of all ages. The other eruptive and infectious diseases were deadly among the children with reports that in many places only one child out of four survived his second birthday. Birth rates dropped. The Japanese reported that 50% of the marriages at Tap and between 20% and 30% in the Palaus were sterile. The reasons for this were never determined but it is known that the venereal disease rates in the Palaus are extremely high and this may be an important factor. Many islands which fell under the domination of Spain experienced wars of extermination and governmental tyrannies which depleted the populations.

The health of the natives received little consideration until the beginning of the twentieth century. Germany exercised control over the area for 15 years following the Spanish-American War and made some progress in the improvement of sanitation. The Japanese who followed made an excellent start during the first fifteen years of their tenure. They built seven hospitals throughout the mandated area, primarily for the care of Japanese immigrants but services were provided for the natives on a fee basis when they could afford to pay for them. Measures were taken by Japan to introduce modern sanitation and at Tap a sincere effort was made to reverse the depopulation trend caused by tuberculosis. The Japanese were too busy with other matters after 1937 to give serious consideration to public health and when war came it proved disastrous for the natives. Islands where the Japanese established military bases became the targets of bombers, naval gunfire, and landing operations. Native life was disrupted and, while a relatively few islanders were killed or wounded, their villages were reduced to shambles and their means of livelihood destroyed. The population which lived in close contact with Japanese garrison forces became heavily seeded with tuberculosis and venereal diseases.

Medical Program of U.S. Navy

As soon as American military forces took over the islands of the former Japanese mandated area in 1944-1945, medical facilities were furnished by the U.S. Navy Medical Corps. Medical care was immediately extended to the inhabitants living near military establishments and attention paid to the sanitation of their villages as a part of the program to protect the health of military personnel. These practices were carried over into the post-war period under U.S. Naval Military Government and were extended to include all the islands within the limits of available resources. The acceptance of the Trusteeship for the Pacific Islands by the United States in July 1947 obligated the Administering Authority "to care for and improve the health of the inhabitants," so a definite long-range medical program was necessary.

Two courses of action were open for consideration. The first was to recognize the inhabitants as a primitive people who were satisfied to be left undisturbed in their native ways of life and to limit all actions in the fields of health and sanitation to that required in protecting the health of American administrators living in their communities. Such a course would be simple and economical and would follow the precedents set by our Spanish, German and Japanese predecessors. It had the advantage of avoiding the encouragement of an attitude of dependence among the islanders but it would accomplish little in improving the health of the people, lowering infant mortality rates or building up the population to levels that existed before the coming of the foreigners. The second alternative was to interpret the challenge of the Trusteeship Agreement literally and to proceed upon a course of action that would be based upon accepted American standards.

The second alternative was selected. The program adopted was based upon the establishment of the goals to be attained and upon the employment of native leadership in overcoming the conservatism about modern ideas of health and sanitation. It was recognized that the most important phases of the program were medical and dental care for all the inhabitants and a public health organization that would raise the standards of sanitation and control communicable diseases. It was realized that this would require a large group of trained personnel which it would not be practicable to furnish from those serving in the medical department of the Navy.
It was decided, therefore, to train selected native men and women for many of these duties and, after training them, to enroll them as paid employees of the Civil Administration for service among their own people, preferably on their native islands, where they would be able to carry out routine duties under the supervision of a few key medical department personnel, strategically located at the various Civil Administration headquarters. This plan will relieve the medical department of a personnel problem, and in addition, it will place a considerable portion of the health program in the hands of the inhabitants who will administer to most of the needs of their people and serve as leaders in overcoming the native reluctance toward giving up age-old habits. It will promote local participation in and control of the Health Services which is in consonance with the stated policies of the Trusteeship Agreement and the United States Government. It will avoid a hiatus in a functioning service when a civilian agency relieves the Navy of its responsibilities and it will provide such an agency with the nucleus of a functioning organization.

Health Service Policy of the Trust Territory of the Pacific Islands

The Health Services Policy was promulgated by the High Commissioner on August 5, 1947:

THE PACIFIC COMMAND
AND UNITED STATES PACIFIC FLEET
Headquarters of the Commander in Chief
5 August 1947

THE HEALTH SERVICES POLICY FOR THE TRUST TERRITORY OF THE PACIFIC ISLANDS

I. MISSION.

1. To raise public health standards in the Trust Territory of the Pacific Islands and to control preventable disease among the inhabitants thereof.

2. To provide the means of rendering medical and dental care to the inhabitants of the Trust Territory of the Pacific Islands.

3. To conduct medical and dental research into public health problems peculiar to the Trust Territory of the Pacific Islands and their inhabitants.

4. To train native men and women in the arts of medical, dental and nursing practice.

II. PREVENTIVE MEDICINE PROGRAM

1. An annual health and sanitary survey shall be conducted on each inhabited island.

2. Provisions shall be made for the reporting of preventable diseases and the collection of appropriate vital statistics.

3. A program for the eradication of intestinal parasites and yaws shall be placed in operation.

4. An organization for the treatment of tuberculosis and leprosy shall be established.

5. A program to insure potable water and sanitary disposal of sewage and garbage shall be established.

6. The immunization of natives against small-pox, typhoid fever and tetanus shall be routine.

7. An efficient program for the control of rodents and other pests shall be established.

8. Quarantine rules and regulations shall be promulgated to prevent the importation of preventable diseases into the islands and between the separate islands.

9. A practical food sanitation program shall be adopted.

10. A program to improve the nutritional status of the inhabitants shall be established.

11. A venereal disease program shall be maintained.
III. MEDICAL AND DENTAL CARE PROGRAM

1. Hospital, dispensary and out-patient medical and dental care shall be provided for the inhabitants of the Trust Territory of the Pacific Islands. A progressively self-sustaining status for these services shall be encouraged. A procedure for licensure of private practitioners in medicine, dentistry and nursing shall be promulgated.

IV. RESEARCH PROGRAM

1. A medical and dental research program shall be established. It shall embody the procedures for submission of requests and recommendations for research projects and for their consideration by a board of qualified officers appointed for that purpose.

2. Periodic and final reports of all medical and dental research projects shall be submitted, via official channels, to the Bureau of Medicine and Surgery.

V. NATIVE TRAINING PROGRAM

1. A training program for native men and women in the arts of medical, dental and nursing practice shall be maintained to provide a sufficient number of trained individuals to meet the needs of the inhabited islands. Candidates for training shall be carefully chosen for intelligence, leadership, character, good health and such other qualities as may be prescribed, from time to time.

VI. This program shall be considered as the Health Services Policy of the United States Navy for the Trust Territory of the Pacific Islands. Its realization will be dependent upon personnel, funds and other facilities available. Every effort shall be made to reach the goals set at the earliest practicable date.

/s/ LOUIS DENFELD

LOUIS DENFELD
Admiral, U.S. Navy,
High Commissioner,
Trust Territory of the Pacific Islands.

Administration

The Division of Public Health of the Staff of the High Commissioner has cognizance of the implementation of the Health Services Policy. The program is under the general direction of the Director of Public Health who is also the Medical Officer of the Staff of the Commander in Chief Pacific. The immediate control of all health affairs is the responsibility of the Field Medical Officer who is located at Truk. He is responsible for the administration of personnel, hospitals and dispensaries and for the medical training of indigenous personnel. The Civil Administrators are directly responsible for the enforcement of all health and sanitation regulations in their respective Districts. Expenses of the medical program are met, for the most part, by appropriated funds. Health, epidemiological and vital statistics are carefully compiled and are increasing in thoroughness and accuracy each year.

Personnel

The administration will provide medical and dental officers and medical administrative personnel to conduct the health program until indigenes are sufficiently trained to assume the work. The non-indigenous personnel in the field consist of U.S. Navy Medical and Dental Corps Officers, Medical Service Corps Officers and hospital corpsmen, and civilian dentists. Indigenes are employed as medical and dental assistants, nurses, health aides and nurse's aides.

Training

The program for training the islanders to assume an active role in the health services is partly a continuation of the training program which had its origin at Guam before World War II. The schools were reactivated shortly after the reoccupation of the island, the curriculum modernized, and students accepted from Samoa, Koror and Saipan. Later, students were taken from all areas of the Trust Territory.
Three professional training schools currently are in operation at Guam: the School for Medical Assistants, the School for Dental Assistants, and the School of Nursing. The Schools for Medical Assistants and Dental Assistants offer four year courses; the School of Nursing provides a three year course. The curricula are planned so that students are indoctrinated in the fundamental sciences upon which the individual professions are based, and are given training in the practical aspects which they will be able to perform in the field. Students are selected from all Districts on the basis of their attitude for the work, their character and their qualities of leadership. Transportation to Guam and instruction is furnished without expense to the students and each receives a monthly salary sufficient to cover living expenses. In return they are required to serve a period of obligated service as paid employees of the Civil Administration. The obstacles to be met and overcome are formidable. The students' knowledge of the English language is limited and their basic education leaves much to be desired. They are intelligent, however, and eager to learn. It is remarkable how quickly they acquire sufficient command of the language and apply it to their studies. As of June 30, 1950 there were 38 students in the School of Medical Assistants, 25 in the School of Dental Assistants, and 43 in the School of Nursing.

Health aides and nurse's aides are trained at the dispensaries, one of which is located at each District Headquarters. These students, who come from outlying islands, receive a three months course in sanitation and first aid. At the end of that period they return to their home islands to supervise local sanitation and provide simple medical care for their people. Laboratory workers also are trained in the District dispensaries to do routine laboratory tasks and to assist in the pharmacy.

Medical and Dental Facilities

Medical care by U.S. Navy Medical Corps personnel is available at the dispensaries at the five Civil Administration Centers at Koror, Saipan, Truk, Ponape and Majuro and at the sub-dispensary at Yap. Hospital facilities are provided at each of the above and at the sub-dispensary at Kosrae. Dental facilities are provided at each of the Civil Administration Centers by civilian dentists employed by the Civil Administration on a contract basis. The outlying islands have small dispensaries, manned by health aides and, in some cases, nurse's aides, who are capable of giving simple medical care. A doctor and, if possible, a dentist visit the outer islands of their District at least once every three months on the regularly scheduled Civil Administration field trips and inspect the medical facilities and the work of the health and nurse's aides. Patients requiring hospital care are brought back to the District dispensaries by the field trip vessel. Air and surface transportation between the various District Headquarters and Guam permit the transfer to the U.S. Naval Hospital, Guam, of patients requiring facilities beyond the capacity of the District dispensaries. The U.S. Naval Hospital, Guam, with extensive diagnostic and treatment facilities is maintained primarily for the Guamanians but its facilities are also available to the inhabitants of the Trust Territory.

A leprosarium has been established on the island of Tinian in the Mariana Islands, with facilities for housing, isolation and treatment in accordance with the most modern therapeutic standards. At the present time there are 100 patients. The staff consists of a U.S. Navy Medical Officer, who has had special training in the Carville, Louisiana, Leprosarium and in the Kalaupapa Leprosarium on Molokai Island, Territory of Hawaii. He is assisted by a Medical Service Corps officer, five enlisted Hospital Corps technicians, and two health aides. A great majority of the patients are ambulatory and are allowed to perform certain housekeeping tasks about the leprosarium, giving them a sense of usefulness during the same time their disease is being treated. The general morale of the patient population is excellent. Small farms and fishing facilities are made available so that the patients may be able to continue a more or less normal diet. A considerable number of the patients arrived in a state of general physical debility and malnutrition, many having marked anemias as a result of heavy infestation of intestinal parasites. In these patients the institution of specific therapy has necessarily been delayed until such time as the anemia can be corrected. This has necessitated very patient and continuous special laboratory investigations. The Tinian colony is a temporary establishment designed to meet the immediate problem with the facilities that are available. When the extent of the leprosy problem is revealed by the survey data definitive planning must be undertaken for an establishment of a permanent nature. The incidence of leprosy will decline under an enlightened public health regime but complete disappearance of the disease is not expected for several generations.
The following table contains statistics of medical facilities:

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<td>Majuro</td>
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* Includes personnel stationed at local dispensaries on outlying islands of Districts.
** Includes Sub-dispensary, Kwajalein.

Diseases

Since accurate knowledge of the problems involved is fundamental to the successful execution of the medical program, extensive studies of the diseases found in the Trust Territory are continually being made by the medical personnel attached to the dispensaries and the Medical Survey Ship. The principal existing diseases treated in the Trust Territory are or relate to tuberculosis, yaws, intestinal parasites, filariasis and leprosy. Preliminary surveys of the islands indicated that approximately 90 percent of the inhabitants were afflicted with active yaws, 50 percent with intestinal parasites and 5 percent with filariasis. The incidence of tuberculosis could not be gauged until more thorough examinations were possible. Now, each year, substantial reductions are evident in the incidence of disease. Tuberculosis statistics are not yet complete but those already compiled indicate a possible incidence of the disease in one and one-half percent of the entire population. Active yaws has been reduced until now an open lesion is seen in less than one-half percent of the patients who present themselves for treatment. The incidence of intestinal parasites varies markedly in different areas of the Territory although repeated studies and treatment have reduced the over-all number of cases. A total of 100 cases of leprosy has been diagnosed.

Research

Research programs in tropical medicine are being expanded as more medical statistics become available. Special studies are being made of filariasis, intestinal parasites, and epidemic encephalitis. The most valuable sources of material for study are the reports compiled by the medical survey ship, the U.S.S. WHIDBEY.

U.S.S. WHIDBEY

The U.S.S. WHIDBEY (AG-141), a 177 foot, twin screw, Diesel driven vessel, displacing 935 tons, has been converted into a medical survey ship and assigned the mission of obtaining authentic data on the state of health and incidence of disease among the inhabitants, and the status of public health practices on the inhabited islands. The ship is equipped with a clinical laboratory, a photofluorographic unit, and facilities for complete physical and dental
examinations. The medical complement consists of two medical officers, one of whom is a qualified clinical pathologist, the other a roentgenologist, one dental officer, one medical service corps officer qualified in epidemiology and public health, and 12 hospital corpsmen with technical ratings in clinical laboratory, x-ray, dentistry, epidemiology and clerical procedures.

The ship operates on a schedule which permits it to visit each inhabited island and remain long enough to conduct a physical and dental examination of every inhabitant, including photofluorographic chest x-rays, tuberculin skin tests, blood Kahn's, stool examinations and such other laboratory work as is indicated. These examinations are conducted on board ship. The members of the sanitation crew, meanwhile, carry on an investigation of the sanitation situation ashore. They evaluate the merits, or, lack of them, of water supplies, food supplies, sewage and garbage disposal, control of communicable diseases, insect and other pest control, housing, obstetrical practices, and care of the dead, and they collect information on local customs which have a direct bearing on modern public health practices. Statistics thus assembled are coordinated into a report which is submitted upon completion of the work on each island. Data collected in this manner affords an opportunity to base definitive action in the various fields of the health program upon information that is authentic.

The WHIDBET has been received enthusiastically everywhere. As of June 30, 1950, 23,000 people in the Trust Territory had been examined. The survey of the Northern Marshalls, the Western Carolines and part of the Marshalls has been completed; the remaining area in the Marshalls and Eastern Carolines will be covered within the next year.

