



# **REPORT OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS, 1964**

**TOGETHER WITH THE RELEVANT RESOLUTION  
OF THE TRUSTEESHIP COUNCIL**

**TRUSTEESHIP COUNCIL**

**OFFICIAL RECORDS: THIRTY-FIRST SESSION**

**(20 May - 29 June 1964)**

**SUPPLEMENT No. 2**

**UNITED NATIONS**





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#### NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

T/1628
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# REPORT OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS, 1964 (T/1620)

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LETTER DATED 15 MAY 1964 FROM THE CHAIRMAN OF THE VISITING MISSION  
ADDRESSED TO THE SECRETARY-GENERAL

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 2138 (XXX) of 24 June 1963 and with rule 98 of the rules of procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1964.

I am glad to inform you that this report is subscribed to unanimously by all four members of the Visiting Mission.

I should be grateful if you would allow an interval of one week to elapse between the transmission of this report to the members of the Trusteeship Council and its general release.

(Signed) Frank H. CORNER

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## INTRODUCTION

### TERMS OF REFERENCE

1. Pursuant to the Trusteeship Council's resolution 2138 (XXX) of 24 June 1963, the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1964, was composed as follows:

Mr. Frank H. Corner (New Zealand), Chairman;

Mr. Chiping H. C. Kiang (China);

Miss Angie Brooks (Liberia);

Mr. Cecil E. King (United Kingdom of Great Britain and Northern Ireland).

2. By the same resolution the Trusteeship Council directed the Visiting Mission to investigate and report as fully as possible on the steps taken in the Trust Territory of the Pacific Islands towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, and to pay special attention to the question of the future of the Territory in the light of the relevant sections of the Charter and the Trusteeship Agreement, bearing in mind the provisions of relevant Trusteeship Council and General Assembly resolutions, including General Assembly resolution 1514 (XV) of 14 December 1960; to give attention, as might be appropriate in the light of discussions in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports on the administration of the Territory, in the petitions received by the Council concerning the Territory, in the reports of the previous periodic visiting missions to the Territory and in the observations

of the Administering Authority on those reports; to receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot such of the petitions received as, in its opinion, warranted special investigation. Finally, the Council requested the Visiting Mission to submit to the Council as soon as practicable a report on its visit to the Trust Territory of the Pacific Islands containing its findings, with such observations, conclusions and recommendations as it might wish to make.

### ITINERARY

3. The Mission visited Washington, D.C., on 30 and 31 January 1964 for preliminary discussions with representatives of the Departments of State and of the Interior on recent political and economic developments in the Trust Territory and in particular, also, to obtain an indication of the views of the Administering Authority as to the future of the Territory. The Secretary of State, Mr. Rusk, and the Secretary of the Interior, Mr. Udall, the Assistant Secretaries and senior officials of their departments gave the Mission the fullest co-operation.

4. Accompanied by a secretariat of four persons,<sup>1</sup> the Mission departed for the Trust Territory from New York

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<sup>1</sup> The members of the secretariat were: Mr. Hung-Ti Chu, Principal Secretary; Mr. George T. Daniel, Political Affairs Officer; Mr. William N. Shane, Administrative and Finance Officer; and Miss Dorothea Sylvester, Secretary.

by air on 4 February and arrived at Saipan on 10 February. While in Honolulu en route, the Mission visited the University of Hawaii, the East-West Center, the Honolulu Technical School and the Church College of Hawaii at Laie. This enabled the Mission to meet nearly thirty Micronesian students, to see them at their work, to obtain their views not only on their educational problems but also on the present situation and future prospects of Micronesia, and to discuss with their teachers the problems of education in Micronesia as reflected in students who come abroad to study. The Mission also visited the Bernice P. Bishop Museum, a centre for studies and research on the Pacific Islands, and the Polynesian Center. The Mission greatly appreciates the co-operation and hospitality it received from the staff of these institutions and, especially, from the Micronesian students.

5. In passing through Guam on 9 February and 12 March the Mission visited the College of Guam and had stimulating discussions with the 100 Micronesian students studying there.

6. At the Trust Territory's Headquarters in Saipan the Mission had several conferences with the High Commissioner and members of his staff on 11 February before embarking on its tour of the Territory and from 10 to 12 March after its return. Its tour, as will be seen from annex VIII, took it to each of the six district centres and to numerous outlying islands and atolls, including the two remote atolls of Nukuoro and Kapingamarangi which, unlike the rest of Micronesia, are inhabited by Polynesians and which had not previously been visited by a United Nations mission. The Mission was accompanied on its tour by Mr. John de Young, Programme Officer on the High Commissioner's staff. Throughout the Territory the Mission held meetings with district administrators and their staffs, at times having long discussions with Micronesian staff separately; with the six district legislatures; with various local and municipal councils; and with the public. The written communications which the Mission received at these meetings but did not deal with on the spot are found in annex I.

7. At every point of the visit the High Commissioner, the district administrators and officials—a considerable number of them Micronesians, the Mission is happy to record—gave the fullest co-operation. The Mission is grateful to them for this co-operation and for their warm hospitality, which was always arranged to enable the Mission to make useful contacts and to establish an easy relationship with the greatest possible number of the people of Micronesia, officials and non-officials. The Mission is likewise grateful to the legislators, members of the municipal councils, and women's organizations for their receptions and hospitality. At times the Mission visited small islands with meagre resources; and it seemed that the poorer the people the greater their welcome and the more generous their hospitality. The reception given by the people of the beautiful but not rich atoll of Kapingamarangi, in particular, was deeply moving.

8. Throughout the Territory, the Mission encountered warm and sympathetic interest in its work and in that of the United Nations. Children sang songs about the United Nations; banners of welcome were spread; everywhere, by Micronesians and by United States officials, the United Nations was given every respect as a body which had in mind only the interest and well-being of the people of the Territory. It was seldom indeed that in discussing the problems of the Territory either Micro-

nesians or United States officials refrained from sharing with the Mission their ideas and criticisms. This was a reflection of the political freedom that prevails throughout the Territory and of the very good relations which, on the whole, exist between representatives of the Administering Authority and the Micronesians.

9. Finally, the Mission wishes to express its gratitude to the people of Micronesia. Members of the Mission will not soon forget their generous hospitality, friendship and co-operation. Above all, they will retain the memory of the bright-eyed and beautiful children of Micronesia, who compose a rapidly increasing part of the population and who are enthusiastically seizing the expanded opportunities now being opened up to them in their new and progressively better equipped and staffed schools. Few countries can have a more meagre endowment of physical resources than has Micronesia. But in these young children and in the older students now moving in ever-increasing numbers through secondary schools in the Territory and through universities, technical colleges, medical schools and agricultural colleges abroad, lies the best hope for Micronesia's future. Its 85,000 people are Micronesia's greatest resource.

#### REPORT OF THE VISITING MISSION

10. General descriptions of the geography, history, people and culture of the islands called Micronesia are readily available in the reports of previous visiting missions<sup>2</sup> and in the annual reports of the Administering Authority. This report is intended to focus attention on key issues, and particularly on those most relevant to the future of the Territory. The opinions put forward by the Mission are the result of many hours spent listening to the freely expressed wishes of Micronesians at public and private meetings and informal gatherings; of discussions with elected representatives and officials of the Administering Authority; and of visits to political and educational institutions, hospitals, farms, agricultural research stations, construction projects, co-operatives and business establishments.

11. Some matters of detail which have been dealt with by previous missions will be passed over briefly, partly for the reason that the Mission desires to paint the picture with a broader brush, and even more because the Territory has reached a stage where—as the Mission will advocate in several sections of its report—the elected representatives of the people, in their municipal councils, district legislatures and above all in the new congress of Micronesia, should be given the responsibility and the power, and the money, to deal with their problems for themselves. This principle has also guided the Mission in its consideration of educational, economic and social factors. The central issues are the questions of political advancement and the future of the Trust Territory. The Mission will refer to some of the many encouraging signs it encountered to indicate that a nation of Micronesia—a Micronesian “self” as distinct from a collection of island communities—is emerging from what has been in reality no more than a haphazard grouping of islands and peoples which an accident of history brought under the administration of a

<sup>2</sup> See *Official Records of the Trusteeship Council, Eighth Session, Supplement No. 2*; *ibid.*, *Twelfth Session, Supplement No. 3*; *ibid.*, *Eighteenth Session, Supplement No. 3*; *ibid.*, *Twenty-fourth Session, Supplement No. 3*; and *ibid.*, *Twenty-seventh Session, Supplement No. 2*.

single Power as trustee. The Mission believes that this creation of a Micronesian self is essential if self-determination is to be meaningful; for the alternative would be fragmentation—the “self-determination” of a multitude of separate islands or districts. With the imperative of self-determination in accordance with the United Nations Charter and General Assembly resolution 1514 (XV) foremost in mind, the Mission will suggest further measures—in every field of activity but pre-eminently in the political—which in its opinion would accelerate the process of fusing one people out of 85,000 individuals speaking nine separate languages and inhabiting two thousand islands scattered over 3 million square miles of ocean.

12. The Mission's report will concentrate on the present and the future rather than on the past, except when the past cannot be ignored because of its continuing influence on the present and the immediate future.

#### GENERAL CONSIDERATIONS

13. Of the Pacific Ocean it has been written: “To talk about its land, until we come to the cluster of Indonesia and the bulk of Australia in the south-west, might almost be reckoned derisory.” Constantly in considering Micronesia, one returns to the facts of the vastness of ocean and the minuteness of land, and to the immensity of the problems of administration and development posed by these unalterable and inescapable facts. If all the islands of Micronesia were put together to become a single island, the total land area would add up to an island of only 700 square miles, which would still be only a small speck in the Pacific Ocean—smaller even than other small territories in the Pacific, such as Western Samoa (1,130 square miles), Fiji (7,055 square miles), New Caledonia (7,335 square miles) and the Solomon Islands Protectorate (11,500 square miles). And if all the 85,000 people of Micronesia were gathered on this hypothetical single island, they would still form a very small community. But, as if to make matters as difficult as possible, there are 2,100 separate islands scattered over an area of 3 million square miles of ocean extending 2,700 miles from west to east and 1,300 miles from north to south. True, some are only minute pieces of sand and coral which cannot support habitation, but well over 100 of the islands are inhabited. According to the statistics, only two islands have more than 4,000 population (Saipan, 8,151; and Koror, 4,296); three have more than 3,000 (Majuro, 3,940; Moen, 3,829; Kusaie, 3,060); twenty-three have between 500 and 1,000; sixty-one have under 500 and twenty-seven have under 100.

14. For several years, from 1947 virtually until 1963, the annual governmental expenditure of the Territory was about \$7 million, of which about \$5 million was a subsidy from the Administering Authority. This was sufficient to administer Micronesia on no more than a caretaker basis. Sometimes, the Mission suspects, this financial policy may have gone unchallenged because of inertia. Sometimes it was rationalized by the theory that the islanders should be protected in their “under-developed but happy” state and should be left to set the pace of advance for themselves; by critics this was sometimes stigmatized as an “anthropological” or “sociological museum” approach. But sometimes it was defended on the “realistic” ground that the Territory should not, through outside subsidies, be habilitated to a level of

public expenditure too far beyond what the people of Micronesia would be able to afford if they had to depend on their own resources without large-scale outside aid. (Even at that time the Administering Authority subsidized far more than half the expenditure of the Territory.) But, given the immense problems imposed by the scattered nature of the Territory—which caused much of the budget to be absorbed in salaries of expatriates and transport costs—the subsidy of about \$6 million was inadequate even for care and maintenance. In retrospect, it is a matter for surprise that so much was in fact accomplished, particularly in the fields of education and health: the Territory has fortunately had the services of not a few able and devoted specialists and administrators who did their best with such resources as they were given, while making no secret of their view that the results were inadequate. But the results of the so-called realistic financial policy became plain to see not only in the run-down state of many roads, inadequate houses and shabby buildings over considerable parts of the Territory, but equally in the stagnant economy and the growing impatience among those quite numerous Micronesians who were aware of other standards.

15. Now, however, since 1961, the last time that a United Nations mission visited the Territory, a great change has taken place in the policy of the Administering Authority. Partly as a result of the report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1961 (T/1582)<sup>3</sup> the late President Kennedy appointed an inter-departmental task force to re-examine the question of the future of the Trust Territory and to review the responsibilities and obligations of the United States in relation to the 1947 Trusteeship Agreement. This review led to substantial changes in both the direction and the pace of the development of the Territory. The Administering Authority has set itself the formidable task of providing educational and health facilities which will permit all Micronesians to develop to the limit of their human capacity, and of actively helping the people of the Territory to develop their islands to the limit of their economic capacity. To carry out this task the United States Congress has for the two fiscal years 1963 and 1964 raised its subsidy to \$15 million, and for the fiscal year 1965, i.e., 1 July 1964 to 30 June 1965. President Johnson has requested that it be raised still further to \$17½ million. The 1964 Mission had the opportunity of observing the first fruits of the new policy, which will certainly transform Micronesia, in many ways that cannot yet be fully foreseen. Every aspect of the education system is in the process of being improved. A large-scale programme to construct 409 elementary-school classrooms and 217 houses for teachers was well under way during the Mission's visit and is due to be completed by June 1965. Secondary school expansion is also under way. Another programme has been launched to expand and improve medical care in all its aspects—hospitals, field medical services, sanitation services, dental services, and the training of medical personnel and nurses. Transportation services between districts have been improved, with better shipping services and with the introduction of a larger aircraft and the construction of new airfields in Yap and Truk. The Mission visited the scene of construction of the new airport for Palau, a major undertaking. Security restrictions have been relaxed, and in August 1962 the Territory was opened to economic development by outside investment.

<sup>3</sup> *Ibid.*, Twenty-seventh Session, Supplement No. 2.

In 1962 the United States Navy's jurisdiction over Saipan, Tinian and the northern Mariana Islands ended, and the unification of the whole Trust Territory under the civilian jurisdiction of the Department of the Interior was thus completed. Simultaneously, the headquarters of the High Commissioner was moved to Saipan, thereby at last locating the seat of Government in the Trust Territory. Potentially as important as any of these developments, the establishment of the Council of Micronesia with nearly all elected members, and its specific recommendations in March 1963 for instituting a Territorial legislature to be known as the Congress of Micronesia, ushered in a new and significant phase in the political advance towards self-government or independence. It will be appreciated that all these developments are in line with those repeatedly advocated over the years by a series of United Nations visiting missions and by the Trusteeship Council.

16. Large as is the new level of the United States subsidy, greatly as it is to be welcomed, and generous though it is as an annual grant to a population of only 85,000 people, it remains a fact that money does not go as far in such a geographically dispersed area as it would in a compact territory. For example, six district administrations as well as a headquarters must be provided where one would otherwise suffice; for a population equal to that of a small city there exist numerous municipal councils, six district councils, a central congress, six highly qualified district engineers, six directors of education, six district agriculturists, six airports, six broadcasting stations, eight substantial hospitals, and infinitely more secondary and elementary schools than would be needed in a single island of only 700 square miles; similarly, the necessity for duplication and elaboration arises with roads, power and water facilities, shipping and aircraft, and communications equipment. Distance and dispersion multiply many-fold the human effort and cost involved in coping with every problem. And the effort and cost become vastly greater as the Territory moves away from a simple economy of local subsistence to a money-based economy geared to world standards and aspirations.

17. In setting out these basic facts and the difficulties to which they give rise, the Mission by no means intends to imply that the problems of Micronesia are insoluble. Given energy—and money—it is possible, as the Administration has now started to demonstrate, to rise to the

challenge of these formidable problems. But it is not possible to give meaningful consideration either to the present situation or to the future prospects of Micronesia unless an effort is made to comprehend them. The Mission itself had to keep reminding itself of the facts of Micronesian geography when it felt disappointment, as it did from time to time, that, given the great increase in spending, even greater progress was not apparent. Nor could it ignore completely the fact that the end of the Second World War saw almost every building in Micronesia in ruins, many islands littered with the wreckage of war, and the previous economy completely destroyed (though more rehabilitation might surely have been expected, nearly twenty years having passed since the war's end). The Mission also had to remind itself that the first instalment of the new \$15 million budget had not been received in the Territory until May 1963. Thus, much of the new construction which the Mission saw completed or in progress throughout the length and breadth of the Territory had been accomplished in less than a year. Finally, the Mission could not be unaware, for the sad evidence was before it on Saipan and Ulithi, of the ever-present menace of typhoons which frequently bring death and complete devastation and in a few hours destroy what man has taken years to accomplish, and nature centuries. Once these facts came into focus, the Mission's not infrequent sense of disappointment was balanced by appreciation of the energy and drive now being applied.

18. Some of the suggestions and criticisms made later in this report, particularly as regards economic development, imply an even higher level of subsidy by the Administering Authority than \$17½ million annually. Had this level, or even a rather smaller one, been operating for some years—even better, had it been operating since the beginning of the trusteeship in 1947—it might well have been unnecessary to suggest a further increase. But much that might have been done at leisure over a period of fifteen years must now be done rapidly—and sometimes, because of the need for haste in planning and execution, less economically than might have been possible in different circumstances. And it must be done in a Territory whose geographical dispersion and remoteness make every undertaking more costly, probably, than in any other area of the world.

## CHAPTER I

### EDUCATIONAL ADVANCEMENT

#### GENERAL

19. Basic to the work and plans of the Administering Authority for the Trust Territory is its new policy in education. This was adopted as a result of a reassessment of the educational needs of the Territory undertaken in 1962. The policy is to provide educational opportunities for all Micronesians so that they can develop their capabilities to the fullest extent. It is to be effected by providing a free public-school system from elementary to high school, conducted entirely in the English language, with advanced training in the trades and professions,

through scholarships abroad, for those who have the capacity to profit from further schooling.

20. The Mission found the new developments in education welcomed throughout Micronesia. The Mission likewise welcomes them, not only in themselves, but also because they form a central part and a guarantee of the good faith of the Administering Authority's stated aim of preparing Micronesians so that they can replace United States personnel in positions of leadership throughout the Territory. The new education system was launched less than two years ago; the new schools are still

being built, existing teachers retrained and new teachers recruited; the results will not be fully apparent in the Territory for ten or more years, when children emerge who have had the benefits of the new system, for there are few short cuts in education. But through this decision to transform the education system—for which the Administration deserves great commendation—the Territory is already launched into a different world. Micronesia can never be the same again.

21. The previous system had proved its incapacity to meet the standards now set for the development of the human and economic resources of Micronesia. Leaving aside the mission schools, which were an indispensable supplement, it consisted of a series of fairly good to very bad elementary and intermediate schools—the level varied markedly from district to district—feeding a small number of pupils into one good secondary school, which was hard put to it to bring students to a standard acceptable to outside universities.

22. The fundamental weakness arose from the application of a philosophy which may work in a rich country—namely, that the local community should pay for the education of its children—to a dependent territory where circumstances rendered the community too poor to finance an adequate education system. In the case of elementary schools, the Administration provided only supervisory personnel and most of the (inadequate) school supplies; the schools were financed primarily by district revenues with funds derived from local taxes, fees and assessments; and each community paid the salaries of the local teachers. The result—and the Mission recalls this past only because it affects the present; because its incubus lies heavy on every phase of the life, work and government of the Territory—was that school buildings were at best adequate and at worst completely inadequate, dilapidated and often with little or no equipment. Teachers, paid badly, spasmodically and sometimes not at all, were poorly qualified, had small inducement to improve their qualifications, basic education or teaching methods, and sometimes in the remote areas did not bother to be present at the school. The blind were leading the blind. Students who went on to the secondary school or, later, to a higher education outside the Territory found themselves at a great disadvantage: the nominal grades they had passed in the Territory were not worth their face value—their grade nine from Micronesia might be the equivalent of grade six, or even less, in some other country; they were usually much older for their grade than children in more advanced countries; their knowledge of English was so poor that, however intelligent, they had initial difficulty at university in following the lectures or getting through the prescribed reading, and having missed essential first steps in a subject they found themselves never catching up or doing as well as their basic ability merited; and often they entered university with a foundation of mathematics inadequate to carry the weight of modern education in science, economics, agriculture or medicine.

23. By their innate ability—Micronesian children in the same schools as American children daily demonstrate that human abilities are similar the world over—and by hard work stimulated by a passionate desire for education, a number of students overcame the handicaps: the work of Micronesians who hold senior positions in every district testifies to it. Nor should the work of past educational administrators and teachers be underrated. The devoted work of a few could stand as an example to

those many new teachers now coming into the Trust Territory who are being provided with every teaching facility and relatively easy living and working conditions. The curriculum for the intermediate or junior high schools, for example, was excellently conceived, and the textbooks and readers locally written and illustrated—often by Micronesians and in various local languages—are unequalled by anything yet produced under the new system. The work of the central public secondary school, the Pacific Islands Central School (PICS) in recent years and of at least two mission secondary schools has contributed much to raising standards and thus enabling the students who went abroad to stand on a more equal footing with their fellow students. Within the limitations set by finance a surprising amount was achieved. It was greatly to the credit of the previous system that it provided opportunity for some students to go through to the tertiary level. Nevertheless, it could not produce the number or the kind of people needed to operate even a caretaker administration or a sluggish economy, let alone meet the more complex needs of a Territory in active development, where the people are to run their own affairs and make informed and mature decisions about their political future and their relationship with other countries.

24. The basic trouble was money. Money is by no means everything; but without a bare minimum of money good education is not possible. In 1963 the Administration secured the money and, as the following sections will briefly indicate, it is moving swiftly and energetically to transform every aspect of the Territory's education system. Expenditure on education in 1963 rose to \$1.3 million, of which \$1 million was for recurring expenditure and \$0.3 million for new classrooms; for 1964 it is \$10.1 million<sup>4</sup>, including \$1.8 million for recurring expenditure, \$5.2 million for new classrooms, and \$3.1 million for the construction of houses for teachers; in the 1965 fiscal year, starting 1 July 1964, it is to be \$6.2 million, including \$3.9 million for recurring expenditure, \$1.3 million for new classrooms, and \$1 million for teachers' houses. It can thus be seen that the lion's share of the Territory's budget is now being invested in education. It can also be seen (paragraph 129) that the recurring expenditure, alone, on education has reached a figure of nearly twice the total value of exports from the Territory and eight times the total of district and municipal taxes.

#### ELEMENTARY EDUCATION

25. This area, which includes grades 1 to 6, is the one which has received the first and greatest weights of increased spending under the programme of accelerated educational development. The programmes for improving the quantity and quality of buildings, supplies and teachers which were launched in 1963 will be briefly outlined to give some idea of their magnitude.

26. As to buildings, the Administration has taken over from local communities the financial burden of supplying school buildings. Its goal is to have by the end of 1965 new classrooms—a total of more than 500—for every public elementary school in the Territory; 234 new classrooms were provided for in the 1963 budget and 175 classrooms in that for 1964. The Mission saw these new

<sup>4</sup> An amount of \$4.7 million of the 1963 appropriation could not actually be spent until the 1964 fiscal year. This makes the figure of actual expenditure for 1963 smaller and that for 1964 larger than that which appears in the budget of the Territory.

schools in operation or under construction in places it visited all over the Territory, sometimes in remote areas, where it was expensive, and no easy matter to ship in the building materials. Standing in such welcome contrast to those they replace, they are of concrete and other permanent materials, which should involve the minimum of expense on maintenance in future years—an important consideration in the Micronesian climate, which causes rapid deterioration in structures made of wood or of some metals. They will be a lasting asset to the people of Micronesia. Often they are magnificently sited. Now many of the children of Micronesia, instead of passing their days, as they too often did in the past, in the semi-darkness of squalid buildings, will be educated in surroundings which cannot but develop pride in their beautiful country. For the most part the schools are being constructed by construction crews employed by the Trust Territory Government, or through labour and service type contracts with Micronesian contractors. Desks and other furnishings are first-class, in contrast to the situation in older schools where in some cases, as the Mission itself saw, there are no desks at all. The desks were mostly designed within the Territory and made by craftsmen in Palau. The Palau Handicraft and Woodworkers' Guild has completed two orders worth \$23,000; bids for the furniture for another 360 classrooms had been invited at the time of the Mission's visit. Excellent stocks of classroom supplies and books arrive as the new schools are completed; the delight of teachers at having the necessary teaching aids with which to help their children, and of children experiencing the first smell of new books, can perhaps be fully appreciated only by those who have seen teachers and children struggling under the handicap of inadequate school supplies.

27. As to teachers, the Administration is acting on several fronts simultaneously. First, it moved to reduce the burden on local communities of paying teachers' salaries: in 1963 it adopted a new policy of giving subsidies in order to provide more adequate salaries to qualified teachers and to assure greater regularity in payment; this was the first step towards establishing a uniform salary scale throughout the Territory. By proceeding to include elementary-school teachers in the Micronesian Title and Pay Plan, which will involve full support by the central Government, by raising their status, and by paying salaries based upon merit and training, the Administration is seeking to improve the chances of the teaching service retaining its trained personnel instead, as is so often the case, of losing them to more lucrative branches of the civil service. Secondly, the Administration has initiated numerous measures to raise the educational qualifications and professional competence of teachers already in the service with a view to removing as soon as possible the present need for imported teachers. Twenty-two United States and thirty-three Micronesian supervisory teachers and administrators have been charged with organizing in-service training, model demonstration schools, short-term courses and summer schools for the 400 Micronesian teachers. A number of teachers have been sent abroad to study for university degrees. Equally important was the establishment in September 1962 of a teacher-training institute on the campus of the Pacific Islands Central School in Ponape. This Micronesian Teachers Education Center was designed especially to meet the needs of teachers who for family reasons or for lack of adequate academic qualifications cannot undertake university study abroad. It combines high-school work with specialized

training in education and teaching methods. Twenty-five teachers completed their intensive one-year course in 1963 and fifty will be enrolled in the 1964 academic year.

28. Fourthly, and most significant both in cost and impact, the Administration is importing a large number of United States teachers to fill the gap while Micronesian teachers are away improving their qualifications, to help raise the standard of teaching at every school and to show by example the level that can be attained with fully qualified teachers, and to spearhead the assault on the problem of establishing English rapidly as the medium of instruction throughout the Territory. (This decision to establish English as the medium of instruction in practice and not merely in theory is an essential part of the new policy in education; it was taken in conformity with the desire of the Micronesian people as expressed by the Council of Micronesia and by Micronesian students and teachers.) These new United States teachers are already taking up their positions all over the Territory. The plan provides for a total of 140 in the 1964 fiscal year, 211 by mid-1965 and 271 by mid-1966. The cost of imported teachers and educational administrators was about \$0.4 million, for 55 persons, in 1963; is \$1.6 million, for 203 persons, in 1964; and is estimated at nearly \$2 million, for 232 persons, in 1965. In addition, it has been necessary to erect houses for imported teachers; many have already been erected and a total of 181 is due to be completed by mid-1965 and 255 by mid-1966, at a cost of about \$3.6 million. These houses, like the schools, are being well built of permanent materials and should be another lasting asset involving a minimum of maintenance. Fifty-one of the houses so far constructed were built under contracts held by a United States firm on Guam, which provided supervision while employing local labour; some other houses have been erected by Micronesian firms, and it is expected that the proportion of contracts won locally will increase; and in some remote areas—for instance eighteen houses in the outer islands of the Marshall Islands District and two in Ulithi, Yap District—the task is to be done by construction crews employed by the Trust Territory Government.

29. Of the total school population of 20,813 for the year ending 30 June 1963, 17,679 were at elementary schools—13,596 at public schools, 4,083 at private, that is, mission schools. This figure compares with a total school population of 18,294 for the year ending 30 June 1962, of whom 15,725 were at elementary schools. It is believed that of approximately 17,500 children between seven and fourteen years old in the Territory, 16,844 attend school; those who do not are in isolated islands in the Truk, Yap and Marshall Islands districts. In 1961, the compulsory school age throughout Micronesia was reduced from eight to seven; in fact, many children commence at an earlier age. The Mission considers that the compulsory entrance age should now be reduced to six and that entry at the age of five should be permitted. Children in Micronesia have the hurdle of a foreign language to overcome and they should be given the chance to become accustomed to school conditions and to start learning English as soon as they are ready to do so.

#### SECONDARY EDUCATION

30. Until 1962 the only senior public high school which took children to the end of grade 12 in the Territory was the Pacific Islands Central School (PICS) at Ponape.



(There were also four high schools at the senior level conducted by religious missions—one at Truk, one at Saipan and two at Ponape.) The other five districts had only intermediate or junior high schools, i.e., grades 7-9. In September 1962 the process was started of converting the junior high schools to full senior high schools by adding a grade each year, so that by September 1964 every district except Yap, which is following one year behind, will have full junior-senior high schools going to grade 12. In addition, junior high schools are now operating on the outlying islands of Ulithi, in the Yap District, and Kusaie. Except in Saipan these high schools are boarding schools and co-educational. Since every district will have its own, the Administration sees no further need for a central high school; PICS will therefore lose its special character and become the Ponape senior high school.

31. To expand the secondary school system and to raise the standard rapidly the Administration is providing sufficient money in the 1964 fiscal year to employ thirty United States teachers, teacher-supervisors and principals, as well as 118 Micronesian teachers and administrative personnel; and in the 1965 fiscal year, with secondary school enrolment constantly increasing, it is intended to provide for fifty-seven United States personnel and 127 Micronesians. The importation of United States secondary-school teachers involves another programme of house building, estimated to cost \$500,000 in the 1965 fiscal year. A very great increase in library books, textbooks and instructional aids is under way; for instance, English-language-teaching laboratories are being installed in all the high schools.

32. Whereas there were 1,623 students at public secondary schools in the year ending 30 June 1963—300 of these were in grades 10 to 12—and 2,257 in 1964, it is estimated that there will be 3,035 in the new school year beginning in September 1964. Mission schools were educating 1,511 children at the secondary level in the year ending 30 June 1963; 195 of these were in grades 10 to 12.

33. In addition to children at secondary schools in the Territory there are a number at high schools abroad, mainly in Guam, either on scholarships, or under private arrangements; the number in the year ending 30 June 1963 was 249 (222 in Guam, 12 in Hawaii and 15 in continental United States). As the Territory comes to provide enough places in public high schools for all who desire secondary education, the number going abroad is likely to drop; the Administration sees no need to encourage students to leave the Territory for secondary as distinct from higher education.

#### HIGHER EDUCATION AND SCHOLARSHIPS

34. There being no university in the Territory, students go elsewhere for their higher education. In the year ending 30 June 1963, 161 Micronesians, as compared with 126 in the previous year, were pursuing courses of study abroad. Of these, 101 were receiving scholarships, fifty-eight having government scholarships, and sixty were attending college on their own; on the recommendation of district scholarship committees, transportation costs of privately sponsored college students are provided from Trust Territory funds. Seventy-four of the students were at the nearby College of Guam, thirty-seven at various colleges in Hawaii, twenty in the continental United States, eighteen in the Philippines, nine in Fiji and three in Western Samoa. In 1964, there are ninety-nine Micronesian students at the College of Guam alone.

35. The number of government scholarships was raised to sixty-five for the 1963-1964 academic year and the Mission understands that the number is to be doubled for the 1964-1965 academic year; this involves an increase in cost from \$123,000 to \$250,000.