Preventive Medicine Program

The Preventive Medicine program will require time for complete realization because it is the one most involved with native habits, customs, taboos and superstitions. Success in this field is based upon gaining the confidence of the native leaders and accomplishing the results desired through the influence and authority they exercise. It is felt that satisfactory progress is being made. Attention is now being given to the cleanliness of the villages. The streets are clean, litter is not permitted to accumulate in the coconut groves where it formerly served as breeding places for flies, and all islands have learned the value of DDT spraying. Advantage is taken of every opportunity to impress upon the leaders the importance of safeguarding water supplies and food supplies and it is beginning to bear results in the covering of catchment cisterns and the campaign against flies. Immunization against typhoid, small-pox, and tetanus is being completed on all islands as rapidly as possible. Pit latrines are being adopted in the more progressive communities and garbage is being disposed of by burying to increase the humus content of the soil, or by burning. The more complicated parts of the program, such as communicable disease control, recording of vital statistics and quarantine procedures, will fall in line in good time when the organization for their accomplishment becomes available. There is a general feeling of confidence in the Health Services throughout the entire Trust Territory. The health aides are being accorded respect and satisfactory cooperation and are gradually conditioning the inhabitants for progressively increasing progress in the field of Preventive Medicine.

Summary

It is believed that the progress made by the Health Services during the first years of the Trust Territory organization can be considered satisfactory. A policy has been decided upon and adopted. It is one that is realistic about the problems involved and it charts a course that eventually will meet the obligations imposed by the United Nations, in a manner that is practicable, economical, and in accordance with American standards. An organization which is providing maximum medical and dental care, compatible with present resources, has been established and is functioning. A health and sanitation survey which will produce authentic data to serve as the basis for intelligent planning has been organized and is under way. A leprosarium where the lepers of the Trust Territory can be segregated and treated under hygienic conditions and in accordance with modern concepts has been established. A training program for native men and women which will provide a sufficient number to assume many of the duties of the Health Services has been placed upon a firm and long-range basis. And finally, these accomplishments have been realized in an atmosphere of friendly cooperation between the naval officers serving as Civil Administrators and the Navy Medical Corps, on the one hand, and the inhabitants, on the other. If the successful accomplishments of the first years are an omen of the future, it may be predicted that the health and welfare of the inhabitants of the Trust Territory of the Pacific Islands under American trusteeship is assured.
Admiral Arthur W. Radford, USN, High Commissioner, meets with the inhabitants of Peleliu, Palau Islands, Western Caroline Islands
In reviewing the period of military government and the three-year trusteeship of the Pacific Islands, the United States takes pride in the accomplishments which have been made and eagerly anticipates the progress planned for the future.

The outstanding achievement politically has been the development of self-government, especially on the local or municipal level. Municipal officials are now solving local administrative problems in a more democratic manner and with less assistance from Civil Administration. Regional congresses are functioning as advisory bodies in the Palau and Marshall Islands Districts; proposed charters for congresses in the Ponape and Saipan Districts are being studied.

Indigenous inhabitants are taking an increasing part in the judicial system of the Territory. All elements of the population are entitled to participate and officiate in the courts and at the present time are members of all courts but the District Court and the Court of Appeals. The 102 Community Courts are composed exclusively of indigenes, and nine of the fifteen Justice Court judges and eight of the thirteen Superior Court judges are indigenes.

In economic affairs advancement is slower because the meagerness of the natural resources of the Territory precludes little more than a subsistence economy. It is hoped, however, that the Administration program of diversifying the economy and of encouraging indigenous participation in all suitable forms of agriculture, industry and commerce under a system of free enterprise, will eventually create a self-sufficient economy.

The social welfare and advancement of the people of the Trust Territory is assured by the personal freedoms guaranteed by the Bill of Rights, by continuing attempts to raise the standard of living, and by the application of the knowledge and facilities of modern science to social problems. The basic social customs and conditions are under continuous study so that all policy can be formulated in accordance with the pattern of indigenous custom and culture.

The health and sanitation program of the Administration aims to control preventable diseases and to raise public health standards. Its accomplishments in the fields of medical research and treatment have been spectacular. Much still remains to be done in preventive medicine which, of necessity, is a long-range program.

The progress of the people of the Trust Territory in all fields is basically dependent upon education. For that reason the educational objective of the Administration is to give the indigenes an appreciation of the programs for their advancement, the skills to participate in them, and the knowledge necessary to assume full direction of them at some future time. This is being accomplished by a free public school system which is growing in scope and influence each year.

The Administration has undertaken, as of November 1950, more extensive study of conditions in the outlying islands by initiating administrative and medical field trips. The mission of these trips is to conduct medical and dental work among the inhabitants of the islands, investigate social and economic problems, assist the people in their administrative problems, and develop and improve the schools and teaching techniques. Field trip personnel generally includes a medical officer, a dental officer, an anthropologist, representatives of the Staff Agriculturist, of the Staff Entomologist, and of the Island Trading Company, a hospital corpsman, a dental assistant, and interpreters.

The Trusteeship Council of the United Nations has approved the manner in which the Trust Territory of the Pacific Islands is being administered. The Council has expressed the hope for early enactment of organic legislation, further democratization of municipalities, establishment of a territory-wide legislative body, and greater diversification of the economy of the area, all of which have been under consideration for some time. Recently the Council congratulated the United States on "the substantial progress made in all fields" and stated that "the progress achieved is all the more notable because of the scattered nature of the islands comprising the territory and the relatively short time during which they have been under the administration of the United States."
Few of the accomplishments which have been made would have been possible without the willing cooperation of the citizens of the Trust Territory. Initially the people were understandably reticent before representatives of the fourth nation to control them in less than half a century. Today all but their inherent reserve has vanished and their natural characteristics of cheerfulness, generosity and cooperativeness are always evident. Democratic acculturation has given them confidence in themselves and a desire to look beyond their own horizons. The United States, as their trustee, has the obligation to encourage and guide this development.
NAVY—PEARL HARBOR, T. H.
### HEADQUARTERS

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*a* In San Francisco, California.

Appendix "B(1)"
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Appendix "B(2)"
TRUST TERRITORY OF THE PACIFIC ISLANDS

General Information for Prospective Employees

Aerial View of Yap District Center

This booklet will tell you something about the Trust Territory of the Pacific Islands - its people, their government, and conditions under which Americans work in the area.

Appendix "C"
Objectives.

When the United States agreed to accept responsibility for the administration of the Trust Territory of the Pacific Islands, a formal agreement was approved by the Security Council of the United Nations and the Congress of the United States. This agreement is based upon the provisions of the United Nations Charter relating to the trusteeship system. The United States, therefore, has rights in these islands as well as responsibilities, both of which are outlined by international agreement. We are attempting to fulfill all assumed obligations. As administrators of the Trust Territory our aims are to develop the peoples of the Trust Territory so that they can assume the responsibilities of self-government, to stimulate them to become as nearly economically self-sufficient as possible, and to encourage them to foster respect for their cultures while affording them an opportunity to take on those aspects of western life which will enable them to live richer lives.

Political Status.

What is now known as the Trust Territory of the Pacific Islands was formerly called the Japanese Mandated Islands. Japan administered the area under a mandate from the League of Nations from 1921 until 1944. During World War II we began occupation of the area commencing in the Marshall Islands in January and February of 1944 and continuing until September, when Angaur and Peleliu in the Western Carolines were captured. Administration of the area was then carried on as a Military Government operation by officers of the Navy. In 1947 the United States was designated the Administering Authority of the former Mandated Area under a Trusteeship Agreement with the Security Council of the United Nations, and the area became known as the Trust Territory of the Pacific Islands. Simultaneously with this new arrangement, the President, by Executive Order, dissolved the Military Government operation and instituted civil government on July 18, 1947. At the same time, he delegated to the Secretary of the Navy the authority and responsibility for the civil administration of the Trust Territory on an interim basis until a civilian agency was designated to have the permanent responsibility. Later, the President expressed his intention of transferring the administration of the area to the Department of the Interior, and a Memorandum of Understanding between the Navy and Interior Departments was drawn up setting forth the procedure for effectuating the transfer of administrative responsibilities for the Trust Territory from the Navy to the Interior Department on July 1, 1951. This agreement was approved by the President on September 23, 1949, and the transfer effected as scheduled by Executive Order 10265.
Description.

The Trust Territory islands are scattered over some 3,000,000 square miles of ocean, stretching from 1° to 20° north latitude and from 130° to 172° east longitude. In an east and west direction they extend 2,765 land miles. The territory is located in the Pacific west of the International Date Line and just north of the equator. Its eastern perimeter begins about 4,100 miles from San Francisco, 2,100 miles west and south of Honolulu, and extends to about 500 miles east of the southern Philippines.

The area includes 97 distinct islands and atolls which have a combined land mass of 687 square miles. The island units vary from single islands to large groups of islands and atolls, and from small units (49 are under one square mile in area) to large islands such as Babeldaob in the Palaus (153 square miles) and Ponape (129 square miles). They also vary in elevation from six feet above sea level on the low-lying coral atolls to 3,166 feet on Agrihan Island in the Marianas and 2,579 feet on Ponape Island in the Eastern Carolines.

The highest peaks of a vast submarine volcanic ridge stretching southward from Japan along the western perimeter of the Trust Territory form the islands and island clusters of the Mariana, Yap and Palau Islands. Eastward of this ridge lie a series of submarine elevations on which stand the rest of the Carolines and all of the Marshalls. Except for volcanic outcroppings at Truk, Ponape, and Kusaie, the Eastern Caroline and Marshall Islands are of coral formation, mostly in the form of atolls. The high islands, or volcanic units in general have the better soils built from basaltic or andesitic rock, whereas the others having low coral limestone formations as their basis are definitely limited in soil qualities. Volcanic activity of recent years has occurred only in the extreme northern end of the Marianas on Pagan, an uninhabited island.

Climate.

Nowhere will you find a more uniform climate. True, it gets warm and sometimes uncomfortably so; but rarely does the temperature go to extremes, and it never gets cold. The average mean annual temperature in the Trust Territory is 81°.

Rainfall and humidity are high according to United States standards. The humidity averages around 80 percent most of the time. Rainfall is, in general, heaviest over the southern half of the Trust Territory averaging 120 to 160 inches a year and rarely runs less than 10 inches in any month. In the northern portion, rainfall will vary from 60 to 90 inches a year with pronounced wet and dry seasons. It might be well to mention that precipitation comes in the form of warm rain which all persons soon learn to live with, rather than avoid.
The sun shines brightly over the whole of the Territory. Clouds, however, are ever present to some extent, and most often over land masses. The most beautiful sunrises and sunsets in the world can be seen in this area.

Flora.

Vegetation is lush and verdant throughout most areas. It is tropical flora and includes, in varying amounts in the different districts, coconut, breadfruit, pandanus, orange, lime, papaya, Australian pine, mango, mangrove and various indigenous hard and soft wood trees; hibiscus, ginger, banana, pineapple, taro, sugar cane, tapioca, various grasses, flowering plants, and adapted vegetables such as sweet potatoes, yams, squash, corn, Chinese cabbage, and arrow-root, to mention but a few of the most common. Not all, but many of the temperate climate plants can be grown also in the area.

People.

Some 50,000 people inhabit the Trust Territory. Basically, they are all classed as Micronesians (with the exception of the people of Kapingamarangi and Nukuoro, who are Polynesians) and may be described generally as brown-skinned people of medium stature with dark straight or wavy hair. Anthropologists tell us that many centuries ago they came from southeast Asia.

The people are not of homogenous culture but are divided into eight different cultural groups inhabiting certain general geographical areas. These are Chamorro in the Mariana Islands; Yapese in and around the Yap Islands; and Palauan in the Western Carolines; Trukese, Ponapean, Kusaien in the Eastern Carolines; Polynesian on Kapingamarangi and Nukuoro south of Ponape, and Marshallese in the Marshall Islands. Each group has a separate and distinct language, a separate political system, and a different pattern of living; however, you will find all of them friendly, cheerful and interesting. They are extremely capable in many ways, and definitely know more about working and living properly in their part of the world than we do. Since the job of Americans in the Districts is to aid the Micronesians develop their government and economy, you will work closely with them. You may expect that it will take a time for you to understand their customs and work patterns, and accommodate to their pace. Employees of the Trust Territory must possess a desire to work closely and sympathetically with the Micronesians in the common cause of improving island conditions and government. If you are unwilling to work on the basis of mutual respect with people of other races, or would feel inclined to convey any feeling of superiority over the islanders, do not seriously consider a position in the Trust Territory for you will not be happy in the islands, nor will you be able to gain the respect and confidence of the Micronesians which are essential to the success of our mission.
Description of Districts.

MAJURO

The Marshall Islands consist of 34 low-lying coral atolls, about five single islands and 867 reefs. The Radak, or "Sunrise" chain, comprises 14 atolls, of which Majuro is one, and two single islands. The Ralik, or "Sunset" chain, lies about 130 miles to the westward and is composed of 15 atolls and three single islands.

Majuro, like most of the atolls of the Marshalls, is little more than six feet above sea level. The island is regarded as the capital of the group, and the District Headquarters are located there. Headquarters and housing are on one small, sandy islet of the atoll, while the airstrip is on an adjoining islet. All buildings are close together, and bicycles are an excellent means of transportation, along with the ubiquitous jeep.

The average daily temperature is about 80 degrees, and about 120 inches of rainfall per year, with some in every month. Majuro lies far east of normal typhoon areas.

The Marshallese are Micronesians with Polynesian influence who have long been under the influence of Christian missionaries, predominately Protestant. Population of the District is about 11,300.

PONAPE

Ponape is a high island in the Eastern Carolines which rises gradually from the sea to a height of 2579 feet. Second in size of islands in the Territory (only Babeldaob in the Palaus is larger), Ponape contains 129 square miles of land. The main town is called Kolonia, and is the seat of the District Administrative headquarters. The district extends approximately 300 miles to the east and includes Mokil, Pingelap atolls and the island of Kusaie; and 400 miles to the south to Ngatik, Nukuoro and Kapingamarangi. Both Protestant and Catholic missions serve these islands. The population of the district is about 10,400.

Among the most beautiful islands in the Trust Territory, Ponape is covered with a heavy growth of green, enhanced by the annual rainfall of approximately 300 inches. Prevailing winds from the northeast blow across the islands a large part of the year, but the district is outside the typhoon belt. Average temperature is about 80 degrees, with high humidity. Headquarters and housing areas are somewhat spread out, and roads are poor.

Distinguishing landmark in the Ponape District is Matalanim, ruins of a prehistoric basaltic stone fortress.
TRUK

Truk is located between seven and eight degrees north latitude, and is roughly in the south central section of the Trust Territory. It is a unique coral atoll with five high islands inside the lagoon formed by a barrier reef. At Truk the Japanese had one of their largest Pacific bases, and its evidence still remains on Fefan and Dublon Islands of dry dock, air strips and underground storage caves. Away from Truk proper all islands and atolls are of coral structure.