36. So far, few Micronesians have completed full university degrees. In the year ending 30 June 1962 there appears to have been one graduate, and in the year ending 30 June 1963 ten Micronesians completed university courses but not necessarily full degrees. It can be seen that the number will soon increase greatly. The Mission met many college students in Guam and in Hawaii; most of them were older than such students in many other countries, for reasons which preceding sections of this chapter will have made apparent (see paragraph 22). The Mission was much impressed with the maturity and enthusiasm of these students and with the interest in politics shown by several of them. Micronesia will not be able to fill its requirement of experts and technicians for many years yet, but it will not lack good leaders.

#### COMMENTS BY THE MISSION

37. The Mission gives its warm commendation both to the policy of the Administering Authority of providing an education system of high quality for the people of Micronesia and to the energy with which the policy is being put into effect. The comments and suggestions which the Mission now makes are relatively small measured against the total effort that is under way; it nevertheless attaches importance to them. As an over-all comment the Mission would stress the need for arrangements to be made for continuing evaluation of the results in practice of the revised educational plans, particularly with regard to standards of achievement. There has in the past been a tendency to assume that because certain experts or certain equipment were provided, certain results would automatically follow. But this can by no means be assumed. Objective evaluation will be essential as the new policy is progressively put into effect.

#### *Expatriate teachers*

38. As the Mission travelled throughout the Territory it became conscious of the problems which could arise from the introduction of over 300 United States school-teachers. These qualified teachers should be a tremendous influence for good: the Mission for its part is unable to suggest any better means of raising rapidly the standard of education, the level of comprehension of English and the skill of Micronesian teachers. But there is a potential source of tension in that so many expatriates will be coming to a Territory where there have previously been quite few and that to secure teachers with the required qualifications it is necessary both to pay salaries that are high by Micronesian standards and to provide housing and living conditions which, though normal by United States standards, are beyond those which are at present possible for almost all Micronesians—standards, moreover, which are beyond the realm of possibility for those who on small islands and coral atolls live at the margin of human survival. This is admittedly a short- or medium-term problem because the whole purpose of the programme is to speed up the training of Micronesians so that it will be unnecessary to import teaching skills at such great expense. It might nevertheless have been reduced by using the Peace Corps or applying its methods and con-

cepts; but the Mission understands that this was not practicable.

39. The Mission observed some United States teachers working in remote areas with very simple living conditions. It was these teachers who were making the greatest contribution, not solely in their strict assignment as school-teachers, but through their influence on the whole community. They interpreted their job as virtually a 24-hour one; they taught, they organized adult education classes, they did first-aid work, they talked English to old as well as young; and their wives, unpaid, made an equal contribution. They lived in local-style houses either next to the school or in the village. It was apparent to the Mission that these teachers were respected and that they were getting happiness and fulfilment from their work. In district centres, on the other hand, where already there is starting to be a concentration of teachers, the Mission noted that an occasional teacher supervisor or administrative officer had a more limited conception of his role and of the amount of effort he should put in. Sometimes his wife also had a well-paid job and was not interested in voluntary work. And where the new houses were grouped in "compounds", a system apparently adopted to save building costs and to ensure that power and other facilities were available, the teachers and other imported officers tended to form a group separate from the Micronesians, thus reducing the contribution they were making to the community as a whole.

40. The cost of importing a teacher is high, and the Mission feels that every effort should be made not only to attract thoroughly experienced teachers—it was not particularly impressed with the qualifications of some—but also to extract the fullest benefit from their presence. Ideally, only dedicated teachers should be engaged, but as the number rises this will be less easy to achieve. The Mission hopes, however, that great care will be made to attract the best type of applicants, to inform them fully in advance of what is expected of them, to select those prepared to put up with some personal inconvenience, and to arrange orientation courses for those taking up positions. Here if anywhere it is essential to preserve a "new frontier" spirit. In fact, by the standards of most countries, assignments in Micronesia involve few hardships; and if there should be difficulty in attracting suitable teachers from existing sources, it would be worth widening the area of recruitment.

41. In order that teachers may play the fullest part in the community, the Mission, remembering that Micronesians are to replace imported officers, would like to see teachers' houses placed not in compounds but near the schools or in the villages and where possible, as is being done with imagination in Palau, rented from local people. As the Mission suggests in its chapter on economic advancement (see paragraphs 172 and 173), it would like to see the plans for building schools and houses developed as part of a wider programme of providing utilities to the community.

#### *Adult education*

42. While the future of Micronesia doubtless lies with the children, the present and immediate future lie with the adults. More could be done to give adults educational opportunities. The new schools could be used in the evenings as centres of community education and development. In those districts where radio stations exist the potentials of broadcasting as an educative force and an

instrument for welding communities together and into a nation have not yet been exploited.<sup>5</sup> Again, the resources of the technical departments attached to secondary schools could be made available for adult education. The wood-working and metal-working machines, and the buildings in which they are housed, are an expensive investment from which the greatest return should be sought—all the more in a territory like Micronesia where technical skills are short. Evening sessions might be held at which adults would be helped to make boats or joinery for houses or other useful articles. The Mission knows that Micronesian technical teachers would be glad to earn the extra income they need by supervising such activities and it feels sure that many United States personnel would give freely of their own time and talents. The Mission was rather surprised to hear that imported personnel should require overtime payments.

43. Again, classes in English and other subjects would be welcomed by adults in most districts. Several parents commented that at this time of change it would help them to keep the family together if they, like their children, learned English, the only Territory-wide language of communication. In two districts the Mission was pleased to find that adult education classes were operating at which Micronesians taught their local language to United States personnel, who in turn gave lessons in English. These classes have a dual value, both in teaching the languages and in promoting friendship and understanding; it is something the Mission hopes will be emulated elsewhere. In Ponape, the Pacific Islands Central School has brought together a group of United States teachers who in combination possess a wide variety of skills and knowledge. The Mission found that some of these teachers would happily arrange adult classes outside their normal working hours without remuneration, and it hopes advantage will be taken of such an opportunity. The spirit of teachers such as these is greatly to be commended. The emergence of such local initiatives should be encouraged and the Mission trusts that people will not be made to feel that everything must be done at central direction, through "channels", and by experts and specialists.

44. One group of adults to whom special consideration should be given are those who comprise the present civil service in Micronesia. Nearly all civil servants went to school in Micronesia under the previous inadequate education system; at times their English and their mathematics are weak; as a result the development of Micronesia is impeded and they suffer personally because their promotion must be delayed. Moreover, some of these civil servants already realize with unhappiness that young Micronesians who are having advantages they lacked will soon be moving into the civil service and are likely to achieve more rapid promotion. There are many ways of assisting these civil servants through in-service and other training programmes—this is an important question which is taken up elsewhere in this report (paragraphs 49 and 257-261)—but night-classes in English and other subjects could be especially useful. Here is another potentially valuable field for co-operation in adult education between United States personnel and Micronesians. The Mission was told by several Micronesians of cases where United States officials welcomed Micronesian individuals or groups to their homes for informal sessions in the evening at which the official sought to pass on to the Micronesians

<sup>5</sup> The section on social advancement also takes up the question of broadcasting, in paragraphs 90 to 92.



whatever skills and knowledge he possessed and they desired. These sessions were achieving something that often eludes the adult education programmes organized by experts.

#### *Vocational and technical education*

45. The Mission heard repeated requests in a number of districts for more vocational and technical training. It is an encouraging feature of Micronesia that, except perhaps in the case of the Marianas, the people still respect farming and manual skills; it is worth building quickly on this asset lest it be eroded. The Mission noted with interest the well-equipped industrial arts departments being established in several districts. It discovered, however, that the intention of the courses in these departments was to give students a general idea of working with their hands rather than to produce craftsmen or to fit people for trades. Put to such a use at this stage of Micronesia's development the expensive facilities seemed something of a luxury. If harnessed also to a vigorous and imaginative programme of adult education, as the Mission has already suggested, they would become less of a luxury. But even so, the need for people trained in crafts and other skills is urgent and it must be met more effectively than it is at present if the developing economic opportunities are to be exploited and others opened up. The training courses in Guam and scholarships to the Honolulu Technical School are not proving sufficient. The Mission would therefore advocate that vocational education be better organized, with a stream of post-primary students flowing into it, and additional provision made for adults.

46. In the meantime, until technical or vocational schools are established, it will presumably continue to be necessary to use such institutions as the Honolulu Technical School. The Mission was much impressed with this institution, and it believes that it could make an even greater contribution if two things were done. First, its Principal should be enabled to visit Micronesia to see conditions there and to work out a programme of studies geared to the specific needs and capacities of the Territory. Secondly, a liaison officer at Headquarters should be responsible for working out and following up the training programme of each student given a scholarship for technical training. It need hardly be added that technical education will become easier to organize satisfactorily when a comprehensive plan of economic development for Micronesia is prepared (see paragraph 177).

47. The public works departments could be valuable centres for training apprentices and tradesmen. Some are. But the Mission feels that the imported officers in the public works departments of one or two of the districts could work more positively and sympathetically to pass on their skills to Micronesians. It suggests that the Administration make a special effort in this field and that here, as indeed throughout the Administration, it be made clear that every imported officer from the highest to the lowest is to be judged not solely by his competence at his particular job but also by his success in making himself dispensable.

#### *Higher education—A junior college?*

48. Though just conceding that the improvement of vocational education has a higher priority, if priorities must be established, the Mission is much attracted to the idea of the establishment of a junior college of Micronesia,

which has been advocated by numerous people in the Territory. It admits the strength of the arguments against such a Territorial university: that the number of college students, at present 150 or less, is so small and the range of the subjects they are taking is so great that the cost of providing the staff and facilities would outweigh the cost of the existing system of sending students abroad; also that Micronesia is already so cut off from the world that an essential part of the higher education of young people is to have their horizons widened and their standards raised by contact with different countries and a variety of students. There are, however, other considerations. First, more students could receive a higher education if a junior college existed in the Territory; certainly there would be more women students, for at present parents are somewhat reluctant to let their daughters go abroad to school; the education of girls at high school and higher level is lagging seriously behind, to the future detriment of the Territory.

49. Secondly, courses for civil servants, during the day and at night, could be arranged to the great benefit of Micronesia and of the officers themselves; this would enlarge the pool of trained people and hasten the process of "Micronization" of the Administration. Admittedly only those stationed in the district centre would be able to attend the college, but this limitation could be overcome by a plan for rotating civil servants. Correspondence courses could also be dovetailed into the scheme. In addition, of course, the night classes would be available for adults generally, not only for civil servants. This junior college could also provide courses for older students who would not be able to attend regular classes in senior high schools because of age.

50. Thirdly, a junior college could help to meet another important, but fortunately temporary, need. There are in the Territory a number of people in their twenties who have the desire and the ability to profit from a university course but who cannot enrol because their high schools did not take them to a sufficiently high academic standard. They need one or two years of pre-college education. To secure this they would have been willing to attend PICS, which had a special standing and which has always had some older students. But they would not be willing, at their age, to attend one of the new junior-senior high schools. A junior college at Ponape could organize pre-college classes for this group of people who, with further education, could make a very useful contribution to the Territory.

51. Fourthly, there would be advantages in students at junior college level being educated in the Territory. The reverse side of the broadening effect of study abroad is its demoralizing effect on some students. The Mission was often told of cases—usually involving Guam—where students had returned from another country unsettled and with values which were considered undesirable in Micronesia. Students needing higher or specialist degrees would still go abroad, but they would be of a more mature age and experience.

52. Fifthly, the staff of a junior college would have a leavening and stimulating effect in the Territory. It would also provide openings for talented Micronesians. Finally, and importantly, a junior college would be a focus of pride; this place where talented young people from all over Micronesia would come together would surely be a powerful force in creating a national consciousness in Micronesia.

53. For these reasons the Mission would greatly like to see a junior college established. The obvious place is Ponape where, at PICS and the Micronesian Teachers Education Center, there are several teachers on the spot with qualifications as good as those of teachers in many junior colleges elsewhere. The staff of a junior college need not be large and the emphasis would be on giving a first-class education built around a few major disciplines. A college of this kind need not be a costly undertaking. The Mission therefore urges that early reconsideration be given to this matter, bringing in factors wider than purely financial ones and putting the interests of Micronesia first. The Mission also suggests that the new congress of Micronesia should investigate the problem. Those of the congress who believe (as does the Mission) that Micronesia has a potential of its own may not be content to see the crown of their educational system placed outside their Territory, their most talented children all sent away for years, and Micronesia denied the life-giving force that a good university provides.

54. Meantime, scholarships for study abroad are essential to provide the trained people needed urgently in Micronesia. The Mission welcomes the Administration's plan to double the number of scholarships in the year beginning 1 July 1964 and hopes that this number will be at least maintained and if possible increased in the following year. The Mission recommends that all scholarships should be awarded for a period sufficient to cover a full course of study.

#### *The Pacific Islands Central School and Micronesian Unity*

55. In its short but varied history PICS has made a great contribution to Micronesia, not only scholastically, but also as an influence towards unifying Micronesia. Inside and outside the Territory the Mission was cheered and stimulated by the contacts with the graduates of PICS. These people, who had come together to this common meeting ground from all over the Territory for three years' secondary education, were free of the prejudices and rivalries that are said to be a barrier to Micronesian unity; the friendships and habits of co-operation they formed at PICS went deep. Now PICS is to disappear for the good reason that six high schools have now come into being. Though naturally welcoming the Territory-wide progress in secondary education, it is with regret that the Mission sees the demise of an institution which has performed such an admirable function. The proposed congress of Micronesia should soon emerge as a potent force in the political field, for promoting Micronesian unity and co-operation, but the question arises as to what ways there are of continuing, in the educational field, PICS' work of keeping alive and advancing the idea of Micronesia.

56. A junior college, which the Mission would regard as the ideal continuation and development of PICS, would best fill the gap. Short of that there is only the Micronesian Teachers Education Center on which to pin hopes. But other measures could be taken to encourage the growth of a Micronesian consciousness, and the Mission hopes that every possibility will be earnestly explored. For instance, since more high-school students will in any case be hoarders, it could be arranged for every high school to have students from every district. The Mission sees some merit in the idea of carrying this idea furthest at Ponape and, in effect, continuing PICS as a pace-setting high

school with a larger proportion of the most able students than any other district; but it was given to understand that the Administration dislikes this idea as an "elite" approach to education. Teachers—secondary-school teachers certainly, but increasingly elementary-school teachers too, as English becomes established as the medium of instruction throughout the Territory—should be regarded as a single corps and should be assigned on a Territory-wide basis. And in working out such a scheme the Mission hopes that special arrangements will be made to ensure that the remotest areas receive a fair share of the best teachers; indeed, a more-than-fair share would be justified, because the children in the remote districts have suffered in the past and it is essential that opportunity in the Territory be equalized as soon as possible. The Mission could not easily reconcile itself to seeing four imported teachers assigned to a small school in Saipan—a school where there was a large number of expatriate children—but only one imported teacher in a larger school not far away.

#### *Education of girls*

57. In 1963 there were roughly as many girls as boys in the elementary schools—9,471 boys and 8,108 girls—the compulsory education laws doubtless ensuring this. But at the junior and even more at the senior high school level, where places have in the past been limited and compulsory provisions cease to apply, the ratio of girls drops away: in junior high schools 1,617 boys to 1,022 girls; in senior high schools 392 boys to 103 girls. The figures for mission schools are included; were it not for the better showing of private schools, the ratio of girls would show an even more drastic drop. Now that educational facilities in the Territory are being expanded to the point where opportunity at all levels will be available to all who can profit by it, the Mission hopes that a special effort will be made by the Administration to encourage girls to continue with their education.

#### *Textbooks and publications*

58. New textbooks and publications are now flowing into the schools in good quantity. Many of these books are standard material used in schools in the United States. It was perhaps inevitable that such textbooks should be used because it would doubtless be expensive to produce a special range of Micronesia-oriented textbooks for a school population of 20,000; and in any case the accelerated education programme demanded that books be immediately available. Nevertheless—though it heard no complaint from any Micronesian, indeed, the reverse, for people seem to suspect that a Micronesia-oriented education means a second-class one—the Mission was uneasy at finding children working so extensively from books prepared in the United States and set in a cultural frame of reference unfamiliar to a child brought up in the environment and culture of Micronesia. And, despite the pedagogical rationalizations that were produced, it still feels surprise that a little Micronesian girl in grade 1 should be reciting "My name is Jane; I come from Philadelphia; I am in the fourth grade." Education is, of course, much more than a matter of buying a package of buildings, houses, teachers, textbooks and equipment. The Mission was pleased to note that the education authorities in the Trust Territory have in fact been buying some textbooks produced in other countries and it hopes

that they will make a special effort to keep in touch with other countries, Pacific countries particularly, in the hope of finding material that will be more meaningful to Micronesian children and will also make them more aware of their nearer neighbours. In this connexion the Mission also hopes that now that schools are starting to have electric power, which makes it possible to use film-strip machines and projectors as teaching aids, a film library will be established in which films showing life in other countries will bulk large. It is important that the horizons of Micronesians should be widened.

59. The Mission also hopes that greater effort will be put into the local production of instructional materials. The Mission is aware that a Literature Production Center at the Trust Territory Headquarters is producing school texts and other materials for use in elementary schools; that there is a training programme in which selected school teachers are brought to Headquarters to work in the Center; and that literature production training seminars for selected groups of teachers and other district educational personnel are held in the districts by the staff of the Center. But the Mission was not greatly impressed with the material so far produced, all the more in comparison with that brought out in past years by enthusiastic local efforts in the districts. This earlier material, often in local languages—the general use of English now simplifies the problem of producing literature—was frequently written and illustrated by Micronesian teachers and drew on local legends and other sources of inspiration. Temporarily such material seems to be suspect in the minds of many Micronesians because it was produced in the days of the inferior education system, and they link the two; but there was no causal connexion—indeed some of these books were gold in the dross; and the Mission hopes the day will soon come when Micronesians see a local teacher's drawing of a mangrove crab as no whit inferior to a Chicago teacher's rendering of a Maine lobster. Again, though it may be cheaper to send material to Guam to be printed, the Mission would like to see an increasing amount of printing done in the Territory itself. Printers are essential even in the smallest territory and the Mission suggests that scholarships be provided in printing and the graphic arts.

60. The Mission also suggests that among the textbooks in both elementary and secondary schools there should be a history of Micronesia. This Territory is unique in its history and its culture, and the children of Micronesia should know their past and take pride in it. They should know of their kinship to other great explorers of the Pacific. Finally, the Mission suggests that there should be in every classroom a map of Micronesia which shows its relationship to its Pacific neighbours.

### *Libraries*

61. The Mission notes with approval the development of school libraries and the appointment of a supervisor of library services. The development of libraries must be a key part of the improvement of the whole education system. The Mission would go further. It suggests that policy for libraries should be formulated within the even wider framework of community education. Conceived in this way libraries could develop as a major supplement to adult education and political development activities.

### *Schools and departmental extension work*

62. The Mission suggests that special efforts should be made to ensure close co-operation between the work of the schools and the extension activities of government departments in such fields as agriculture, health and environmental sanitation. In this way the professional resources of the schools can be supplemented and links forged between school and community.

### *Mission schools*

63. At several meetings the Mission heard requests that the Administration should give financial aid to those mission schools which comply with prescribed standards regarding management, suitability of school buildings, number and qualification of teachers, suitability of curriculum and quality of teaching. This is a controversial subject all over the world and many considerations enter into a judgement, one, of course, being whether a Government is providing educational facilities sufficient for the whole population—which has not in the past been the case in Micronesia. The Mission wishes to enter this controversy only to the extent of making two observations and one suggestion. Its observations are, first, that arguments which are valid in a metropolitan country are not necessarily valid in a dependent territory; and, secondly, that some mission schools have made and are making a great, indeed up to now an indispensable, contribution to Micronesia's development. In visiting such schools as Xavier High School in Truk District and Mt. Carmel High School in Saipan, the Mission was greatly impressed by the high standards set, the sense of dedication as well as the professional competence of the teachers, and the liveliness of the students. Most of the teachers in the mission schools were, like the best teachers in the public system, servants of the whole community who contributed to the welfare and education of adults as well as children. Schools like those cited have, moreover, shared with PICS the distinction of bringing together students from every part of the Territory, breaking down traditional barriers and helping to weld the people of Micronesia together.

64. The Mission's suggestion is that the question of state aid to private schools be considered by a committee of the new congress in association with the High Commissioner. This should ensure that decisions are made that are appropriate to Micronesian conditions and in line with Micronesian desires.

### *Dissemination of information on the United Nations*

65. The Administration has done a good job of disseminating general information about the United Nations. In most schools and public offices United Nations posters and other information material were in evidence. The flag of the United Nations flew prominently from public buildings in all districts. There could be no doubt that by and large the people were aware of the United Nations. United Nations Day is a public holiday and is universally observed in the Trust Territory. No doubt the periodic visits of United Nations visiting missions enhance this awareness. At the same time, relevant United Nations documents concerning the deliberations of the Trusteeship Council and the reports of visiting missions did not seem to reach a number of people to whom, in the view of the Mission, these documents would be useful. The Mission

suggests that the Administration might request a greater number of documents from the United Nations in order to arrange a distribution throughout the Territory, including all district congresses and all secondary schools. The Mission recommends that the supervisor of library services for the Territory should be responsible for ensuring that relevant United Nations documents be distributed throughout the school system. The Mission suggests that a United Nations fellowship be awarded to a Micronesian library assistant to familiarize him with United Nations documentation. If the Mission's suggestions in paragraph 61 above were followed up and school libraries were developed into community libraries, these would be ideal centres at which people could consult United Nations documents.

### *Conclusion*

66. For the most part the suggestions which the Mission has offered in this chapter flow from, or are made possible by, the advances which are now being made in Micronesia over the whole range of elementary and

secondary education. As educational standards rise, new needs emerge; at the same time the very progress in education itself enhances the possibility of satisfying these needs. It is for this reason that, without detracting from the commendation which is the Administration's due for its bold educational programme, the Mission desires to put forward four main recommendations:

(a) The compulsory school entrance age should be lowered to six;

(b) The present concentration on elementary and secondary education should be supplemented by increased attention to adult education and vocational and technical training;

(c) Renewed consideration should be given to the establishment of a junior college of Micronesia;

(d) Full advantage should be taken of the opportunities which the education system provides—through the training and posting of teachers and secondary school students, the preparation of distinctively Micronesian textbooks and in many other ways—actively to promote the unity of Micronesia.

## CHAPTER II

### SOCIAL ADVANCEMENT

#### PUBLIC HEALTH

67. The improvement of public health services has a priority second only to education in the Administration's plan to transform conditions in Micronesia. This is reflected in the level of spending, which has risen from \$0.56 million in 1962 to \$1 million in 1963, to \$1.9 million in 1964, and to an estimated \$3 million in the 1965 fiscal year which commences on 1 July 1964. This last figure is made up of \$2.1 million for recurring expenditure and \$0.9 million for construction; it may be noted again that the total value of the exports of Micronesia is just over \$2 million annually and that district and municipal taxes total about \$0.5 million. As the standard of the medical and public health services provided is steadily raised—a process that is likely to continue in the next few years—the cost will undoubtedly rise above the 1965 budget figure. The field of public health is another example of the high cost of providing services of modern standards in a Territory where a very small population is divided into many tiny and widely scattered units. And it is to be noted that public health is further on the way to being "Micronized" than any other activity in the Territory: the bill for hiring imported skills makes up only about \$0.2 million of the 1965 budget (excluding construction) of \$2.1 million.

68. The objectives of the Administration's public health programme are stated to be: to improve the health and sanitary conditions of the people, to minimize and control communicable disease, to provide medical and dental care, and to carry on a technical training programme for Micronesian medical services personnel. The Mission desires to commend the Administration for the energy and skill with which this policy is being carried out in practice.

#### *General: administration and staffing*

69. In 1963, there were some 530 Micronesians in the Medical Services Department. These comprised thirty-one licensed doctors, one assistant medical officer, twenty dental officers, sixty-six graduate nurses, and semi-professional, auxiliary and maintenance personnel. In addition there were in the Sanitation Service the Director, Assistant Director, five senior sanitarians, nine sanitarians and eleven sanitary workers and trainees. By 1963, in fact, as a result of a policy which had been followed steadily for several years, Micronesians had taken over most positions in the field of public health. All six district directors of medical services were Micronesians, and the staffing of all nine hospitals—directors, doctors, nurses, health aids, dental officers, typists—was entirely Micronesian. United States personnel consisted of the Director of Medical Services, a Public Health statistician, the Supervisory Hospital Administrator, the Supervisor of the Nursing School, and the Director of the Dental School.

70. This locally staffed medical system had for several years been providing fairly good service, all the more because the Naval Hospital at Guam freely made available specialists from its large staff to treat unusually difficult cases and thus provided a back-stop for the Territory. Nevertheless, it was a limited service by the standards of developed countries and there had been some complaints over the previous few years that non-Micronesian doctors were being withdrawn prematurely and that a sub-standard service was being established inasmuch as the Micronesian doctors who were taking over had not qualified at the M.D. level. The Visiting Mission itself encountered this complaint from time to time. These

complaints may or may not be justified—the Mission has heard it argued by experts that the type of medical training given at the Central Medical School at Suva, supplemented by special courses, is best suited to the needs of Micronesia—but it is true that the existing service was not large enough or specialized enough to attain the much more ambitious goals which the Administering Authority has now set for every aspect of medical services in the Territory. Accordingly the Administration has launched a major new scheme to train Micronesian doctors (see paragraphs 72-74); and to bolster the health services in the meantime it has increased the number of United States doctors in the Territory. One senior United States medical officer has been assigned to each of the six main hospitals to act as practitioner and consultant. These doctors are outside the “chain of command”, and direction of the hospitals and of the medical services of the district remains in Micronesian hands. The Mission commends this procedure of using consultants rather than filling established positions with expatriate doctors. It is a procedure which might be extended to other fields, perhaps next to education. The Administration also proposes, the Mission understands, to add two or three United States personnel to the Headquarters establishment to help push ahead the other new programmes summarized below.

71. This new policy is undoubtedly improving medical services in the Territory and the Mission found it welcomed throughout the Territory. The Micronesian doctors in the hospitals, who have usually been working with insufficient staff, found it useful to have experienced consultants with whom they could discuss problem cases. Their main suggestion was that the consultants would be even more useful if they rotated among the six districts and if each were a specialist in a different field, so that they might impart a series of specialties as well as giving general reinforcement. The Mission was told, however, that the number of cases in each hospital is so few that specialist teaching would not be very practicable; nor would it be possible to provide at every hospital the equipment for a variety of specialties.

#### *Medical education and training*

72. No Micronesian doctors in the Territory have qualified at the M.D. level. Almost all have had their medical education at the Central Medical School at Suva, Fiji, which accepts entrants at a lower academic level than would the normal medical university, and provides a shorter course (five years), which is said to be “streamlined” and without the “frills” of the longer M.D. course. They have then served a two-year period of internship in hospitals in the Territory before being licensed, and have subsequently attended special courses in surgery, obstetrics, orthopaedics or other specialties at hospitals in Guam, Hawaii or elsewhere. So long as the level of secondary education in the Territory was so low that few if any graduates reached university entrance level, it seemed difficult to envisage an alternative to this system of producing Micronesian doctors. In 1964, however, following a decision taken in 1962, a new system came into effect. In future, Micronesian doctors will be given a full ten- to twelve-year medical education leading to the degree of Doctor of Medicine. The Suva Medical School will in future be used only for the training of X-ray and laboratory technicians. Twelve pre-medical scholars are

now in colleges and universities working towards medical degrees and the number is to be doubled in the fiscal year commencing 1 July 1964. In addition a considerable effort is being made to improve the qualifications of those doctors and other health staff already in service, through special courses in universities and hospitals in Guam and the United States. In the year beginning 1 July 1964 it is expected that about fifty Micronesians will study on medical and public health scholarships or take part in special training courses. This new policy is, of course, much more costly: \$70,000 for 1964-1965 as compared with \$33,000 in 1963-1964.

73. The Mission warmly commends the attitude of the Administration that in the education and health of Micronesians nothing but the best is good enough. Nor would it be on good ground in raising doubts about the decision to give Micronesians full medical training leading to M.D. degrees, since this decision is precisely in line with the recommendation of the last two visiting missions. Nevertheless, while hoping they will prove baseless, the Mission has some fears about the results of the decision to put all the Territory's medical eggs into the one basket. The full course will take ten to twelve years; this means that at a time when there is a great demand and a great need for improved health services, the existing Micronesian staff—who are worried about this problem—can expect little relief from their present heavy strain, except by the importation at a high cost of more United States doctors. Nor can the places of those who will retire within the next several years be filled except by expatriates. Thus the new policy seems to make it certain that the budget of Micronesia for the next ten to twelve years will have to provide for an increased number of imported medical officers. Moreover, whereas conditions of life in Fiji are not greatly dissimilar to those in Micronesia so that hitherto their training has not taken Micronesians out of touch with their own Territory, medical students will now spend many years in countries which have little in common with Micronesia. Very possibly a sizable proportion may acquire a desire to remain abroad, and those who acquire their full qualification will have little difficulty in doing so; indeed the Mission was sorry to hear at least one of the present medical students confessing that his ultimate aim was to practise in the United States. Finally, it is to be remembered that the students now graduating from secondary schools and receiving medical scholarships came through the unimproved school system of the Territory; many of them have certain academic weaknesses, either in mathematics or English; and they will therefore find the full medical course to be exceedingly demanding. It is all too possible that some may become discouraged and that in this way good students, who would have graduated under the Suva system, will be lost to the Territory's medical services altogether. For these reasons the Mission is inclined to feel that it might have been better to compromise: that is, to continue the shorter courses at Suva (or at the Papuan Medical College at Port Moresby) for some students—for there will always be a need for these medical practitioners, certainly in the remoter areas, and especially until the benefit of students studying under the proposed extended programme can be realized—while offering long courses to really outstanding candidates. However, the Mission has no doubt that the Administration will itself keep the situation under review and will make modifications as necessary. If modifications appear necessary, the Mission suggests that the Administration might wish to investigate the possibilities



of the Papuan Medical College, which in conditions not too dissimilar to those of Micronesia is said to be combining high standards with a fresh approach to the problem of integrating the training of all types of medical personnel.

74. The training of nurses is also being pursued with diligence and rewarding results. More nurses are needed because medical services are being expanded; but many trained nurses leave the service to be married, so that the nursing service is chronically understaffed. It has been estimated that at least twenty new graduate nurses are needed every year for the next five years to meet the minimum expansion needs of all districts. In 1963 the School of Nursing was moved from Palau, where facilities were inadequate, to Saipan, where forty students can now be accommodated and where, when the new buildings of the Nursing School are completed this year, an enrolment of fifty or sixty young men and women will be possible. The Administration has provided the money both for the building, equipment and supplies, and for the expansion of staff, which is to include two additional professionally trained nurse-instructors holding degrees. In the past there has been a shortage of applicants for places in the Nursing School, largely because there was only one senior high school in the Territory and its few women graduates tended to prefer other occupations. With six such high schools producing many more graduates it is hoped that the needs of the nursing profession may at last start to be met. Since the expansion of medical services in all their aspects, in the field as well as in district centres, rests upon an adequately trained nursing staff, it is clear that this enlargement of the Nursing School is of major significance. It is likewise clear that expansion in this as in other activities proceeds hand in hand with the expansion of the educational base.

### *Hospitals*

75. There are six main hospitals, one in each district centre, and three enlarged field hospitals, one at Ebeye in the Marshalls, one at Kusaie in Ponape, and one at Rota in the Marianas. These hospitals are the core of the medical services programme: they provide in-patient and out-patient care, undertake surgery, perform X-ray and other diagnostic services, and give dental treatment. In 1963, 466 beds were available, including 172 for tuberculosis. Two new and well-equipped hospitals were opened in 1963, one at Saipan with ninety beds for the Mariana Islands District and one with sixty-eight beds (another wing is under construction) at Majuro for the Marshall Islands. The hospital at Majuro includes a polio rehabilitation clinic; there the Mission saw expert treatment being given to some of the fifty young children who so sadly were crippled in the epidemic of January 1963. Preliminary work has started on the new ninety-bed hospital for the Truk District; it is due to be completed, at a cost of over \$1 million, in the coming year. The hospitals at Yap and Ponape show up poorly in comparison with the new hospitals; the Mission understands that they also are to be replaced, but not in the coming year, with new ninety-bed hospitals costing just over \$1 million each. As with other buildings under the present Administration programmes, the hospitals are being constructed of permanent materials which should last well and require a minimum of maintenance. In some hospitals X-ray and other machines, often surplus equipment bequeathed by the Navy, are now obsolete; the

Mission was told that money is being provided for these to be replaced.

### *Field medical services*

76. When the Mission visited remote islands it would usually receive a number of requests, and improved medical facilities was likely to be chief among them. Scattered throughout the Territory are about 140 field dispensaries, each in charge of a health aide, which provide first aid and limited medical treatment. Though improvement is taking place it cannot be said that many of these dispensaries are in suitable buildings, or that their medical supplies are adequate, or that the health aides are sufficiently trained to cope with many of the situations which can arise. The Mission knows that the Administration is thoroughly aware of this situation and is moving to meet it in several ways. First, it is providing more money for medical supplies and equipment. Secondly, it proposes in the coming year to intensify its training programme to ensure that all health aides spend six months every two years in training at district centre hospitals. Thirdly, it is having built by local resources at Palau a field medical vessel which will take public health teams for extended stays throughout the various districts. Fourthly, six United States Public Health doctors are to be added to the medical staff to supervise and push forward programmes of preventive medicine and health education. Part of the programme—and an especially desirable part in a Territory where people are particularly susceptible to outside diseases—will be a Territory-wide programme to immunize the entire population against poliomyelitis, influenza, diphtheria, whooping cough, tetanus, tuberculosis, typhoid, cholera and smallpox.

77. Through examination and treatment in an organized tuberculosis control programme as well as through an active teaching programme a major effort is being made to control tuberculosis, which continues to be the Territory's major health problem. The Mission was disturbed to learn that cases are being encountered which are proving resistant even to the latest drugs. Despite this setback it appears that control of tuberculosis is, on the whole, making headway. Improvements in transport, by road and sea, would greatly help progress in this as in so many other fields, as of course would better housing and standards of living.

78. The Mission welcomes these efforts and plans of the Administration. Short of stationing qualified medical practitioners on every island or, as was suggested at one public meeting, having helicopters standing by to bring sick people to hospital—and these suggestions are hardly feasible—the Mission can suggest no more practical ways of meeting the medical needs of the people who live in small groups in remote and inaccessible areas.

### *Dental services*

79. The dental services are steadily improving, though by the standards of developed countries there is a long way to go. In each district hospital there is a dental clinic fully equipped for both operative and laboratory service. All clinics are staffed by Micronesian dental officers and the only non-Micronesian is the Director of Dental Services. Dental officers also accompany field trips to the various islands and atolls, equipped with portable dental equipment and supplies, and provide on-the-spot treatment and preventive measures. Most

dentists now in service graduated from the Central Medical School at Suva and have had post-graduate courses in Guam and elsewhere. In future, as is the case with medical training, students will no longer go to Suva but will undergo a full course of training leading to a recognized degree.

80. While in Majuro the Mission saw with pleasure the Trust Territory School of Dental Nursing, which has now completed its third year and last year graduated another eleven trained dental hygienists to take care of the teeth of school children. The School offers a two-year course to single girls at least 17 years of age who are graduates of a junior high school. The Mission saw the dental nurses at work among children in the field and was much impressed with the value of this preventive work. Here the Mission noted another minor paradox of development, another obverse of the medal of progress: with cash income people buy imported foods and as a result their teeth decay more quickly; consequently more of the national income must be devoted to providing dental care and education, and the Territory moves a little further away from economic self-sufficiency.

81. Good though the dental services are the Mission was made aware of a wide-spread desire for an increase in their quantity and range. At present the size of staff does not permit more than urgent work to be done and there are too many occasions when a dentist faced with a choice between taking time to save a tooth or extracting it must choose the latter course. Dentists in the Territory, anxious to do a better job and to apply the modern methods and standards they learn about during refresher courses abroad, are chafing under the restraints imposed by lack of staff and, in some cases, of equipment. The Mission trusts that as graduates of the high schools become available in adequate numbers for training the Administration will be able to apply the same standards to dentistry as it is now starting to apply in the general field of medicine.

#### POSITION OF WOMEN, AND WOMEN'S ORGANIZATIONS

82. In several parts of Micronesia a matrilineal society exists, and almost everywhere women occupy an important position at the centre of family life. But as Micronesia moves into a money economy and a modern pattern of living—a process which is naturally moving faster in the district centres than in the more remote areas—men are tending to develop on lines different from their womenfolk. It is a trend which is at an early stage and could still be changed. School enrolment figures give part of the story (see paragraph 57). More of it is explained by the cultural pattern prevailing in much of Micronesia, which favours early marriages, tends to restrict women to family life, and discourages them from also playing a significant part in public life. However, a great social change is taking place in Micronesia today which has a corresponding effect upon this attitude to and of women. The Mission was pleased to meet several young women doing responsible work in the civil service, including one who had completed college. Some mothers, in their informal discussions with the Mission, emphasized the need for greater educational opportunities for girls, including the provision of boarding facilities for a larger number of girls at the Pacific Islands Training School and the award of more scholarships to cover a period of a full course of study instead of a one- or two-year period abroad. In certain instances men, too, advocated greater

opportunities for women. Some women felt that the United Nations should undertake to provide fellowships for women; they said that hitherto fellowships had been granted only to men. At PICS the Mission noted that the student body included a considerable number of girls, some of whom expressed their desire for higher education. In Kusaie all nine girls completing the ninth grade this year expressed a desire that the number of scholarships from Kusaie to the senior high school at Ponape should be increased so that they could continue their education.

83. The task is to persuade parents, particularly the fathers, and boys and men generally, that it is to their advantage and to the future advantage of Micronesia for women to be as well educated as men. The Mission for its part made a special effort to spread this idea; and it has some reason to believe that the inclusion in the United Nations Visiting Mission of 1964 of a woman who occupies a high position in her country's service caused some men to question their previous attitudes and gave numerous women a source of inspiration.

84. In two of the districts in the Trust Territory, Saipan and Truk, women hold seats in the municipal councils; one appointed to a seat in Saipan and five elected in Uman, Truk.

85. There are women's organizations in most of the district centres and in some of the outer islands (for example, Uman in Truk and Laura in the Marshalls). In the outer islands the women's organizations teach handicrafts, while in the district centres activities include sewing, handicrafts, baby care, some aspects of practical nursing, and learning the English language. In Truk the Mission was very happy to make contact with a joint organization of Micronesian and United States women, set in motion by the wife of the district administrator. Here the women were helping each other in many ways, the Micronesian women fostering appreciation of the best in their own culture and interpreting it to Americans, and the American women explaining the way various social and other activities are organized in their country. This co-operation and the lessons mutually learned are helpful not only to the women but to their husbands, who are taking Micronesia out of its previous isolation and into contact with the outside world. The organization at Truk also arranges various goodwill activities: those members who are nurses give their services free, and members prepare parcels for the new born, and, at Christmas, gifts for the sick. In Palau, the women's organizations have erected their own building. In Ponape the organization, headed by a Micronesian lady with much experience in adult education work, undertakes sewing, handicraft, traditional songs and dances, and the teaching of English. The Visiting Mission was pleasantly entertained with a programme in its honour in which the women demonstrated their achievement in the study of the English language and in sewing and handicrafts. The Mission encountered several instances in which the wives of United States officials were contributing enthusiastically to the work of women's organizations. It hopes that this co-operation will continue and develop.

86. A number of suggestions were made that Micronesian women might be sent abroad for home economics courses or that experts might conduct courses in Micronesia on such things as the preservation of fruit and vegetables in order to prevent waste and to reduce the amount spent on importing canned goods. While there is some merit in these suggestions—and some women

have in fact attended courses and conferences abroad—the Mission was reminded here, as in several other fields, of a basic impediment to progress in Micronesia, that is, the inadequacy of housing and of utilities. There is a limit to the value of courses in the home-preserving of fruit and vegetables as long as homes lack power or running water or ovens. The greatest contribution to the progress of women in Micronesia, to the improvement of their status and human dignity, and to the advancement of their daughters, would be to enable them to have satisfactory houses (see also paragraph 173). Here, as elsewhere, we find that all problems are interconnected and must lead back to the basic issue of economic development.

#### COMMUNITY DEVELOPMENT

87. All that has been said above in this chapter is with a view to ensuring community development. But the Mission is also concerned with community development as a technique by which administrations and governments of territories or countries with meagre resources attempt to mobilize the human resources, both spiritual and physical, of the people. What the Mission is urging here is the adoption of "... the processes by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress".<sup>6</sup> This has been tried with success in a number of developing countries. The Mission is convinced that it may well be tried with success in the Territory. Though in some parts of the Territory the spirit of self-help is still very much alive—Yap, the Marshalls and Kusaie come immediately to mind—there are disturbing signs in the more so-called sophisticated districts, and particularly in those formerly under naval administration, of the growth of a tendency to expect that everything should be provided by the Government. With the great increase in the Administration subsidy, to the point where Government wages received by Micronesians are alone about twice the total receipts from exports and soon will be ten times the total of locally raised taxes, there is a danger that this tendency could spread and harden into a national attitude. Community development is not the only answer, and several other approaches to the problem are implicit in the economic and other sections of this report; but it is an important technique that should be considered before it becomes too late to apply it.

88. There are organizations in the United States itself, for instance the Community Development Foundation, which have done excellent work in various parts of the world. But for some constitutional or other reason they, like the Peace Corps, which might also have much to contribute to Micronesia, have seldom operated in those places where the United States has direct responsibilities and obligations. The Mission suggests that the Administering Authority make contact with organizations in the United States concerned with community development or that it consult the United Nations for suggestions as to ways in which assistance in this area of human activity might be organized. Bodies able to help with community development might be encouraged to establish

direct contact with an appropriate committee of the future congress of Micronesia and with district and municipal councils.

89. Whether or not it is decided to undertake organized work in the field of community development, the Mission wishes to stress that all governmental personnel whose work brings them into contact with the community—and this might well be taken to include teachers—could benefit from training in community development techniques. It is not enough for such officers to be good specialists or technicians; they must also know something of the forces at work in communities, of the techniques of community development, and of the means by which the communication of knowledge is best effected. In the Mission's view this aspect should be an essential element in departmental training schemes, particularly for field personnel.

#### BROADCASTING

90. This subject might have been dealt with in any chapter of the Mission's report for it is relevant to every aspect of the Territory's development. School broadcasting will certainly figure, for instance, as an integral part of the revised education scheme; and the Mission was glad to hear that the Administration attaches importance to this aspect. Broadcasting is at the very beginning of its development in Micronesia. There are at present three broadcasting stations—in Palau, Truk and the Marshalls—and three more are being built in the remaining districts. The Mission was more impressed with the potentialities of these stations than with their present performance. If used with sensitivity and imagination, broadcasting could be an invaluable instrument for spreading political consciousness, for assisting communication between the people of the Territory, for increasing a sense of the unity of Micronesia, for spreading knowledge of and respect for the culture and accomplishments of the various districts, for informing the people of plans and policies and establishing contact between the Administration and the people, for helping farmers, and generally for widening the horizons of these island-dwellers. Valuable opportunities have been missed: for instance, at the time of the Mission's visit the proceedings of the important sessions of the Council of Micronesia three months previously had not been broadcast. It was said that there were technical difficulties and that the variety of languages presented a problem; but this type of problem has often been overcome elsewhere in places less generously provided with equipment and staff. Certainly the proceedings of the new congress of Micronesia should be broadcast as a matter of course, as should those of the district councils. The Mission understands that in Truk, where several good developments have been pioneered, at least some of the proceedings are broadcast. The Mission was told that the relevant records of the Trusteeship Council have been read out over the air; this could be a means of stimulating awareness of the Territory's problems and provoking broadcast discussion. The spread of English under the new educational system will reduce some of the present problems in broadcasting, though broadcasting could itself be making a bigger contribution towards spreading knowledge of English. Again, English lessons need to be locally produced; it is not sufficient to play records made elsewhere.

91. Much more is involved in broadcasting than employing a junior officer to play records of light music

<sup>6</sup> See *Official Records of the Economic and Social Council Twenty-fourth Session, Annexes*, agenda item 4, document E/2931, annex III, para. 1.



—though naturally people must be entertained—or of programmes prepared for different audiences overseas. Ideally, each of the six broadcasting stations in the Territory should be run as a full-time job by Micronesians of wide education, imagination and political sensitivity—by people, in fact, like the Micronesian district directors of education. However, the Territory is short of such people, who will be needed even more as political leaders or as high officers in the Administration. It may therefore be necessary for the time being, that is until the education system can more adequately supply the needs of the Territory, to use non-Micronesians for the senior posts, though they should have Micronesians associated with them. Among non-Micronesians, particularly among imported teachers, there will always be some—the Mission met several—who have the qualities and attitudes required and who have developed especially good relations with Micronesians. These might be persuaded to transfer for a time to broadcasting and be given the necessary technical experience abroad. The Mission also suggests for consideration that local advisory committees for broadcasting be established.

92. The Mission understands that the Administration is considering sending people to the United States for professional training as broadcasters. It questions, however, whether this kind of professional training is what is needed by Micronesians, just as it would have reservations about the importation of professional broadcasters in the sense that this term is understood in some

developed countries. What is needed in Micronesia is something quite different. There are a number of new or smaller nations which have developed broadcasting to meet the same type of social and economic needs that exist in Micronesia. The United Nations would be able to suggest several countries, particularly in Africa, which have achieved remarkable results through the use of this medium. But, for a start, need the Administration look further afield for a model to study than to the nearby Radio Rabaul?

#### CONCLUSION

93. The Mission has one general recommendation to make, which applies to the whole field of social advancement. It is that, in considering and adopting social policies, the Administration and the representatives of the Micronesian people should always be alert to ensure that the social services provided are not only comparable to the best provided elsewhere but are also best adapted to the distinctive needs and characteristics of Micronesia. Among the other suggestions it has made in this chapter, the Mission attaches particular importance to three: that steps should be taken to encourage a wider understanding of the need for the educational and social advancement of women to keep pace with that of men; that the interconnexion between housing and social advancement should be given more positive recognition; and that the broadcasting system should be developed urgently and imaginatively.

### CHAPTER III

## CLAIMS AND LAND QUESTIONS

#### WAR DAMAGE CLAIMS

94. As recorded in reports of previous missions, the question of compensation for war damage suffered by the inhabitants of the Trust Territory has been the subject of comment and recommendations by the Trusteeship Council since it was first raised in three written petitions addressed to the United Nations Visiting Mission to Trust Territories in the Pacific, 1950.<sup>7</sup> Records show that discussion has revolved round two broad categories of claims: claims against the Japanese Government; and claims against the Government of the United States.

#### *Claims against the Japanese Government*

95. The 1961 Visiting Mission pointed out, in chapter VIII of its report (T/1582) that the question of Micronesian claims against Japan for compensation for war damage had been pending for an unduly long time and that this state of affairs was causing "considerable dissatisfaction" in the Trust Territory. The report stated that the Visiting Mission had discussed the matter with the Administering Authority and that the latter had furnished to the Mission a statement recognizing the existence of "valid and just claims" on the part of the inhabitants of the Trust Territory for compensation for

loss of life, injury and damage to property suffered by them during the period of hostilities between the United States and Japan, and also recognizing the Administering Authority's obligation and intention to deal "promptly and equitably" with such claims. The Mission emphasized the need for a speedy settlement and recommended the setting up of machinery, which should include representatives of the people of the Territory, to determine the total amount of the claims. The Mission suggested that in view of the lapse of time since the end of the war, compensation should, except in clearly proved cases of acute individual hardship, be determined on a Territory-wide basis and disbursed to the maximum benefit of the population as a whole. The Mission also mentioned the existence of claims by inhabitants of the Trust Territory concerning postal savings and bonds and the redemption of Japanese securities.

96. During its discussion of this question with officials of the United States Government in Washington in January 1964, the 1964 Mission was informed that the war damage claims had been evaluated in as much detail as was possible by a team of two experts who had visited the Territory in 1961, and that the Administering Authority had the necessary information to enable it to determine the amount of compensation involved. The United States officials did not consider it appropriate to divulge to the Mission the details of the negotiations between the Administering Authority and the Japanese

<sup>7</sup> See *Official Records of the Trusteeship Council, Eighth Session, Supplement No. 2*, document T/789, annex I.

Government, and confined themselves in effect to stating that no agreement had yet been reached.

97. The Mission expressed concern at the continued delay in achieving a settlement of the question, pointing out that the claims of the inhabitants of Guam, who were United States citizens, had long since been settled. The Mission then observed that present procedures seemed to be ineffective in securing satisfaction for the people in the Trust Territory and invited the Administering Authority to consider the desirability of other methods, such as arbitration or using the good offices of the Secretary-General or the Trusteeship Council, or even handing the claims over to the United Nations for collection. The representatives of the United States Government said there was no question of the United States' giving up the task of seeking a settlement of the war claims but it did not rule out the possibility of assistance from a third party. In reply to another question, they stated that the United States Government entertained strong objections to the suggestion which had been made at various times in the past that the United States Government should itself pay the compensation to the inhabitants of the Trust Territory and endeavour subsequently to recover the amount involved from the Japanese Government. Finally, they expressed the hope that the Mission would not arouse extravagant expectations among the people of Micronesia as this might further complicate a settlement.

98. The Mission received ample evidence during its visit to the Territory that the continued failure to achieve a settlement of the war damage claims remains a source of disappointment and dissatisfaction. The question was raised by members of the public and of legislative councils at meetings held in five of the six districts of the Territory. At a public meeting in Saipan, maimed victims of the Second World War were produced in person and the first of a number of resolutions submitted to the Mission by the Mariana Islands District Legislature (see annex I, section I) dealt with war damage claims. On each occasion the Mission explained that it had discussed the question with the representatives of the Administering Authority in Washington and had been informed that, so far as war damage claims against the Japanese Government were concerned, no progress had been made towards a settlement. It undertook to do everything it could to assist a settlement, but warned with regret that it could not, in honesty, promise that claims would be settled soon.

99. The Mission can only endorse and reiterate the views expressed by its predecessors on the need to bring about a final settlement of this admittedly difficult problem. The inhabitants of the Territory are convinced that they are entitled to compensation for the damage and destruction inflicted on them in a war of which they were innocent victims, and the justice of their claim has been acknowledged by the Administering Authority, which has assumed responsibility for the protection of their interests. Failure to bring about a settlement, nearly twenty years after the end of the war and twelve years after the coming into force of the Treaty of Peace between Japan and the United States, has engendered a wide-spread feeling of injustice. Older people see their friends dying and fear they too will carry their claims unsettled to the grave. Moreover, the inability of successive visiting missions and the Trusteeship Council to bring about any practical result or even to give a hopeful reply to the appeals addressed to them seems bound to foster a sense of disillusionment with the United Nations.

100. In these circumstances, the Mission strongly recommends that the Administering Authority should renew its representations to the Japanese Government with increased vigour. Though it has been given no details of the negotiation, the Mission has reason to believe that instead of producing a series of well-documented and specific claims—which would seem normal in a negotiation such as this—the Administering Authority has made a generalized demand for compensation. The Mission suggests that the Trusteeship Council might invite the Administering Authority to take up the possibility, already referred to in paragraph 97 above, of enlisting the help of the United Nations in the person of the Secretary-General or a representative to be chosen by him. The Mission also trusts that any approach to the Japanese Government will be based on a foundation of specific as well as generalized claims.

101. The Mission observes that it found in Micronesia a great deal of goodwill towards Japan—not only among the many Micronesians of Japanese descent—and often heard suggestions that economic relations between Japan and Micronesia would do well to develop to the mutual benefit of both countries. For this reason the Mission is optimistic enough to hope that detailed negotiations might lay the basis for a generous gesture from Japan toward its one-time ward and now developing neighbour. Micronesia is badly in need of many things that Japan produces so well—for instance, vessels suitable for inter-island trade, buildings, machinery, equipment for public utilities, and small machines to help village agriculture and industries. It is possible to envisage what is at present a source of discontent and disillusionment being turned into a means of developing friendly co-operation in this part of the North Pacific.

#### *Claims against the United States Government*

102. In the course of the discussions in Washington referred to in paragraph 96 above, the Mission drew the attention of the Administering Authority to paragraph 216 of the report of the 1961 Visiting Mission (T/1582). This paragraph quoted a passage from an economic survey of Micronesia published in 1946, which listed the following categories of Micronesian war damage claims: (a) claims against Japan for losses sustained as a result of actions which violated the League of Nations Mandate; (b) claims against the United States for war losses sustained as a result of United States actions committed in violation of the laws of war; and (c) claims against the United States for losses sustained as a result of United States actions after the time of securing the areas.

103. The representatives of the Administering Authority commented that, to the best of their knowledge, there were no legitimate claims against the United States Government falling into category (b), but they undertook to confirm this statement as soon as possible. This was done in a letter dated 26 March—after the Mission had returned to New York—from Mr. Sidney Yates of the United States Mission to the United Nations (see annex II), from which it will be seen that, in the view of the United States Government, there are no legitimate claims which fall in category (b), and that any legitimate claims of Trust Territory citizens for compensation during the Second World War fall within category (a). As regards claims in category (c), Mr. Yates's letter states that these relate to the taking of lands by the United States and that the

last major claims in this category, the Kwajalein claims, were settled on 12 February 1964.

104. It became apparent to the Mission at an early stage of its visit to the Trust Territory that, in addition to bitter feelings about their claims against Japan, some at least of the inhabitants were convinced that they also had claims in respect of war damage against the United States. The first such occasion was at a public meeting held in Saipan on 12 February, when a member of the public raised the general question of war claims. The Mission explained that its members had recently discussed this question with the representatives of the Administering Authority in Washington, who, after explaining the position in regard to claims against Japan, had expressed the view that no legitimate claims in respect of war damage lay against the United States. This information immediately provoked a reaction of incredulity and derision among the audience and was challenged by a speaker, who stated that the United States Armed Forces had also destroyed a great deal of property and that he knew of no case in which compensation for this destruction had been paid. The subject was raised again by the Mariana Islands District Legislature on the same date at a meeting when the resolution referred to in paragraph 98 above was presented to the Mission. On this occasion, a speaker said that payment from the Land Trust Fund had not been made to individuals and that therefore their claims could not be regarded as having been settled. He went on to suggest that a sum of \$10 million would be regarded as a fair settlement of outstanding individual claims. At a meeting with the Palau District Legislature on 17 February, a speaker expressed surprise on being told that, in the opinion of the United States Government, there were no claims outstanding against it for war damage, and he requested that the Visiting Mission should take the matter up with the United States Government. A member of the public at a meeting held at Truk on 24 February claimed compensation in respect of damage and loss of life caused by the United States Armed Forces.

105. Before leaving the Territory, the Mission discussed this question with the High Commissioner, who confirmed that the Administering Authority had never accepted that any of the actions of the United States Armed Forces had been in violation of the rules of war, and therefore considered that there were no legitimate claims for compensation in respect of such actions by the inhabitants of the Trust Territory. He suggested that confusion might well have arisen in the minds of the inhabitants owing to the fact that the Administering Authority had paid compensation in respect of land taken over after the war, and also that the United States Armed Forces had paid dollars in exchange for Japanese currency, postal savings and war bonds held by inhabitants of the Territory.

106. The Mission is not in a position to pronounce judgement on this matter. But what is clear is that there is a confusion between the statements made by the Administering Authority that it recognizes no claims against it in respect of war damage and the contrary belief held in certain districts of the Territory, notably in Saipan and Palau. It seems to the Mission that it is very much in the interests of the Administering Authority that it should take urgent steps to clear up this confusion and dispel any misconceptions that may exist among the inhabitants of the Territory. The necessary explanations

and discussions could most appropriately take place in the congress of Micronesia and in the district councils.

#### KWAJALEIN AND DALAP LAND CLAIMS

107. During its discussions with representatives of the Administering Authority in Washington in January 1964, the Mission was informed that a tentative agreement had been reached in 1963 with the claimants in respect of approximately 617 acres of land on Kwajalein (comprising the whole of the island) and 65 acres on Dalap, both part of the Marshall Islands District; and that it was expected that a settlement of these claims for compensation for land occupied by the United States Government—in the case of Kwajalein for defence purposes and in the case of Dalap for the construction of an airfield now used for civilian purposes—would be made very shortly.

108. The Mission is pleased to be able to record that on 12 February the High Commissioner for the Trust Territory announced the successful completion of the negotiations. The agreement, signed by fifty-two Marshallese landowners as well as by representatives of the Administering Authority, provides for a 99-year lease of Kwajalein Island and the airfield lands on Dalap from 9 February 1944, with payments totalling \$750,000, computed on the basis of 750 acres at \$1,000 per acre, of which amount \$500 represents past use with interest and \$500 represents future use until the expiration of the lease. Should the United States Government relinquish the land before the expiration of the lease, the land will revert to the owners with no requirement that they repay any part of the settlement sum. The lease may be extended beyond the date of expiry but with provision for re-negotiation of its terms.

109. In welcoming the settlement of this long-standing and vexatious dispute, the Mission associates itself with the hope expressed by some residents of the Marshalls that circumstances will never again arise in which the Administering Authority will find it necessary to occupy privately owned land and resettle inhabitants without due process of law and prior agreement among all concerned.

#### MISCELLANEOUS CLAIMS RELATING TO LAND

110. In the course of its visits to the Territory, the Mission heard a number of complaints concerning land. Some of these were complaints by individuals and the Mission brought them to the attention of the Administering Authority. In the Ponape and Marshall Islands Districts, there were complaints about the alleged failure of the Administering Authority to return to its rightful owners land taken over as public land from the Japanese Administration. In Majuro the Mission heard complaints that the sum of \$29,500 paid by the Administering Authority for forty-eight acres of land taken over on Uliga atoll had proved to be inadequate and the owners now regretted that they had exchanged their land for cash.

111. All these complaints were noted by the representative of the Administering Authority who accompanied the Mission during its tour, and he undertook to investigate them. In discussing the complaints with the Mission, the Administering Authority pointed out that in the case of individual claims it was always open to the claimant to have recourse to the courts, but that this was often neglected. The Administering Authority undertook to explain the position to the persons concerned. The Administering Authority also explained that, in the case of public land

of potential value for agricultural purposes, the policy was to return it to the original owners or their descendants wherever a valid title could be established, or to make it available to new private owners under the homesteading programme. It was admitted, however, that progress had been slow, mainly because of the lack of trained surveyors, but also because of the tenacity of the traditional concept of communal ownership.

112. The Mission's views on the importance of increasing the number of qualified surveyors to deal with problems of demarcation of land are set out in chapter IV, paragraph 144. At the same time, the Mission recognizes the difficulty created by the conflict between the traditional system of land tenure on a communal basis and the need for a system better adapted to the requirements of the modern cash economy which must be the foundation of the Territory's economic development. It is likely that this conflict can eventually be settled only by the Micronesians themselves, through their own political and legal institutions.

#### NUCLEAR TESTS: RONGELAP CLAIMS

113. A full account of the origin of these claims, arising out of the nuclear tests conducted at Bikini in the Marshall Islands District in 1954, will be found in reports of previous visiting missions and it seems unnecessary to recapitulate the story here. The essence is that sixty-four Rongelapese were accidentally exposed to nuclear radiation and that for ten years their claim for compensation has been frustrated by arguments as to whether United States courts have jurisdiction in the matter.

114. During its visit to Washington in January, the Mission was informed by representatives of the Administering Authority that, in addition to the reparation already made to the people of Rongelap—medical care, housing, subsistence, construction of new houses and public buildings, provision of new tools and live-stock—the 88th United States Congress had before it a Bill designed to overcome the jurisdictional argument by providing compensation on the basis of an assumption of compassionate responsibility. The Bill had already been passed by the House of Representatives and was pending before the United States Senate, where it was hoped that favourable action would be taken during 1964.

115. The Mission visited Rongelap Atoll—population at present 190—on 5 March 1964, and held a meeting with members of the local council and of the public, at which a speaker complained about the delay in compensating the victims of radiation and asked why it was that the group of Japanese fishermen who had suffered from radiation burns had been compensated with comparatively little delay. The speaker asked whether it was true that the twenty-four Japanese fishermen had been paid a very much larger sum in compensation than was apparently contemplated for the sixty-four inhabitants of Rongelap. Reference was also made to the people of Utirik Atoll, who were stated to have received less elaborate medical treatment than that given to the inhabitants of Rongelap, which it was admitted had been very good. Other speakers complained about the continued lack of coconut crab meat, which had formed a staple part of the diet of the inhabitants (coconut crabs cannot be used because they still retain a dangerously high level of radioactivity) and also maintained that the fall-out from the nuclear tests had partly sterilized the soil, with the result that it

was difficult to grow crops. The representative of the Administering Authority present at the meeting stated that all these factors had been taken into consideration in determining the amount of compensation payable under the Bill now before the United States Senate. He explained that the people of Utirik had been less affected by fall-out than the people of Rongelap and therefore had not needed the same treatment.

116. During its visit to Rongelap, the Mission was glad to note the presence of a medical team which visits the island every year under the auspices of the United States Atomic Energy Commission and the Administering Authority of the Territory. The following is an extract from a note by the Administering Authority summarizing findings as at the beginning of 1964:

"While neither sufficient time has elapsed nor sufficient knowledge has been acquired to permit positive conclusions to be drawn as to the long range effect of the fall-out on the Rongelapese, there is to date no evidence of leukemia nor of radiation illness. There have been approximately five deaths among the exposed people; however the deaths appear unrelated to radiation. In some cases scarring and pigment change at the former site of burns remain and there is some evidence of growth retardation among children."

The 1964 medical team had not reached its conclusions at the time of the Mission's visit, but its members said informally that they had no reason to expect anything unusual. The Mission for its part was not able to detect among the Rongelapese any of the signs of fear and anxiety which were noted by the 1961 Visiting Mission. To this extent the situation is one for satisfaction.

117. But there is also ground for considerable dissatisfaction. It is clear that a good deal has been and is being done,—as it should be,—on the practical and medical side to compensate the inhabitants of Rongelap, as far as this can be done, for the injuries of which they were the innocent victims. The island is back on its feet and, except for coconut crabs, the food situation is back to normal—which means, since Rongelap is a coral atoll, that the people have fish, coconuts, arrowroot, a little breadfruit and a little yam. But it is also clear that the men and women of Rongelap have not been satisfied in their main claim—for financial compensation—and that because of this they still suffer from a strong sense of grievance. The Mission earnestly hopes that the legislation now before the United States Senate will be approved in the very near future and will make it possible to complete in generous fashion the restitution to which the inhabitants of Rongelap are entitled. The Mission was given no details of the proposed settlement and has no way of judging whether it is adequate. The Mission was assured, however, that the intention was to make a generous settlement. The Mission realizes that the United States Congress has much business to accomplish but the people of Rongelap, who live on a level of bare subsistence, have been waiting for ten years for justice from the great and rich country which holds the trusteeship for their welfare and caused them—admittedly by mischance—grievous injury. The Mission found that, though the people of Rongelap were impatient over the non-settlement of their claim, they accepted in generous spirit the assurance of the Administering Authority that Congressional action would soon be completed. It is to be hoped that this generous trust will prove justified.