Administration headquarters are located on the island of Moen. Headquarters offices and housing areas are within walking distance, though business trips must be made over very poor roads to other sections of the island. Transportation facilities are poor.

The climate at Truk is pleasant, though humid. Temperature average is about 80 degrees, and humidity about 84%. Rainfall is approximately 150 inches annually. Truk lies in the belt of the northeast tradewinds and is generally considered outside the normal typhoon belt.

THE MARIANA ISLANDS

Saipan and Tinian in the Mariana Islands, although a part of the Trust Territory of the Pacific Islands, are not administered by the Department of the Interior, but are under Navy Department administration.

Guam, the largest island in Micronesia, is an unincorporated territory of the United States.

Rota, the smallest of the Trust Territory districts, is a single "high" island of the Marianas group, 33 square miles in area, located 50 miles north of Guam. It is the only part of the Marianas under the High Commissioner.

Although nearest to Guam of all the districts, Rota has the most difficult transportation problem since it is served by one flight monthly and only shallow draft vessels can enter its harbor. Rota produces large amounts of garden vegetables for sale in Guam.

The Rotanese number about 900, and the district administrative staff is composed of five Americans.

YAP

Yap, in the Western Caroline Islands, lies nine degrees north of the equator and 3,757 miles southwest of Honolulu. It is 16 miles long and six miles wide, and consists of three main islands narrowly separated from each other by lagoons. Yap District Headquarters are located at Colonia, which is a collection of quonset huts.
and pre-war, concrete structures which, in several instances, have been remodeled. Headquarters offices and living quarters are located within walking distance, though jeeps are used for business in some farther areas connected by roads. Island groups in the Yap District include Ulithi, where there is a Coast Guard station, and the Wolai's, among others.

The average annual rainfall at Yap is 119 inches and the temperature remains fairly constant in the lower eighties. There is a rainy season which extends, roughly, from June through December; February and March are the driest months. Yap lies at the edge of the typhoon belt, where storms form and move north and west toward Japan and the Philippines. An occasional storm may be expected.

There are approximately 2700 Yapese, a dignified, sensitive people who have retained many of their old customs and beliefs. Their stone money and their style of dress, grass skirts and loin cloths, have become the best known of any of the indigenous customs of the Trust Territory. There is a Catholic Mission at Yap; a Protestant group visits members of its faith from its headquarters at Koror.

PALAU

The Palau Islands are the westernmost of the Trust Territory, lying from five to nine degrees north of the equator, and some 500 miles east of Mindanao in the Philippines. Volcanic islands rising abruptly from the sea, the Palaus are among the most beautiful in the Trust Territory. Babeldaob, at the north end of the group, is the largest island in the Trust Territory, and the district includes Peleliu and Angaur, the latter known for its phosphate deposits, and numerous other small islands, mostly uninhabited.

District Headquarters are at Koror, a relatively small island approximately 7 square miles in area. Koror was the capital of the Japanese Mandate, and though it was reduced to a rubble during the war, many remnants of the city of 22,000 still remain. As a result, Palauan dwellings are a conglomerate of quonset tin, old house frames, and the cement foundations of ruined buildings. The working and living areas on Koror are quite dispersed, transportation is limited, and roads are in only fair condition. Jeeps and bicycles are used to good advantage, though the hills and rocky roads sometime make the latter difficult.

Palauans are an extremely gregarious group and among the most sophisticated of all the Trust Territory peoples. They have accepted many aspects of the Japanese culture. Population of the Palau District is 8,652. More than half of the Palauans are Christians, that group divided among the Catholic, Lutheran and Seventh Day Adventist faiths.
Average temperature in the Palaus is about 81 degrees, with high humidity, and rainfall about 155 inches annually. The northeast trade winds of the winter months alternate with the southwest monsoon of the summer months. Most disagreeable weather comes at the change of winds, when occasional high winds and heavy rain may occur. Lying just below the beginning of the typhoon belt, Koror rarely has real typhoons.

The Palaus are covered with green shrubs and trees, but the coconut palm is very nearly extinct because of infestations of the rhinorceros beetle. Staple foods of the Palauans are taro and tapioca, along with fish, sweet potatoes and local fruits.

**Administration.**

The administration of the Trust Territory is under the direction of the High Commissioner with headquarters at Agana, Guam. Public services are provided through six administrative centers located at Majuro, Ponape, Truk, Yap, Koror and Rota.

**Housing.**

Present housing for employees in the Trust Territory is usually of the quonset type though there are some wooden buildings. Houses range from one bedroom and bath to three bedrooms and two baths. Single employees are housed in the hotels in each district, or in a few cases, in a small house with other single employees. Hotel rooms are usually shared with another employee. The rooms vary considerably between districts and range from very comfortable accommodations to reasonably adequate.

These units, however, gradually are being replaced by new concrete hollow tile structures of greater comfort and permanency.

All homes are equipped with an electric stove, refrigerator, water heater and more or less adequate furniture. Washing machines and deep freezers, if not a part of the house equipment, are available on a community-share basis. All houses have inside sanitary facilities and showers. At the present time, some of the refrigerators, stoves, deep freezers and the houses are in need of repair.

Employees should bring with them a small supply of silverware, linen and cooking utensils, as their household effects may be delayed some months in reaching them.

It is not wise to bring either a large amount, or elaborate household equipment. The humidity in the tropics is hard on electrical equipment and wooden articles, and the great distance your effects must be shipped increases the possibility of damage in transit. Electric current in the districts is 110 volt, AC, which is appropriate for all
standard appliances. Some electric fans are available, but you may wish to bring a table or floor model for your quarters.

Insurance on household effects is available to cover damage and loss during transportation and at the districts. Housing is now critical and no dependents are permitted to enter the Territory until quarters have been certified as available by the District Administrator. Housing rents range from $25 to $75 per month, depending on the type, size, age and condition of the unit. Rental includes basic furniture and utilities.

**Clothing.**

Cotton is by far the most practical fabric for tropical living. You will need plenty of changes for health reasons. Do not bring any wool garments except those necessary for travel to and from the Trust Territory, for they will mildew unless kept in a "hot-locker." "Hot-lockers" are heated storage compartments for clothes, shoes, camera, typewriter, radio, etc.

No matter what your position, or your duties, light-weight washable clothing is essential. For men, cotton trousers or shorts, sport or aloha shirts are best. On special occasions it may be appropriate to wear a suit coat, which may be seersucker, linen, or a similar washable material, and shirt and tie. Remember, no dry cleaning facilities are available in the districts.

For women, sunback dresses are popular and other garments should be in this cool category. Shorts are very popular; hose are seldom worn, and hats never—except for protection from the sun. If you like a head cover, a scarf or baseball type cap will suffice. Cotton formals are the thing for occasional special evening events.

Shoes with composition soles last longest, and women's shoes are best selected from among the loafers and sandals for everyday wear. Frequent wettings in the rain, and sharp coral both contribute to short life in footwear. Come well stocked, for replacements are not available locally; or arrange with your local merchant at home to supply you with proper sizes.

Many employees in the districts make use of the mainland mail order houses to replenish their clothing. The service is quite satisfactory, though slow.

Children need little in the way of clothes. Rompers, slacks, shorts, jeans and wash dresses will generally take care of all these problems.

Bring a raincoat (plastic preferred), swimming suits or trunks for the whole family, and dark glasses. Most important - bring plenty of everything that requires frequent changing - you will change clothes often in the tropics.
Food.

Adequate varieties of foodstuffs will be available, though prices are higher than mainland food prices. Staple food items, canned food, frozen foods, eggs and meats are sold at stores at each district center. Variety will not be as extensive as your neighborhood supermarket presents, but it will be adequate for your needs. Your diet will be nutritious and wholesome.

Locally you can procure papaya, fresh limes, squash, fresh coconut, sea foods ranging from crab and lobster from the reefs to tuna fish from the deep sea, and all the bananas you can eat. Some districts have pineapples, oranges and mangoes. Unfortunately, little, if any, lettuce, ripe tomatoes and fresh milk will be available due to transportation problems. Canned milk and some types of baby food will be available, but wherever special diets or particular brands are desired, items should be shipped from the mainland by parcel post to be available at the time required. There are messing facilities for single employees at the monthly rate, for three meals a day, priced at about $90.00 per month.

Health.

Medical facilities on a private basis are not available within the Trust Territory. Therefore, medical services provided by the territory primarily for indigenous citizens will be available to employees and their dependents. There is an American doctor in each district, except Majuro, and adequate dispensary facilities to take care of all normal medical needs. The charges for such services are nominal. Medical care for accidental injury on duty or occupational diseases will be provided within the territory without cost by the Trust Territory Government insofar as the Trust Territory is not restricted by applicable Federal statutes. Non-indigenous employees and dependents who require or who choose outside medical care may be referred to the Guam Memorial Hospital or the U. S. Naval Hospital on Guam at their own expense.

As an off-islander you will find this to be one of the most healthful places in the world. There is no reason to fear exotic diseases, though fungus infections of the feet, hands and ears are fairly common. Children, as a rule, thrive in the area and benefit greatly from the abundance of sunshine, fresh air, and freedom of movement.

Mosquitoes are a bothersome factor in all the islands but they are not the malarial variety. Mosquito nets are rarely needed in the Trust Territory. Hand sprays and insecticides for mosquito control are not furnished by the administration, each householder being responsible for mosquito control in his own home. Some hand spray guns are available locally, but such an item is a good addition to household effects. General mosquito control throughout the islands is handled by the Public Health Department.
Either before departing from the United States or immediately after arrival, you will have to be immunized against smallpox, tetanus, and typhoid. You may prefer to have these inoculations administered by your own doctor. If you wear glasses, it is well to bring along an extra pair, and also your optical prescription to facilitate reordering, if necessary. It is also desirable to have a complete dental check before leaving for the Trust Territory, since dental services are limited to emergency conditions in some places. Persons entering the Trust Territory should be in excellent health, both physically and mentally, in order to adjust their lives to the new and different surroundings. This refers especially to dependents, who also should take a physical examination before coming into the islands.

Life Insurance.

If you are a United States citizen, as an employee of the Government you are automatically entitled to Government group life insurance in the amount of the even thousand dollars next higher than your base annual salary. Cost of this insurance is 25¢ per pay period per $1000 coverage, which is deducted from your pay automatically unless you execute a waiver and file it with the pay officer. Full details of this life insurance are contained in Chapter XVIII of the Trust Territory Personnel Manual.

Insurance For Personal and Household Effects.

Insurance is available at the rate of 12-1/2¢ per month for each $100 of coverage. The insurance applies anywhere within the Trust Territory or on Guam, and covers fire, stranding, sinking or collision of the air or water carrier and against fire and typhoon damage ashore. This insurance is issued by the Personnel Department at Headquarters, or the Administrative Assistants in the field.

Recreation.

Recreational possibilities abound, but you will be forced to provide most of your own amusement. Extensive avenues of recreation are especially present in outdoor activities. Swimming is found throughout the area, although not all districts have beaches close at hand. Some other things you can do are to take deep sea fishing trips, or fish in lagoons by various methods — spearing, trolling, casting, by line or net. The lagoons also offer splendid possibilities for sailing and shell collecting. Families and groups enjoy beach parties, picnics, lobster and crab hunts. Nearly everyone starts a collection of color slides or movies of the colorful scenery and people. So far as sports are concerned, there are all sorts of games played - tennis, volleyball, basketball, and horseshoes, to name the most popular. Movies are shown in all districts, although the films and equipment frequently are old and not of the best. Gardening is a good hobby which also can add hard-to-get green vegetables to the menu.
Most districts make available their official jeeps and boats for evening and weekend recreation when they can be spared. If you are less active, or prefer indoor sports, you will also find plenty to do. All district administration centers have clubs which hold parties, dances, games, etc. You may have some hobby, some particular field of study, or that special writing project you've always wanted to take on. Some of the districts have organized libraries as such, but there are books at the school, official source material books at the district headquarters, and odd assortments, mostly fiction, at the hotel. Several of the districts have developed book clubs.

Shortwave radio reception from Manila, Australia, Japan and the Armed Forces Radio is quite good in most districts. Radios are not supplied for private quarters. Many people like to bring record players and record collections though maintenance is difficult for both because of the humidity.

Leave Travel.

All Government employees employed in the Districts and their dependents, are allowed two trips per calendar year of field service to visit Guam or other districts by air on a space-available, non-revenue basis. This travel is not authorized, however, until after six months' service in the field. Additionally, travel in the Orient is comparatively inexpensive from the Trust Territory, and many employees visit Japan, Hong Kong, Thailand, the Philippines and Indonesia on annual leave.

Possibly the greatest problem for the Americans in the Trust Territory is the small size of the American community in each of the islands. Though the necessities of life are adequate, the extras must be supplied by your own initiative and interest. In an American community of about 60 people, counting men, women and children, you will find yourself rather closely bound by the actions of the rest of the group. If you enjoy city living and the wide variety of entertainment to be found in metropolitan surroundings, you may find the lack of these outlets will result in a feeling of isolation. If you are able to supply your own entertainment, to accept the unexpected, to learn new patterns of living willingly, to stay mentally healthy and adjust easily to these and other changes, you will find the Trust Territory challenging, and will gain greatly from your experience in the area.

Schools.

While schools are located in every district administration center they are there to serve the local islanders. Much of such teaching is done in the local language, especially in the lower grades, and by indigenous teachers, so they are not appropriate to the needs of off-islanders. Very rarely are there enough children of similar age groups to form a separate school along American lines. Consequently,
education is usually provided by correspondence courses at government expense given under individual parental supervision, or to small groups supervised by volunteer teachers. Excellent courses are available for all grades, one through eight, by the Calvert System of Baltimore. Some high school correspondence courses are available.

Mail, Communications and Banking.

United States Post Offices are located in each district administrative headquarters, and provide regular services of parcel post, insuring and registering. The United States mail rates are applicable to and from the United States. Regular plane flights are scheduled for mail in addition to normal cargo and passengers. Surface shipping is scheduled to call every six weeks for bulk cargo, passengers, food, parcel post and other items. There is a radio station at each of the district centers, which is available for commercial traffic. Parcel post takes six to eight weeks for delivery.

United States currency is used throughout the area. Arrangements are available at each district headquarters for you to obtain currency and cash checks. Banking facilities are available only at Guam, where a branch of the Bank of America is located. You are advised to arrange with your bank to carry on your banking requirements by mail. Through arrangements with our Finance and Supply Office, you may make an allotment of any part of your salary to the bank of your choice.

Working Hours.

The standard work week of 40 hours is usually eight hours a day, five days a week, Monday through Friday. Overtime is authorized for emergencies only.

Post Differential.

United States citizen employees, except dependents, assigned to any of the six districts in the Trust Territory and at Guam receive a post differential of 25% over their base salary.

Household Help.

Maids are available in all districts at monthly wages ranging from $12 to $30 per month for an eight-hour day. Very few do any cooking; their services are used chiefly for washing, ironing, cleaning and baby sitting. Most of the housegirls live at their homes and lunch only is generally provided them by the employer. You will find their standards of performance much different than you are accustomed to, but they are a great help.
Transportation.