## ECONOMIC ADVANCEMENT

## GENERAL

118. Even with a budget expanded to \$15 million or \$17.5 million it is quite impracticable to meet immediately all the many and accumulated needs of Micronesia. Priorities must be set. For the period until the end of the fiscal year 1965 the Administration has given top priority in the expenditure of new money to education and, after education, to public health, communications and power and water services. The budget has not been sufficient to permit any dramatic acceleration of programmes of economic development and productive investment, though the Mission understands that an acceleration might be possible from the 1966 fiscal year onwards when, assuming the new budget level is maintained, the major advances in education and public health have been achieved and considerable funds have become available for other fields of activity. Perhaps because the money is not available the Administration has so far had to devise piecemeal programmes in the economic field and has not engaged in over-all economic planning or a co-ordinated campaign to stimulate the entire Micronesian economy. This may be one reason why only piecemeal progress has been made in mobilizing the ideas and energies of the people of Micronesia in the considerable task of helping them to stand on their own economic feet.

119. The Mission recognizes the limits within which the Administration must work. Nevertheless it cannot but feel disquiet about the over-all balance of the present programmes. There is the danger of a top-heavy structure being erected, with the superstructure of schools, hospitals and other social services being more than ever disproportionate to the productive base. Though much more money is going into circulation as a result of the accelerated programmes and the higher level of employment consequent upon the general expansion of Administration activity, there has been little increase in production by Micronesians. Yet year by year an increasing number of adolescents, better educated than ever in the past, will be emerging from the schools. Government and teaching jobs will not be numerous enough to absorb them all, and it would in any case be unhealthy if these were the only avenues of employment. The Mission would not wish to detract from the effort that is being put into the fields that have been chosen for priority treatment. It agrees that a first-class education system is the soundest foundation for economic and social activity in Micronesia. It appreciates, for instance, that plans for agricultural development can advance all the better when young people emerge from the schools with sufficient knowledge of science to enable them to be trained as modern agriculturists. Again—and this was particularly noticeable in Yap—the new education system, by opening up fresh horizons and new incentives, will help to create a climate favourable to economic development. Likewise, the Mission agrees that improved health, communications and public utilities are basic to economic development. But a pattern of spending which places great emphasis on education and welfare services and other social investment projects but fails to place similar emphasis on productive investment will result in an unbalanced over-all pattern of social and economic development. And—this

must be stressed—unbalanced economic and social development cannot but have repercussions in the field of political development.

120. Until all economic possibilities have been explored, final judgements are unjustified; but it seems improbable on the basis of present knowledge that Micronesia has the economic potential to become self-sufficient at a level that most people there, even now but still more in the future, are likely to regard as reasonable. For years ahead the annual budget required for new capital assets and for recurring expenditures is likely to be far beyond the domestic resources available. But, given the enthusiastic co-operation of the people, there are in fact resources which can be developed in a way that will at least reduce the degree of dependence on outside aid. This section of the report will therefore set out briefly the facts of Micronesia's present economic situation, showing the great and increasing dependence on external aid; and it will then summarize some views expressed to the Mission by people all over the Territory, indicating the general desire for economic betterment and the widespread willingness to work to achieve it. It will briefly record the present objectives and policies of the Administration. Then it will review progress in achieving these objectives, concentrating on those areas where the Mission believes that expansion is feasible and where it should take place more rapidly than is at present envisaged, in order to avoid the unfortunate results which could come from unbalanced economic and social development. The section will conclude by proposing that machinery be established for the preparation and execution of an over-all development plan; and that Micronesians should be associated with this machinery throughout the entire process. This last point will also be taken up later, in the section of the report on political advancement; for economic progress is, in the Mission's view, linked with and indeed dependent upon political advance.

## POPULAR DESIRES

121. The economic life of the people of Micronesia can still be said to be based primarily on subsistence agriculture and fishing, as it has been for centuries. But the old order has been steadily changing for thirty or more years. The process of change is acquiring ever-increasing momentum with the rapid and wide-spread development of educational and health services and the improvement of air and sea communications; with the ever-growing number of Micronesians who have been educated abroad and in the process have acquired new standards and rising expectations which they pass on to others; with the steady expansion in the number of wage-earning town dwellers, lacking the land or the time with which to produce their own food and therefore dependent on what money can buy; and with the much greater volume of money put into circulation by the employment-creating programmes recently made possible by the expanded budget. Micronesia, in short, is moving, irreversibly, into the world money economy. Throughout Micronesia, the people desire a greater range of goods and services and are seeking the money with which to acquire them. Traditional views and adherence to certain customs which

proved a barrier to economic development are being slowly modified among the older people and very rapidly among the younger educated leaders. This should be clear from the following paragraphs, which summarize views expressed to the Mission. The Mission feels that some of the criticisms are not justified, while others have a basis in fact but are exaggerated. Others are in line with criticisms which the Mission itself makes later in this report. Justified or not, the criticisms are recorded to give a picture of public opinion as expressed to the Mission.

122. At meetings in Saipan people spoke with obvious frustration of the gap between their aspirations and their present capacity to satisfy those aspirations. Some members of the Municipal Council complained that after nineteen years of United States administration—most of the time by the United States Navy—they still saw little in the way of economic progress. They had grown out of the stage where they were satisfied with taro or other subsistence foodstuffs; under the Navy administration they had become accustomed to an American style of eating and living; but, having grown away from farming and their traditional occupations and now being largely dependent on Government wages, they lacked the means to purchase adequate quantities of these goods which, being imported mainly from the United States, were highly priced in relation to the local level of earnings. Some pressed that the Administration should pay higher wages. Others made proposals for increasing production. One speaker, a woman, recalled that in pre-war days Japan had established a number of industrial enterprises processing agricultural raw materials; and she urged that in order to make it possible to re-establish enterprises experts should be brought in to train local people or selected local people should be given training abroad. She sought a more liberal response by the Administration to requests for loans to establish industrial enterprises. Members of the Mariana Islands District Legislature made certain suggestions which they believed would assist the economic progress of the district: an increase in the number of scholarships in the professional and technical fields; and the lifting or relaxing of security measures to allow a tourist industry to develop and to permit ships of other nationalities besides the American to visit the Territory.

123. On the island of Tinian people said with regret that those of their young people who received a higher education did not return to the island because there was no employment for them. They had difficulty maintaining their large families because of the high price of food and they maintained that though education, health and sanitation had improved in the last eighteen years, their economic life had not. Typhoons had set back their efforts and the frequent changes of policy in the days of Navy administration had left them bewildered. Nevertheless, they maintained that there were several industrial possibilities which could be developed—for instance, the growing of sugar cane and commercial fishing (it was said that in Japanese times one 2,000 gross-ton shipload of brown sugar was shipped weekly to Japan from Tinian and enough fish was caught to feed more than 10,000 persons), bringing in game birds for commercial hunting, dehydrating or pelletising the tanga-tanga shrub for cattle feed, growing and marketing cucumbers and tomatoes. They thought that a sugar industry should be the most promising possibility and hoped that Okinawan or Japanese capital could be given permission to establish it.

A homesteading programme was in existence but was proving inadequate because the grant of land had not been matched by assistance with capital and equipment. What was needed, it was argued, was a scheme to help farmers to get started by using the Administration's heavy equipment to clear and restore areas of land for them—much land had been spoiled by wartime activities—and then helping them to secure equipment by loan or even, initially, by gift. A new survey was also urgently needed, because a major defect, only lately discovered, in the survey made by the Navy was holding up homesteading and causing doubt and concern about existing titles to land. The people of the island of Rota seemed bewildered by the many changes of administration over the years and crushed by the typhoons which had so frequently destroyed the results of their work. They made a generalized complaint that the Administration had not done enough to get jobs and money for them.

124. In Palau the Mission found people alert and competitive and anxious to get their economy moving. Numerous promising ideas for the establishment of new small industries—some of them devised by members of the Administration—were being canvassed. Members of the Palau District Legislature, while commending the Administration for all it had been able to achieve in several areas of activity, as indeed did speakers at most meetings throughout the Territory, maintained that though the need for land for economic development was urgent, attempts at homesteading were slow and unsatisfactory. They said that the large island of Babelthuap should be developed more energetically, and that the Administration should also do more to foster cash crops for export so that more cash would be brought into the district. Further, since the strength of a nation depended upon its skilled artisans, and since in Palau there was a shortage of such skills, more should be done to provide technical training, particularly in agriculture and trades.

125. Of the six districts of Micronesia, Yap is sometimes said to be the most tradition-bound, and the Mission heard it said that this conservatism, combined with lack of desire for imported goods, left people without the incentive to increase production in order to earn extra money. However, the impression the Mission gained from long discussions with members of the Yap Islands Congress and the Yap Islands Council was a quite different one. Those representatives made it clear that the people did indeed want many new goods and services and that they would increase production and do other work in order to acquire them. They spoke of their desire to improve their health by having pure water piped to their houses; to have electricity connected to their homes in order that children could study in the evening, housewives could put their food in refrigerators to prevent it spoiling, and men could develop small businesses; to have more substantially built houses to which it would be worth connecting water and power; and to have better roads so that they could increase production by visiting their scattered landholdings to collect coco-nuts and other produce which at present went uneconomically to waste. This they offered as an alternative to the more usual suggestion of reform of land tenure and consolidation of small holdings. They put great emphasis on education as the basis of economic development: it would enable them to understand new methods of agriculture and to decide which of these methods they might best adopt. For this reason they welcomed the great improvement



now under way in education. They were particularly pleased by the arrival of United States teachers because they felt that in the past their students had been held back from higher studies because of their lack of facility in English, and therefore the progress of the district had been impeded. At the same time they thought it unfortunate that though there were more and more school and college leavers they were not being trained in agriculture and the technical skills which were valuable for local living. (That Yapese are eminently adept at technical skills was apparent to the Mission when they visited the Public Works Department. There the engineer-in-charge showed with pride the work of his men in the machine and carpentry shops and said that there was nothing they were incapable of making.) Other representatives, while grateful to the Administration for showing them good ways of planting coco-nuts and growing cacao, said with regret that nothing had yet been done with regard to forestry, fisheries, and home economics; nor in extension work which could spread knowledge of new methods to people in the villages. Finally—and this is a matter which the Mission regards as of fundamental importance and to which it will return later—members indicated that economic development was more likely to occur if they were consulted in advance about the various programmes of the Administration. They said that though good consultations took place on educational matters, in other fields the Council was not consulted in advance as to whether programmes were desirable or not; rather, the Administration notified it of programmes and only then sought its co-operation in putting them into effect.

126. Among the suggestions made at meetings in Truk were proposals that people be trained with a view to establishing such local industries as oil and soap-making, blacksmithing, canning, cobbling, concrete-block making. Others advocated the need for outside capital investment, in particular for a large-scale fisheries development, which could give employment and help the economy. In Truk it was clear that a good habit of discussion and consultation was being established between the Administration and the representatives of the people. Indeed at the time the Mission was there the District Legislature was in session and the District Administrator was inviting members to discuss the projects that he

was proposing to submit to Headquarters for a future Territorial budget.

127. In Ponape members of the District Legislature stressed the need both for technical assistance and for loans to help people start industries. Among possible local industries suggested were a small sugar factory, small-scale rice-growing and the canning both of local fruits and vegetables and of delicacies for export like breadfruit and coco-nut chips. It was also advocated that the Administration should provide cold storage facilities—at a possible cost of \$200,000—in order to make possible a considerable fishing industry and that it should assist the development of co-operatives by providing loans at low rates of interest. As in several other districts, it was emphasized that unless the education system could be developed to produce more technicians, the economy of the district was unlikely to get moving. On the island of Kusaie, in the Ponape District, members of the Council spoke of their desire for other crops besides copra and cacao that would boost the economy of their island, and they recalled that in the days of Japanese administration they had been able to sell coco-nut husks, hibiscus bark, bat guano and charcoal.

128. In the Marshall Islands, members of the District Congress meeting with the Mission at Majuro emphasized the need for more adequate economic planning. The Council at Laura—where the people were delighted with the economic benefits already brought by the new thirty-mile causeway and road which this community had built in co-operation with the Administration to connect their island with the district centre—requested that greater assistance should be given to Laura for agricultural development. Specifically, they asked for free distribution of coco-nut seedlings, the use of the Administration's heavy equipment to help them clear land for planting, and technical assistance and advice from agriculturists.

#### THE PRESENT SITUATION

129. The extent of Micronesia's present dependence on external aid or, in other words, the extent to which the effort to bring higher standards of education, health, etc. takes the Territory further and further away from "economic realities" is indicated in the following tables:<sup>8</sup>

<sup>8</sup> The figures are taken from official sources.

#### TRUST TERRITORY BUDGETS, 1958-1965 FISCAL YEARS (1 JULY-30 JUNE)

(Figures in millions of United States dollars)

1958	1959	1960	1961	1962	1963	1964	1965 (estimated)
7.83	8.20	8.22	7.43	7.98	16.75	15.9	18.5

#### Subsidy by United States Government, 1958-1965 fiscal years

1958	1959	1960	1961	1962	1963	1964	1965
5.96	6.38	6.81	6.13	6.30	15.00	15.00	17.50

#### Locally raised taxes, 1963 fiscal year

District 0.14	Municipal 0.35	Total 0.49
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#### Exports and imports, 1959-1963 fiscal years

	1959	1960	1961	1962	1963
Exports . . . . .	1.24 <sup>a</sup>	1.90	2.13	2.13	2.16
Imports . . . . .	4.01	3.75	4.60	4.14	5.03

<sup>a</sup> Low figure because of typhoon damage.

*Exports and imports by district, 1963 fiscal year*

	<i>Marianas</i>	<i>Marshalls</i>	<i>Palau</i>	<i>Ponape</i>	<i>Truk</i>	<i>Yap</i>
Exports . . . . .	.16	.76	.19	.52	.41	.13
Imports . . . . .	1.34	1.20	.61	.78	.70	.40

*Wages received by Micronesians in direct Government employ*

<i>1962</i>	<i>1963</i>	<i>1964 (estimated)</i>	<i>1965 (estimated)</i>
1.70	2.14	3.13	4.4

*Partial break-down of proposed budget, 1965 fiscal year<sup>b</sup>*

	<i>Recurring expenses</i>	<i>Capital expenses</i>	<i>Total</i>
Education . . . . .	3.9	2.3	6.2
Health . . . . .	2.1	.9	3.0
Maintenance and operation of facilities; transportation and communications . . . . .	3.6	1.1	4.7
General government . . . . .	2.0	.5	2.5

<sup>b</sup> Compiled by the Secretariat from official sources.

### ADMINISTRATION POLICY

130. The objectives and policies of the Administration in the field of economic advancement are set out in this extract from a statement by the High Commissioner issued on 15 February 1962:

"The Government of the Trust Territory of the Pacific Islands shall recognize that the 'well-being' of the Micronesian people depends upon the economic development of the islands. It shall also recognize that this development must be geared eventually to a world money economy and that the 'subsistence' aspect of the Micronesian life shall be supplemental rather than primary. Finally, it shall recognize that the ultimate economic potential of the islands depends upon the maximum development of its human resources.

"Within the framework of the above concepts, the Trust Territory shall:

"1. Maintain a wage structure and conditions of employment consonant with the advancing social and economic conditions of the Trust Territory. This structure shall be based upon periodic economic surveys and realistic cost-of-living studies.

"2. Provide the basic physical and resource developments that are necessary for economic growth by expanding a Trust Territory-wide construction programme. This programme shall include the rehabilitation and construction of roads, airports, and harbour facilities; the improvement and expansion of water, electrical, sanitary and other basic public utilities.

"3. Encourage Micronesians to establish their own business enterprises by providing them with necessary technical assistance and long-term loans. These enterprises shall include the establishment of co-operatives, small home industries, expanded production of handicraft, search for markets and instruction in modern methods of production.

"4. Provide for capital participation in economic enterprises the development of which is otherwise beyond the financial capacity of local investors. Such outside participation will be permitted subject to such controls as are necessary to protect the basic interests of the Micronesian people in the development of their natural resources. Enterprises which may require such

participation include commercial transportation and travel facilities, fisheries, large-scale tropical agricultural production, food processing and other fabricating and manufacturing industries.

"5. Improve and increase the production of copra, cacao, spices and other cash crops.

"6. Protect the inhabitants against the loss of their land and resources, and encourage the distribution and development of public land through a homestead programme.

"7. Increase the production of food through the improvement of crop farming and encourage the use of local materials for house construction, furniture and handicraft."

### THE NEED TO ACCELERATE ECONOMIC DEVELOPMENT

131. This section will not attempt to review and appraise every phase of the Administration's activities in pursuance of the High Commissioner's statement of objectives and policies. Rather it will single out some areas where the Mission believes that significant development is possible and would like to see it put under way more quickly than is apparently contemplated at present. The Mission is all too conscious that it is covering the same field as that surveyed in July and August by a large and expert mission appointed by the late President Kennedy and headed by Mr. Anthony M. Solomon; but the report of that mission has not been released for publication and the Visiting Mission did not have access to it. The Mission is also conscious that its suggestions are tantamount to proposing an even higher subsidy by the Administering Authority. It would not dispute that there is a limit to the amount of aid that the Administering Authority can reasonably be expected to make available and also that there is common sense in setting some upper limit and insisting that priorities be established within that limit. Nevertheless, there is a backlog to be overcome owing to inadequate expenditures in the past—inadequate, that is, by the standards which the Administering Authority has now set itself to achieve; there are things to be done—economic development and positive stimulation of the Micronesian economy—if the excellent programmes of social investment now under way are to achieve fruitful results; and there are improvements, notably in the field



of public housing, which must be carried out before the Administering Authority can feel full pride in its work. Though making its suggestions primarily with the interests of the Micronesians in mind, as is its duty, the Mission believes that they are also in the interests of the Administering Authority. New values and new demands are being created by the accelerated programmes already so vigorously under way. Unless the productivity of Micronesia is developed, these demands, ever more insistent, will be satisfiable only by an ever-increasing subsidy or by the migration of active Micronesians and the reduction of those remaining to costly and resentful dependence. To avert such a situation—of which there are as yet only the earliest signs—and thus to save the investment already made would seem worth the relatively small extra effort and expense involved. Already the Administering Authority has moved energetically to establish the infra-structure which is indispensable for economic development. It remains necessary to move equally energetically to help the people of Micronesia to create the structure. Micronesians are starting to express scepticism that the innumerable investigations, studies, surveys, Congressional missions, Presidential missions and United Nations missions will ever bear tangible fruit. What is wanted now and urgently, is a clear plan, clear priorities—and action.

#### *Agriculture*

132. The budget for carrying out the agricultural programme has increased from \$205,000 in 1962 to \$705,000 in 1964, with \$750,000 proposed for 1965. In addition, money provided for construction work in support of agricultural programmes rose from a very low figure in 1962 to about \$250,000 in 1963 and 1964. As far as the Mission is aware, no spending on construction to assist progress in agriculture is proposed for 1965. For some years research and extension have been under way with the object of improving existing subsistence and cash crops and developing new ones. The considerable injection of new money has made possible a significant expansion of these activities. Things are, in fact, being initiated which if they had been started some years ago would by now be bearing fruit in the form of greater earned income for many Micronesians.

133. In its visits to district agriculture stations the Mission was encouraged by the enthusiasm and skill of the agriculturists and by the progress that was already becoming apparent. For instance, largely on the basis of experimental and extension work done at the agricultural station at Ponape, it is possible to envisage cacao becoming an important export crop. (At present copra is the only significant export of Micronesia, accounting for \$1.9 million out of the Territory's total export receipts of \$2.2 million.) Under a Government subsidy programme nearly 300,000 trees have been planted in Ponape and 250,000 in Truk. There has been good help and supervision by agricultural extension officers and the necessary centralized processing and storage plants are being erected. In 1962 about 6.5 tons of cacao beans were sold and on the basis of plantings already made, chiefly in Ponape and Truk, it is estimated that production will increase to 250 or more tons in 1967, earning about \$150,000. Experiments with ramie—from which a high-grade textile fibre can be made—have proved successful, decorticating machines have been tested, some growers have been interested in the crop and the first small shipment of one ton has earned about

\$500. The pepper trials initiated at Ponape some years ago having proved successful, an initial 400 farms of 100 plants each have been established; these are estimated to yield over \$100,000 when in full bearing. Several experiments with rice are under way, the main project being at Ponape, where promising yields of up to 3,000 pounds per acre have been obtained. At Truk the Mission saw with interest the training of extension workers in the use of small machines for enabling villagers to produce coir fibre out of coco-nut husks. Useful, though small-scale, work is being done in the Marianas on the development of a cattle industry and on vegetable-growing for export, and at most agricultural stations some useful work is being done in breeding and distributing improved strains of pigs and poultry.

134. But the Mission was as much impressed with what more could and should be done as with what is in fact being done. Feeling as strongly as it does about the urgent need for economic development, it finds it hard to understand why this field has not yet been singled out for acceleration—all the more so since this acceleration could be achieved for a relatively small sum. For instance, there is reason to believe that the production of copra from the Territory could be increased by 50 per cent, bringing an increase of perhaps \$1 million annually. This increase would be of great benefit to those districts which otherwise have very restricted economic possibilities, in particular the Marshalls and Yap. But little can be done until there is a small amount of money to train and employ more extension officers to show growers better methods of planting and fertilizing trees, harvesting nuts and preparing copra. Admittedly a 50 per cent increase in production depends on many other factors: on a rat-control programme, an increase of boats to provide a long-overdue improvement in communications in the Marshalls and elsewhere; and on incentives, which in turn brings up the question of copra-buying and retail stores and the development of co-operatives on the small islands. The Mission also hopes that consideration will be given to the idea of establishing a central copra producers' buying and marketing co-operative. The ramifications of this one problem highlight the need for over-all economic planning, a subject which will be taken up later. But nevertheless a good deal could be done immediately if extra agricultural staff could be made available. Again, in the coco-nut-producing areas great quantities of coco-nut husks are going to waste. The good work already begun in Truk has shown that the husks can produce coir fibre for export and can be used, again in districts where islanders have time to spare but few economic possibilities open to them, to manufacture brushes, doormats, twine and rope. A long-range programme for this industry envisages an outlay of about \$350,000 for the training of extension workers and for the purchase and wide-spread distribution of the necessary equipment; if adequate finance were available the programme could be accelerated. A similar situation exists with regard to cacao. An Administration programme is said to call for the expenditure of \$137,000 over six years to improve varieties, to make distribution and to construct plants for processing. The Mission believes, however, that the six-year programme could be expanded and existing programmes accelerated with the aim of achieving export earnings of \$750,000 to \$1 million. Present reports are that conditions in Palau are excellent for ramie and that if people became interested in this crop it could be developed to bring in at least \$500,000 annually. It is

important that additional cash crops be established in Palau with the least possible delay, for the rhinoceros beetle has limited the production of copra and soil conditions have proved unsuitable for cacao, causing the failure of the cacao scheme there. The practicability of pepper production has been well established; production could now be developed to produce at least \$100,000 annually. Again, rice imports at present cost the Territory \$470,000 annually; all possible assistance should be given to the excellent development work in rice growing based on Ponape. The Mission was surprised to find eggs and poultry feed being imported from as far away as the United States. It was said that the cost of importing poultry feed made it uneconomical to establish a poultry industry in the Territory, but that a central project for growing poultry feed was under consideration. In this connexion the Mission comments that there may be a tendency in the Trust Territory to think too much in terms of large-scale projects. In other countries it has been found possible to encourage individual growers or co-operative groups—sometimes through enlisting the co-operation of a local representative body—to produce crops needed by small local industries; and in the case of a poultry industry additional encouragement might be given by assisting with the purchase of small grain-crushing machines. The local production of poultry and eggs would seem to the Mission to be something that should be vigorously assisted.

135. Likewise, the Mission has reason to believe that beef production in the Marianas could become one of the main industries of the Territory, earning considerable money from exports to the large market in Guam as well as supplying meat throughout Micronesia, thereby raising the standard of living and reducing the bill for imports. (Canned meat alone costs the Territory \$280,000 annually.) Similarly, a dairy industry in the Marianas is feasible and would be invaluable to the Territory. For a large-scale beef and dairy scheme, which seems thoroughly practicable and would take five years to reach its full operation, with 10,000 head of beef cattle, a total investment of \$2 million might be required. But this sum is not needed immediately. The scheme could be launched at once on Tinian; but its start is held up for lack of less than \$100,000, including \$35,000 for a tractor—like most equipment in the Territory, the existing tractor is an antique inherited from the Navy and is usually being repaired. This is a serious situation because the Marianas at present lack any basic economy and its people, who were once good farmers, are settling into a habit of existing on wages, mainly paid by the Government; this rootlessness and economic dependence in turn influence their political attitudes including, in some measure, their desire to secede from the Trust Territory and join Guam. Again, a large vegetable-growing scheme on Rota, supplying the market in Guam, and even supporting a vegetable cannery is possible and economically feasible. Without this form of economic development the people of Rota have little possibility of expanding their income, and many have sunk into a state of economic and political inertia. But Government participation, with technical supervision, help with fertilizers, grading etc., which seems to be essential, is not forthcoming because of the lack of \$50,000. The sum of \$20,000 provided in the present budget does not match the need or the possibilities.

136. From its discussion with specialists throughout the Territory, the Mission understands that in addition to those crops already mentioned numerous other crops

could probably be developed. In the Marianas, where typhoons set limits to the crops that are practicable, sugar cane and sisal could be the basis of large industries from the agricultural point of view, though the supply of outside capital and labour could raise considerable problems. Other possible sources of extra cash income are papain (juice of papaya), citrus, bananas, and ground-nuts. In Palau banana fibre might supplement ramie. In Truk abaca and ramie fibres are possibilities. In Ponape there are hopes for coffee, nutmeg, bananas, a fibre crop and forestry, as well as a live-stock industry on Ponape Island and Kusaie Island. In Truk pepper and fibre crops might increase cash incomes. In Yap, where soil conditions are adverse, there seem few possibilities besides those mentioned—copra, coir and possibly cacao—but its people recall that in pre-war days Yap supplied pineapples to the large population then in Koror, and there is reason to believe that sugar could also be grown.

137. This outline, which the Mission puts forward as suggestive rather than authoritative, indicates that it is possible to increase agricultural production so that present export earnings might be more than doubled within five to ten years and at the same time the amount and quality of locally produced food would be increased, and, by import substitution, savings made on overseas exchange. Such increased agricultural activity and the income from it would obviously raise the general level of economic activity. In view of this, as well as of the real danger of unbalanced economic and social development in Micronesia, the Mission believes there is reason to direct greater resources into agricultural development and thus make it possible to accelerate existing programmes and develop new ones.

138. Immediate needs are to advance the dairy and beef projects in the Marianas, to accelerate the vegetable project on Rota, to develop the agricultural stations, and to provide these stations and the extension workers with more tools and equipment. In the coming year these activities should require additional funds of under \$200,000. To point up the need for more attention to this field the Mission cites what is, fortunately, an exceptional case. In Yap where, as has been indicated earlier, people are interested in finding ways to increase their cash income, the agricultural station has been operating for only three years. Before then nothing, in effect, was done. Agricultural experiments and agricultural education take time to bring results—often ten to fifteen years. But in Yap, least developed of the districts and consequently the one where there is least time to be lost, the Mission found that the ploughing of demonstration plots had not started because of the delay in receiving a single inexpensive farm tractor.

139. The Mission was given to believe that the Administration shares the view of the Mission, as do the Micronesian people themselves, that the raising of the standard of living of the people depends largely on the improvement of agriculture. Unless there is an internal market, which improved and expanding agricultural activities can best create, industrial production is not likely to develop significantly. Agricultural development, even more than other forms of development, cannot be self-contained. It depends on a combination of many factors. In Micronesia it is bound up, as has already been noted, with such things as the improvement of communications by ships and launches, the spread of retail stores, the

development of farmer co-operatives, progress on homesteading, which in turn is dependent on the expansion of surveying services, the reform of land tenure, and market research—which is to say that agricultural development in Micronesia will not proceed satisfactorily except within the framework of an over-all plan for developing all the resources of the Territory. This theme will recur in the report.

140. Agricultural development in Micronesia, to take up a more limited aspect, is also dependent on an increase in the number of agriculturists and extension workers. The full development of the programmes outlined above will require an additional fifty to one hundred trained people. At present there is no alternative but to recruit non-Micronesians, and it seems that this is not easy because the salaries offered, though high by Micronesian standards, are too low to attract agriculturists from the United States. In this connexion, the Mission suggests that the Administering Authority widen its area of recruitment, for there are agriculturists in other parts of the Pacific, in the Caribbean and elsewhere who have experience which could be useful in Micronesian conditions. At present there are only ten Micronesians working for agricultural degrees, of whom two are due to graduate this year. Given the great importance of agriculture in Micronesia's development the Mission was sorry to discover that relatively few of the ablest young Micronesians desire to make their career in agriculture, seemingly preferring the fields of medicine and teaching. The Mission hopes that ways will be found to attract able young people into agriculture. For instance, a higher level of salaries could be established, and more scholarships in this field could be offered. But the most important thing is for the Administration to demonstrate a belief in the importance of increasing production and then to enlist the support of the congress of Micronesia and the district councils in putting its beliefs into practice. The support of district and municipal councils could also be enlisted—as is done so effectively in New Guinea—in encouraging the production of food for sale in the district centres, where there is an increasing number of people separated from their family lands and dependent on food that can be bought.

141. The Mission also believes that much more use could be made of broadcasting to increase public interest in agriculture and to maintain contact with farmers; at present far too little use has been made of this invaluable medium. The Mission further hopes that more thought will be given to increasing the number of Micronesian extension workers. The excellent Farm Institute at Metalanim, Ponape, which impressed the Mission by the amount of experimental and training work it was doing with quite small resources, has already been expanded to take four trainees from each district. It could and should be further expanded; the cost would be small. This training programme for future Micronesian agricultural technicians—a nine months' course of practice and theory—was started in August 1962. Already it has sent back to their respective districts two sets of twelve trainees with a good knowledge of tropical agriculture. The need for precisely the kind of people that the Institute is producing is so great and urgent that the Mission would like to feel that the Institute will soon be expanded so that the number of trainees can be considerably increased. In considering ways of supplementing the work of the Farm Institute the Administering Authority might well investi-

gate the effective methods which have been developed by the Australian Administration in nearby New Guinea to train established farmers and use them for extension work. By these and other means it should be possible to compensate for the present shortage of college-trained agriculturists. It is also worth considering whether the Farm Institute might be developed into a central agricultural school for the Territory.

142. Insect and other pests, among them the giant snail, are myriad in the Territory and are a source of great discouragement to growers and home gardeners, all the more so since incomes are usually too small to permit an outlay on insecticides and other means of protecting crops. The entomological laboratory in Palau is doing invaluable work. The brilliant experiment by the United States Department of Agriculture on the eradication of fruitflies by the effective though sad technique of releasing sterilized flies has not only benefited the people of Rota but has opened up the prospect that, in this one respect at least, the division of Micronesia into a mass of separated islands may prove an advantage. The Mission hopes that this example of co-operation between the Administration and the United States Department of Agriculture will be repeated to the further benefit of the people of Micronesia and that every possible effort will be made to bring insect and other pests under control. It trusts that contact will be kept with work being done in other parts of the Pacific. Success in this field would be a great stimulus to production.

143. Though a minor population explosion is under way—this will be increasingly reflected in the bill for social services—parts of Micronesia are considerably under-populated in terms of their potential. It is said that 300,000 people once inhabited Micronesia: that the Marianas, with a present population of 10,000, once supported 50,000 to 100,000; that Palau, now 10,000, once had 50,000; Yap, now 6,000, had more than 40,000; and Ponape, now 18,000, had about 40,000, with land to spare. The intriguing ruins of Nan Madol, in Ponape, point to a populous and prosperous civilization centuries ago. On the larger islands of the Palaus, Truk and Ponape there are considerable areas of land—considerable, that is, by the standards of Micronesia—at the disposal of the Administration for resettlement purposes. There is thus a good deal of land available in the Territory for resettling people from overcrowded islands like Mokil and Kapin-gamarangi. The Administration has been carrying out programmes of homesteading and has done good work. But the Mission believes that much more could be done if resources and personnel were available to plan a more vigorous, and above all a more co-ordinated, programme which ensured that physical, technical and financial help was made available to settlers while they were establishing themselves.

144. The Mission also found that homesteading was held up by the severe shortage of surveyors. This shortage, compounded by the diversion of surveyors to work in connexion with the accelerated education programme, had wide-spread repercussions: settlement of land claims was held up; people could not get on to their land or, if on it, felt insecure without established title; there was a good deal of uncertainty and even bitterness. The Mission would urge that an attempt be made to recruit extra teams of surveyors, some on a temporary basis—there are numerous Micronesians available, for example in Ponape, who could help with surveying—and that a



drive be made to clear up the accumulation of surveying and land claims work. Thus the Administration could make an indispensable contribution towards stimulating the Micronesian economy.

### *Fisheries*

145. There is another field of potential economic development, as yet virtually untapped, which might equal or even far surpass agriculture in bringing wealth to the people of Micronesia. The 3 million square miles of ocean in which the 2,100 islands of Micronesia are placed is one of the great fishing grounds of the world; tuna and other food fish abound, as do sea shells in infinite variety. Official publications about the Territory regularly emphasize that fish and other related crops of the sea are probably the paramount resource of the Territory and that if they could be fully developed (i. e. if fishing vessels and skilled fishermen could be organized; if facilities could be developed to store, refrigerate and prepare the catches for shipment; if packing facilities could be developed for long-distance shipments; and if markets could be fully developed) the wealth that could accrue to Micronesia from the sea would be immense.

146. Large-scale commercial fishing is a highly skilled, heavily capitalized and fiercely competitive industry. The people of Micronesia are most unlikely to be able to break into it except in alliance, in the early years at any rate, with one or more of the firms already established. The Mission was therefore interested to learn that a development which could prove of great significance to the Territory was about to be launched. In 1963 arrangements were made with a leading United States seafood company to establish commercial tuna-packing operations in Palau, and the buildings, boats and equipment for this enterprise were due to arrive within a month of the Mission's visit. As far as the Mission could determine the Administration, in line with its policy of protecting the interests of the Micronesians, has been at pains to ensure that the new enterprise will benefit Micronesians to the maximum extent consistent with attracting outside capital and skills. It understands that the firm has undertaken to train Micronesians ashore and afloat, and to help finance vessels to be operated, and ultimately owned, by the local people; and that the catching of bait, without which a skipjack tuna operation cannot be conducted, will be reserved to Micronesians. The Mission hopes, for the sake of the Micronesians, that this initial venture will be so successful as to warrant the entry of further capital and companies for the development of fisheries in other parts of the Territory.

147. The experiment of bringing outside capital and management into the Territory in cases where local skills are as yet inadequate will be one to watch with interest; for though the previous policy of excluding all non-Micronesian enterprise was motivated by concern for the Micronesian—a justified concern since the necessarily small enterprises in the Territory would be highly vulnerable to the disproportionate weight of outside business—it was also responsible in some measure for their present economic backwardness. Not only did it deny Micronesia the benefits of outside capital but it left them without the vivid example and practical training that well-run enterprises can offer to people wishing to find out how to operate enterprises of their own.

148. Simultaneously, the Administration has been sending fisheries trainees abroad to develop further skill and knowledge and, through the Pilot Fisheries Project in Palau (which is headed by a United States fisheries specialist and a Micronesian staff of fifteen), has been working towards the development of a pelagic fishery capable of supplying a small cannery designed to meet the needs of Micronesia, which, despite the abundance of fish in the surrounding seas, imports canned fish at an annual cost of about \$220,000. The objects of this part of the Project are to train crew in the various arts of seamanship; to train fishermen in commercial fisheries techniques such as the use of the long line and the catching of bait; to carry out research in fishing techniques to determine those methods most suitable for local conditions; and to develop the dock facilities necessary to support a small commercial fishery and to train and recruit personnel to maintain those facilities. In addition, tuna fishing boats—as well as smaller fishing craft and sizable vessels for various purposes—are being designed at Palau and built there by Micronesians at a cost far below the price of imported boats. All this work is to be commended, for it hastens the day when Micronesians can exploit their resources for themselves. There is good reason to believe that assistance given in this field will be well worth while, for Micronesians—particularly those living on the outer islands, like the Yapese—are reputed to be among the best deep-sea fishermen in the Pacific.

149. Another object of the Pilot Fisheries Project is to improve the quality and increase the volume of fish available for local consumption, for distribution throughout the Territory and for export to Guam and elsewhere. The organization of the Fishermen's Co-operative has been designed to assist the Project. The Co-operative has had its growing pains in the three years since it was organized but it seems now to have acquired adequate facilities—a new forty-ton freezer was completed in November 1963—and to have improved its management. Its annual sales are running at about \$60,000, of which local sales constitute about half. (The local sales might well be increased if fish could also be made available for sale at places more accessible than the fish market at the site of the Co-operative.) In Ponape a Fishermen's Co-operative which started in 1959 has also developed well, with sales of fish running at about \$40,000 annually.

150. The Mission welcomes this considerable progress. It was impressed by the energy and resourcefulness of the officer in charge of the Fisheries Project at Palau. Nevertheless, the Mission considers that the effort so far made—by which it means the amount of the budget devoted to fisheries, for the actual work done is excellent—does not measure up to the challenge or the need. Fish exist in the sea in abundance not only in Palau and in Ponape but in most parts of the Territory. But there is a shortage of fish in four of the districts, to say nothing of the export possibilities that are going unrealized. A primary reason for this shortage is that the fisheries development programme is starved for funds. More money than is at present available is needed for additional fisheries specialists and staff and for facilities such as docks, freezers, etc., without which a fishing industry on other islands and in other districts cannot get going; more money is needed for research; more money is needed to promote and assist more fishermen's co-operatives to become established. The potentialities of fisheries are so great as to seem to the Mission to justify the appointment of a sepa-

rate office of fisheries at Headquarters charged with developing this resource with all possible energy and given the funds to do so.

### *Other industries*

151. Handicrafts exported through trading companies and other firms during 1963 were valued at \$39,402 compared with \$32,155 in 1962, which is appreciably higher than previous years. The Administration is to be commended for its efforts in stimulating the production of handicrafts and in particular for sponsoring the Micronesian Products Center in Guam, which was opened in 1962 as a non-profit organization serving as an outlet for Micronesian products, with all proceeds being returned to the producers. The success of these efforts so far indicates that, though handicrafts are unlikely to be a major source of wealth to the Territory, they could provide useful extra income to groups who have few other possibilities of earning money. The Mission is glad to note that research on possible markets in Japan and elsewhere is under way, and it commends to the Administering Authority the request of Micronesians that duty-free entry into the United States should be granted to genuine Micronesian handicrafts. It would suggest that a bigger effort be made to bring handicrafts from all over the Territory to Kwajalein, where there should be scope for greatly increased sales. If a sizable permanent market is to be developed a constant effort must be made to improve the quality, design and finish of the articles produced; the effort to achieve this should in the Mission's view reach back into the schools, where the teaching of arts and crafts could be improved by skilled and sensitive teachers who might help to revive the arts of Micronesia and use them as stepping stones to new developments. Such teachers could also work among the adult community. By this means—as first-class work already in progress in Palau is demonstrating—not only might a more valuable industry be developed but pride in Micronesian accomplishment would be enhanced. An equal problem is to ensure that people produce sufficient work regularly. This raises such questions as incentives, and the Mission suggests that an individual with known ability to gain the confidence of local people, preferably a Micronesian woman, be named as adviser to the High Commissioner to investigate and recommend the best means of promoting the better development of handicrafts throughout the Territory.

152. The Mission noted with pleasure the establishment of a growing number of small enterprises throughout the Territory, often made possible by loans under an Administration scheme. The Mission believes that this is a field where much more development could take place—the manufacture of clothing, soap and soft drinks are obvious examples—if the two great problems, namely, lack of capital and lack of sufficient technical guidance, could be overcome.

### *Economic development loan funds*

153. In 1963 the Administration established an Economic Development Loan Fund of \$100,000 to be used to encourage and help Micronesians to undertake small industrial and mercantile enterprises. In 1964 the capitalization of this Fund was increased to \$200,000 and a further increase to \$300,000 is proposed for the 1965 fiscal year beginning 1 July 1964. This Fund has achieved

some excellent results and the fact that it has been used to guarantee bank loans has greatly extended its usefulness.

154. In the view of the Mission the Administration has, through this Fund, opened up one of the most promising avenues to the economic development of Micronesia. But so far the Fund has been small and has been administered in a cautious way, and the need for constant reference to Headquarters has tended to dampen enthusiasm. It is natural enough in the early stages, with both Micronesians and administrators inexperienced in economic and commercial matters, that caution should predominate and that every project should be carefully scrutinized. But in the view of the Mission the time has come to establish a much larger fund—one million dollars would be the minimum—and to administer it in a more positive way as a means of promoting rapid economic development. In putting forward this recommendation the Mission links it with its later recommendations on over-all economic planning; without a comprehensive development plan in the light of which possible new enterprises can be evaluated, a major increase in the Loan Fund would serve a less positive purpose.

155. The Mission also believes that, within the framework of a comprehensive Territory-wide flexible plan, there is a strong case for a devolution to the district level of authority for granting loans and—this being almost the supreme need of the Territory—generally stimulating local economic activity. Funds might be put in the hands of district committees which would include the district administrator, representatives of the district legislature and the district representatives to the congress of Micronesia. If the district administrator knew that funds were available he could take more positive action to encourage the development of local enterprise, particularly co-operatives, than he can at present. In addition, it would be a most useful training in administration and politics for local people to be associated with the task of examining applications for loans for new enterprises. In the case of smaller loans the district committees might be given power to make final decisions; in the case of applications for large loans, or loans for projects which seemed attractive but were outside the framework of the development plan, it might make recommendations to Headquarters.

### *Co-operatives*

156. The very nature of the economic circumstances in the Trust Territory calls for considerable effort on the part of the people at the grass-roots level. With the necessary stimulation, proper organization and guidance, this potential force can be productive for the common good. The co-operative movement lends itself well to this effort. The Mission was glad to learn that a survey regarding co-operatives had been made by an expert from the South Pacific Commission. It was also pleased to see that special emphasis is already being put on the development of co-operatives, and the Mission was favourably impressed with the work being done by co-operatives in the Ponape District, especially that of the Metalanim Housing Co-operative under the leadership of Father Hugh Costigan, S.J. The Mission has misgivings about the development of "stock companies" operating in the guise of co-operatives, and it also feels concern at the practice of paying relatively high dividends on the par value of the stocks to the shareholders in certain co-operative stores. It would assist economic development

if the shareholders could be persuaded to accept lower dividends in the interest of developing the activities of their enterprise. The Mission would urge the Administration to provide more facilities for the study of co-operatives, not only of their philosophy but especially of the business and accounting aspects of the movement. It is to be hoped that an increasing number of Micronesians will be sent on scholarships to places where they can study small agricultural producers' and fishermen's co-operatives actually at work and participate in some of the day-to-day operations. There are many ways in which, through co-operatives, meagre resources can be pooled and a useful and better life provided for many, including producers and consumers. This type of "bootstraps" operation not only helps to develop human resources, but it puts more money into the pockets of the people and inspires self-confidence and self-respect.

### *Marketing*

157. The Copra Stabilization Board is the only organization in the Trust Territory with any restrictive trading rights. The Board is the sole marketing agency for the sale of copra produced in the Territory. The Board operates a fund which helps to maintain a stable price of copra for the producer despite the fluctuations of market prices. The Mission formed the view that this Board performed a useful function and that the arrangements made secured at least as good a return to Micronesians for their copra as they were likely to obtain under any other system. At the same time the Mission discovered that some copra producers, particularly in the more remote areas, had doubts as to whether the return they were receiving was as high as it should be. The Mission is aware that Micronesians are members of the Board, but, to make it even more manifest that justice is being done, it suggests that when the congress of Micronesia is established one of its members might be appointed chairman of the Copra Stabilization Board.

### *Tourism*

158. Two developments have made the establishment of a tourist industry a more feasible proposition: the relaxation of the previous security restrictions on entry to and travel within the Territory, and the improvement of air communications. Micronesia has much that would attract tourists: its great natural beauty; its remoteness; the charm of its people and the traditional customs of some of them; the possibilities of swimming, fishing, sailing and other sports; the sites of great battles of the Second World War; the ruins of Nan Madol; and much besides. It was once known as the Japanese Riviera and has sunshine when Japan and other countries are in mid-winter. It has a sentimental or historical attraction for many Americans and Japanese. It offers a place of recreation for servicemen and civilians stationed in the Pacific. Thus the possibilities are considerable, even though Micronesia is so far away from most of the rich, tourist-generating countries—and consequently so costly to reach—that mass tourism from Europe or the United States seems unlikely. People already living in the Pacific and Far East area seem most likely to be potential visitors to Micronesia, and those further away seem at best likely to make short detours to Micronesia on their way to or from some other tourist area.

159. The Mission realizes the economic advantages which tourism brings to many countries. It also sees

that a tourist industry would promote a number of small Micronesian industries, increase the market for handicrafts, and in these and other ways provide an addition to cash income which is badly needed. Therefore the Mission regards tourism as a form of economic development worth careful investigation. Nevertheless, there are three reasons why it would not assign an especially high priority to tourism at the present time. First, the Mission prefers that effort be concentrated on sound improvement of the basic economy of Micronesia rather than diverted into what could be a slightly feverish substitute for real development. Secondly, the present tariffs of hotels in Micronesia are so low and their present operation presumably so heavily subsidized that under present arrangements tourism would probably be an expense rather than a gain to Micronesia. Thirdly, and by far the most important reason, as the people of Micronesia are few in number and are still in process of establishing their unity and even their identity, an influx of tourists could have a very great effect on the Territory, disrupting several of the developments which are only now starting to gather force.

160. The Mission's view, therefore, is that tourism is a matter which the Administration should not develop beyond a small-scale and carefully controlled experiment until the congress of Micronesia has expressed its desires in the matter. The Mission hopes that the congress will not be diverted by this potential area of economic development—which is only one among many—from its more urgent tasks of coming thoroughly to grips with the whole question of economic planning and of clarifying its ideas about the most desirable lines of Micronesia's future development.

### *Transport and communications*

#### *Roads*

161. It is said that the major populated islands of the Territory were at one time criss-crossed with roads which, because of lack of repair and disuse resulting from the decline in economic and other activity compared with pre-war days, have become overgrown and for the most part impassable. Today, except in Saipan and Tinian where excellent roads were provided for military purposes (sometimes they have a residual civilian use, sometimes not), most roads throughout the Territory are in very poor shape. Because of this, economic development is hampered and vehicles deteriorate rapidly and wastefully. Road-building in these many separate islands, many of them having jagged terrain, is no small matter; but a major road-building programme is urgently needed if there is to be significant economic development in the Territory and if incentives to production are to be increased. A lead from the Administration and heavy injection of additional money are needed if the necessary progress is to be made; but, as the community response at Laura and other places shows, the people of Micronesia will do their part if properly approached and helped by the loan of Administration equipment. There is, as the present Administration has started to show, a wide field open for community-Government co-operation.

#### *Shipping*

162. The problems here are enormous and the Administration is to be commended on its efforts regarding sea transport. A notable improvement has been achieved in the last few years. The fact, too, that the Micronesians

themselves show interest in the development of this form of transport, for example in the case of the Saipan Shipping Company, and that their participation is being encouraged by the Administration, makes the future look bright for improved shipping facilities for the movement of persons and goods from one part of the Trust Territory to another. The relaxation of security measures, which now enables the entry into Trust Territory ports of ships of other nations in addition to United States ships, may also assist in advancing the flow of people and goods throughout the Territory.

163. Communications, which means adequate shipping services more than anything else, are at the heart of economic development in Micronesia. Admittedly, it will not be economic for ships to make frequent calls at scattered small islands with little freight to offer. The value of the produce collected may be less than the cost of the voyage. But unless there is regular collection of produce and regular supply of trade goods there will not be the incentive to islanders to increase production. The alternative, given the policy of the Administration to bring modern standards of well-being to all the people of Micronesia, would be the unhealthy one of providing a kind of permanent dole. It seems essential, therefore, that the Administration should continue to follow a positive policy of encouraging by every possible means, including subsidies, the establishment of frequent and regular shipping services by small boats as well as larger vessels. Only with such services can the inhabitants of the more remote areas have the means, or the incentive, to develop their islands to their ultimate economic potential.

164. In Saipan and the Marshall Islands the Mission heard the complaint that imported goods cost more in the Trust Territory than they should because overseas ships use Guam as their unloading point rather than a port in the Territory. It was pointed out that goods discharged at Guam but destined for Micronesia have to be reloaded on to Trust Territory ships, with the result that their cost to the consumer is inflated by double-handling charges and the fees of Guam commission agents. In Saipan the request was made that ships carrying goods for the Territory should discharge directly at Saipan rather than Guam. In the Marshalls, where costs were further inflated by the long journey back from Guam and inconvenience was caused by the irregularity of shipping services, the request was made that the Marshalls should be made the unloading point for overseas vessels carrying cargo for Micronesia; and that from Kwajalein or Majuro the Pacific Micronesian Line should distribute cargo to other parts of the Territory. In the Marshalls it was also requested that Japanese vessels be permitted to call at Trust Territory ports; the argument for this was that the people of the Territory, with low incomes, could not afford to buy United States goods and needed more Japanese products; but the ships of the Pacific Micronesian Line, which alone brought in Japanese goods, made such infrequent voyages that the demand was not satisfied and people accordingly had no alternative but to buy the highly priced United States goods.

165. There are three questions involved in these requests: first, the question of the shipping trade within the Territory itself; secondly, the question of the entry of foreign commercial vessels to main ports of the Territory; and thirdly, the question of persuading overseas shipping lines to go direct to ports in the Territory instead

of trans-shipping at Guam. On the first point, the Mission understands the present policy to be that only ships owned in the Trust Territory may distribute cargoes within the Territory. There are three main shipping lines owned in the Territory. The largest is the Pacific Micronesian Line, which is owned by the Trust Territory Administration and is heavily subsidized. There is also the small Saipan Shipping Company, owned by Saipanese businessmen who have received financial help from the Administration; and there is a small shipping service owned by a local trading company in the Marshall Islands. Any of these companies may conduct intra-Territorial shipping services and may also send their ships to overseas countries to drop or collect cargoes. In practice, however, only the Pacific Micronesian Line has a ship capable of making long voyages; it runs services to and from Japan; but even this line does not have the capacity to make voyages much further afield. This means that overseas cargoes, except from Japan, must be brought by non-Micronesian ships.

166. This leads to the second question. The Administering Authority has decided (see article 8, paragraph 1, of the Trusteeship Agreement) to allow into the Territory only vessels owned by the Trust Territory or by the United States. So long as this decision remains it seems that it is not possible to meet the Marshall Islands' request that Japanese ships be permitted direct entry to ports in the Territory. And in that case, going on to the third point, the requests made in Saipan and the Marshalls could only be met by one or both of two methods: either Trust Territory vessels could make voyages to the United States and other countries, as well as increasing the number of voyages to Japan—which would involve equipping the Pacific Micronesian Line with more or larger and faster ships, and which is, particularly in respect to more frequent voyages to Japan, a course that the Administration might well consider; or United States vessels could be persuaded to bring their cargoes direct to Trust Territory ports. When the Mission asked whether such direct shipments could be organized, the High Commissioner replied that the Administration had no power to force United States vessels to use Trust Territory ports rather than Guam; the heart of the matter, he said, was that, because the tonnage involved was small, the shipping companies were not prepared to unload at a Trust Territory port in addition to Guam. Moreover, the High Commissioner said, the cost of stevedoring at Kwajalein was so high that costs might not be reduced by using it as a port of entry; however, this possibility—as well as the possibility of building a warehouse for the Trust Territory at Kwajalein—was being investigated.

167. The Mission considers that the representations made in Saipan and Majuro have much force; any measure which could reduce the cost of living in the Territory should be given most sympathetic consideration. If the Administering Authority maintains its decision to allow only Trust Territory and United States vessels to come to ports in Micronesia it must ensure that the people of the Territory do not suffer from that decision. As to the unwillingness of United States shipping lines to send ships direct to the Territory, the Mission observes that considerable quantities of cargo are in fact now going into and out of the Territory and it feels that the Administration should by no means be powerless in negotiating with them. The Mission therefore urges the Administering Authority to reconsider the matter, giving first



priority to the interests of the Trust Territory and keeping constantly in mind the need to establish the identity of Micronesia. The Mission also suggests that the new congress of Micronesia should interest itself in this matter. It trusts that when it does so it will be alive to the danger that Micronesia's own shipping lines might be undermined in so far as outside shipping lines might call at Trust Territory ports not to give a full service but only to skim the cream off the Micronesian trade.

168. In urging the Administering Authority to keep steadily in mind the need to establish the identity of Micronesia, the Mission wishes to refer to another matter raised in Saipan. Arrangements for agencies made by some overseas firms seem to suggest that the Trust Territory is a part of, or an appendage to, Guam. It is, admittedly, the prerogative of these firms to grant agencies, but positive steps should be taken by the Administration on every appropriate occasion to make clear the status of the Trust Territory.

#### *Air transport and telecommunications*

169. In this chapter the Mission—perhaps ungenerously—has passed over areas where it had no substantial criticism or suggestions to make and has concentrated on those where they would like to see a greater injection of resources or effort. On the basis of this criterion air transport and telecommunications hardly qualify for inclusion because a great effort has been made and an even greater one is under way. But the Mission desires the opportunity of specially commending the Administration for the work it has done in these two fields which are vital to the welfare and development of a territory as dispersed as Micronesia. The air service is heavily subsidized—about \$450,000 annually, apart from the cost of airport construction—but the benefit it brings to Micronesia is great. The two amphibian aircraft still perforce being used by the Administration can carry few people and only a small amount of cargo. The purchase of a larger land plane and the provision of airfields is making it possible to move more people and cargo more frequently around the Territory. Already the improvement of communications is having beneficial effects; indeed the new programmes in education and health could not otherwise have been carried out so expeditiously. Already, too, it has led to increased consciousness of Micronesia as a unit. Airfields at Truk and Yap have been added to those at Saipan and Majuro. When Palau and Ponape have airfields the benefits will be vastly greater. The Mission was therefore pleased to see the considerable progress made with the airport for the Palau District—a difficult but imaginative undertaking—and to hear of progress in planning for the airport at Ponape. It hopes that the necessary funds will be forthcoming to enable an airport at Ponape to be built without delay. This network of airports will be a great achievement by the Administration, a major asset for the people of the Territory and an invaluable contribution to the promotion of Micronesian unity.

#### *Machinery*

170. Though some Public Works officers show a more commendable initiative in improvising than others, it is impossible to ignore that much of the construction equipment being used in the Territory—usually machines abandoned by or inherited from the Navy—is outmoded

and beyond economic repair. Much time and effort is being wasted in making do with inadequate equipment and in waiting for equipment to be repaired. The cost of spare parts, even when they are obtainable, has become wasteful, and even major pieces of equipment are out of action for months while spare parts are being obtained. The accelerated programmes of construction, particularly the programmes of building schools and houses for teachers, have subjected the already inadequate equipment to intolerable strain. The Administration recognizes this problem and the Mission understands that it has a programme of replacing inefficient equipment at an estimated cost of \$2 million over six years. It would, however, make it possible for more effective work to be done in several fields if this programme for the purchase of heavy equipment could be accelerated. Whereas the funding of extra money into some programmes, e.g. school building, is increasing the strain and causing imbalance in other areas of activity, the rapid purchase of efficient equipment would impose no extra strain, but on the contrary would relieve that which now exists.

#### *Public utilities*

171. Power plants, water supply and cold storage facilities are badly inadequate throughout almost all of the Territory. Power and water supplies usually do not extend beyond the district centres and even there the supply facilities were seldom intended to be more than temporary and are inadequate to meet the rising needs or reasonable standards of public health. Many of the generators are surplus equipment inherited from the armed services or elsewhere and they are being used beyond their capacity or their economic life. The accelerated programmes of construction are throwing into relief the inadequacy of the existing facilities, which have on the whole deteriorated through lack of replacement over the years. The Mission understands that the Administration has a programme for replacing and developing all power facilities (said to involve expenditure of \$6 million over six years), water facilities (\$1.38 million over six years), and cold storage (\$850,000 over six years). It would seem desirable that this programme also should be accelerated. Here again a sudden increase of expenditure would assist rather than disrupt other programmes of development.

#### *Public buildings and town planning*

172. The end of the war saw almost every building in Micronesia destroyed. Quonset huts and houses made from salvaged materials set the architectural style of Micronesia, marring the beauty of the Territory. Apart from occasional establishments erected by the religious missions, there were until recently few buildings that showed any care in their design, let alone pride in Micronesia or belief in its future. Now at last some more worthy buildings are appearing; the schools, for instance, are good for their purpose, built of permanent materials, and often beautifully sited. The day is not far away, the Mission hopes, when it will be possible to afford new local community buildings, libraries, administrative offices and other public buildings. The need for community centres is particularly great; these could be used as meeting places for municipal councils, for adult education and for the many activities that help to bind people into communities pursuing common aims. The Mission hopes that town plans will be drawn up for the district centres so that growth takes place not haphazardly and wastefully, as



often appears to be happening at present, but in a way that ensures that each addition increases the beauty and the amenities of the area and hence the pride of the people who live there. An over-all development plan for the Territory, looking five or more years ahead, is as indispensable for town planning as it is for development in other fields. Finally, the Mission suggests that the houses that are now being built in increasing numbers for teachers and officials should be sited with a view to their occupation in due course by Micronesians. It would follow from this that houses should not be grouped in "compounds" but should be placed near schools and in villages; and the new houses could be made the spearhead of plans for the improvement of power and water supplies for all residents.

### *Housing*

173. In the view of the Mission the time has come—it is already overdue—for a great effort to improve the housing conditions of the people of Micronesia. Such an effort to transform the shanty-town nature of many places in Micronesia is needed if only for better protection against the rigours of periodic typhoons. Even more, the disparity between the new standards of education and health on the one hand and the living conditions of most people on the other is already a matter of concern to some Micronesians and will become so to many. Nor can the aims of the Administration in the fields of education and health be fulfilled so long as houses remain at the level that they now are over most of the Territory: children are hampered in their studies by lack of space and light; sanitation is difficult without a good water supply. It is surely not to be tolerated that a Micronesian doctor doing excellent professional work in a new hospital observing the highest standards of hygiene should have to return at the end of his day's work to a makeshift house without running water or electric light. As a result of the injection of increased money into the economy by Administration spending, and as a result of a quickening of local economic activity some new, adequate houses are going up. Moreover, Administration houses are being occupied by Micronesians who replace Americans in senior positions. But what is needed is a major drive on the housing problem. This, like other construction programmes, would best be done within the framework of an over-all economic plan: a programme to develop low-cost housing could be organized in a way that would generate widespread economic activity, underpin struggling local businesses, and develop new enterprises. The situation is not one which can be left to the undirected play of economic forces; the Administration must intervene positively, for there is a lag of years to be overcome and a lack of capital in private hands. All the building contracts of the Administration should be devised with a view to assisting the establishment of a building industry which can join in the assault on the housing problem. Because of the "crash" nature of the programme of building schools and teachers' houses it was not possible to harness this opportunity as fully as a more deliberate pace of expansion would have made possible. But the next few years will provide many more opportunities and each should be seized. On the more specific question of low-cost housing, many approaches are possible and several could be pursued simultaneously. For example, the Administration could have low-cost houses erected for sale outright or for renting and sale by instalments. It could provide help to builders who complied with certain conditions.

It could arrange for help to be given people to build their own homes; for instance the Administration could lend machines for making concrete blocks or bricks, and the Public Works Departments could provide basic designs and give some technical advice and supervision. The Administration might arrange for the import of cement in bulk, and organize the manufacture of coral cement locally from the abundant natural supplies which are often available. A scheme of housing loans might be developed. The bold, imaginative, and businesslike approach in the provision of homes for its members and families undertaken by the Metalanim Housing Co-operative is an example worthy of study throughout the Territory. It has demonstrated the possibilities inherent in such projects for the channelling of human energy and resources into a movement of self-help. Whatever the means adopted, the Mission regards the improvement of the houses of the people as one of the prime needs of Micronesia and one that cannot but be accepted as an obligation by the Administering Authority. The Mission earnestly hopes that this challenge, and opportunity, will be faced with imagination.

### THE NEED FOR AN ECONOMIC DEVELOPMENT PLAN

174. The Mission is convinced that whereas in some countries development can be left to the free play of economic forces, in Micronesia, where economic development is dependent on outside resources and stimulation, there is an urgent need for detailed and comprehensive forward planning as a corollary of the need for positive intervention to stimulate economic development. The Mission realizes and welcomes the fact that a series of tentative six-year targets and budgets for individual fields of activity—roads, airfields, power, water, cold storage, etc.—have been prepared; but it advocates more than this, namely, the formulation of an over-all economic development plan covering a period of, say, five years. It would not wish this plan to be an unalterable blueprint but a framework subject to necessary adjustments, which would promote a common purpose in Micronesia at the same time as it would throw up the many policy questions which must be faced and decided.

175. The Mission envisages that an economic development office should be set up at Headquarters charged with preparing the plan and ensuring that it is put into effect. The head of this office would have to be directly responsible to the High Commissioner; and since the execution of the plan would require that every activity of the Administration be co-ordinated, it is to be assumed that he would in effect be the High Commissioner's chief adviser, with sufficient authority, either directly or through the High Commissioner, to ensure this co-ordination. The lack of such an office or officer is, in the Mission's opinion, the most noticeable gap in the present administration of the Territory, and a contributing cause to many of the shortcomings to which it has drawn attention in this chapter. The right appointment could greatly lighten the load which at present falls on the High Commissioner. Not many people possess the range of economic and other skills, as well as the imagination and executive drive, involved in the position which the Mission considers it necessary to create. But such people do in fact exist and other developing countries have sought them out and used them with success. The Administering Authority might well consult the Technical Assistance,

Board of the United Nations, the Special Fund or the International Bank for Reconstruction and Development, all of which have great experience in this field.