Transportation is available only by Government vehicles in most of the districts. Bicycles are suitable for Majuro and many employees bring them for themselves and their children with their household effects. Employees may buy Japanese bicycles in the local stores in some districts. Automobiles must be shipped at the employee's expense, which is extremely high. It is suggested that employees desiring private jeeps purchase them on Guam and have them shipped by the Pacific Micronesian Line to their duty stations.

Employment Data.

Employees are appointed under the provisions of the competitive civil service of the U.S. Government and are required to meet Civil Service standards. Only a few employees, such as attorneys, receive excepted appointments.

Employment is under an agreement calling for a minimum period of service of two years, in consideration of which transportation to the duty station and return is provided under Public Law 600. Employees resigning prior to completion of one year of their employment period will be required to reimburse the Government for the cost of their travel and recruitment expenses, and those failing to complete their obligated periods of service must pay their own way home. Employment may be terminated by mutual consent under emergency conditions, which are stated in the employment agreement.

Initial Federal appointment is subject to a one-year probationary or trial period, during which time an employee may be separated and returned to his home if he fails to meet the standards of conduct or efficiency established for his position. Employees discharged for bad conduct, however, will be required to reimburse recruitment costs and to return to their homes at their own expense.

All appointments are subject to security clearance by the U.S. Navy authorizing entry into this restricted area. All employees are likewise subject to loyalty check by the Civil Service Commission after appointment, and so are made subject to investigation.

As appointees to the Trust Territory Government are Federal employees, they are entitled to accrue leave under the Federal Employees Leave Act; to pay at the ratings established by the Classification Act and other legal means; competitive status employees are covered by the U.S. Civil Retirement System; all are eligible for Federal life insurance, and are subject to other entitlements and responsibilities of Federal employment. Details regarding Federal service are obtainable from any office of the Civil Service Commission and, in general, from any Federal office.
TRUST TERRITORY of the PACIFIC ISLANDS

NORTHERN MARIANA, CAROLINE and MARSHALL ISLANDS

TOTAL ISLANDER POPULATION: 63,992

97 INHABITED ATOLLS AND SEPARATE ISLANDS

OCEAN AREA APPROX. 3,000,000 SQ. MILES

667 SQ. MILES OF LAND AREA

2,141 ISLANDS

NOTES:

BROKEN LINES INDICATE TERRITORIAL AREA AND DISTRICTS OF JURISDICTION AND ARE NOT TO BE INTERPRETED AS BOUNDARIES.

A SUPPLY SHIP VISITS EACH DISTRICT CENTERS EVERY 45 TO 50 DAYS.

BROAD LINES INDICATE ROUTE.

DISTRICT ADMINISTRATOR

X UNINHABITED

180°
160°
140°
120°

ACTING HIGH COMMISSIONER 1955
Clothing:

Clothing requirements are substantially the same for all districts. Since there are no dry-cleaning facilities in the Trust Territory, washable clothing is most practical for all occasions. Cottons are usually preferred to rayons and other synthetic fabrics which seem to have greater attraction for insects. Men in office positions wear khaki or cotton shorts, faded denim and other washable trousers, with "aloha" or sport shirts. One or two lightweight suits with accessories are desirable for "dress up" occasions in the evening. Men doing outside work wear clothing appropriate to their work - denims, etc.

Women should bring cotton dresses for general wear plus such clothing for recreation as may be desired. Abbreviated shorts and playsuits are usually worn inside the house and are acceptable for recreation, but are considered immodest by Micronesians in some areas when used for general wear. Low shoes are desirable since most roads and paths are too rough to permit comfortable use of high heels. At most district centers, women wear cotton evening dresses on one or two special occasions during the year. Accessories of any corrosive or rustable metal deteriorate rapidly. Leather molds due to high humidity. Cloth, straw and other fibers, and plastics, have greater durability in this climate.

The tendency is often to bring the latest fashions, and in general, to bring too few garments and clothes of too good quality. This is a good place to bring last year's cotton fashions and wear them out. One should expect to change clothes at least once each day - frequently oftener - due to the heat and humidity.

Shorts and sun-suits are acceptable for children at all times, though a few "dress-up" cottons are desirable for special occasions. Canvas shoes and sandals are most practical.

Local stores and trading companies carry some clothing items. They cater, however, to the Micronesian population primarily, and due to limited stocks and delays in shipping, items desired are not always available. It is advisable to bring adequate supplies of clothing for at least a six-month period. Clothing ordered by mail from Hawaii or Mainland stores takes from six weeks to three months to arrive via parcel post. For those adept at sewing, it is desirable to bring considerable yardage material and make their own shirts and dresses.
Food and other supplies:

At each district center there is at least one store selling foodstuffs, and operated primarily to service administration personnel. In addition, in some districts, there are local stores and trading companies operated primarily for the Micronesian trade which carry a limited stock of canned and staple foods.

Quantities of stocks are ample most of the time and variety is adequate, although favorite brand names are often not obtainable. Shortages occur occasionally when ship schedules cannot be maintained. At no time, however, do shortages of particular items work any great hardship on personnel. Fresh and frozen produce, meats, and all refrigerated items are more often in limited supply due to difficulties of handling, trans-shipping, spoilage, etc. Availability of local fish, meat, and produce varies from island to island.

The Marshall Islands Export-Import Company handles the commissary in Majuro and plans to have many luxury items, as well as the staples now carried, within a year. Food shortages have been most common in the Marshall Islands due to difficulties of refrigeration and storage, but a new refrigeration plant is now under construction and it is expected that when it is completed, frozen fruits and vegetables will be maintained in quantities; this is not possible under present conditions and fresh vegetables and meat are scarce except immediately after the arrival of a ship. There are adequate supplies of canned meats and vegetables and some locally grown items, however, as well as fresh fish from the lagoon.

At Ponape, local beef, pork, fish and venison are usually available for purchase. Limes, bananas, papaya, and other tropical produce are almost always available. Temperate-climate produce (green onions, cucumbers, leaf lettuce, green beans, etc.) are not generally cultivated, but limited quantities are available from time to time. Less produce is available on other islands, and in some instances, custom prohibits sale of local produce.

At Truk, the commissary is operated by the Truk Trading Company, which is the largest of all trading companies in the Trust Territory. In addition to ample stocks of canned goods and meat, all types of household goods, hardware, clothing, fishing and camera equipment, records and record players and appliances are stocked. The Mortlock Trading Company and Nama Trading Company also are available. Limited supplies of locally produced fresh fruits such as limes, papaya, watermelons, bananas, and pineapples, as well as other produce, may also be purchased.

An American operates the Yap Trading Company, which provides food services in the Yap District. The stock of food is adequate but not extensive. In addition, there is a native-operated trading company in the area which caters primarily to the Yapese population.
Adequate food is also available from the commissary in the Koror District Headquarters area which is now operated by the Administration.

Prices for imported (U. S.) foods are fairly standardized among the districts and generally average forty to fifty percent higher than San Francisco prices. Local produce, when available, is considerably cheaper than Mainland prices for produce.

Supplies of other household items (kitchen utensils, linens, etc.) are carried by local trading companies but are not always in stock. It is advisable to bring a quantity of such supplies and equipment for at least a six-months starting period.

Common toilet articles are generally available. It is not possible, however, for commissaries or trading companies to cater to the varied demands of the small group of American women in each community for the many different lines of cosmetics. It is advisable for women to bring a full supply of such personal items and to make arrangements for ordering additional supplies as needed by mail.

Hospital and Medical Facilities

Hospitals are maintained at each district center, adequately staffed, equipped, and supplied at most times to deal with all but the most unusual medical requirements.

Each district hospital is supervised by an American doctor, except in Truk, where the staff consists of two Americans. In addition, each district has an American nurse, as well as a full staff of trained Micronesian physicians and nurses. A nominal charge is made for medical treatment.

For emergencies and unusual cases, facilities of the Navy hospital and Guam Memorial Hospital on Guam are available to Trust Territory personnel.

Dispensaries located throughout the Territory on outlying islands and in outlying areas are staffed and equipped to deal with all routine requirements.

Most common health problems have been fungus and infections and intestinal parasites. Treatment is, of course, available, but these difficulties are experienced only rarely if simple precautions are followed.

(Continued)

Appendix "D"
Housing

Most housing in Ponape, Truk and Koror is of Navy-type Quonset hut construction. There are Quonsets in Yap, but some permanent cement buildings and a few modern auto trailers are also in use in this area. Accommodations on Majuro are primarily of the square type, combination Dallas huts; there are also a few Quonsets.

None of the houses, Dallas or Quonset, is in very good condition, but they can be made attractive and quite comfortable. All have reasonably modern plumbing, with shower stalls in place of bathtubs in practically all districts. Houses are electrically equipped with ranges, refrigerators, and hot water heaters. It is suggested that new employees bring such electrical appliances as may be desired. Short wave radios are popular, and a good record player is a must for those who like music. Some washing machines are available; in some cases one machine being shared by two or three families. For greater convenience, a washing machine may be shipped out; but due to water shortages and changing pressure, the fully automatic machines will not prove satisfactory and are not recommended.

Houses are not supplied with linens, dishes, utensils, table flatware, pillows, or such items. Basic furniture is provided and is generally very good, but not always of the desired style or condition. Rentals range from fifteen to fifty dollars per month depending on the type, size and condition of the unit. Average monthly rental is approximately thirty dollars, including maintenance and utilities.

Recreation

Fishing, shell-collecting, and hiking are popular pastimes in all districts. Music is very popular, and there are many extensive private record collections. One or more movies per week, charging admissions from twenty-five to fifty cents, are operating at each district center. Films are usually not the most recent. Bridge and various other games are a popular evening diversion. A community club at each district center offers facilities for dancing, parties, bingo, and other similar activities.

Other recreation varies from district to district. At some centers, beaches are quite good for swimming though sometimes located at some distance from the housing areas.

In Majuro there is an American club, the premises of which have recently been rebuilt and are quite attractive. There is a very good bathing beach, with dressing rooms. Movies are shown every night in an open air theater for 20¢ both for the Marshallese and American communities.

At Ponape, swimming in fresh water streams is more popular since

(Continued)
the only salt water beaches are accessible by boat or canoe to small islands on the outer reef.

In Truk there is a good beach, but it is located several miles from the headquarters area. In this district, deep-sea fishing at the outer reef is quite popular and there is excellent boating on the lagoon; a number of Americans have their own outriggers. The Truk Community Club has headquarters in the Truk Hotel. It sponsors parties on the first and third Saturday evenings of each month, which feature bingo, bridge and other card games; movies are shown at the Club usually once a week. The country is very scenic, and hiking is popular, as is photography.

In Yap, movies are shown in an outdoor theater once or twice a week for both the Americans and Yapese, at a charge of 50¢. There are no beaches available on Yap since all adjacent water is enclosed by the reef.

Swimming is very popular in Koror. Swimming is from the local dock as well as from the many limestone islands which offer picnic sites for skin-diving, fishing, shell collecting, and parties.

In some districts, sailing (in local canoes) is popular. Motor-boating with small boats and outboard motors is also enjoyed for fishing, picnics, etc. The District Administrations have a few small boats and motors available. Many persons find it well worthwhile to purchase canoes or boats and motors for their personal and family recreation.

Schools

There are no regular schools for American children. The Administration encourages an interested American wife to teach school in each district, for which other parents pay $10.00 per month per child. In this case, the Administration subsidizes the program to insure a minimum income of $100 per month for the teacher. In other cases, mothers teach their own children. Courses from the Calvert School (pre-school and elementary grades) and the American School (high school) are furnished by the Administration.

Transportation

Transportation between Headquarters on Guam and the District Centers is by two-engine amphibious plane, operated by Transocean Air Lines, and by small ships, operated by Pacific Micronesian Lines. The Administration allows two vacation trips each year by these facilities on a space-available basis at government expense to Guam or other districts for employees and (Continued)

Appendix "D"
their dependents. These ships service outer islands from each district center every other month. Accommodations are limited, and passenger space must usually be reserved for administration representatives and essential passengers. Occasionally space is available to permit employees and their families to make such field trips.

Intra-island transportation is predominantly by small boats owned by the administration. These are sometimes available for excursions and recreation. Vehicles owned by the administration are provided for official use. A number of persons have purchased jeeps for private use. Roads are, however, limited in extent, and are generally maintained for vehicular traffic only in the District Center area. On most islands, various sites of interest and for recreational purposes are within reasonable walking distance. A number of employees have purchased outrigger canoes, which may be paddled, sailed or driven by outboard motors, to travel among the nearby islands of the atolls.

Weather

The temperature is almost the same in all districts, ranging from 75° to 85° with a mean average of about 80°. Rainfall is plentiful, Ponape having the highest and Yap the lowest of the districts. Humidity is high. Seasonal tropical storms are not uncommon, especially in the Western Carolines (Koror and Yap). Sunshine is plentiful, and most of our people like the climate very much. There is not much difference between the seasons, the principal difference being in amount of rainfall rather than in temperature.

Population

Figures are constantly changing, but the following are fairly representative of the population in each district, at the District Center island.

<table>
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<th>Micronesia</th>
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<tbody>
<tr>
<td>Majuro, Marshall Islands</td>
<td>1,500</td>
</tr>
<tr>
<td>Ponape, Caroline Islands</td>
<td>5,750</td>
</tr>
<tr>
<td>Truk, Caroline Islands</td>
<td>2,150</td>
</tr>
<tr>
<td>Yap, Caroline Islands</td>
<td>2,750</td>
</tr>
<tr>
<td>Koror, Palau, Caroline Islands</td>
<td>1,100</td>
</tr>
</tbody>
</table>

*U. S. figures include Administration employees and dependents only. A few U. S. Missionaries and other persons are also resident in some areas.