176. The Mission has also considered a suggestion advanced in the Territory that, in addition to the Economic Development Loan Fund, an economic development fund of very substantial size should be established outside the regular budget. The arguments in favour of such a fund are that money provided for economic development in the regular budget is far too small; that there is no certainty that the United States Congress will provide even this sum from year to year; that this uncertainty causes reluctance to press ahead with any long-term schemes; and that the provision of a large fund would have a tremendous psychological effect in removing anxiety and thus encouraging economic development. The Mission agrees that the funds made available for economic development are at present too low; and to carry out the numerous proposals it has made for accelerated development in agriculture, fisheries, road-building, etc. would involve a significant increase in expenditure. The Mission prefers at present, however, to think of this increase being provided through an addition to the regular budget rather than through the establishment of a separate fund. It does so because its approach is that in a small territory like Micronesia economic development planning and action should take place within the machinery of government and through the co-ordination of existing government departments. It follows from this approach that money for economic development should be distributed among the various economic development activities through the normal—but increased—regular budget. If, however, it is found that uncertainty continues to impede planning and development, the possibility of a special economic development fund should certainly be investigated.

177. Among the reasons which led the Mission to its conclusions on the need for an over-all economic plan are these: First, it is unlikely that there can be any real effort at economic development, let alone a vigorous one, unless all relevant factors are taken into account and co-ordinated. This fact emerged, for instance, at every point in the section of this report on agriculture. Nor is it likely that the necessary volume of outside or internal resources will be made available until there is an over-all plan. A plan could reveal the extent to which the needs of the Territory can be met from existing sources of aid and whether further avenues of outside help need to be explored. Secondly, there is waste and overlapping in the absence of a plan. For instance, at present some roads are planned primarily from the point of view of arranging the transport of children to consolidated schools; if the over-all objectives were clearer, roads might be planned to serve other purposes simultaneously and in some cases schools might be sited differently. Similarly, as has been noted, preparation of town plans for the district centres would become easier. Thirdly, now that the elementary and secondary education systems have been put on a more satisfactory basis, attention must soon centre upon supplementary and tertiary education. What kind of vocational and technical schools will be needed? Should a university be established in the Territory and, if so, what should be its emphasis? Should more scholarships be awarded in one field than in some other? An economic plan setting goals and establishing priorities would be an aid in planning educational facilities.

178. Fourthly, an over-all economic plan would serve to indicate the kinds of projects which, by fitting within the framework of national objectives, are best qualified to receive Government loans and assistance. To have a picture of projected developments for a period of years would be useful both for government or semi-government agencies—e.g. the economic development boards recommended elsewhere in this report—in considering where to place loans and grants, as well as for Micronesian individuals, co-operatives or firms contemplating new enterprises. As so little private capital is available in the Territory—though higher spending by the Administration is greatly increasing the money in circulation—it is desirable that it should be guided towards projects which have the best chance of succeeding. Every activity promoted by central funds—e.g. building schools or houses—should be carried out not only for itself but as part of an over-all plan to stimulate and firmly establish Micronesian enterprises. Moreover, it is high time for the Administration, in co-operation with the congress of Micronesia, to work out legislation providing for tariffs, protective duties and other devices to stimulate local production and discourage the import of goods which can be produced locally. For example, the developing wood-working industry at Palau should be encouraged and financially assisted, and the import of furniture, doors and joinery could be progressively discouraged. The local production of soft drinks, and possibly of beer, should be financially encouraged and their import discouraged. Consideration of this type of question by the congress would be facilitated by an over-all development plan.

179. Fifthly, each district would know, as it does not at present, what other districts are doing; and all could find a further reason for unity in the common effort to achieve national objectives. They would be made more aware of their inter-dependence as they developed complementary industries.

180. Sixthly, there is the important question of land reform. Action here may well be a prerequisite to economic development. But land is the very centre of the life and instincts of the island peoples and fundamental changes in the systems of land tenure are unlikely to be achieved by the Administration; they could only be initiated by a Micronesian legislative body. The members of this body will be better able to appraise the need for action if they are able to see the question of land reform within the context of a generally agreed plan for economic development. Seventhly, the new congress, concerned as it will necessarily be with the problem of future self-support, will be asking itself whether it will continue to be economically practicable to maintain the Administration's present highly commendable policy of bringing modern facilities to remote islands which have only the most exiguous resources—lands which are likely to become even more of a liability as young, educated people move away to the larger centres in search of opportunity. The congress of Micronesia will doubtless wish to consider whether an attempt should be made to consolidate populations on the larger, more accessible islands with the greatest economic potential or, alternatively, to limit full-scale services to such larger islands. An over-all development plan should assist the study of this highly charged question. Finally, and most important, the existence of an over-all plan—in the preparation of which, as is argued below, Micronesians must have a full part—will be of assistance to the people of the Territory in thinking

about their future status and affiliations. While economic viability is not always essential to self-government or independence, it does have a bearing on the choices open; it is therefore desirable that those who are making the political decisions should have a fairly clear idea of their economic situation and should know whether at least a path to economic viability has been or can be opened up.

#### THE NEED FOR MICRONESIAN PARTICIPATION IN ECONOMIC PLANNING

181. The Mission is equally convinced that it is essential to mobilize the informed interest and enthusiasm of the people of Micronesia behind economic development and increased production. At present, the Administration has programmes for the improvement of education, health, agriculture, communications, power and roads. Some of these look to years ahead, and they are without doubt the result of careful and expert study, but the people in general have taken little or no part in working them out and know little of them, even in so far as they relate to their immediate locality and to the months immediately ahead. It may be the case that the infra-structure of economic development can be achieved with only limited popular involvement. But economic development itself cannot. Money can make possible airports, roads, school buildings and teachers, but money by itself cannot secure increased production, that is, increased productive activity by the Micronesian people themselves.

182. The Territory has been bedevilled in the past seventeen years by shifts of policy and by failure to follow up projects once launched. This is so in every field of activity, though the matter is now raised in an economic context. Through the years officer after officer has started off some pet project of his own and has then lost interest in it when hard follow-up effort became necessary, or has left the Territory for some other assignment. Not surprisingly this lack of consistent direction has produced some disillusion among many Micronesians and this in turn creates an unfavourable atmosphere for economic development. A great advantage of an economic plan is that it would give some assurance of continuity of policy and effort. The additional advantage of ensuring that the plan is drawn up with Micronesian participation is that it would be based not on the enthusiasms of expatriate officers but on the more permanent views and ambitions of the people who must always live in the Territory.

183. Among many factors which have influenced the Mission in making this recommendation, some may be set out. First, Micronesia's economic possibilities are limited; unless the energies and ideas of the Micronesian people are more fully engaged than they are at present, unless an even greater effort is made to involve the Micronesians, stimulate them and communicate with them, even these limited possibilities are unlikely to be realized. This statement, of course, has wider implications which will link up with the section on political advancement, for there is an inseparable connexion between economic and political development. Secondly, the area of economic and social planning is above all others the place where the need to create a greater Micronesian consciousness can be combined with the need for political education. The argument over priorities, the competition between districts and interests, the balancing of the expectations of the people and the total resources

available to the Territory—these constitute the very essence of politics; and to participate in the process of economic and social planning and decision-making is thus to enjoy the most useful political education. Healthy political development, which depends on politically educated representatives, is therefore unlikely as long as economic and social planning and policy-making are carried out exclusively within the Executive, all the more as long as the specialist members of the Executive are non-Micronesians, as they are likely to be for some time yet.

184. Thirdly, Micronesian participation in the preparation of an economic development plan is one way of helping to ensure some popular control over the preparation of the Territory's budget. Under the present system, made necessary by the dependence of the Territory upon Congressional grants and hence its incorporation within the United States budgetary machinery, preparation of a preliminary budget for Micronesia starts within the Administration about three years in advance of the actual fiscal year, and it is not easy to associate the Territorial legislature at this early stage. Nor, once the budget has reached a certain stage, is it easy to recast it. But it is possible to associate representative Micronesians with the preparation of a budget and ways of doing so are discussed elsewhere. However, these possible ways aside, if there has been thorough consultation with the people of Micronesia in the preparation of an over-all economic development plan, and if there is agreement on broad priorities, then the budget will probably reflect the general will.

185. Fourthly, though there are many excellent ideas for increasing production among the people of Micronesia, there are also some, often based on memories of conditions in Japanese times, which are probably unrealistic in the changed conditions of today. Participation by Micronesian leaders in the down-to-earth work of economic planning will enable them to sort out for themselves the practical from the impractical ideas; and having done this they will be able, more effectively than non-Micronesian officials ever could, to give advice to their compatriots based on contemporary realities.

186. Fifthly, the large-scale undertakings which have been suggested by some Micronesians as being most likely to contribute to Micronesia's economic self-sufficiency could probably only be implemented by taking actions which would have considerable social repercussions. For instance, the labour force of much of Micronesia being quite small, to carry out the suggestion of establishing a sugar industry in Saipan might involve importing several thousand Okinawans or Japanese; and a large-scale fishing industry might similarly require the introduction of large numbers of non-Micronesians. It would not be desirable for industries with far-reaching effects upon the social, economic and political affairs of Micronesia to be established except by decisions of the Micronesian representative body taken on the basis of informed consideration. And, therefore, since it is essential that there should be the least possible delay in establishing the economic possibilities of the Territory and setting its maximum economic development under way, the sooner the Micronesian people are associated with the processes of economic planning the better.

187. Finally, the people of Micronesia are to make decisions about their political future. One of the best preparations for weighing up the possibilities open to

them and exercising their right of self-determination is for them to share in the task of preparing a development plan and in putting it into effect.

188. There are, in the Mission's view, numerous people of ability competent to join with the Administration in planning Micronesia's economic and social future. The Economic Committee of the Council of Micronesia has by its work in 1963 given an intimation of the ideas that can be harnessed—and this Committee worked without benefit of the material and the expert advice which would be available to a formally constituted development commission. The time has arrived for Micronesian representatives to be brought into the centre of the economic policy-making process. How can this be done? Machinery which could be used now exists in the form of the district councils and soon will exist on a Territory-wide basis in the congress of Micronesia. It will be clear from the following section of the report dealing with political advancement that the Mission believes strongly that the congress of Micronesia should be an active and vigilant body with the power to discuss all matters affecting Micronesia, to form committees and working groups, to interrogate officials of the Administration and to request all necessary information. District councils should have similar powers, as far as their local affairs are concerned. It will also be clear that the Mission wishes the process of Micronization of the Administration to proceed as rapidly as is practicable.

189. Two elements, a strong legislature and an increasingly Micronesian civil service, should in themselves do much to ensure that any plan is responsive to local desires. In addition the Mission would suggest that a development commission or development board be established to advise both the High Commissioner and the congress of Micronesia. This commission would be a mixed one consisting of members of the congress and civil servants, including, of course, the head of the economic development office. It might well have attached to it an outside adviser from the International Bank for Reconstruction and Development or from the United Nations. Likewise at the district level there might be district development boards—extensions of those which already exist in most districts—linked with the main development commission to advise the district administrators and the district councils; again these would be mixed bodies with members of the district council and civil servants and with the members of the congress of Micronesia from the district as *ex officio* members. The Mission envisages the main commission and the district boards being involved at every stage in the formulation of the central and district economic development plans and in their execution. They might well also be the bodies to decide upon requests for loans and credits, and in a more positive way, to undertake the task of stimulating local enterprises.

190. Other types of machinery are possible and the Mission has no intention of being dogmatic. For instance, an independent development corporation and local boards, endowed with funds and wide discretion, might be established outside the framework of the Administration. But confusion and rivalry are to be avoided if possible; commissions and autonomous agencies can all too easily become a rank growth; and in a Territory as small as Micronesia and one so short of trained individuals the

Mission sees advantages—which it discusses further in the chapter on political development—in using and dovetailing the full resources of the Administration and the existing elected bodies. It holds this latter requirement of ensuring the maximum participation by elected representatives to be an indispensable feature of any machinery for planning and executing the urgently needed economic development of Micronesia.

## CONCLUSION

191. The aim of this chapter has been to give an account of the main lines of economic development which can and should be followed as the means become available. Many suggestions have been made. Some may be capable of immediate application; some may require further consideration; many may depend upon the establishment of a new framework within which they can be tested and applied.

192. The means to this end of economic development are fourfold: the training in increasing numbers of Micronesian people possessing the skills essential to economic development; the provision of capital; the establishment of an over-all plan for development based on a comprehensive assessment of the resources of Micronesia and the needs and desires of its people; and the association of the Micronesian people with every stage of the planning process. The first of these requirements is being met in large part through the greatly accelerated programme of education, although technical training is as yet lagging behind. The second, leaving aside the question of the introduction of outside private capital, involves the question not only of the adequacy of the present financial resources available to the Territory but also of their apportionment between economic and social development measures. The third and fourth, which have been advocated also by previous visiting missions, seem to us to be of decisive importance: the action which is taken on them may determine for some time to come the degree of success, and the pace, which can be achieved in the whole field of economic development.

193. The Mission trusts that the suggestions it has made throughout this chapter will receive full consideration. Since it believes, however, that the matters summarized in this last section are of overriding importance, it wishes to place special emphasis upon the following three recommendations:

(a) A greater and more positive effort should be made to stimulate economic development both for its own sake and to ensure that a desirable balance is attained between economic and social development programmes;

(b) Immediate steps should be taken to formulate an over-all and long-term economic development plan and to establish machinery—staffed by qualified people—capable of preparing and ensuring the execution of the plan;

(c) The people of Micronesia should be associated with the planning process at every stage. In particular, a development commission or development board, bringing together members of the congress of Micronesia and civil servants, should be established to advise the High Commissioner and the congress; and similar bodies, linked to the main commission, should be established at the district level.



## POLITICAL ADVANCEMENT

## INTRODUCTION

194. If the Mission were to sum up its strongest single impression it would be this: that Micronesia, once literally a geographical expression, is now welding itself into a unified people. Out of six districts, nine languages and two thousand islands, scattered by situation and isolated by history, a national consciousness has begun to evolve. It is not yet wide-spread and parochial feelings are still strong. But the process has begun and will spread swiftly. Improvements in communications, broadcasting, the rising standard of education—all are strengthening the concept of a distinct Micronesian community. Symbols can strengthen this sense of a shared future. The Territory has already adopted its own flag. The Mission would like to see this reinforced by Micronesian passports, postage stamps, currency and a bank of Micronesia. The symbols must, however, reflect a reality, and the reality of Micronesia will above all lie in its political development. Once the people of the Territory come together to confront their common problems, and as widely scattered communities are joined in the pursuit of common interests, the pace of unification will quicken. Political progress alone can tap that mysterious potentiality which makes a united people greater and more important than the sum of its parts.

195. At the present point in Micronesia's growth, therefore, accelerated political development is not merely necessary for its own sake. It is in fact the key to all other development. An Administering Authority, however well-intentioned and conscientious, can only achieve so much by its own energies. Progress, particularly economic progress, soon begins to raise issues of policy which, because they affect the lives of people in fundamental ways, can only be decided effectively by the people themselves. Changes in land tenure, for instance, may be economically desirable but it is not always practicable for an Administering Authority to make them. The same changes can be made with surprising speed once responsibility rests with the people and they have become convinced of the need. So there is little point in attempting to distinguish political from other fields of endeavour in a developing country. At a certain stage of growth all issues converge and become matters of political decision. This stage has now been reached in the Territory. Major decisions which will shape Micronesian society for many years to come are in the offing. A growing number of Micronesians are aware that such decisions must be taken, and have their own views on what should be done. In these circumstances it is essential that they should share the responsibility for making the decisions. The alternative would be a growing frustration, the earliest signs of which the Mission could sometimes detect in its discussions with some Micronesian leaders.

196. It is vital that political development should take a form which promotes unity and which harnesses all the forces of Micronesian society into a single striking force. It is equally vital, as well as obvious, that this should involve the most effective Micronesian participation. But in the present circumstances of the Territory these two points are not easily reconciled. The problem lies partly in the constitutional doctrine known as the "separation of

powers" which has been followed in establishing the executive and legislative organs in Micronesia. The Mission has, of course, no criticism to make of this doctrine as such. It is widely recognized as an effective check on executive tyranny and is a cardinal feature of the constitutions of many United Nations Members. Nor would the Mission regard it as necessarily inappropriate to the constitutional development of Micronesia; it is the United States system and the only one well understood in the Territory. The fact is, however, that the strict application of the doctrine in a territory which is relatively under-developed and which contains as yet only a small élite of educated people poses some practical difficulties, which the Administering Authority has not perhaps always recognized.

197. The point may seem a fine one but it lies at the heart of the whole problem of effective Micronesian control of the governmental process. Unless it is grasped the Mission's recommendations on the direction of political development cannot be understood properly. The drawback of the separation of powers as applied in the Territory is precisely its advantage in other and better-endowed countries: that it keeps the executive and legislative branches in watertight compartments. In a developing country whose greatest need is trained leaders the drain on scarce human resources is heavy; in a sense it halves the effectiveness of these resources. It hampers that cross-fertilization between administrators and legislators which can have an educative effect on both. It could shut off the elected representatives of the people from the kind of day-to-day contact with administration which develops and tempers political opinions. The result could easily be a feeling of conflicting interests, an unfortunate rivalry between the legislature and the executive at a time when—in such a small country—the prime need is for the consolidation of all the national energies behind the task of national development and the move towards self-government. The risk is of a government within a government. The present Council of Micronesia is admittedly only advisory but already some members have experienced an unhappy sensation of political weightlessness in getting to grips with Administration policies. Unless the point is recognized and corrective measures taken, a similar situation could arise when the congress of Micronesia is established.

198. To sum it up briefly, the separation of the legislature and the executive in a dependent territory rules out any form of unified political development by which elected representatives can acquire legislative experience, begin to familiarize themselves with the workings of government departments and in due course, as ministers, assume the political direction of one. Since the available resources are limited, a choice has to be made. Either the executive or the legislature has to be selected as the immediate cutting-edge of development. In the present circumstances of the Trust Territory the most obvious course is to advance the Territorial legislature to the point where it can become the effective voice and instrument of Micronesian wishes. This is in no way to suggest that Micronization of the civil service or the question of introducing some form of popular mandate into the executive branch

should be neglected; these two points will be fully discussed elsewhere in this chapter. But neither course can produce immediate results. There are not enough trained Micronesians as yet to fill the top administrative positions; nor has any leader with Territory-wide support yet emerged who could be envisaged as an elected chief executive. Political progress cannot wait for either. The Mission has therefore concluded that the approach likely to yield the quickest and most satisfying results in expanding Micronesian responsibility lies for the meantime in the development of the Territorial legislature.

#### THE LEGISLATURE

199. Some time ago the Administering Authority pledged itself to establish a true Territorial legislature by 1965. Over the past eighteen months it has been engaged in active preparations to honour this pledge and by the time of the Mission's visit these preparations were almost complete. An executive order, forming part of the Code of the Trust Territory, will probably come into force within a few months. It will establish a Territorial legislature and define its powers. Under the order elections to the new legislature are likely to be held next November.

200. The present Council of Micronesia was established in August 1961. Though still advisory in character, it represented a marked advance on the previous consultative body: it held regular sessions and consisted of twelve members—two from each district—elected by universal suffrage. A little over a year later, in October 1962, this body, at the suggestion of the High Commissioner, appointed a Legislative Drafting Committee to draw up recommendations on the form of the future Territorial legislature. The Committee began work almost at once and travelled to every district. As a working paper it had a draft legislative charter prepared by the United States Department of the Interior and it took this into account in formulating its own conclusions. These latter were presented to the Council of Micronesia in March 1963, and the Council then adopted a recommendation which defined in broad terms the form of legislature which it wanted. The Council's recommendation is reproduced as annex III to this report.

201. This recommendation by no means closed the discussion. Debate on some points had been lively and the decisions on them not entirely settled. The Administering Authority had views of its own—for instance, on the question of a bicameral legislature—as did the survey mission appointed by the late President Kennedy and headed by Mr. Anthony M. Solomon, which visited the Territory in July and August of 1963. When the Council of Micronesia met again, in November 1963, it had before it a document prepared by the High Commissioner's office which set out the March recommendations of the Council, the recommendations of the survey mission and the recommendations of the Administration. The Council then examined the alternatives, with the assistance of an officer sent from the Department of the Interior and members of the High Commissioner's staff. Its final conclusions were incorporated, without significant change, in a draft executive order which was shown to the Mission last January and on which the Mission's subsequent comments are based. The question is not entirely settled and last-minute changes could be made. It was the expectation of the Administering Authority, however, that the executive order would be issued some time before

July and that the Council of Micronesia would not be further consulted before the order came into force.

202. It is clear that preparations for a Territorial legislature have proceeded methodically and that at each step there have been consultations with the elected Micronesian representatives. Some doubts may be felt as to how intensive these consultations have been. The November session of the Council of Micronesia lasted only nine days and dealt also with economic and other matters; political debate seems to have concentrated mainly on procedural matters and members seem to have given little consideration to the central question of the power of the legislature, and particularly its power over budgetary matters. But the Mission feels that at this stage what is needed is not so much another round of debates, which have already taken up nearly two years; the need is for the Administering Authority to make a careful but urgent review of the executive order to ensure that the framework of the proposed legislature should not merely reflect the results of past consultations but that its powers should be broad enough to provide for future growth.

203. After travelling through the Territory the Mission formed the opinion that the draft executive order shown to the Mission might well meet the present wishes of most Micronesians. And yet the legislative structure, particularly of a developing territory, must do more than accommodate present views. It must positively encourage the enlargement of these views and provide the scope for such enlargement. There is no question of forcing people into situations for which they do not feel ready, but everything possible should be done to stimulate the growth of their confidence. In a Territory where transition in some fields has been almost hectic, the pace of political advance cannot be set by reference to the slowest or to those—the great majority in any country—who are little interested. It depends rather on the most advanced and the most active; those who will in fact be the political leaders of the new Micronesia. There is no lack of these.

204. The Mission heard many views on the new legislature in the course of its visit. Almost all speakers welcomed it and expressed the hope that it would be constituted as soon as possible. But there were also criticisms, some of which were the result of a vague but understandable timidity at taking a step whose ultimate effects could be only dimly perceived. In Yap, for instance, people worried about the eroding effect the new body might have on their ancient customs; hence, as a defensive measure, they wanted a bicameral legislature. Some criticisms were the result of an imperfect grasp of the issues involved. The publicizing of issues and discussions by representatives with their districts were not always effective; this complaint was voiced, in particular, by the people of Saipan—although it is only fair to add that in districts such as Palau and the Marshall Islands delegates to the Council of Micronesia had reported back fully and there had been lively discussions. But on one point every district showed a remarkable unanimity. Speaker after speaker emphasized that a strong legislature with real power was needed to pull the Territory together and get it moving. Some impatience was expressed at the advisory role of the present Council of Micronesia. It was frustrating to be a member of the Council: when no action was taken by the Administration on matters raised by representatives, their districts were quick to complain: "You didn't do any good for us". The need to forge a

united Micronesia was constantly raised; the main instrument for achieving that goal would be a central legislature with power to pass laws and review the budget. Members of the Palau District Legislature told the Mission that the first priority was a congress of Micronesia with real power. They said that Palau and the other districts had good representatives well able to legislate. If they had the power to levy taxes and allocate funds they could work to bring about unity and prosperity in Micronesia. The same points were made by the Hold-Over Committee of the Marshall Islands District Congress. Perhaps the most explicit linking of Territorial unity with a strong legislature came from the least-expected quarter—the Marianas Islands District, where unification with Guam is still a major preoccupation. If such a secession was not possible—and both the Administering Authority and successive visiting missions have explained many times that it is not—then a strong Micronesian legislature was the only other alternative. “If there is to be a congress of the Trust Territory”, said a speaker at a public meeting in Saipan, “then make it strong and not merely advisory—something that we can work with”. He drew the loudest applause of the evening.

205. This point has been made at some length, not merely because of its intrinsic importance, but because it was the main and in some cases the only point about political development made at meetings attended by the Mission. As such, it came inevitably to be the Mission's chief point of reference. The unanimous desire for a legislature which could be the embodiment and voice of a united Micronesia must be the test of all institutional details. At the thirtieth session of the Trusteeship Council (1218th meeting), the High Commissioner commented on the willingness of the Micronesian leaders, not only to accept the privileges, but also to assume the responsibilities of democratic self-government; and after meeting many of these leaders the Mission would agree. The question is, will the form of legislature at present proposed give them the scope to do so? If not, the resulting frustration could damage, not merely relations between the Administration and the elected legislature, but the whole course of political development. The structure of the proposed congress of Micronesia must be scrutinized to ensure that its capacities are adequate to fulfil the hopes that are being placed in it. The most effective functioning of this congress will probably hinge on four broad considerations: its form and powers; the nature of its membership; its relationship with the Administration; and its financial authority. Each of these points the Mission will examine in detail:

#### *The form and powers of the legislature*

206. The question of the form of the legislature—that is, whether there should be one House or two—was so hotly debated at the last two sessions of the Council of Micronesia that the Mission is loath to reopen it, for fear of further inflating the importance of this essentially procedural question. If a majority of people in the Territory clearly prefer a bicameral system, then the Mission sees no reason—its own views notwithstanding—why this cannot be cheerfully accepted. It is better to do so than to create an issue which could bedevil politics in the Territory for years to come. But no such settled preference seems yet to have emerged. On both occasions in the Council of Micronesia the decision for bicameralism was narrowly carried, and it has been coupled with

expressions of support for other alternatives. In these circumstances, the Mission would like to set out what it feels are the more compelling arguments for unicameralism. It understands that the Administering Authority shares similar views.

207. The obvious point is size. In a territory of only 85,000 inhabitants there must be very special reasons indeed to justify the expense and complexity of two Houses. The Trust Territory of New Guinea, with thirty times the population and even greater problems of diversity, has only one House, as do several other Pacific countries, including New Zealand and Western Samoa. Economy and simplicity are no less needed in Micronesia. It is not so much that two legislatures, with their separate memberships, staff and buildings, are wasteful of money. Much more important, they are wasteful of human resources. Nothing could be more shortsighted than for the Territory to dissipate its best representatives among a multiplicity of legislatures. (The Mission was relieved to note that the once luxuriant growth of district chambers has been curbed and that all these are now unicameral). Many people are not yet experienced in the working of representative institutions. The need is for the simplest possible system—a stripped-down form of democratic government—rather than for one of the most elaborate ever devised. Responsibility should be placed squarely on the legislative body, not dissipated by disputes, confusions and conferences, all of which can easily become a legislative game and a substitute for real action. Against these considerations must be balanced the need to protect diversity and to ensure that legitimate district viewpoints are not disregarded or brusquely overridden by the Territorial Government. The smaller districts like Palau fear that their interests would be swamped by the greater population and voting power of districts like Truk. Others—Yap and the Marshall Islands—are concerned that their distinctive social systems and traditional customs might be destroyed. These fears are understandable and cannot be brushed aside. They are the historic reasons why bicameralism is necessary in a federal state. But the Mission would be reluctant to concede that the elaborate institutions of federalism, with their inevitable balancing of forces and diffusion of power, are needed in a territory with a population the size of a small city. There are other and just as effective means of reassuring the smaller districts. Certain local rights—rights, for example, which could not be changed without the consent of the district concerned—could be entrenched in the Code of the Trust Territory and ultimately in the constitution. More immediately practicable, however, would be a compromise whereby the Territory adopted a unicameral legislature, of eighteen or perhaps twenty-four members, with equal representation from each district. This was approved by the Council of Micronesia at its November session as a second alternative to bicameralism. Palau and Yap supported it. It is possible that if the Administering Authority were to come out in favour of this alternative, opinion in the Territory would come to recognize—that the Mission itself feels—that such a proposal could go far to combine the advantages of both forms: the simplicity of a single House together with a proper protection for district interests.

208. The question of form, however, is not the only point about the new legislature which is worth examining—a fact which was sometimes lost sight of during the Council of Micronesia's controversy over bicam-



eralism. There is also the more important question of powers. One or two Council members complained at the time that this was being overlooked, and several members told the Mission that they would like a further discussion on the subject, with particular regard to budgetary matters. Central to the creation of any true legislature is the question of the type and scope of its powers, and many comments on this point will be scattered throughout the chapter. The two most vital areas of authority—powers in relation to the Administration and power over the budget—are discussed separately. It would be both time-consuming and pointless for the Mission to make its own catalogue of such powers. Instead, it wishes to make a more general observation on the authority of the legislature.

209. The Administering Authority has undertaken to establish an effective legislature. The Mission has no doubt that its present proposals, drafted in consultation with the elected Micronesian representatives, generally reflect this intention. There are minor restrictions, such as those forbidding gambling casinos, divorce or special tax inducements to corporations, which might be better left to the discretion of an assembly presumed to be responsibly constituted. And it does not seem appropriate that the legal counsel to the congress should be designated by the High Commissioner; the congress should have a legal counsel whose sole loyalty is to the legislature, and this should be arranged as soon as the volume of business justifies such an appointment. But these matters do not primarily concern the Mission. What does concern it is that the liberal approach of the Administering Authority should be consistently carried through the entire legislative charter. The logic of a true Territorial legislature must not become blurred by any weakening of political imagination, or hedged about by the natural caution of those who draft laws. Legislative responsibility cannot be partitioned or it disappears. Unless the powers of the new congress of Micronesia are fully adequate to its tasks, and expectations, it will remain largely advisory. To put it another way, if the congress is not treated as a responsible body, it is much more likely to behave like an irresponsible one. Its coming role is a challenging one which will not be properly discharged without the knowledge—at once sobering and exciting—that ability to control the Territory's future rests in its hands.

210. With this in mind it is worth examining the legislative powers which are to be reserved for the Administration. Notwithstanding the list of minor restrictions which the Mission has already deprecated, it seems to be intended that the legislature should have very wide powers of legislation—powers which by implication include the power to alter the Code of the Trust Territory, except for its "human rights" provisions or for those provisions that incorporate a basic international treaty or agreement. The Administering Authority will retain a concurrent right to amend the Code but the Mission trusts that it would not exercise this right except in consultation with the congress of Micronesia. The powers of the High Commissioner must doubtless extend, for the meantime at any rate, not merely to executive matters but also to the exercise of some influence on the legislative process. His influence will help the legislature and executive to work as a team; and it may well be that the future course will be, not to whittle away these powers—for a self-governing Micronesia will need a strong executive to help

hold this diverse territory together—but to place them in the hands of a popularly elected chief executive. None the less, so long as the High Commissioner is not elected and therefore not accountable to the people of the Territory, his proposed power to legislate, in cases which he deems urgent or to declare an emergency could be a serious invasion of the dignity and therefore the effectiveness of the new legislature. A number of people in the Territory said they had no fear that the present High Commissioner would abuse these powers, for they had come to trust him as a man who respected the views of the people of Micronesia. But how could they be sure about his successor? The need for some emergency powers is obvious; but the circumstances in which they might be used should be more clearly defined and provision also made for the congress of Micronesia to confirm or repeal such legislation at its next session. Again, powers of veto and disallowance must be conceded to the Administering Authority so long as it retains the ultimate responsibility. But it is important that on the occasions—and presumably they would be rare—when these powers are exercised, a written statement of reasons should be laid before the legislature for debate if desired. The Mission was pleased to note the beginnings of this practice in the present Council of Micronesia. It is not simply a matter of respect for the legislature. It represents, in fact, an acknowledgement by the Administration of its accountability to public opinion.