Note: This leaflet describes conditions existing in about 1955. As will be noted from the text material of the thesis, many changes have taken place since that time.
### FIELD HEADQUARTERS - PUBLIC WORKS

<table>
<thead>
<tr>
<th>Position</th>
<th>Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assistant Administrator GS-11</td>
<td>Alfred Hurt</td>
</tr>
<tr>
<td>Maintenance Mechanic W.B.</td>
<td>Henry Kalima</td>
</tr>
<tr>
<td>Cabinet Journeyman W.B.</td>
<td>Goro Yamanaka</td>
</tr>
<tr>
<td>Carpenter Journeyman W.B.</td>
<td>Charles Goo</td>
</tr>
<tr>
<td>Carpenter W.B.</td>
<td>Arthur McBean (Guam)</td>
</tr>
<tr>
<td>Maintenance Mechanic</td>
<td>Jose Lizama (Guam)</td>
</tr>
<tr>
<td>Maintenance Mechanic</td>
<td>Jose Taitano</td>
</tr>
<tr>
<td>Cabinet Journeyman W.B.</td>
<td>Juan Terlaje</td>
</tr>
<tr>
<td>Cabinet Journeyman W.B.</td>
<td>Artemino Maanao</td>
</tr>
</tbody>
</table>

### EXECUTIVE OFFICER - GUAM

<table>
<thead>
<tr>
<th>Position</th>
<th>Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Officer GS-11</td>
<td>Ray Howland</td>
</tr>
<tr>
<td>Administrative Assistant GS-9</td>
<td>Steve Spurin</td>
</tr>
<tr>
<td>Transportation Clerk GS-5</td>
<td>Thelma Gorman</td>
</tr>
<tr>
<td>Clerk-Stenographer GS-4</td>
<td>Lena Mattox</td>
</tr>
<tr>
<td>Clerk-Secretary GS-3</td>
<td>John Jones</td>
</tr>
<tr>
<td>Telegraphic Telephone Operator</td>
<td>Luisa Ada</td>
</tr>
</tbody>
</table>

### FINANCE AND SUPPLY - GUAM

<table>
<thead>
<tr>
<th>Position</th>
<th>Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretary GS-5</td>
<td>Paul Griffin</td>
</tr>
<tr>
<td>Clerk-Stenographer GS-4</td>
<td>Helen Yokopovitch</td>
</tr>
<tr>
<td>Fiscals Accountant GS-11</td>
<td>Sally Higashi</td>
</tr>
<tr>
<td>Fiscals Accountant GS-9</td>
<td>Gerald Wittetoe</td>
</tr>
<tr>
<td>Fiscals Accountant GS-9</td>
<td>James Higashida</td>
</tr>
<tr>
<td>Budget Officer GS-9</td>
<td>Emil Strench</td>
</tr>
<tr>
<td>Payroll Supervisor GS-6</td>
<td>George Hunsberger</td>
</tr>
<tr>
<td>Voucher Examiner GS-6</td>
<td>Massa Yoshimusu</td>
</tr>
<tr>
<td>Time, Leave &amp; Payroll Clerk GS-4</td>
<td>Judy Lewin</td>
</tr>
<tr>
<td>Fiscals Accounting Clerk GS-4</td>
<td>Raymond Fujibashi</td>
</tr>
<tr>
<td>General Supply Officer GS-12</td>
<td>Frederick Suayoshi</td>
</tr>
<tr>
<td>Clerk-Stenographer GS-4</td>
<td>Neil Murphy</td>
</tr>
<tr>
<td>Clerk-Stenographer GS-4</td>
<td>Konatsu Tanaka</td>
</tr>
<tr>
<td>Purchasing Agent GS-11</td>
<td>Louis Mann</td>
</tr>
<tr>
<td>Purchasing Assistant GS-7</td>
<td>Robert Splater</td>
</tr>
<tr>
<td>Voucher Examiner GS-5</td>
<td>Doris Holmes</td>
</tr>
<tr>
<td>Procurement Clerk GS-4</td>
<td>Janet Smith</td>
</tr>
<tr>
<td>Clerk-Typist GS-3</td>
<td>Georgia Smith</td>
</tr>
<tr>
<td>General Supply Assistant GS-9</td>
<td>Lewis Jones</td>
</tr>
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</table>

### FIELD ACTIVITIES - ECONOMICS

<table>
<thead>
<tr>
<th>Position</th>
<th>Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Supply Assistant GS-7</td>
<td>David Holmes</td>
</tr>
<tr>
<td>Storekeeper GS-5</td>
<td>Meredith Williams</td>
</tr>
<tr>
<td>Clerk-Typist GS-3</td>
<td>Francisco Abraham</td>
</tr>
<tr>
<td>Fork-Lift Operator W.B.</td>
<td>Faustina Borja</td>
</tr>
<tr>
<td>Laborer, Warehouse W.B.</td>
<td>Matthew Borja</td>
</tr>
<tr>
<td>General Supply Assistant GS-9</td>
<td>Antonio Lintao</td>
</tr>
<tr>
<td>General Supply Assistant GS-7</td>
<td>Higinio Chargualaf</td>
</tr>
</tbody>
</table>

Appendix "E(3)"
DEPARTMENT OF INTERIOR
TRUST TERRITORY OF THE PACIFIC ISLANDS

DISTRICT ORGANIZATION, SAIPAN

**OFFICERS**
- Chief Commisssioner 05-9
- Comm. Specialist 05-7
- Radio Mechanic W.B.

**FINANCE AND SUPPLY**
- Finance & Supply Off. 05-10
- Accounting Clerk 05-6
- Supply Clerk 05-6

**INTERNAL AFFAIRS**
- Internal Affairs Officer 05-11
- Anthropologist 05-9
- Economist 05-9
- Agriculturalist • 05-9

**EDUCATION**
- Education Admin. 05-11
- Principal Intermediate 05-9
- Elementary School Supervisor 05-9
- Instructors (3) 05-7
- Agriculturalist Teacher 05-7

**PUBLIC HEALTH**
- Medical Officer 05-12
- Administrative Asst. 05-8
- Sanitation Inspector 05-7
- Head Nurse 05-6

**PUBLIC WORKS**
- General Engineer 05-11
- Leadingman W.B.
- Leadingman • W.B.
- Roofer Mech. Snapper W.B.
- Carpenter Snapper W.B.
- Diesel Mech. Snapper W.B.
- Plumber Snapper W.B.
- F.B., Snapper • W.B.

**LEPROSARIUM (Tinian)**
- Medical Officer 05-12
- Administrative Asst. 05-8
- Clerk Typist 05-4

* Stationed Tinian for logistic support
Leprosarium, base maintenance, and indigenous population.

**NOTE:** Positions above are actual filled positions or positions that were very recently vacated in view of administrative turnover.

Appendix "E4"
DEPARTMENT OF THE INTERIOR
TRUST TERRITORY OF THE PACIFIC ISLANDS

DISTRICT ORGANIZATION, PALAU

District Administrator 4200 GS-13
Administrative Assistant 4182 GS-9
Liaison Officer, Angaur 4556 GS-9
Secretary 4108 GS-5

COMMUNICATIONS

Chief Communicator 4634 GS-9
Communicator 4363 GS-7

EDUCATION

Eduational Administrator 4088 GS-11
Principal 4102 GS-9
Supervisor, Teacher Educ. 4235 GS-9
Superv. Teacher Ed.(Trainee) 4672 GS-7
Teacher (General) 4215 GS-7
Teacher (General) 4207 GS-5

ISLAND AFFAIRS

Island Affairs Officer 4332 GS-11
Anthropologist 4172 GS-9
Agriculturist-Ag.Teacher 4593 GS-9
Commercial Advisor (Trainee) 4553 GS-7
Clerk Stenographer 4240 GS-4

PUBLIC HEALTH

Dist. Dir. of Public Health 4466 GS-12
Medical Officer 4480 GS-12
Dental Officer 4450 GS-11
Dist. Hospital Administrator 4530 GS-8
Sanitation Inspector 4483 GS-7
Head Nurse 4418 GS-6
Clerk Typist 4128 GS-3

FINANCE AND SUPPLY

District Finance Officer 4664 GS-11
Accountant 4633 GS-7
General Supply Clerk 4671 GS-7
Clerk (Typing) 4282 GS-4
Clerk Typist (Temporary) 4665 GS-3

PUBLIC WORKS

Public Works Officer 4611 GS-10
Clerk Typist 4277 GS-3
Public Works Superintendent Wage Board
Public Works Foreman Wage Board
Plumber Foreman Wage Board
Electrician Foreman Wage Board
Refrigeration Mech. Foreman Wage Board
Auto Mech. Foreman Wage Board
Diesel Mech. Foreman Wage Board
Carpenter Foreman Wage Board

Appendix "E(5)"
DEPARTMENT OF THE INTERIOR
TRUST TERRITORY OF THE PACIFIC ISLANDS

DISTRICT ORGANIZATION, IAP

EDUCATION

Educational Administrator 4287 GS-10
Teacher (General) 4651 GS-7
Teacher (General) 4216 GS-7
Teacher (General) 4154 GS-5

ISLAND AFFAIRS

General Economist 4444 GS-10
Anthropologist 4288 GS-9
Agriculturist - 4596 GS-9
Ag. Teacher

PUBLIC WORKS

Public Works Superintendent Wage Board
Public Works Foreman Wage Board

PUBLIC HEALTH

(as of approximately March 15)

District Director of Public Health 4462 GS-12
Medical Officer 4458 GS-12
Dist. Hosp. Administrator 4539 GS-8
Dist. Hosp. Administrator (Temporary) 4539A GS-8
Clerk Typist 4130 GS-3

COMMUNICATIONS

Chief Communicator 4635 GS-9

Appendix "E(6)"
### DEPARTMENT OF THE INTERIOR

**Trust Territory of the Pacific Islands**

**District Organization, Trust**

<table>
<thead>
<tr>
<th>COMMUNICATIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Communicator</td>
</tr>
<tr>
<td>Communicator</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>EDUCATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational Administrator</td>
</tr>
<tr>
<td>Principal, Intermediate School</td>
</tr>
<tr>
<td>Supervisor, Tech. Education</td>
</tr>
<tr>
<td>Teacher, Home Economics</td>
</tr>
<tr>
<td>Teacher, Inst. Arts</td>
</tr>
<tr>
<td>Teacher, General (Vic. Prin.)</td>
</tr>
<tr>
<td>Teacher, General</td>
</tr>
<tr>
<td>Stenographer</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>ISLAND AFFAIRS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Island Affairs Officer</td>
</tr>
<tr>
<td>Agriculturist</td>
</tr>
<tr>
<td>Agricultural Adviser (Trainee)</td>
</tr>
<tr>
<td>Agricultural - Ag. Teacher</td>
</tr>
<tr>
<td>Agricultural - Ag. Teacher (Trainee)</td>
</tr>
<tr>
<td>Clerk Stenographer</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PUBLIC HEALTH</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dist. Medical Officer of Public Health</td>
</tr>
<tr>
<td>Medical Officer</td>
</tr>
<tr>
<td>Medical Officer</td>
</tr>
<tr>
<td>Hospital Administrator</td>
</tr>
<tr>
<td>Sanitary</td>
</tr>
<tr>
<td>Nurse</td>
</tr>
<tr>
<td>Clerk Typist</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>FINANCE AND SUPPLY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dist. Finance &amp; Supply Officer</td>
</tr>
<tr>
<td>Fiscal Accounting Clerk</td>
</tr>
<tr>
<td>General Supply Clerk</td>
</tr>
<tr>
<td>Clerk (Typing)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>SUPPLEMENTARY</th>
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</thead>
<tbody>
<tr>
<td>General Engineer</td>
</tr>
<tr>
<td>Leading Men Public Works (And. Ass'ns)</td>
</tr>
<tr>
<td>Leading Men Electrical</td>
</tr>
<tr>
<td>Leading Men Diesel Mechanic</td>
</tr>
<tr>
<td>Leading Men Transport Materiel</td>
</tr>
<tr>
<td>Shopper Carpenter</td>
</tr>
<tr>
<td>Shopper Plumber</td>
</tr>
<tr>
<td>Shopper Refrigeration Mechanic</td>
</tr>
<tr>
<td>Clerk Typist</td>
</tr>
</tbody>
</table>

Appendix "E(7)"
## Department of the Interior
### Trust Territory of the Pacific Islands
#### District Organization, Majuro

<table>
<thead>
<tr>
<th>Department</th>
<th>Position</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Communications</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Chief Communicator</td>
<td>4474 GS-7</td>
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<tr>
<td><strong>Legal</strong></td>
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</tr>
<tr>
<td>- Legal Adviser</td>
<td>4427 GS-9</td>
<td></td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Educational Administrator</td>
<td>4091 GS-11</td>
<td></td>
</tr>
<tr>
<td>- Principal</td>
<td>4650 GS-9</td>
<td></td>
</tr>
<tr>
<td>- Teacher (General)</td>
<td>4226 GS-7</td>
<td></td>
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<tr>
<td>- Teacher (General)</td>
<td>4153 GS-6</td>
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<tr>
<td><strong>Island Affairs</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Island Affairs Officer</td>
<td>4233 GS-11</td>
<td></td>
</tr>
<tr>
<td>- Liaison Officer, Etc.</td>
<td>4592 GS-11</td>
<td></td>
</tr>
<tr>
<td>- Anthropologist</td>
<td>4176 GS-9</td>
<td></td>
</tr>
<tr>
<td>- Agriculturist</td>
<td>4688 GS-9</td>
<td></td>
</tr>
<tr>
<td>- Commercial Advisor</td>
<td>4644 GS-9</td>
<td></td>
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<tr>
<td>- Commercial Advisor (Trainee)</td>
<td>4649 GS-7</td>
<td></td>
</tr>
<tr>
<td>- Clerk-Typist</td>
<td>4623 GS-4</td>
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</tr>
<tr>
<td><strong>Finance and Supply</strong></td>
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<td></td>
</tr>
<tr>
<td>- Dist. Finance &amp; Supply Officer</td>
<td>4259 GS-11</td>
<td></td>
</tr>
<tr>
<td>- Fiscal Accounting Clerk</td>
<td>4264 GS-7</td>
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</tr>
<tr>
<td>- General Supply Clerk</td>
<td>4270 GS-7</td>
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</tr>
<tr>
<td>- Clerk (Typing)</td>
<td>4280 GS-4</td>
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</tr>
<tr>
<td><strong>Public Health</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Dist. Director of Public Health</td>
<td>4465 GS-12</td>
<td></td>
</tr>
<tr>
<td>- Dental Officer</td>
<td>4049 GS-11</td>
<td></td>
</tr>
<tr>
<td>- Hospital Admin. Nurse Superv.</td>
<td>4629 GS-7</td>
<td></td>
</tr>
<tr>
<td>- Sanitation Inspector</td>
<td>4086 GS-7</td>
<td></td>
</tr>
<tr>
<td>- Clerk-Typist</td>
<td>4129 GS-3</td>
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</tr>
<tr>
<td><strong>Public Works</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Maintenance &amp; Construction Supt.</td>
<td>4614 GS-9</td>
<td></td>
</tr>
<tr>
<td>- Public Works Foreman</td>
<td>Wage Board</td>
<td></td>
</tr>
<tr>
<td>- Plumber Foreman</td>
<td>Wage Board</td>
<td></td>
</tr>
<tr>
<td>- Carpenter Foreman</td>
<td>Wage Board</td>
<td></td>
</tr>
<tr>
<td>- Electrician Foreman</td>
<td>Wage Board</td>
<td></td>
</tr>
<tr>
<td>- Refrigeration Mech. Foreman</td>
<td>Wage Board</td>
<td></td>
</tr>
<tr>
<td>- Auto Mech. Foreman</td>
<td>Wage Board</td>
<td></td>
</tr>
<tr>
<td>- Diesel Mech. Foreman</td>
<td>Wage Board</td>
<td></td>
</tr>
<tr>
<td>- Clerk-Typist</td>
<td>4273 GS-3</td>
<td></td>
</tr>
</tbody>
</table>

Appendix "E(9)"
ADDITIONAL INFORMATION SHEET

(Applicant should answer the following questions as fully as possible. If additional space is required, use reverse side or attach another sheet to form.)

1. What prior federal service have you had (including service in the armed forces)?

<table>
<thead>
<tr>
<th>Agency</th>
<th>Location</th>
<th>When Employed</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>From - To</td>
<td></td>
</tr>
</tbody>
</table>

2. What dependents do you have?

Name | Date of Birth | Sex | Relationship | Would reside with you in the Terr.? |

3. Which of your dependents accompanying you would be willing and able to work in the Territory?

Name | Previous work experience or special skills possessed |

4. Is any member of your family subject to a chronic disease or physical handicap? If answer is yes, give name of dependent, disease or handicap.

Name | Chronic ailment or physical handicap |

5. What are your leisure interests, activities and hobbies?

6. How did you learn about the possibilities of employment in the Trust Territory?

7. What is your reason for seeking employment in the Trust Territory?
8. Do you think that your mode of living will be changed or modified when you go to the Trust Territory? If so, how?

9. Have you ever visited any tropical island?

<table>
<thead>
<tr>
<th>When</th>
<th>Place</th>
<th>Indicate reason for visit</th>
</tr>
</thead>
</table>

10. If you have Federal Civil Service competitive status, give date and agency with which acquired.

11. Trust Territory employees are stationed at the Headquarters on Guam, and in the various districts within the Trust Territory area. If you will accept appointment in either location, or in one or the other only, please so indicate:

- At Guam Headquarters only
- In the Districts only
  - In only one district (Specify)
- At any location

(Signature)

Continuation of "Additional Information Sheet"

Appendix "F" (Reverse)
APPLICATION FOR EMPLOYMENT
TRUST TERRITORY OF THE PACIFIC ISLANDS
MARSHALLS DISTRICT

Date: _______________________

Name: ____________________________  Age: __________  Sex: __________
Etam  Yie  Man ak Kora

Address: ___________________________  Date Available: ____________________
Jikin am ber  Ran in jino

Type of work desired: 1st: ___________________________
Jerbal rot koknan
2nd: ___________________________
3rd: ___________________________

List previous experiences: ___________________________
Etan jerbal ko kwar jela kake

List tools, machinery, equipment you can operate: ___________________________
Etan jerbal ko komaron in jerbali

List education background: ___________________________
Etan school ko kwar ber ie

Home Atoll: ___________________________
Ailin so am

Appendix "G"
Form No. 234
(Rev Apr 1960)

TRUST TERRITORY OF THE PACIFIC ISLANDS
DEPARTMENT OF PUBLIC HEALTH

PHYSICAL EXAMINATION FOR:
Employment - Health Certificate - Imprisonment - Reexamination (circle one) Reg. No.__________

<table>
<thead>
<tr>
<th>NAME</th>
<th>Age</th>
<th>Sex</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Married</td>
<td>Single</td>
<td>Separated</td>
<td>Divorced</td>
</tr>
</tbody>
</table>

Employed by ______________________________ (Name and address of employer)

Symbols: Normal O-Absent *-Abnormal ND-Not done

Describe all *abnormal findings on the back of this sheet. If any abnormalities exist which may limit or interfere with assigned duties, report in detail to Department Head.

**HEAD**
- Eyes
- Vision
- Glasses
- Ears
- Hearing
- Drums
- Nose
- Smell
- Infection
- Septum
- Mouth
- Teeth
- Tongue
- Tonsils
- Scalp
- Scars
- Hair

**CHEST**
- Heart
- Regular
- Enlarged
- Murmurs
- Lungs
- Breath sounds
- Rales
- Ribs
- Scars
- Deformities

**ABDOMEN**
- Masses
- Tenderness
- Scars
- Operations
- Pregnancy
- Vaginal Exam
- Rectal
- Urinary System
- Hernia

**EXTREMITIES**
- Upper
- Scars
- Deformities
- Fingers
- Lower
- Scars
- Deformities
- Toes

**SKIN**
- Infection
- Burns
- Scars
- Operations

**LABORATORY** X-ray (any part)
- Sputum
- Blood
- Urine
- Stool

**HISTORY OF COMMUNICABLE DISEASE:**
- Yaws
- Filariasis
- Measles
- Typhoid
- Syphilis
- Encephalitis
- Leptospirosis
- Plague
- Gonorrhea
- Whooping Cough
- Mumps
- Typhus
- Chicken Pox
- Diphtheria
- Scarlet Fever
- Hepatitis
- Tuberculosis
- Dysentery
- Leprosy

Approved: Yes__________ No__________

Action: ________________________________

Appendix "H"
**TRUST TERRITORY OF THE PACIFIC ISLANDS**  
**MARSHALLS DISTRICT**

### MICRONESIAN PERSONNEL ACTION REQUEST

<table>
<thead>
<tr>
<th>Name</th>
<th>Present Address</th>
<th>Age</th>
<th>Sex</th>
</tr>
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<table>
<thead>
<tr>
<th>Employee No.</th>
<th>Home Atoll</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Date of Request</th>
<th>Proposed effective date</th>
<th>Dept. Ceiling</th>
<th>Number of employees including this one</th>
</tr>
</thead>
</table>

### TYPE OF ACTION DESIRED:

- Employment ( )
- Transfer ( )
- Suspension ( )
- Wage Increase ( )
- Reclassification ( )
- Promotion ( )
- Termination ( )
- Other ( )
- Last day work ( )

### FROM:

<table>
<thead>
<tr>
<th>Class Title</th>
<th>Grade</th>
<th>Rate of Pay</th>
<th>Department</th>
<th>Activity</th>
</tr>
</thead>
</table>

### TO:

**Reason for request:**

**Remarks:**

—

**Noted by**

<table>
<thead>
<tr>
<th>Supervisor or Shop Foreman</th>
<th>Approved by</th>
<th>Department Head</th>
</tr>
</thead>
</table>

**CERTIFICATIONS:**

- Approved ( ) Disapproved ( ) Administrative Assistant
- Approved ( ) Disapproved ( ) Finance Officer
- Approved ( ) Disapproved ( ) District Administrator

The following will be required only in case of original employment.

*The applicant; (is) (is not) free from communicable disease dangerous to others in the occupation specified.

(is) (is not) suited by reasons of health and physical condition to perform the work of this position.

**Remarks on significant abnormal findings:**

**Physician or Medical Officer**

*A statement about the type of work to be performed should be forwarded to the Medical Examiner.

**Appendix "I"**
<table>
<thead>
<tr>
<th>NAME</th>
<th>POSITION</th>
<th>GRADE</th>
<th>SALARY</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Home Address</th>
<th>Marital Status</th>
<th>Sex</th>
<th>Date of Birth</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mar. ( ) Sgl. ( )</td>
<td>M ( )</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Wid. ( ) Div. ( )</td>
<td>F ( )</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Next of Kin</th>
<th>Relationship</th>
<th>Home Address</th>
</tr>
</thead>
</table>

**PERSONNEL ACTION**

<table>
<thead>
<tr>
<th>Nature of Action</th>
<th>Effective Date</th>
<th>Positions</th>
<th>Grade &amp; P.R.</th>
<th>Dept. Activity</th>
</tr>
</thead>
</table>

*Form 1-11 Ponape Revised 2-5-60*

*Appendix "J(1)"

Over
### PERFORMANCE RATING

<table>
<thead>
<tr>
<th>Date</th>
<th>Unsatisfactory</th>
<th>Fair</th>
<th>Good</th>
<th>Excellent</th>
<th>Outstanding</th>
<th>Date</th>
<th>Unsatisfactory</th>
<th>Fair</th>
<th>Good</th>
<th>Excellent</th>
<th>Outstanding</th>
</tr>
</thead>
<tbody>
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</tr>
</tbody>
</table>

### EDUCATIONAL BACKGROUND

Elementary School: From ________________ To ________________

Intermediate School: From ________________ To ________________

P I C S: From ________________ To ________________

Other: ______________________________________

___________________________________________

___________________________________________

Appendix "J(2)"
TRUST TERRITORY OF THE PACIFIC ISLANDS
MARSHALLS DISTRICT

Date__________________________

"I solemnly promise that I will be a loyal employee of the Government of the Trust Territory of the Pacific Islands. I will perform the duties of my position in an honorable manner and to the best of my ability. I will not engage in any strike against the Government of the Trust Territory of the Pacific Islands. I have not paid or promised to pay anyone to arrange my employment by the Government of the Trust Territory of the Pacific Islands.

"I understand that if any of these statements is untrue (sic), or if I do not keep my promise in the future, I may be discharged immediately."

Signature of Employee

"Ij kwalok ao kalimur bwe inaj juon ian dri jerbal re etiljek im mel an Government eo an Trust Territory of the Pacific Islands. Inaj kemen jerbal ko ao ijo ikijio kin kunao im bwe en maron in wappen lok ao wejebak im maren inoir. Ijamin lelek kunae ile jabrewot strike eo aj nae Government eo an Trust Territory of the Pacific Islands. Ijamin koba ak kalimur in koilla non jabrewot wonan aejeral non Government eo an Trust Territory of the Pacific Islands.

"I melele im jela bwe elane ajab mel juon ian melele kein ak kalimur, ak elane ijab kejbarok ao kalimur ran kein tokelik, I aikwij in jijot lok jeu ao jerbal kickio wont."

Sign an dri Jerbaleo

Appendix "K"
DUTIES AND RIGHTS OF MICRONESIAN EMPLOYEES

You are now an employee of the Trust Territory of the Pacific Islands and you will have certain duties and obligations to your employer. It is expected that you will be at work on time, that you will obey all orders that are given you by your supervisors, and that you will do a good day's work.

Attached is a copy of a "Performance Rating Sheet." Every six months your American supervisor will talk to you and tell you in what ways your work needs improving and in what ways you are doing a good job. He will use a guide, the "elements" which are listed on your "Performance Rating Sheet." You should study them so that you will know what is expected of you.

You have just signed the "Statement of Employee" and now you know what you must not do; the following information tells you what your rights are and what you can do.

Rate of Pay - All Micronesians are paid according to a plan called "Title and Pay Plan for Micronesian Positions." The Administrative Assistant has a copy of this plan which you can see. You will be paid at the rate of ______ at the start of your employment. You will get a raise in salary after finishing each full year of work until you reach the top pay of your job, providing your work deserves it. You will receive your first pay in cash on ______ and will be paid every second ________.

Working Schedule - You will work ______ days a week. Each day you will work ______ hours from ______ to ______. Lunch hour will be from ______ to ______. You will be expected to work with pay at other times in case of emergency.

Your Supervisor - Your supervisor is your boss. He is responsible to his supervisors for your work and for his. He is therefore expected to inspect your work and to suggest ways by which you can improve it. He will help you and you must help him in order to do a good job.

Training - While you are working, your supervisors will show you how to do your job better. You should learn as much as you can to prepare yourself for better jobs. If you work hard and learn as much as you can, you will be considered for promotion when better jobs are to be filled.
DUTIES AND RIGHTS OF MICRONESIAN EMPLOYEES (Continued)

Appeals - Your supervisor is expected to know best how your job should be done and you are expected to do as he tells you. However, if you find that you are unable to continue in your job because of disagreements with your supervisor, you may state your case by an appeal to proper authorities. The Administrative Assistant is familiar with the appeal program and will be available to help and advise you. After he has helped you prepare an appeal, it will be decided upon by the District Administrator or by the District Labor Board whichever is designated in your district.

Leave - You will be given two hours of leave for every week you work. You can take this leave, with pay, when your supervisor can spare you and gives you permission in advance. If you are sick and cannot work, you will be paid just the same as long as you have not used up your leave. If you are sick or there is some other emergency, the District Administrator may allow you to be paid while away from a job up to one week, even if you have used up all your leave. You would have to pay back this leave from the amount earned after you come back to a job.

Injury on Duty - If you are injured while at work you must report at once to your supervisor (or whoever is in charge of the work around you) and you will be taken to the nearest hospital or dispensary where you will get free medical attention. In most cases if you are recovering you will be paid something. In most cases if you are permanently injured, or killed, you or your family may receive money through the Trust Territory's workmen's compensation program.

Termination - If you decide to quit your job, you must tell your supervisor as far ahead of your last day of work as possible.
(DUTIES AND RIGHTS OF MICRONESIAN EMPLOYEES - PONAPEAN)

Appendix "L(2)"
PADAIIK - Ni omwi kin wia doadoahk, omwi sounapwalih doadoahk pahn kasale-hong komwi duen me kommw pahn wia pwe omwi doadoahk kan en kak pweida mwahu. Ma kommw pwerisek oh nantiong koledi song kan, kommw pahn keseipwildaing nan ehu doadoahk mwahu sang me anahne aramas en doadoahk.

REPN PWUNG - Omwi kaon en doadoahk kin dehdeki mehlel iaduen omwi doadoahk pahn kin wiawia; e pil kin kopworopworki me kommw pahn kin kapwaiada omwi doadoahk nin duen eh kin kilelehi ong komwi. Ari so, ma kommw lemehdha me kommw soher kak iang doadoahk pwehki mehket me pwarada nanpwungamwa, kommw kak raphki omwi pwung rehn kaon en doadoahk lapalap kan. Sewesepe Kapina, kei ohl me kin ahneki pwungen tohn doadoahk kan oh ihme kak sewesei komwi oh kaweik komwi ni omwi repen pwung. Muurin eh pahn sewesei komwi onopada omwi repen pwung, oh kairehki me lapalap kan, Kapina de pwxhn en awpali tohn doadoahk nan kahndeke pahn kapwungala oh koasanehdi dahme pahn wiawi.

KOMMOAL SANG DOADOAHK - Ni wihk en doadoahk ehu, kommw pahn kin ahneki awa riaw pwe komwi en kak kommoal sang omwi doadoahk. Ma omwi kaon mwielohng komwi maws, kommw kak ale kommoal wet ansoo me omwi pelien doadoahk sohte nohn karuaru oh pil kommw aleki pweipwei. Ma kommw soumwaahda oh sohla kak doadoahk, kommw pil pahn ale soangen pweipwei ohte me udahn omwi, ahpw met kommw saikin doadoahnghkihla omwi pwungin kommoal. Nin doken soum-walu de ni mehket wpwal Kapina kak mwielohng komwi en ale pweipwei erein omwi sohte doadoahngki wihk eu, mehnda ma kommw doadoahnghkilar omwi awa en kommoal ko kommw ahpw pahn kak kapwungala kommoal wet sang pweinomwi mwirin omwi sapahl dohng omwi doadoahk.

LIL NINDOKEN WIEWIA DOADOAHK - Ma ohla ehu lel komwi ni paliwar, kommw mwadang kairehki omwi kaon de wilie; kommw ahpw pahn wisiklahng ni imwen wini pwung winie wasa ohla nin sohte pweipwei. Nindoken omwi pahn kehlai lda sang omwi lili de ohla, kommw pahn ale ekis pweipwei. Pak tohto ma kommw ale ohla laud de sipalkihla ohla o, kommw de omwi peneinei pahn kin ale kasapahl sang palien Ohpis en U. S. me kin ahneki doahk en kasapahliah sapwunglahn tohn doadoahk en Government kan.

NEKSANG DOADOAHK - Ma kommw pahn lemehdha neksang omwi doadoahk, kommw pahn padakieng maws omwi kaon, ahpw mehlel mwohn ekei rahn mwohn rahn me manda rahn me kommw solahr pahn iang doadoahk.