#### *Membership*

211. The effectiveness of the new legislature, whatever its scope, is going to depend also on the quality of its members. This is first and foremost a matter for the electors. But the latter can at least be helped by ensuring that their choice of candidates is as wide and untrammelled as possible. Here an unexpected difficulty arises. It may be assumed that, as is natural in a developing country, many of the ablest and best-educated Micronesian citizens will be in government service. That, after all, is what they have been educated for. Unfortunately this group of officers, or rather the more senior of them, will, under the present proposals, be disqualified from coming forward as candidates unless they are prepared first to resign their positions.

212. The Mission would entirely agree with the need to keep the two functions separate. It is neither desirable nor proper that any members of the new congress should continue to hold positions in the civil service. For one thing there is the risk of embarrassment and confusion of loyalties. Since both demand considerable time and energy, mixing the two would most likely ensure that neither task was properly discharged. Nor can the risk be overlooked of administrative influence extending—or, more likely, being suspected to extend—into the actions of legislators anxious to safeguard their administrative careers. In other words, membership of congress is a form of public service which will not be compatible with any other. It will, however, be dependent on the notoriously unpredictable will of the electors. Those senior officials who might wish to enter politics and whose training would be invaluable in that field over the next few years will have to weigh the hazards. By having to resign their positions before seeking election they face at least some risk of losing everything. The risk may be enough to turn away some who might otherwise be interested. If so the Territory could well be paying too

high a price for the luxury of a strict adherence to the separation of powers.

213. The Administration has shown itself on other occasions capable of easing the bonds of constitutional doctrine in case of need (as it did, for instance, by abandoning in Micronesia the time-honoured principle of the local financing of education). The Mission hopes that in the present case it may prove possible to do so again. What is needed is an interim measure, for with the spread of education the relative importance of civil servants will decline and hence the need for them as candidates. In the meantime, therefore, the Mission suggests that all government employees who wish should be given leave of absence, without pay, to run for the congress. If elected they would of course resign from the government service, although it might be possible to protect any pension rights they had acquired for a further period of time, say two or four years. Alternatively, a prospective candidate could resign at the outset of his campaign, but with an automatic right of reinstatement if he does not succeed. There may well be other means of overcoming the difficulty and avoiding the discouragement of a potential and otherwise well-qualified candidate.

214. Those candidates who are successful should not, in the Mission's opinion, be left under any misapprehension that their work will be intermittent or part-time. There is a detectable tendency in the legislative charter as at present drafted to look upon representational duties as something of a temporary interruption in a member's normal and private activities. This is perhaps a nostalgic glance backward (and not the only one in these proposals) to the early days of the United States; a reminder of a more leisurely approach to legislation. But the circumstances of Micronesia are quite different. Here there is time to be made up, decades of growth to be telescoped, and the work of the elected legislators will form one of the best ways of doing it. It is important to establish from the outset that the duties of representatives will by no means be confined to attendance at sittings. Perhaps their most time-consuming and arduous task—certainly one of the most important—will be that of reporting back to their scattered constituents, a process of consultation and political education which will be of considerable benefit to both. In addition there will be committee work; every member should develop a special acquaintance with one segment of the work of the Administration. And there will be many other miscellaneous duties ranging from investigation of constituents' grievances to participation in boards like the economic development boards suggested in the preceding chapter. None of this can be neglected, for it is the only means of involving the people of the Territory directly in the process of government, particularly until the civil service and Administration become fully Micronesian.

215. The concept of working members should be reflected in all the arrangements made for them, not least in the method by which they will be paid. The per diem allowance plus travelling expenses now contemplated will tend to strengthen the impression of members that their work begins and ends with each session. The Mission considers that it would be much preferable to pay an annual salary, plus the necessary allowances. This was urged by the Palau District Legislature, which added that since members would have a full-time occupation, they should receive a salary no less than that now received by the highest paid Micronesian civil servants—at that time

about \$3,000 but now considerably higher. Some economic sacrifice should quite properly be involved in the honour of representing one's fellow citizens, and it might be unwise to fix a salary at a level which made it unduly profitable to gain election. Nor should it be overlooked that what is at present under consideration is the salary of members of the legislature and not of a cabinet. But while not wishing to suggest any particular sum, the Mission firmly agrees that an annual salary of worthwhile proportions is essential. Only a proper recompense will attract members of the best quality and encourage them to devote their main effort to their legislative work.

216. If it is objected that a special financial inducement—i.e. a per diem allowance—would be needed to persuade those members not otherwise motivated to attend regularly, then a fixed annual salary together with an appropriate daily stipend during the session would seem adequate. At least it would reduce the temptation for members to augment their allowances by prolonging the session. This temptation is presumably the reason why it is proposed to limit the duration of the congress's one annual session to thirty days. Many members have complained that past sessions of the Council of Micronesia have been too short for proper discussions, and the Mission is inclined to agree. There seems no reason why any inflexible limit should be set. Thirty days is not an ungenerous figure, particularly when compared with nine for the last session of the Council of Micronesia, but it is an arbitrary one; some sessions may be shorter but others, particularly as the congress gains experience, could well be longer. With the importance of daily allowances diminished by the payment of a salary, it seems better, and more appropriate to the dignity of the legislature, to leave a proper adjournment date for each session to be fixed by the legislature itself.

#### *Relations with the Administration*

217. As earlier comments will have made clear, the Mission is very conscious of the need to ensure that the new congress will have a close working relationship with the Administration. Although the point is hardly touched upon in the legislative charter now proposed, it is most definitely a matter which cannot be taken for granted or left to chance. Unless some organic links are created, an Administration which is responsible in effect as well as in law to the United States Government and a legislature responsible to the people of the Territory can all too easily drift into suspicion and misunderstanding. Through their elected representatives, the people of Micronesia must become involved in and acquainted with the work of government or government will remain in their eyes essentially an alien process. The difficulties will largely disappear when the Administration is fully in Micronesian hands, with an elected chief executive and local heads of departments, and for this reason if no other progress towards the latter goals must be as fast as possible. But the congress will be inaugurated this year; the problem is what to do in the meantime to keep the Administration and legislature familiar with each other's views.

218. The institutional remedy is probably the same for Micronesia as for many other countries, including the United States itself: the development of a system of congressional committees. Strong and active committees are the best means of keeping in touch with the work of the main government departments. Elected representatives can be effective only if they develop specialized knowledge

in a particular field of administrative activity. The congress of Micronesia must therefore have not merely the power to legislate, but also through select committees the power to investigate, to hold hearings, question heads of departments, listen to testimony from members of the public, call for documents and finally to report its conclusions. Sometimes committees may be critical of the Administration, for criticism is one of the prime functions of a legislature and a means by which the wishes of the people are made clear to officials. But they have more to do than conduct investigations. Committees are equally a means by which the policies of the Administration can be explained to members and their co-operation secured. By helping to ground congressional debates firmly on practicality, they discourage unreal proposals or the criticism which can grow from lack of understanding. This is especially important in those areas where the Administration is moving ahead of popular demand, for example, in undertaking economic development to prepare for future needs.

219. These considerations provide, in the Mission's view, ample reasons why the experience of other countries should be followed in building up a vigorous committee system. There is, however, a further reason which is peculiar to the circumstances of the Territory. The present proposals are silent on the conduct of business in the congress; no suggestions are made, formally or informally, on how legislation is to be introduced and piloted through the House. In other legislatures this is a function performed by the majority political party. In the immediate future it is unlikely that there will be any such grouping in the congress of Micronesia. Conditions in a dependent territory, where the immediate goals are clear and in that sense beyond political dispute, do not always favour the early growth of parties. The congress will doubtless look for some guidance from the Administration, but it would also be desirable for it to develop some procedural independence. A committee system, among its other benefits, could provide the solution. The chairman of each committee would in effect be a floor leader, consulting with his fellow-chairmen on priorities, taking charge of legislation in his particular field, organizing its consideration and passage through the congress, and then yielding these functions in turn to one of his colleagues. Since the committee system should cover every aspect of the legislature's work, this would ensure an active and informed floor leader responsible for every bill, and hence would promote the most efficient conduct by the congress of its own business.

220. The number of committees would be limited by requirements of size (if a bicameral legislature were established, then joint committees would avoid duplication of effort) and of subject. The congress would determine the apportionment of the latter, and make any rearrangements which might seem desirable after some working experience had been gained. The Mission has framed its own suggestions on a basis of three committees, partly because it seems a convenient number—in a unicameral legislature of eighteen members, for instance, it would mean that every district would have a representative on each committee—and partly because the main topics can be most economically grouped under three headings. The minimum would thus be a committee on political and administrative questions; a second on social and educational matters; and one on finance and economic development.

221. Though created by and entirely dependent on the congress, such select committees should have a recognized and permanent place in the Territory's political structure. They would be armed with the full powers of the congress—to subpoena, question officials and so forth—and would also be provided with the necessary secretarial services. Their chairmen, who would be the most influential—and, one would hope, the ablest—members of the congress, should enjoy the special confidence of the Administration and special access to the High Commissioner. As a mark of their importance and of the greater demands made on their time they might receive a rather higher salary or allowance. The three committees would in general function during the regular sessions of the congress. It does not seem desirable in principle that they should work for long periods between sessions, when they would be removed from the supervision of their colleagues. But if their work could not be completed during a normal session, the session should be extended; in fact the Mission would not think two annual sessions of the congress at all extravagant. In special circumstances—when a particular problem might require further investigation or travelling—a committee might be held over for an inter-session period.

222. The political committee should have broad responsibility for examining and reporting on the political, administrative and constitutional development of the Territory. It would, for instance, examine the working of the congress itself as experience accumulated and make any necessary recommendations to increase its effectiveness. If the new legislature is established by executive order—which is at present contemplated and which the Mission thinks preferable—instead of by an Organic Act of the United States Congress, then adjustments and amendments could be made with relative ease. It would review progress in the civil service, with special emphasis on Micronization. Its advice and consent might be required for all senior appointments, whether of Micronesians or others. And finally, it would inquire into and prepare the way for some major political decisions which will confront the new congress, such as the proper relationship of the districts to the central government, and the future site of the Territory's capital. All of these suggestions are of considerable importance and they will be dealt with in greater detail below.

223. There is, however, one other task which must to some extent concern the political committee. The legislative charter which will be brought into force this year is acknowledged to be an interim one. Before very long it will be necessary to draft something more definitive, a constitution in fact, under which Micronesia can complete its political development and attain the goals of trusteeship. It is therefore desirable that, given the time taken to prepare the present proposals, thinking should begin very shortly on the outlines of a permanent constitutional structure. The political committee might not be the best body to begin this study. It would have many pressing and practical duties which might rule out a properly reflective approach, and as a committee of the congress it would tend to be bound by the latter's sessions and adjournments. The Mission is inclined to prefer the establishment of a separate study group, consisting no doubt of some members of the political committee, including the chairman, as well as other congressional representatives and prominent Micronesians. The study group should carefully examine the working of the present transitional arrangements in order to derive lessons for



the future; it should travel and investigate other political systems, such as the parliamentary system, for purposes of comparison; and it should be able if it wished to draw on the services of outside constitutional experts. The purpose would be to enlarge the constitutional experience of the Territory's representatives—at present not extensive—by providing them with a much wider range of possibilities, alternatives and ideas for their consideration. It is not too soon to place these issues before the congress and public opinion, for the Mission has no doubt that fundamental points in the future Micronesian constitution will have to be discussed and decided sooner than the past pace of events would suggest. The study group's reports to the congress might thus set the scene for much more thorough and probing constitutional debate than has so far taken place.

224. The duties and decisions of the social committee would be those having the most direct impact on everyday life in the Territory. Questions of education are obviously of first importance in the present stage of rapid growth, and issues are looming, such as that of aid to mission schools, which will require decision by the congress. Another appropriate subject for consideration by the social committee (and one with wide ramifications—for instance the need to provide more facilities for organized sport and physical education) would be that of juvenile delinquency, which is already becoming a problem in the Territory, notably in Palau. Likewise the concern expressed in Yap at the number of cases of mental trouble could merit attention, for it seems to involve the conflict between progress and traditional customs. Again, the social committee might look into the size of police forces: in Palau there were complaints that police protection was inadequate, while in Saipan the police force might prove to be unnecessarily large. There are other fields—labour legislation and community development—in which a great deal of work can be done in framing the means of more active Micronesian involvement. On these and the broader subjects of health, welfare and housing the Mission has made numerous suggestions in preceding chapters. It will not repeat them except to note that the committee's handling of all these matters would as much as anything else form most people's first impression of the effectiveness of their new legislature.

225. The Finance and economic committee would be concerned with budgetary policy in its widest sense. It would make a detailed review of the Territory's draft budget, including recommendations on the appropriation of those funds directly under the congress's control, and recommendations on the much larger grants which, under present arrangements, must actually be appropriated by the United States Congress. This process raises the vital question of the power of the purse, which will be discussed in the following section. As a corollary, it also raises issues of economic policy. In a developing territory like Micronesia, strictly financial questions cannot profitably be separated from those of economic development. In considering both, the finance and economic committee must inevitably be the best means of helping the congress of Micronesia to take the very formidable decisions on economic planning which lie ahead. The committee's functions, as part of the congress, and those of the economic development commission suggested in the previous chapter, which would be a semi-executive board, would dovetail but not overlap. Development plans prepared by the Administration in co-operation with the

economic development commission would be submitted to the congress, through its finance and economic committee, for discussion by the full body of elected representatives. What would be sought at that stage would be broad commitments expressing agreement with particular courses and priorities, after which the commission—whose membership would include the chairman of the committee and which would meet as required throughout the year—would be responsible for exercising general supervision over the execution of the plan.

### *Budget*

226. In any constitutional system, but particularly one based on the separation of powers, the power of the purse must be the chief support of the legislature. On it, to cite only one example, depends the growth of a vigorous committee system; whatever their good intentions, administration officials will in practice take no notice of the committees unless the latter can affect their funds. The budget process is the essence of democracy. The strong views of those who drafted the United States Constitution are being echoed in Micronesia 175 years later, and for the same reasons. The point was repeatedly made at meetings in the Territory: whatever its formal status the congress of Micronesia would remain a debating society unless it has some power over funds. A Micronesian student in Hawaii put it most succinctly: people, he said, were much more likely to see the Territory as a unit if they could see that money came to them from doing so.

227. Preparation of the budget is at present a closed bureaucratic process, as the High Commissioner himself told the last session of the Council of Micronesia. Drafts are shuffled between the High Commissioner's office and Washington; decisions which will shape the whole future of the Territory are taken by anonymous officials; and to complete the bewilderment of the layman, the process is done more than a year in advance (a first draft of the budget for the 1966 financial year was being prepared when the Mission was in the Territory). Once an elected legislature is established, once public opinion has a properly constituted body to express its views, this closed circuit cannot continue. Henceforth, if political life is to be real, the people of the Territory must become part of the budget process. The present proposals do not make clear that this point is as yet whole-heartedly accepted: the High Commissioner is to submit a "preliminary budget plan" to the congress for its "review and recommendations". It is sufficiently obvious that the newly elected members of congress will have little experience—and certainly no previous examples—of how to wield financial authority. Their first steps may well be as tentative as the draft charter suggests. But with the proper encouragement this inexperience will not last long. The Mission is therefore concerned to see a more flexible system established which can expand in scope and authority as the confidence of the legislature grows.

228. There is a psychological attitude binding both sides on the question of finance and preventing a more detached look at the possibilities of the situation: it is that the very large subsidy provided by the Administering Authority is a form of charity. The subsidy is an obligation of trusteeship which is being conscientiously discharged, but it may help to loosen too restrictive an approach to these grants if—and this is a point made to the Mission by more than one Micronesian—they are regarded as in part at least cash payments for benefits

received: something of a partnership as well as a subsidy. From this partnership, based on an international agreement, the people of Micronesia gain funds and considerable benefits. But the United States receives great benefits also: control of a highly strategic area and the use of facilities in the Territory (the military research complex at Kwajalein alone had reportedly cost \$100 million in fixed installations and \$800 million in equipment). And so the grants, though generous, are by no means as one-sided as simple budget figures might suggest.

229. Nor need the disparity between revenue raised locally, a sum of about \$1 million, and grants-in-aid, now running at more than \$15 million, be quite so paralyzingly large. The new congress of Micronesia will have virtually unlimited powers of raising revenue within the Territory, and it would be a useful preliminary step towards a wider budgetary authority if it exercised these to the full. Micronesia's taxable resources are still small and in the present opening phase of intensive development the gap between them and the rate of expenditure is still growing. None the less there are possibilities of increasing the tax yield. One rather surprising anomaly is that United States residents of the Trust Territory do not pay their income tax to the Territorial Government. The value of this lost taxation is of course covered many times over by the United States grants-in-aid. But a change in the system, either by levying a Territorial income tax directly on these residents or by receiving, as does the nearby Territory of Guam, an equivalent rebate from the Federal Government, would be politically desirable and could treble local revenue, to as much as \$3 million. Similarly there are no centrally levied customs duties on goods imported into the Territory, and a considerable source of government revenue goes untapped. The customs duties on goods imported into the Kwajalein establishment—some of which leak out to the detriment of Micronesian enterprises—would alone constitute a significant amount of revenue. Nor are there any Territorial income taxes on the earnings of companies. This means that both local and foreign companies are untaxed. Hitherto it has not mattered that foreign businesses should escape taxation, because there have been none; but now that non-Micronesian enterprises are to be admitted, the congress of Micronesia may well consider that the time has arrived to enact appropriate legislation.

230. The psychological effects of creating a Micronesian customs and taxation system can be readily appreciated. The Territory would have a significant income of its own, as of right. Although the grants-in-aid might be reduced in proportion to the amount of taxation diverted from the United States to Micronesia, the balance between them and local revenue would be improved and a stimulus given to the search for other, though inevitably much less lucrative, sources of income. The increase in its funds could do much to establish the authority of the new legislature—as against the districts, for example. Most important of all, by increasing the amount under the congress's direct control, it would widen the field of fiscal responsibility.

231. None of these suggestions, however, greatly affects the main issue: the power of the purse. Even if augmented, local revenue cannot in the foreseeable future amount to more than a small proportion of the total budget. The legislature's right to appropriate this small proportion, though desirable in itself, is no substitute for some wider authority over the entire Territorial budget.

No legislature can be by-passed on the vital point of budgetary responsibility and continue to command public respect and confidence. Nor is it financially wise to do so. Legislators are no less prone to budgetary lapses than anyone else, although such lapses can be repaired by the Administration's power of item veto; but it is enticingly easy for administrators to waste large sums of money, with the best of intentions, unless expenditures are planned with the assent of the legislature and the energy and interest of the people are engaged.

232. The need is to find some means whereby the requirements of United States law can be reconciled with those of political growth in Micronesia. The Mission recognizes the force of the argument that while the United States Congress provides over nine-tenths of the Territory's funds, the final control over how they should be spent must rest with it. But this money is after all being spent for the benefit of the Micronesian people and it is clearly desirable that their wishes should be made known. The Mission therefore proposes, as a minimum first step, a compromise which would give the legislature full authority to discuss and adopt the budget which it considers desirable, while not affecting the United States Government's final power of decision. It would involve less a change in the procedures now contemplated than a change in attitude. Once a preliminary budget figure was received from the Bureau of the Budget in Washington, the Administration would prepare a budget in the normal way. The draft would then be submitted, as a public document, to the congress of Micronesia for debate, amendments if any, and adoption. The High Commissioner might retain the power to resubmit or veto certain items, but it would be desirable that any veto could if necessary be overridden by the customary two-thirds majority. The draft as finally adopted would be the Territory's budget and would be forwarded to Washington as such. Changes might then be made by the Department of the Interior or by the United States Congress, as is their undisputed legal right, though the Mission would hope for a conscious effort to trust the combined wisdom of the Territorial Administration and legislature. Any such changes would of course be subject to subsequent debate by members of the congress of Micronesia. In this way preparation of the budget would cease to be a closed process. No rights of the United States Government would be infringed, while the congress of Micronesia would have an effective voice in budgetary policy.

233. This sharing of budgetary authority should commence with the inauguration of the new legislature: if the congress of Micronesia—the Mission feels the point cannot be overstressed—does not begin to wield responsibility, it will never acquire it. The next stage should not be long delayed. It is to delegate to the Territorial legislature more and more power over actual appropriations, i.e. over the grants-in-aid, for local revenue can already be locally appropriated. Only the United States Congress can take this step. The Mission hopes that it will recognize the vitalizing effect of control over expenditure and begin gradually to limit its own supervision. Its appropriations for the Territory might be made in broader and broader categories, leaving the Micronesian legislature progressively more scope for making its own more detailed appropriations. The ultimate goal would be a system of unfettered grants, made perhaps for a period of two or three years at a time (United States procedures place technical barriers in the

way of this, but there are means of overcoming them) and subject only to appropriation by the congress of Micronesia. The Mission realizes that by present standards this is a bold aim, but so is the Administering Authority's task of creating vigorous political institutions in the Territory. Progressive withdrawal of supervision over the Territory's affairs must inevitably involve increasing freedom of expenditure. In receiving such freedom, the congress of Micronesia will assume also an obligation to show that its use of the United States grants is not extravagant and is regulated by effective audit controls and other financial procedures.

234. The consistent aim must be to expand the financial responsibility of the Micronesian legislature, first, by granting an effective authority over the budget; and secondly, by progressively relaxing the restrictions on its power to appropriate the United States subsidies. Both these aims depend in the last analysis upon the attitude of the United States Congress. The latter has before it a challenge. It is being challenged to create a political consciousness in Micronesia, a consciousness which can only develop in such a small territory if the United States Congress is willing to restrain the otherwise crushing weight of its own powers. Congress's experience of its own past and its imagination can point the way to helping another legislature to maturity. So also can enlightened self-interest. If the Territory is to come alive, to begin the self-directed progress which alone offers any hope of a halt to steadily rising United States subsidies, the United States Congress will have to begin to limit and share its authority over Micronesia. The alternative—to retain an unyielding control over these grants—will be to leave the Territory an inert and politically lifeless burden on its pocket and on its conscience.

#### LOCAL GOVERNMENT

235. When the congress of Micronesia is established the political balance of the Territory will shift. By that very fact a new relationship between the districts and the centre will be created. Hitherto the district legislatures have been the main instrument for expressing the popular wishes. Now this responsibility will be assumed by the congress. The powers and position of the district legislatures were framed before a central legislature was planned. Now they will have to be reviewed and more precisely defined as parts of the unified political structure of the Territory. A proper relationship between the central legislature and the districts cannot be left to chance or the random tug of sectional interests. The shaping of a united Micronesia must start with a strong central government. The purpose of district government is to provide the best means of getting local needs and wishes known at the centre, and of organizing local participation and enthusiasm in the carrying-out of Territorial policies. To translate this principle into working arrangements will be one of the first and most delicate tasks of the Administration and the new congress.

236. The importance of local responsibility need not be argued. The stress placed on it in the first stages of political development was wise and the results have fully justified it. The district legislatures have proved a useful training in political experience. They have provided a means—and if in some ways imperfect, they have at least been the only means hitherto available—of securing local involvement in and understanding of the Administration's policies. These valuable achievements

need not be abandoned because the centre of political interest will shift to the congress of Micronesia. Indeed, precisely because the balance of power is changing it becomes all the more necessary to ensure that local initiative is not neglected and discouraged. There is already a slight but growing tendency to by-pass the authority of the district administrations, and hence legislatures. This may be inevitable at a time when the Administration is embarking on major new policies and having to co-ordinate the development of Territory-wide educational, health and communications programmes. But there is a danger that the very scale of the effort coming from the centre may blot out local initiative. It would be a serious loss if the districts were subjected to more than a temporary diminution of responsibility. Economic development is a field where progress has so far been slow. It cannot be accelerated unless local co-operation—more than that, local energy and enthusiasm—can be successfully stimulated and harnessed.

237. In a territory as scattered as Micronesia the district legislatures have by no means reached the limit of their potentialities, and therefore of their development. A sense of local responsibility has been created which must be preserved and drawn upon. Several legislatures told the Mission that twice-yearly sessions lasting only one or two weeks were not long enough for them to get properly to grips with district issues. Others—the majority in fact—complained that their work was hampered by lack of funds, since they were able to appropriate only the comparatively small amount of revenue collected locally and had to spend most of that on education. The Yap Islands Congress managed to fuse both aspects: it pointed out that it had only \$30,000 a year to spend and met twice a year to do it; with more funds and responsibility it would need to sit for much longer periods. The logic of this is clear. It is that local institutions, like any other, depend on money for their vigour. Neither the electors nor the members will take the district legislatures seriously, particularly now that their larger political role is over, unless they have adequate funds at their disposal. For this reason the Mission welcomes the decision of the District Administrator of Truk to submit his entire budget, amounting to about \$1,500,000, for debate and recommendations by the Truk District Legislature. It is a precedent which might well be followed in the other districts, before the political effects of the congress of Micronesia and the financial effects of the Administration's new programmes combine to squeeze the vitality out of the political life of the districts.

238. It is equally true, however, that the continuing development of local responsibility must be reconciled and adapted to the wider need for Territorial unity. In striking a proper balance between fostering local initiative and ensuring national cohesion, it is essential to remember that the Territory will henceforth speak out not with the voice of the districts, but with the voice of the congress. The congress must have the supreme and overriding power over all fields within its jurisdiction; its establishment represents a commitment by the Micronesian people to a unified State, on which there can be no going back. To emphasize its ascendancy, all customs duties, taxes and other local revenues now collected in the districts should be collected on the authority of the congress, and then allocated by it to the districts for their use. With these and other funds voted by the congress, the district governments would become agents in carrying out many of the

functions of the central government, such as housing, welfare, education, road construction and other development projects, at the district level. The district legislatures, drawing their funds from the centre, would then become a further link in a unified political structure; their political allegiance would go to the electors of the district and their financial allegiance to the centre.

239. It will be clear from this that the Mission considers the proper relationship between the centre and the districts to be a reciprocal but not a federal one. Requests flow from the districts to the centre and money flows back; policy comes from the centre and participation from the districts. The machinery of district government has no other end than to discharge these duties as simply and effectively as possible. The districts are not states and their legislatures have no need to aspire to the dignity and authority of a federal system. The streamlining of district legislatures which the Administering Authority has carried out in recent years is therefore most desirable, both for the sake of economy and because it underlines this point. All have been converted into unicameral bodies and a good start has been made in curbing the decidedly unwieldy membership of some. The Mission would hope to see the process carried further: the district legislatures might more properly be called district councils and their procedure simplified to reflect their essentially practical and limited aims.<sup>9</sup>

240. Similar considerations apply to the proposal, made several times to the Mission but specifically in a resolution of the Saipan Municipal Legislature, that district administrators should be popularly elected. There are obvious attractions in such a strengthening of local responsibility, but not if it means the emergence of district administrators as petty governors, independent of both their legislatures and the central government. That path would open the way to disunity and to the emergence of district administrators likely to seek local favour by playing local interests and local ambitions against the interests of Micronesia as a whole. In these circumstances the Mission agrees with the Administering Authority that the establishment of the congress of Micronesia must come first. The district legislatures can reflect and shape the views of their constituents; unified policy demands that the district administrator—preferably appointed like other senior officials with the advice and consent of the congress and ultimately, of course, appointed by a Micronesian High Commissioner—should be a servant of the centre.

241. What the Territory needs at its present stage is not more federalism but more unity. The diversity and remoteness of the six districts are incontrovertible facts. The need is not to emphasize this situation further, but to counteract it. The temptation is to assimilate, consciously or unconsciously, the experience of such large nations as the United States and to think of Micronesia in federal terms, with the districts as embryo states. But, despite Micronesia's internal divergencies of language and history, federalism is not and never can be a suitable solution for a territory as small and scattered as this. To encourage it would be disastrous to efficiency and to the economy and might very well be disastrous to unity. The Mission is confident that the preservation of local rights and responsibilities—as necessary here as anywhere else—can be equally well secured within the framework of a unitary State.

<sup>9</sup> A typical district charter, that of Truk, is attached as annex IV.

242. Just as the powers of the district legislatures should be defined in relation to the congress of Micronesia, so also should they be defined more precisely in relation to the municipalities, the smallest unit of local government. The municipalities vary widely in extent—sometimes comprising an island, a group of islands or a traditional division of a larger island—and in the formality of their jurisdiction. Seven years ago a programme of chartering was launched by the Administration to delineate boundaries, establish election procedures for officials and outline their responsibilities. Municipalities so chartered have their own legislative body or council whose members are elected by universal suffrage, an elected magistrate or mayor, and a community court. They have certain administrative responsibilities and may levy minor taxes and licence fees under the supervision of the district administrator. By October 1963, forty-three municipalities had been chartered out of a total of 102.

243. While impressed with the energy and effort which has been put into the chartering programme, the Mission feels that it may for the moment, have been extended to the point beyond which the law of diminishing returns sets in. Chartering has no particular value as a merely mechanical process or numbers game. Several municipal councils complained that people did not always understand how to work the charters they had been given; a member of the Udot municipality in Truk considered that the programme had been pushed ahead too fast and that more money and advice were needed. From its own observations the Mission concluded that the most pressing need was for many of the existing chartered municipalities to be helped to work more effectively. In doing so, and especially in granting new charters, the Administration might take the opportunity to review the powers and financial means of the municipalities in order to determine the most efficient division of duties between districts and municipalities in the work of local government.

244. There is one further point about chartering which the Mission would not perhaps have mentioned had not an appeal been made to it, and that is the longstanding dispute between the Net Municipality and Kolonia Town in Ponape. The dispute is complicated but springs basically from the tension between traditional life and new social patterns, which will arise more frequently as the Territory develops. The Iriarte Clan and Nanmwarki (traditional ruler) in Net, which is largely rural, wish to preserve their ancient customs and power and to prevent any loss of revenue from Kolonia; hence they have proposed a single municipality for both. Kolonia is a growing town with many transients and younger people who dislike the domination of Net and wish to develop as a separate municipality. After protracted negotiations the Administering Authority concluded that there was no way to resolve the dispute but to establish separate municipalities. It may well come to this. If it comes to a dictated settlement, the course proposed by the Administration is doubtless the logical one: it favours the majority and it looks to the future needs of the Territory more than to privileges of the past. But the Mission thinks it regrettable that such matters should have to be settled in such a manner. There may still be a way of ensuring the rights of the majority and looking to the future of the Territory without overriding the legitimate requirements of the minority. The interests of Net and Kolonia are closely intertwined and neither is strong enough separately to form an efficient municipality. After discussion with



the Net Municipal Council, which seemed conciliatory, the Mission urged that another effort should be made to compose their difference, and it suggests, since Net had appealed to the Council of Micronesia, that that body or its successor should be asked to provide a mediator.

#### THE CAPITAL

245. Among the many matters that will need to be aired by the new congress of Micronesia is the question of the Territory's future capital. Micronesia has never had a capital and until two years ago, when the Territorial Headquarters was transferred from Guam to Saipan, it had never even been administered from within its own boundaries. The move to Saipan was to that extent desirable. But the unity of the Territory requires a capital, a proper seat of Micronesian government, and not a "Headquarters" chosen by administrative chance. The Mission realizes that it was hard to refuse the gift of an elaborate complex of administrative buildings, roads and houses in Saipan which had been built by the United States Navy—reputedly at a cost of \$28 million—and then evacuated. But the choice has many unfortunate aspects. They may be summed up by observing that Saipan can never be a suitable capital for the Territory and is by no means the most efficient site for a headquarters.