Note: The Micronesian Performance Rating Sheet noted as an attachment to this leaflet will be shown in Figures 22A and 22B as an aspect of the discussion of the Micronesian Performance Rating program.
TRUST TERRITORY OF THE PACIFIC ISLANDS
EMPLOYMENT AGREEMENT
(MICRONESIAN)

__________________________  ____________________________
NAME                                               POSITION

__________________________  ____________________________
ADDRESS                                              SALARY, GRADE

__________________________  ____________________________
DUTY STATION                                          PLACE OF RESIDENCE AT TIME OF

__________________________  ____________________________
Village:                                            APPOINTMENT

__________________________
District:

__________________________  ____________________________
EFFECTIVE DATE OF      APPOINTMENT

By your signature you hereby agree to serve as an employee of the Government of the Trust Territory for a period of ______________ months following the date of your appointment or such portion thereof as your services may be required, unless separated at an earlier date for reasons beyond your control and acceptable to the Government of the Trust Territory of the Pacific Islands.

You will be allowed travel expenses, including per diem in lieu of subsistence, from your place of actual residence at time of appointment, to your duty station. However, if you should delay your travel for your own personal reasons, per diem will not be granted for such period. Per diem may be reduced or eliminated under certain other circumstances in accordance with government travel regulations.

Expenses of transportation of your wife and children and your household goods and personal effects from your home district to your duty station will be furnished by the Government, subject to availability of housing. The weight of your household goods and personal effects to be transported at Government expense shall not exceed the amount shown on your Travel Authorization.

While your appointment is to the position shown on the personnel action form, you are subject to transfer or reassignment to any position for which you are qualified within the geographic area of the Trust Territory, at any time

(Original Agreement)  10/3/57

Appendix "M"
during the period of your employment, provided there is no reduction in your pay. The rate of pay under which you are appointed is subject to such adjustment as may occur at any time during the period of your employment by operation of law, promulgation of a revised schedule of wages or by reallocation of your position.

Upon completion of the period of service specified in this agreement, or upon your prior separation from the service for reasons beyond your control and acceptable to the Government, the expenses of return travel for yourself and expenses of transportation of your wife and children and your household goods and personal effects from your post of duty to your home district as noted in the heading, will be furnished by the Government. It is understood that upon completion of the service specified herein you may accept such return transportation or continue to serve, without entering into a new agreement, for a longer period, and accept return transportation at the close of that period.

During the period of your employment should serious illness or death of a member of your immediate family (father, mother, husband, wife, or children) occur, or, should some other unforeseen emergency arise which, in the judgment of the High Commissioner, is of sufficient gravity to justify your separation from employment and return to your home district, the High Commissioner may, at your request, take such action.

Should your health become so impaired through no fault of your own during the period of this employment as to justify your return to your home district, based upon examination and report of a medical officer of the Trust Territory, you will be returned at the expense of the Government.

The Trust Territory of the Pacific Islands agrees that it will have no further claims on you for the funds expended under this agreement if you fulfill its terms, or are involuntarily removed without delinquency or misconduct from employment by action of the Trust Territory at any time subsequent to the date of entry on duty.

____________________________________
DISTRICT ADMINISTRATOR

__________________________
District

Trust Territory of the Pacific Islands,

- 2 -

(Original Agreement) 10/3/57

Appendix "M"
I will, to the best of my ability and understanding, comply with all laws in effect in the Trust Territory which by their terms apply to me and will use my best efforts to see that my dependents do likewise.

I agree that if I fail to fulfill the terms of this employment agreement by resigning, vacating the position without authority, or if I am removed for cause before the expiration of the period of this agreement, I will, upon demand, repay the Trust Territory of the Pacific Islands a sum of money equivalent to that expended for my transportation and subsistence and transportation of dependents and cost of shipment of household effects from beginning point of travel to duty station. I authorize the Trust Territory to withhold my final pay due me to apply against or to liquidate any indebtedness arising from a violation of this employment agreement. Further, I understand and agree that in this event, return transportation to the place of my recruitment at Government expense will not be furnished.

(Signature of Appointee)

(Date)

(Original Agreement) 10/3/57

Appendix "N"
TRUST TERRITORY OF THE PACIFIC ISLANDS
OFFICE OF THE DISTRICT ADMINISTRATOR
PONAPE DISTRICT

March 20, 1961

DISTRICT POLICY MEMORANDUM NR 61-6-AD

To: All Concerned

From: District Administrator

Subject: Penalties for employees' offenses and procedure for appeals

1. All Department Heads will inform the employee(s) representing their Department on the Labor Relations Council that effective with the promulgation of this Policy Memorandum the Labor Relations Council is abolished as a standing body. A Labor Relations Council will be appointed from time to time as problems arise that require a Council.

2. Attached hereto is a Table of Employees' Offenses and Penalties, printed in English and Ponapean. Additional copies may be obtained from the administration office for posting on Departmental bulletin boards. It is mandatory that these tables be posted in English and Ponapean.

3. Appeals in connection with penalties imposed as authorized by the Table of Employees' Offenses and Penalties will be handled in the same manner as grievances. The appeal will follow the ascending steps indicated below:

   Step 1. Immediate supervisor
   Step 2. Foreman
   Step 3. Department Head
   Step 4. District Administrator
   Step 5. High Commissioner

   In cases in which a penalty is imposed as a result of a recommendation made by a person other than that designated in Step 1, the appeal will originate with the person who recommended the penalty.

4. The purpose of the Table is to ensure uniformity of penalties throughout all departments. Any deviation from prescribed penalties except as authorized in advance by the District Administrator will result in disciplinary action. If there is any doubt about the action that should be taken, discuss the matter with the Administrative Assistant.

5. This policy memorandum is effective March 22, 1961.

Maynard Neas

Appendix "N"
Final decision as to the action taken, within the limits given, will rest with the responsible supervisor. When progressive penalties are imposed for a second or third offense, consideration should be given to whether a reasonable period has elapsed since the prior offense.

<table>
<thead>
<tr>
<th>OFFENSE</th>
<th>First Offense</th>
<th>Second Offense</th>
<th>Third Offense</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Insubordination (refusal to obey orders, impertinence, like offense)</td>
<td>2 to 5 days</td>
<td>6 to 10 days</td>
<td>Removal</td>
</tr>
<tr>
<td></td>
<td>suspension</td>
<td>suspension</td>
<td></td>
</tr>
<tr>
<td>2. Fighting or creating a disturbance among fellow employees, resulting in an adverse effect on morale, production, or maintenance of proper discipline</td>
<td>1 to 3 days</td>
<td>4 to 6 days</td>
<td>7 to 10 days</td>
</tr>
<tr>
<td></td>
<td>suspension</td>
<td>suspension</td>
<td>suspension or removal</td>
</tr>
<tr>
<td>3. Sleeping on duty (where safety of personnel or property is not endangered thereby)</td>
<td>Official written reprimand, or 1 to 3 days suspension</td>
<td>4 to 6 days</td>
<td>7 to 10 days</td>
</tr>
<tr>
<td></td>
<td></td>
<td>suspension</td>
<td>suspension or removal</td>
</tr>
<tr>
<td>4. Sleeping on duty (where safety of personnel or property is endangered thereby)</td>
<td>1 to 10 days</td>
<td>Removal</td>
<td></td>
</tr>
<tr>
<td></td>
<td>suspension</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Drinking intoxicants while on duty</td>
<td>1 to 10 days</td>
<td>Removal</td>
<td></td>
</tr>
<tr>
<td></td>
<td>suspension</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Reporting for duty intoxicated to a degree which would interfere with proper performance of duty, be a menace to safety, or be prejudicial to the maintenance of discipline.</td>
<td>2 to 5 days</td>
<td>6 to 10 days</td>
<td></td>
</tr>
<tr>
<td></td>
<td>suspension</td>
<td>suspension</td>
<td>suspension or removal</td>
</tr>
<tr>
<td>7. Unauthorized absence or failure to report at a given place and/or time for a specific assignment.</td>
<td>15 days</td>
<td>30 days</td>
<td>Removal</td>
</tr>
<tr>
<td></td>
<td>suspension</td>
<td>suspension</td>
<td></td>
</tr>
<tr>
<td>8. Loafing (willful idleness or deliberate failure to work on assigned duties)</td>
<td>Warning or official written reprimand or 1 to 3 days suspension</td>
<td>Official written reprimand or 1 to 3 days suspension</td>
<td>6 to 10 days</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>suspension or removal</td>
</tr>
</tbody>
</table>

Appendix "N" (Enclosure 1)
<table>
<thead>
<tr>
<th>OFFENSE</th>
<th>PENALTIES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>First Offense</td>
</tr>
<tr>
<td>9. Theft, (penalty imposed will be determined primarily by value of articles stolen, whether property was recovered, and employee's explanation)</td>
<td>1 to 10 days suspension or removal</td>
</tr>
<tr>
<td>10. Notorious misconduct on or off duty (With regard to off-duty conduct, all employees have an obligation to so conduct themselves that no disgrace or disrepute will be visited on the Government of the Trust Territory)</td>
<td>1 to 10 days suspension, if offense is minor. Removal for major offense</td>
</tr>
<tr>
<td>11. Chronic absenteeism, exceeding 12 hours per pay period</td>
<td>1 to 5 day suspension</td>
</tr>
<tr>
<td>12. Willful neglect of equipment and material for which employee is held responsible.</td>
<td>Warning or suspension of 1-3 days</td>
</tr>
<tr>
<td>13. Chronic tardiness to work</td>
<td>Official written warning</td>
</tr>
<tr>
<td>14. Deliberate or willful failure to observe any written regulation or order prescribed by competent authority.</td>
<td></td>
</tr>
<tr>
<td>a. Violation of administrative regulations where safety of persons or property is endangered thereby</td>
<td>6 to 10 day suspension or removal</td>
</tr>
<tr>
<td>b. Violation of administrative regulations where safety of persons or property is not endangered thereby.</td>
<td>1 to 5 days suspension</td>
</tr>
</tbody>
</table>

Appendix "N" (Enclosure 1)
<table>
<thead>
<tr>
<th>OFFENSE</th>
<th>PENALTIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>15. Unintentional failure to observe any written regulation or order</td>
<td>First Offense</td>
</tr>
<tr>
<td>prescribed by competent authority,</td>
<td>1 to 5 days suspension</td>
</tr>
<tr>
<td>a. Violation of administrative regulations where safety of persons is</td>
<td></td>
</tr>
<tr>
<td>endangered thereby</td>
<td></td>
</tr>
<tr>
<td>b. Violation of administrative regulations where safety of persons or</td>
<td>1 to 5 days suspension</td>
</tr>
<tr>
<td>property is not endangered thereby</td>
<td></td>
</tr>
<tr>
<td>16. Using, or authorizing the use of Government-owned or leased</td>
<td>Warning or suspension or removal</td>
</tr>
<tr>
<td>vehicles for other than official purposes</td>
<td></td>
</tr>
<tr>
<td>NOTE: If the evidence justifies, the case may be referred to the</td>
<td></td>
</tr>
<tr>
<td>District Sheriff for investigation and possible court action</td>
<td></td>
</tr>
<tr>
<td>17. Abuse of Government documents or records: concealing, removing,</td>
<td>1 to 10 days suspension</td>
</tr>
<tr>
<td>mutilating, obliterating, or destroying records or documents</td>
<td></td>
</tr>
<tr>
<td>18. False entries or reports, falsifying facts, when performed by</td>
<td>6 to 10 days suspension</td>
</tr>
<tr>
<td>any person holding office or employment under the United States, and</td>
<td></td>
</tr>
<tr>
<td>charged with the duty of keeping accounts or records of any kind;</td>
<td></td>
</tr>
<tr>
<td>making in any such account or record any false or fictitious entry,</td>
<td></td>
</tr>
<tr>
<td>or aiding or abetting any such person in so doing, with intent to</td>
<td></td>
</tr>
<tr>
<td>deceive or defraud the U. S., or any person</td>
<td></td>
</tr>
<tr>
<td>DiHp</td>
<td>Pak keieu</td>
</tr>
<tr>
<td>--------</td>
<td>-------------</td>
</tr>
<tr>
<td>1.</td>
<td>Soupeik sohte men idawehn kosondihkan</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Pei de wiahda kamworong nan pwungen tohn doadoahk kan kahrehiong sapwungen doadoahk de duwen pwungin dadaur peik</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Memeir ansoun doadoahk de mwasamwasahn ni sohte apwalen aramas de dipwisou</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Memeir ansoun doadoahk kahreong apwalen aramas de dipwisou</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Kang sakau ni ah wie doadoahk</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>Pwarodohng doadoahk ni eh sakau oh kauhla uhdahn pwungin wiepen doadoahk</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>Koamoal ni sohte ale mswimwei de sohte pwara la wasa me kileledi de ansou me e kilelong</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>8.</td>
<td>Mwemweit seli sohte mwahuki kapwaiada doadoahk me kilelong</td>
</tr>
</tbody>
</table>

Appendix "N" (Enclosure 2)
<table>
<thead>
<tr>
<th>Soangen Dihp</th>
<th>Pak keieu</th>
<th>Pak keriau</th>
<th>Kesiluh</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. Pirap (kalokepe mihini ni wen pweine dipwisou me pirap- alao ma e direkre oh pil sang dwen pwungin me tehnd doadoahko kaweewehe)</td>
<td>Rahn 1-10</td>
<td>kaksang</td>
<td>Kohsang</td>
</tr>
<tr>
<td>10. Wiewia sued sansal (likin ansoun doadoahk de ansoun doadoahk tehnd doadoahk koaro uhdahn kanaiong arail wiewia pwe rendehr kahrere- ong adsoed en Gov't Trust Territory)</td>
<td>Kakommoaldí rahn 1-10 ma doadoahk dihp tikitik ma dihp lapd koksang nan doadoahk</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11. Sohte pwarodohng doadoahk wereisang awa 12 nan ehu ansou en ale pweipwei</td>
<td>Kakommoaldí rahn 6-10 sang doadoahk kakommoaldí rahn 1-5</td>
<td>Kohsang</td>
<td></td>
</tr>
<tr>
<td>12. Insenki kasalongepla kepwehn doadoahk de dipwisou me e aniki pwukoa en apwalpwali</td>
<td>Peneu de kakommoaldí rahn 6-10</td>
<td>koksang nan doadoahk</td>
<td></td>
</tr>
<tr>
<td>13. Kalap pwand ong ni doadoahk</td>
<td>Kisinlikoun kakommoaldí rahn 1-5</td>
<td>Kohsang</td>
<td></td>
</tr>
<tr>
<td>14. Kalap sohte insenohki kosonned akan me intindier sang rehn kaun akan</td>
<td>.............</td>
<td>.............</td>
<td>.............</td>
</tr>
<tr>
<td>a. Kawehla kosonned me ong ni dorepen aramas de dipwisou ni tiahk keper pwarada</td>
<td>Kakommoaldí rahn 6-10</td>
<td>koksang nan doadoahk</td>
<td></td>
</tr>
<tr>
<td>b. Kawehla kosonned akan ong ni dorepen aramas de dipwisou me sohte apwalpwarada</td>
<td>Peneu de kakommoaldí rahn 1-5</td>
<td>Kohsang nan doadoahk</td>
<td></td>
</tr>
<tr>
<td>Soangen Dihp</td>
<td>Pak Keieu</td>
<td>Pak keriau</td>
<td>Kesiluh</td>
</tr>
<tr>
<td>------------</td>
<td>-----------</td>
<td>------------</td>
<td>---------</td>
</tr>
<tr>
<td>15. Sou insenoh mwamwaliki sohte Kawawih kosonned aken me intigdier sang ren Kaun Lapalap aken</td>
<td>rahn 1-5 kakommoaldi</td>
<td>Rahn 6-10 kakommoaldi de kehsang nan doadoahk</td>
<td>Kemwekid sang nan doadoahk</td>
</tr>
<tr>
<td>a. Kawehla kosonned aken kahreong keper en aramas oh dipwisou. b. Kawehla kosonned aken ni sohte kahrehsda apwal ehu ong aramas de dipwisou.</td>
<td>Kisinlikoun peneu rahn 1-5 kakommoaldi</td>
<td>6-10 kakommoaldi de kohsang</td>
<td></td>
</tr>
<tr>
<td>16. Pein doadoahngki de mweidong emen en deadoahk ki weren nausapw ong doadoahk me kaidehn dohken Govt.</td>
<td>Peneu de kakommoaldi rahn 1-5</td>
<td>Kakommoaldi rahn 6-10 de kohsang</td>
<td>Kohsang</td>
</tr>
</tbody>
</table>

Udial: Ma mie kadehde sansal ah caso pahn kepidekieng District Sheriff pwe en rapahki dwe ma e kak kohieng mwoalen kopwung.

17. Wiakauwe kisinlikou en Kopworment de record akan askihla, kihang de kawehla record de kisinlikou en inou (document) Kakommoaldi rahn 1-10 Kohsang nan doadoahk

18. Wiadhda likamw nan reports de kadehde likamw ma pwearada sang rehn aramas emen me doadoahk pahn United States oh ahniki pwukoa en awahpwalih pwuken mwohni de record aken, ahpw wia likamw ni kapedolong en mwohni samehlel, de seweosehda soangen aramas wet sang ni ah inenekihda pwehn pitih Kopworment en United States de aramas sohte lipilipil Kakommoaldi rahn 6-10 Kohsang nan doadoahk

Appendix "N" (Enclosure 2)
Sheet 1. INTERVIEW SHEET

Name___________ Age____ Sex____ Marital Status_________

Departmental Assignment_________ Job Title_________ Class_________ Wages_________

Dependents: Wife_________ Children_________ Other_________

Housing: Lives with family_________ Relatives_________ Other_________

Did you build your own house?_________ How much did it cost?_________ Land Rent?_________

House rent:___________________________ 

Charge for electricity:____________________ Water fee:____________________ 

Expense ) Kerosene:____________________ Other:____________________ 

for lamps) Other:____________________ 

TOTAL____________________ 

Food expenses

Imported goods

<table>
<thead>
<tr>
<th>Unit</th>
<th>Quantity</th>
<th>Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rice</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sugar</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Canned goods</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Flavouring materials</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
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</table>

TOTAL

Produced in island

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Taro, Tapioka,</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Potatoes, bread</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Meat, fish, crabs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vegetables</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other foods</td>
<td></td>
<td></td>
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</tbody>
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TOTAL

Luxury goods

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
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</thead>
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<tr>
<td>Cosmetics</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cigarettes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other goods</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

TOTAL

Clothing and ornament expense

(Dresses, shirts, trousers, underwear, shoes, hats, ribbons)

Mail orders____________________ 

Local purchases____________________ 

Appendix "O"
JORGENSEN COMMITTEE COST-OF-LIVING SURVEY

Sheet 2. INTERVIEW SHEET DISTRICT

Expense for social obligations

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
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</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

TOTAL

Taxes

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Head Tax</td>
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</tr>
<tr>
<td>Property Tax</td>
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<tr>
<td>Other Tax</td>
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</tbody>
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TOTAL

Transportation

<table>
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<th>Description</th>
<th>Amount</th>
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</thead>
<tbody>
<tr>
<td>Taxi</td>
<td></td>
</tr>
<tr>
<td>Own vehicle</td>
<td></td>
</tr>
<tr>
<td>Own boat</td>
<td></td>
</tr>
<tr>
<td>Ferry</td>
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</table>

TOTAL

Other expense

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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</tbody>
</table>

TOTAL

REMARKS:

Note: This form condensed somewhat as the original questionnaire was on 8.5" x 14" sheets.

Appendix "O"
## Title and Pay Plan - Micronesian Positions

### Schematic Arrangement

<table>
<thead>
<tr>
<th>Class Title</th>
<th>Pay Grade</th>
<th>Annual Pay Range</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Administrative and Clerical</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agriculture Extension Agent</td>
<td>XI</td>
<td>$1164.80 $1227.20 $1310.40 $1372.80 $1456.00</td>
</tr>
<tr>
<td>Administrative Advisor</td>
<td>IX</td>
<td>873.60 936.00 1019.20 1081.60 1164.80</td>
</tr>
<tr>
<td>Labor Relations Agent</td>
<td>IX</td>
<td>873.60 936.00 1019.20 1081.60 1164.80</td>
</tr>
<tr>
<td>Principal Clerk</td>
<td>VIII</td>
<td>769.60 832.00 873.60 936.00 1019.20</td>
</tr>
<tr>
<td>Senior Clerk</td>
<td>VI</td>
<td>582.40 624.00 665.60 728.00 811.20</td>
</tr>
<tr>
<td>Junior Clerk</td>
<td>IV</td>
<td>416.00 457.60 499.20 540.80 582.40</td>
</tr>
<tr>
<td>Clerical Trainee</td>
<td>II</td>
<td>312.00 332.80 364.00 395.20 416.00</td>
</tr>
<tr>
<td>Account Clerk</td>
<td>VIII</td>
<td>769.60 832.00 873.60 936.00 1019.20</td>
</tr>
<tr>
<td>Translator-Interpreter</td>
<td>VI</td>
<td>582.40 624.00 665.60 728.00 811.20</td>
</tr>
<tr>
<td>Senior Typist</td>
<td>VI</td>
<td>582.40 624.00 665.60 728.00 811.20</td>
</tr>
<tr>
<td>Junior Typist</td>
<td>IV</td>
<td>416.00 457.60 499.20 540.80 582.40</td>
</tr>
<tr>
<td>Telephone Operator</td>
<td>III</td>
<td>364.00 395.20 416.00 457.60 499.20</td>
</tr>
<tr>
<td>Library Assistant</td>
<td>IV</td>
<td>416.00 457.60 499.20 540.80 582.40</td>
</tr>
<tr>
<td>Senior Storekeeper</td>
<td>VI</td>
<td>582.40 624.00 665.60 728.00 811.20</td>
</tr>
<tr>
<td>Storekeeper</td>
<td>IV</td>
<td>416.00 457.60 499.20 540.80 582.40</td>
</tr>
<tr>
<td>Commissary Clerk</td>
<td>V</td>
<td>499.20 540.80 582.40 624.00 665.60</td>
</tr>
<tr>
<td><strong>Professional and Technical</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Superintendent - Elementary Schools</td>
<td>X</td>
<td>1019.20 1081.60 1164.80 1248.00 1331.20</td>
</tr>
<tr>
<td>Assistant Superintendent - Elementary Schools</td>
<td>VIII</td>
<td>769.60 832.00 873.60 936.00 1019.20</td>
</tr>
<tr>
<td>Field Assistant</td>
<td>VI</td>
<td>542.40 624.00 665.60 728.00 811.20</td>
</tr>
<tr>
<td>Principal - Intermediate School</td>
<td>X</td>
<td>1019.20 1081.60 1164.80 1248.00 1331.20</td>
</tr>
<tr>
<td>Vice Principal - Intermediate School</td>
<td>VIII</td>
<td>769.60 832.00 873.60 936.00 1019.20</td>
</tr>
<tr>
<td>Teacher - Intermediate School</td>
<td>VII</td>
<td>665.60 728.00 769.60 832.00 873.60</td>
</tr>
<tr>
<td>Junior Teacher - Intermediate School</td>
<td>V</td>
<td>499.20 540.80 582.40 624.00 665.60</td>
</tr>
<tr>
<td>Teacher - Trades</td>
<td>VII</td>
<td>665.60 728.00 769.60 832.00 873.60</td>
</tr>
<tr>
<td>Teacher - Crafts</td>
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<td>499.20 540.80 582.40 624.00 665.60</td>
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</table>

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Appendix "P"
### Professional and Technical - continued

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<thead>
<tr>
<th>Class Title</th>
<th>Pay Grade</th>
<th>Annual Pay Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Medical Practitioner</td>
<td>XI</td>
<td>$1164.80 - $1456.00</td>
</tr>
<tr>
<td>Medical Intern</td>
<td>VIII</td>
<td>$769.60 - $936.00</td>
</tr>
<tr>
<td>Dental Practitioner</td>
<td>X</td>
<td>$1019.20 - $1372.80</td>
</tr>
<tr>
<td>Dental Intern</td>
<td>VIII</td>
<td>$769.60 - $936.00</td>
</tr>
<tr>
<td>Assistant Supervising Nurse</td>
<td>IX</td>
<td>$873.60 - $1164.80</td>
</tr>
<tr>
<td>Graduate Nurse</td>
<td>VII</td>
<td>$665.60 - $832.00</td>
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<tr>
<td>Nurse Aid</td>
<td>IV</td>
<td>$416.00 - $540.80</td>
</tr>
<tr>
<td>Senior Health Aid</td>
<td>VI</td>
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</tr>
<tr>
<td>Health Aid</td>
<td>IV</td>
<td>$416.00 - $540.80</td>
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<tr>
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<td>III</td>
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<tr>
<td>Laboratory Technician</td>
<td>VII</td>
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<td>Pharmacist</td>
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<td>Supervising Engineering Aid</td>
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### Public Safety

<table>
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<th>Annual Pay Range</th>
</tr>
</thead>
<tbody>
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<td>Sheriff</td>
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<tr>
<td>Corporal</td>
<td>VI</td>
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<tr>
<td>Constable</td>
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<td>Probationary Constable</td>
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### Trades, Maintenance, and Domestic

<table>
<thead>
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<th>Class Title</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Carpenter Foreman</td>
<td>VIII</td>
<td>$769.60 - $936.00</td>
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<tr>
<td>Carpenter</td>
<td>VI</td>
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<tr>
<td>Electrician Foreman</td>
<td>VIII</td>
<td>$769.60 - $936.00</td>
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<td>VI</td>
<td>$582.40 - $728.00</td>
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<td>Annual Pay Rate</td>
</tr>
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<td>------------------------------</td>
<td>-----------</td>
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<tr>
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<td>Machinist</td>
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<tr>
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<tr>
<td>Welder</td>
<td>VI</td>
<td>582.40</td>
</tr>
<tr>
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<td>Power Plant Foreman</td>
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</tr>
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<td>Power Plant Mechanic</td>
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</tr>
<tr>
<td>Senior Boat Operator</td>
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<td>499.20</td>
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<td>Boat Mechanic</td>
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<td>499.20</td>
</tr>
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<tr>
<td>Laborer</td>
<td>II</td>
<td>312.00</td>
</tr>
<tr>
<td>Farm Foreman</td>
<td>VII</td>
<td>665.60</td>
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<td>Farmhand</td>
<td>II</td>
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<tr>
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<td>VII</td>
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<td>Gardener Sub-Foreman</td>
<td>IV</td>
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<td>Grounds Laborer</td>
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</tr>
<tr>
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</tr>
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</tr>
<tr>
<td>Tool Room Attendant</td>
<td>III</td>
<td>364.00</td>
</tr>
<tr>
<td>Ambulance Driver</td>
<td>III</td>
<td>364.00</td>
</tr>
<tr>
<td>School Bus Driver</td>
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<td>364.00</td>
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</table>

B-3  11/14/52

Appendix "P"
<table>
<thead>
<tr>
<th>Class Title</th>
<th>Pay Grade</th>
<th>Annual Pay Range</th>
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<tr>
<td>Janitor</td>
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<tr>
<td>Watchman</td>
<td>I</td>
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</tr>
<tr>
<td>Maid</td>
<td>I</td>
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</tr>
<tr>
<td>Housemother</td>
<td>V</td>
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<tr>
<td>Steward</td>
<td>VIII</td>
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<td>Senior Cook</td>
<td>VI</td>
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<tr>
<td>Cook</td>
<td>IV</td>
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</tr>
<tr>
<td>Kitchen Helper</td>
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<tr>
<td>Baker</td>
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<td>Butcher</td>
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<td>Laundry Worker</td>
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<tr>
<td>Laundry Helper</td>
<td>I</td>
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</tr>
<tr>
<td>Ward Attendant</td>
<td>III</td>
<td>$364.00 - $499.20</td>
</tr>
</tbody>
</table>
Deputy High Commissioner to all district administrators. Letter, serial 3946, dated Sept. 25, 1952, regarding standardized wage and classification program for Micronesian employees. Trust Territory files.

Director, Office of Territories, to High Commissioner. Letter dated July 27, 1960, commending the Trust Territory for its incentive awards program. Trust Territory files.


High Commissioner to all district administrators. Memorandum, serial 2890, dated Aug. 3, 1956, regarding the safety program. Trust Territory files.


Director, Office of Territories, to Deputy High Commissioner. Handwritten memorandum dated Nov. 19, 1959, regarding group life insurance for Micronesian employees.

Director, Office of Territories, to Vice President F. E. Gibbs, Hawaiian Life Insurance Co. Letter dated Dec. 4, 1959, regarding group life insurance for Micronesian employees.

Director, Office of Territories, to Personnel Officer. Memorandum dated Sept. 1, 1957, directing implementation of revised wage plan. Trust Territory files.

Macdonald, Dr. E. E., Director of Public Health, to the writer. Handwritten memorandum dated March 17, 1962, containing data on medical department's training program.

Office of Industrial Relations, Navy Department, to selected addressees. Letter, file OIR 410:2:ajt, dated 5 June, 1961, directing alignment of the Navy Department wage program for Micronesian employees with that of the High Commissioner. Trust Territory files.
A. Correspondence (continued).


B. Legislative Acts and Executive Orders.

Classification Act of 1949, as amended (5 U.S.C. 1071, et. seq.)

Executive Order 9875 dated July 18, 1947.

Executive Order 10,000, as amended, dated Sept. 16, 1948.

Executive Order 10,265, dated July 1, 1951.


Veterans Preference Act of 1944, as amended.


C. U. S. Government Documents (continued).


D. Trust Territory Documents.


Position Description No. 5066 (Standard Form 75), Trust Territory of the Pacific Islands, dated June 29, 1956, for position of Director of Personnel.


Thomas, Elbert D., High Commissioner. "Objectives in the Administration of the Trust Territory of the Pacific Islands." 1952.

E. United Nations Documents.


F. Newspapers.


G. Periodicals and Magazines.


H. Books.


I. Conferences.

De Young, John, Programs Officer, Trust Territory. March 20, 1962. Guam.


J. Miscellaneous.


Covenant of the League of Nations, Article 22.