246. Saipan is on the fringe of the Territory. Costs are inflated by the need for all lines of communication to pass through Saipan, and for Administration officials to make much longer journeys than would otherwise be necessary. Saipan has a different type of economy and a different atmosphere from the rest of Micronesia. There is a danger that officials living there will lose the "feel" of the Territory as a whole. The Headquarters itself, isolated six or seven miles from the main town of Saipan or from any village, following a United States pattern of existence and forming almost a closed, though in no sense a segregated, community, must reinforce this danger. At any rate this is the view held by officials from other districts who tend to feel out of sympathy with Headquarters administrators living so far away; they dislike visiting Saipan and complain that Headquarters knows little of their real problems. These are the classic grievances of officials in the field, and the Mission cites them here only to illustrate the sense of dissociation and misunderstanding which the remoteness of Headquarters can inflate.

247. Paradoxically, it is not merely the development of Micronesia which is being distorted by this problem, but also the development of Saipan itself. The population of Saipan is relatively small. The Headquarters, and the work generated by its presence, makes too many people dependent on government wages. It engrosses too much of the labour force and postpones the necessary day when the people of Saipan will tackle their underlying need for development. Moving Headquarters away from Saipan would allow its economic problems to be seen in truer perspective. Administration officials concede this, but argue that the siting of Headquarters in Saipan is politically desirable to damp down separatist agitation. The Mission is doubtful. Separatism has existed in Saipan for some years and acquiring the Territorial Headquarters has done nothing to diminish it. The problem of Saipanese separatism will be solved only when the gravitational force of a developing Micronesia outweighs the attraction of Guam. Given a congress endowed with powers and

funds as advocated by the Mission, this moment could be close, as many Saipanese recognize. In the meantime it would be a great mistake to allow so important a question as the seat of government to be settled on the basis of expediency.

248. Like its predecessor, and like everyone with whom it discussed the question, the Mission considers Truk by far the most preferable site. It is centrally situated and has the largest population. It has a good harbour and a good airstrip and is well-placed for communications with the outside world. It would be a fitting site for a truly Micronesian seat of government. In Truk—provided the capital were developed in contact with the centre of population and not established in isolation as a government centre only—the congress of Micronesia could develop an authority and confidence that it never could develop in Saipan, an administrator's complex in which the congress would inevitably seem an alien and uncomfortable intrusion. The actual site, however, is for the Administration and the congress of Micronesia to decide. The Mission merely urges that the question be reconsidered without delay before so much investment is put into the Headquarters that the financial arguments against a move become unanswerable. For there is a real danger that the ultimate decision could be prejudiced by administrative arrangements which have to be made. For instance at Headquarters the Mission was told that though Truk was the obvious place, geographically, for a capital, the impending move of the communications centre to Saipan, from Truk, would make Saipan the most convenient capital from the point of view of communications.

#### THE EXECUTIVE

249. The creation of a distinctive Micronesian personality, which is the broad aim of trusteeship, means in political terms the creation of a strong Micronesian legislature and an executive effectively controlled if not fully staffed by Micronesians. The separation of these constitutional functions in a territory whose human resources are at present limited means that one or the other has to be selected as the point of most rapid progress. The Mission suggested that the legislature, through the inauguration of the proposed congress of Micronesia, offered the quickest and indeed at the moment the only means of securing real Micronesian participation in the process of government, a means clearly all the more important as long as the executive was not directly responsible to the people. Any imbalance resulting from this emphasis on the legislature, however, should only be temporary, until Micronization of the executive—necessarily a slower process than creating a legislature—can catch up. As will already have been made clear in the Mission's comments, on districts among other things, it is as conscious of the need in Micronesia for a strong executive as for a strong legislature, provided both are controlled by Micronesians. The Mission would wish not to alter the authority of the executive or weaken its unifying role in the Territory, but to strengthen Micronesian influence on its decisions. It will be the aim of the present section to examine ways in which this can best be done. The ultimate goal must obviously be an elected chief executive. In the meantime, there are a number of methods by which an immediate start can be made in the process of bringing the civil service under effective Micronesian control.

250. The question of an elected or Micronesian chief executive was not once mentioned in the constitutional debates and recommendations on the congress of Micronesia. It was a curious omission but, whether deliberate or not, it underlines an important point. In the circumstances of the Territory the establishment of a legislature is an essential prerequisite for choosing a Micronesian chief executive. Micronesia is not yet one people. Hopefully the new congress of Micronesia will begin to make it so. But until then the question of electing a chief executive remains academic, since it is not yet possible to get from six diverse districts a clear mandate for one person. Only through the congress will leaders develop who can command more than a district loyalty; only when the congress has begun to generate this leadership will it be possible to find a chief executive with the political stature and authority to lead the Territory.

251. As political development gathers momentum, however, there will be an increasing incompatibility between the High Commissioner's present functions as a United States official and his role as chief executive of Micronesia. A separate Micronesian government is beginning to emerge, with an identity and interests to some extent different from those of a purely United States administration. As the congress of Micronesia acquires authority and Micronization of senior posts in the civil service is accelerated, this divergence will become more and more clearly marked. The establishment of a Micronesian chief executive cannot wait until the people of Micronesia have chosen their future status; but in the meantime the United States has trusteeship obligations which it may feel cannot properly be transferred to an elected official who is not responsible to the United States Government. One solution might be in due course to separate the two functions. A United States High Commissioner, appointed as now by the United States Government, would be responsible for handling relations between the Administering Authority and the Micronesian Government and, until self-determination, for the safeguarding of United States interests and obligations under the Trusteeship Agreement. His reserve powers might perhaps be extensive but his actual work would be of a semi-diplomatic nature. At the same time there would be a Micronesian chief executive at the head of the Administration and responsible to the people of Micronesia for the good government of the Territory.

252. A Micronesian chief executive should not of course be merely appointed, for without any form of popular mandate he would become the target for local resentments and jealousies and might find it hard to exert any leadership at all. If an appointment were to be made, it should be with the advice and consent of the congress of Micronesia. Even better would be for the choice to be made by the congress itself. Either way would satisfy the main requirement: to find a chief executive with the confidence of the elected representatives of the people. Once installed, he would not be responsible to those representatives nor, constitutionally speaking, need he retain their confidence. But election by the congress would at least ensure the choice of someone with Territorial stature, and not a nonentity. Election by the whole people of Micronesia would be the most desirable course of all. At present, however, it could place a considerable strain on the unity of the Territory and does not

seem practicable until inter-district understanding has increased considerably.

*Micronesians in the civil service*

253. Control of the civil service is a vital, if not always acknowledged, part of the substance of self-government. Self-government cannot be a reality while outside officials continue to run the country. This does not mean that all expatriate civil servants should be dispensed with. Many will play an essential role for some years to come and for a small territory like Micronesia some may always be needed in highly specialized positions. What it does mean is that preparation for self-rule involves a determined effort to capture for Micronesians what might be called the commanding heights of the civil service.

254. There is every sign that the Administering Authority is taking into the civil service and into responsible positions every trained Micronesian that can be found. There may be an occasional reluctance to train and advance an individual Micronesian with urgency to the limit of his capacities. But of the general policy of the Administering Authority there can be no doubt. Over the last three years the Micronesian staff increased from 1,724 to 2,555 and the United States staff from 238 to 324—a total which includes some fifty new teachers. Since the Trust Territory's Headquarters was moved to Saipan in July 1962, more than fifty positions on the Headquarters staff formerly held by Americans have now been taken over by Micronesians. Micronesians held 108 senior positions at the beginning of this year—approximately half of all the professional and executive positions.<sup>10</sup> The further acceleration of the Micronization process is limited mainly by the shortage of staff and by the specialist nature of some positions. The shortage is a result of the past inadequacy of the educational system—for which the Administration is now paying dearly, in higher costs as well as in administrative strains—combined with the great expansion of positions which has followed the decision to aim at an "international" standard in education, health and other fields.

255. None the less, the Mission was surprised to find that of the fourteen most senior advisers to the High Commissioner, not one was a Micronesian. There are in fact no Micronesians at the top level of policy-making, either at Headquarters or as district administrators. It can be said that this situation does not stem from any attempt to exclude Micronesians from such positions. From its own observations the Mission is prepared to accept the Administration's contention that adequately trained Micronesians are simply not available for such demanding and specialist positions as director of agriculture, economist and director of public works. But, whether unavoidable at the moment or not, this is not a healthy situation. It is not merely that Micronesian control of the key administrative posts is an essential part of political progress, but that the High Commissioner is being denied a valuable source of advice. The absence of any Micronesians from policy-making conferences does nothing to discourage that sense of remoteness from Micronesian realities which is the hazard of outside officials.

256. The difficulties in correcting this situation must be conceded at the outset. Senior executive positions

<sup>10</sup> A table of positions in which Micronesians have replaced United States personnel in district administrations and at Headquarters is contained in annex V.

are highly specialized, requiring long training and subsequent experience. The present policy of accelerated development is making these positions even more demanding. Positions are much easier to fill if, as in the past, the policy to be executed is simply one of care and maintenance; an active policy of expansion in every field, however, constantly raises more problems and requires new decisions which call for a much higher level of competence. This applies not merely to potential Micronesian replacements but also to a number of United States personnel who, recruited under the previous care and maintenance régime, now show little ability to rise to the new challenges of development. In this situation there is a temptation to "window-dress"—a temptation from which the Administration has not always been entirely immune. It is laudable and indeed imperative to put Micronesians in executive positions, but they must be capable of filling the positions or a disservice is done to the Territory and to themselves. At several meetings with Micronesian officials, concern was expressed that local replacements should be fully trained to do the work and provide services at a level comparable with that of their expatriate predecessors. To do less would be to undermine the very Micronesian civil service being created, and would lead to demoralization.

257. In the present state of the Territory, therefore, there are few short-cuts to the Micronization of senior posts. But this is not to say that there cannot be a greater effort. The Mission feels that the urgency of the need should be reflected more clearly in the Administration's training and replacement programmes. These are geared to conscientious step-by-step procedures, the normal methods by which young men are trained and promoted. This system cannot be faulted in a normal situation, but with Micronesia poised on the point of a political breakthrough, it is just not going to be fast enough. What is needed is some sort of emergency or crash programme to ensure that Micronization does not lag too far behind political progress. This means cutting across the usual processes of advancement. The most able Micronesians will have to be picked out of the middle ranks of their departments as candidates for accelerated promotion. Intensive training, both in-service and overseas, will have to be given those who are selected; and time-tables will have to be established for the replacement of expatriates in the top administrative positions. The Mission is aware of certain dangers in an emergency effort of this kind. The risk is of creating a number of "crown princes" who will feel that their succession to the highest posts is assured and will behave accordingly. This may be diminished by selecting not single candidates for control of a department, but small groups for the top positions, of which the most able and hard-working would ultimately become departmental head. Nor will these emergency courses be an entirely adequate substitute for the more leisurely accumulation of experience over a longer period of years, though this can be offset by a greater use of expert consultants, as is already done in the case of district medical services. But whatever the risks involved, intensive preparation of selected individuals offers the only practicable means by which properly trained Micronesians will take over the senior positions at Headquarters within a time that is politically adequate.

258. Even this is not going to produce significant results at once. The only means of immediately getting a Micronesian into the top levels of the Administration is

through a non-specialized position. The one such position at Headquarters is that of Deputy High Commissioner. The High Commissioner doubted that a Micronesian would be named to this post—it is an appointment reserved to Washington—but the Mission would urge its most serious consideration. The post of Deputy High Commissioner need not carry direct administrative responsibility, but a Micronesian incumbent would learn much by understudying the High Commissioner, travelling throughout the Territory, attending all major conferences, and watching the shaping of the whole policy and programmes of the Territorial Government. And he would have much to contribute: the Micronesian viewpoint at present badly needed, a feeling for the country, and a useful link with the congress and the districts. The post would require a man of maturity and real stature in the Territory—the Mission is not thinking necessarily of someone with a strictly administrative training—and to anyone acquainted with the Territory a few possibilities occur at once among that small group of key Micronesians who must somehow divide themselves between the legislature and the executive. To avoid charges that such an appointment would give an unfair advantage to one Micronesian, it should be made clear that the Administration is not handpicking a future elected chief executive. The appointment should be made for a specified time, with the advice and consent of the congress perhaps, and would carry no more national standing than, for instance, a committee chairman in the congress of Micronesia.

259. A similar approach might well be followed in training replacements for the other senior but non-specialized positions—district administrators and their assistants. At present there is one assistant district administrator in Ponape, who was in charge at the time of the Mission's visit, and another in Palau, who shares the position with a United States official and is more truly an administrative assistant to the district administrator rather than a senior and experienced official who could take over the full range of duties in his absence. The High Commissioner said he had no time-table for further appointments of this kind, and from the scarcity of suitably experienced candidates in each district administrator's office the Mission could see why. But it is not enough to wait for the young men now on scholarships to come home; nor can they be ready immediately for the high administrative positions. Equally there seems no reason to confine the search for replacements to the administrative section of each district government. There are a few Micronesian specialists in the districts—district education administrators or district directors of medical services—who have proven ability in their own fields, have acquired a wider experience and capability and have a genuine standing in their own districts. Such men could supply a much quicker source of district administrators than young administrative assistants with degrees in political science; nor, in the Mission's opinion, will they necessarily be inferior. They have of course no broad administrative experience and cannot forthwith be appointed to take charge of a district administration; but as assistants for a period of time they would have ample chance to acquire this and at the same time demonstrate their suitability for the higher position. The obvious argument against transferring specialists to the district administrators' offices is that they are needed where they are. This is incontrovertible; the Mission simply thinks that the need for Micronesian district administrators at the moment takes priority; it is better to have a Microne-



sian overseeing administration, and an expatriate holding the specialist position, than the reverse.

260. In more junior posts, at both Headquarters and district level, an emergency programme is less needed. This is partly because these posts do not so closely affect the principle of Micronesian control of policy and partly because Micronization at these levels, if not complete, is already an accepted fact. None the less, the Mission heard some complaints that there was no systematic programme of training and replacement. Adequate training was hard to get and Micronesian officials in Truk said they would welcome more United States officials, on a short-term basis, to provide better training, as was being done for teachers under the accelerated programme of educational development.

261. The Mission has no doubt of the need for a much more active and comprehensive system of in-service training. At present such training is given only in some administrative sections and in technical positions like automobile repair and maintenance. Training should extend a great deal more widely than this. The present Manpower Review Committee, despite its impeccable terms of reference, does not seem able to perform this task. What is needed is a training officer (such appointments seem to have been made in the past and disappeared without much trace; there is none at present on the establishment) on whom would rest a clear responsibility for working out effective training programmes in both Headquarters and the districts. He would oversee the whole training effort, preparing schedules of replacement, discussing suitable training methods with departments and districts, and arranging civil service courses and scholarships. His task would be one of co-ordination and encouragement, without which the whole programme would quickly lose direction. But the essential responsibility must necessarily rest on the departments concerned. It is after all in-service training. Unless the senior staff of every department are impressed with their obligation to train replacements as part of their normal duties, in-service training will relapse into the rather fitful and haphazard efforts which seem now to be the case. A few officials—of the Public Works Department, it appeared—simply refuse to give training on the grounds that this is no part of their work; others who once made praiseworthy efforts now find the present hectic pace of development demands so much more of their time and effort that training has had to be pushed aside. The Mission wishes to repeat that the obligation to train should be clearly written into all future agreements with expatriate officials; no opportunity should be lost of emphasizing that a main task of these officials is to train Micronesians to the point where they themselves will be out of employment in the Territory. If the burden of work in some cases means that this cannot be done, then the Mission would agree with the suggestion that more short-term officials might be imported for training purposes.

#### *Relations between Micronesians and Americans in the civil service*

262. Relations are on the whole very good—that is, given the inherent limitations of a situation in which governing and governed are of different nationality, language and income-level. Meetings throughout the Territory, with both Micronesians and United States officials, produced many instances of the genuine regard in which they hold one another. There was no racial

discrimination observed by the Mission; both go to the same clubs and, subject to the difficulties discussed below, succeed one another in occupation of the same houses.

263. Inevitably there were grievances. Some seemed well-justified, others less so; some raised issues of policy discussed in this and other sections, others were more personal. Their relative paucity (one or two districts raised no grievances at all) testified to a fairly healthy situation, but the consistency with which some complaints occurred seemed evidence of real issues. In Ponape and Truk there were complaints of the unfriendly manner of some United States supervisors—the only such complaints the Mission can recall; in Truk at least these complaints were reiterated strongly enough to suggest that staff relations in the Public Works and Agriculture Departments might bear checking. Otherwise the complaints—not excepting the question of pay, which is discussed in the immediately following section—dealt mainly with the side effects of replacing expatriate staff with Micronesians. In Truk where the Mission met separately with Micronesian officials—as it did wherever possible—it was summed up in the charge that those Micronesians who were replacing United States personnel and doing the same work did not always get the same facilities, i.e. cars and housing; and it quickly became apparent from the number of times that this question was brought up that cars and housing had become status symbols in Micronesia. In Truk and Ponape instances were cited of United States officials who had been provided with a car while their Micronesian replacements were not. The Mission considers that the Administration might make more plain, to both United States and Micronesian officials, that the use of a car is not a personal perquisite but a matter of administrative need. If a car is necessary in a certain post then the holder of that post, whatever his status or nationality, should have one; if it is not necessary then neither a Micronesian nor a United States official should expect it. In the Marshalls and Ponape, the complaint was made that Government houses went with certain positions but that very often when a Micronesian succeeded to the position he did not get the house; the case was quoted at Majuro, where only two Micronesian officials were said to have American houses, of the local Micronesian doctor who after working a long day in the excellent hospital there goes home to a house which has neither running water nor electric light. When it returned to Saipan the Mission took this point up with the High Commissioner, who stated that the acute housing shortage—another effect of the development programmes under way—made it impossible at present to provide housing for all Micronesian employees who replace United States personnel; a house is provided for a Micronesian who has become head of a department or who has replaced an American in a senior position. More houses are being built, he said, but first priority in allocation must go to the expatriates; otherwise the expatriate staff could not be recruited and the development programmes could not be pushed ahead.

264. On such matters as housing and the improvement of working relations between Micronesians and Americans there has been something of a failure of communication between the people concerned and the Administration. There seems no reason why the Mission, or other passing bodies, should be needed to carry complaints to the Administration and convey its replies back; these are matters both parties ought to be able to work out between

themselves. The difficulty is that there is no machinery for such consultations. The congress of Micronesia and the district councils can provide one means for airing complaints. But as a more specific method of maintaining contact between the Administration and its Micronesian officials the Mission would suggest the formation of a Micronesian civil service association, at Headquarters and in each of the districts. This body could nominate representatives to discuss with the High Commissioner and the district administrators such questions as Micronization and the renewal of expatriate contracts; pay problems; housing and other problems of those who come to the district centres from outlying areas; redundancy; and training programmes. The Mission considers that it would be valuable if each district administrator met separately with Micronesian officials from time to time in this way, and the High Commissioner also when he is in the district.

265. Periodic discussions with a Micronesian civil service association could do much to smooth away minor causes of friction. The association could also play an important part in handling another and larger question affecting goodwill between Micronesian and United States officials—the question of the progressive replacement of the latter. The Mission received two similar petitions from the Saipan Municipal Legislature and the Mariana Islands District Legislature urging that the term of all key United States personnel should be limited to two or four years. In Saipan it was claimed that several such officials had already been too long in the Territory and ought to be replaced; such a limitation would considerably accelerate the programme of training Micronesians. However, there were differing views on this point. In Truk for instance the opposite was agreed; the term of many United States officials was too short and there was a need for greater continuity.

266. The point is a matter of personal judgement and also, the Mission suspects, one of personalities. As has already been noted, the Administration has shown no reluctance to replace a United States official where a qualified Micronesian is available. But in such a delicate matter it is clear that not only must justice be done, but it must be manifest to Micronesians that justice is done. The terms of appointment of United States personnel—which are not strictly contracts—are reviewed every two years to determine whether a suitable Micronesian replacement exists or whether the appointment should be continued. This is an excellent policy; the Mission would merely propose adding a procedure whereby Micronesian civil servants could be associated in the process. How this should best be arranged is a matter for consideration. The simplest system would be for an informal committee to join with the district administrator when he is reviewing the renewal of contracts. This committee should have as a minimum membership a representative nominated by the body of Micronesian civil servants in the district (a representative of the Micronesian civil servants association if this was formed) and a Micronesian representative of the department employing the United States officer under consideration.

267. It seems to the Mission that such an arrangement, by bringing every case of contract renewal in the open, would do away with the suspicions, however unjustified, of some Micronesian civil servants, and hence place relations between the officials of both nationalities on a much freer and easier basis. It might be noted that the

Mission's suggestion of an advisory committee is simply a development of practices already in force in Truk—and the Mission understands in one or two other districts—where a Labour Relations Board, of Micronesians only, is in existence. The District Administrator consults with this Board on personnel problems, and no employee may be dismissed without his case being fully reviewed by the Board. The final decision remains in the hands of the District Administrator, but he does not override the recommendations of the Board without giving his reasons in full and undertaking a discussion. The Mission considers that this kind of arrangement is not only good in itself, in ensuring that justice is seen to be done, but establishes a healthy precedent for the Micronesian civil servants who will in due course be taking over responsibility for recruitment and dismissals. If practices are arbitrary before the takeover, they will tend to be so afterwards; reasoned procedures established now will become ingrained.

#### *Unification of the Territorial civil service*

268. Whatever the extent of Micronization of the civil service—a process which it is undoubtedly desirable to accelerate—it is clear that for some time to come expatriate officials will be needed in specialized positions. In such a small territory it is difficult enough to weld a smooth and efficient administration from two differing nationalities with two differing standards of living. Ample illustration has been given of the frictions which can arise. But the difficulty is compounded and so to speak institutionalized by the present organization of the Territorial civil service. There are two distinct employers in Micronesia at the moment—the United States Government and the Government of the Trust Territory—and in effect two civil services working side by side but with separate status and terms of employment. This is an anachronism. The time is long overdue when these confusing and overlapping arrangements were brought under a united Micronesian civil service. Micronesia is becoming a unity and this must surely be reflected in its civil service. As a distinct Micronesian Government emerges it is essential to have a single administration whose employees, whether American or Micronesian, work under the same direction and owe their working loyalty to that administration alone. The Territory cannot approach self-government without the full control of its own administrative arrangements.

269. The point should be self-evident and the Mission will not labour it. What might be overlooked, however, is that a unified civil service can provide the opportunity for dealing with a number of practical difficulties which otherwise appear insoluble. Such a difficulty is the present differentiation in pay scales between United States staff and Micronesians. Inadequacy of pay was, as might be expected, raised at more than one meeting with Micronesian officials. In Ponape, for instance, it was said that the salaries paid to Micronesian civil servants were not proportionate to their responsibilities; the gap between them and the equivalent salaries of United States personnel was too big. To some extent this is an internal question; the Mission is in no position to determine what is a proper level of Government salaries under Micronesian conditions. It was said that those who were appointed to district centres and Headquarters, and hence could not grow their own food, found their salaries inadequate for the expensive imported food they had to

buy. On the other hand, it is also true that Micronesian civil servants have recently received two substantial increases in pay. Salaries are now well above any level which the Micronesian economy could hope to support without United States aid, and are indeed well above the levels prevailing in the rest of the Pacific.<sup>11</sup> The striking of a proper balance is a delicate question, a question perhaps for investigation and discussion by the congress of Micronesia.

270. The differentiation in pay scales, however, emphasizes the present division between United States and Micronesian civil servants and is a potential source of friction. In this sense it cannot be settled by holding an inquiry or making further adjustments to Micronesian salaries. Any Micronesian administrator must constantly be reminded of the size of the salary his American predecessor or colleague was paid. It is true but unsatisfactory to reply that the American is used to a higher standard of living and must be offered it if he is to be attracted to work in the Territory at all; none of this removes in Micronesian eyes the stark disparity between two rates of pay for the same work. The difficulty has been encountered in many other developing countries and the Mission has no doubt that the solution evolved there is also applicable to Micronesia. It is the establishment of unified pay scales. The Mission suggests that the Micronesian Pay and Title Plan and the United States Civil Service gradings should both be replaced by a single schedule of gradings covering the entire Territorial civil service. Such a step, involving the removal of United States officials in the Territory (about 300 in all) from the jurisdiction of the United States Civil Service Commission, necessarily involves the setting-up of a separate and self-contained Micronesian civil service.

271. The unification of pay scales and gradings means that base salaries would be fixed for all positions. The same base salary would be paid to all, whether Micronesian or American, holding similar positions. If no Micronesian was available for a particular position then an expatriate could be recruited. He would get the base salary together with whatever further allowances were judged necessary to attract a suitable applicant. In other words unification would change not so much present rates of pay as the principle on which they are fixed. The actual remuneration might well be the same but it would be divided into base salary and expatriation allowances. The allowances could no longer be confused with the rate for the job; they would be readily identifiable to all concerned as the price of obtaining skills and administrative assistance for the Territory. The division between salary and allowances would underline the essentially temporary and interim nature of this assistance. And the fixing of a single salary for each post, regardless of the nationality of the holder, would remove a perceptible psychological barrier to the progress of Micronization. Moreover, if and when Micronesia becomes fully self-governing and as Micronesians replace expatriates, these allowances will end leaving only the basic salaries thus making it easier financially for the Territory to meet the burden of adequate salaries.

272. The creation of a self-contained Territorial civil service would, the Mission believes, bring other practical advantages. The present confusing and ill-defined relationship with the United States Civil Service could be

replaced by one much more clear-cut and satisfactory to both sides. The Territory would acquire the power to recruit and dismiss in its own right, without the trammels now imposed by its connexion with the Federal Government. The field of recruitment would be enlarged to take in other countries where Micronesian salaries and allowances might be more attractive; though recruitment is not limited in principle, present administrative arrangements tend to confine most recruiting to the United States. Powers of dismissal would also be extended, an important point in this period of rapid development (procedural obstacles to getting rid of an unsuitable United States official have saved more than one who might have made way for an abler replacement). And by placing recruitment from the United States on a secondment basis the Territory might be able to fulfil its needs more surely and swiftly than has often been the case in the twilight situation now prevailing.

273. Realizing these aims will require the active co-operation of the United States Civil Service Commission. Secondment will be satisfactory only if the Commission is willing to make available some of its best administrative and specialized talent. Experts sent to the Territory should indeed be experts; complaints were voiced to the Mission that this was not always so and that, for that reason, Micronesians were not acquiring the skills and stimulus they needed. Moreover, such experts should be given some inducement to serve in Micronesia, or at least the assurance that in doing so they will not be damaging their future careers. Much more adequate protection than exists at present should be arranged for those who are seconded to the Territorial civil service; automatic reinstatement on return, credit for time of service abroad, and protection of promotion and superannuation rights. At the moment United States civil servants are almost positively discouraged from going to the Territory. Those who do in effect abandon their careers at home, as there is no obligation to reinstate them when they return. This could easily lead to quite the wrong type of expatriate official; in the circumstances, the quality of many in Micronesia becomes the more surprising and praiseworthy. The United States Civil Service will have to be persuaded that it has a special obligation to help the Trust Territory—it will require a conscious effort to balance the claims of such a small entity against those of the Federal Government—and also that service in Micronesia could be a most valuable experience for those who can profit by it.

274. To sum up, the Mission has argued for a unified civil service in Micronesia in the belief that this can best accelerate the assumption of Micronesian control and ensure the most suitable means of obtaining those expatriate officials who will still be needed. But there is an important corollary to this. If it is to achieve these purposes and fit itself properly as the administrative arm of a future Micronesian Government, the Territorial civil service will require a much more positive management than has been the case. Present control of the civil service has reflected a very confused situation. The Personnel Department is small and has only technical functions and advisory powers. The personnel officer has no over-all mandate to supervise the administration and, given the fragmentation of authority, it is possible that no such mandate could have been conferred on a single person. Responsibility diffused has been responsibility dissipated; and so the civil service has developed in a

<sup>11</sup> Salaries of positions now occupied by Micronesians formerly held by United States personnel are set out in annex VI.



seemingly unco-ordinated way. The more serious tasks to which the Mission has drawn attention cannot similarly be left to administrative chance. The Mission suggests, therefore, that the Personnel Department be regraded and enlarged into a civil service commission, headed by a commissioner with broad powers over the whole unified administration. The civil service commissioner would be the High Commissioner's principal adviser on all service matters, including recruitment, dismissals, training, Micronization, expatriate staff, pay, allowances and promotions. Only by concentrating responsibility in this way on one department, and on one person, can the development of a separate Micronesian civil service be given the impetus and direction it clearly needs.

## CONCLUSION

275. As stated at the outset of this chapter, the Mission has formed the strong impression that Micronesia is now welding itself into a unified people. The conditions exist in which rapid political development becomes both possible and necessary. To the extent that such development takes place, it will provide a stimulus to progress in broader fields, the economic and social and, indeed, the constitutional.

276. The essence of political development is the assumption by the people of Micronesia of control over their own affairs. The means are the creation of a strong Micronesian legislature and an executive controlled, and so far as possible staffed, by Micronesians. The Mission accepts the view that progress may not be made equally rapidly on both these fronts; it believes that the legislature, through the inauguration of the congress of Micronesia, offers the quickest way of securing an effective Micronesian participation in the process of government.

If, however, the congress of Micronesia is to be the effective voice and instrument of Micronesian wishes, it must have real powers, particularly over finance, and the organization and means to exercise those powers. The Mission has made a number of suggestions directed to ensuring that the form of the legislature, the nature of its membership and its methods of work (as also its relationship with the district councils) serve this purpose. It attaches special importance to four suggestions:

(a) The Administering Authority should urgently review its proposed executive order, establishing the congress of Micronesia, to ensure that the capacities of the congress will be adequate to fulfil the hopes placed in it;

(b) In particular provision should be made for the establishment of select committees of the congress with power to inquire into, and report upon, all important matters of policy and administration, including budgetary and economic policies and the political and constitutional development of Micronesia;

(c) Provision should also be made for the enlargement of the financial responsibility of the congress, first, by granting an effective authority over the budget, and secondly, by progressively relaxing restrictions on its power to appropriate the United States subsidies;

(d) At the same time as this development of the legislature is taking place, every effort should be made to expand Micronesian control over, and participation in, the executive. Emergency measures should be taken to provide intensive training and accelerated promotion for Micronesian civil servants. This would involve the creation of a unified civil service and the establishment of a civil service commission to give the direction and impetus necessary to prepare Micronesians rapidly for the top administrative positions.

## CHAPTER VI

### THE FUTURE OF THE TERRITORY

#### VIEWS OF THE ADMINISTERING AUTHORITY AND THE MICRONESIANS

277. It is not practicable to consider the future of the Trust Territory of Micronesia as an abstract question, separated from political or other development. The future is neither more nor less than the possibilities arising out of the present progress. Decisions taken in the course of daily administration must continually shape and influence these possibilities. The very change to a policy of more intensive development has opened up prospects for the Territory which did not previously exist and the full extent of which is still not clear. As a result, certain other possibilities are inevitably diminished. The creation of a congress of Micronesia makes it less likely, without of course excluding the possibility, that the Territory will ultimately integrate with Guam or become a county of Hawaii; for a country which has separate political institutions acquires also a separate political personality. Similarly, the Administering Authority's own commitment to Micronesian unity, its insistence that the Territory should exercise its rights of self-determination as a whole, itself implicitly makes certain assumptions

about the future, namely that Micronesia should not become a series of self-contained, self-governing units.

278. All this is inevitable, since any advance involves a choice of direction. But, with the proposed establishment of the congress of Micronesia, the time has come when the future of the Territory should be shaped, not merely by implication, but consciously, by the discussion and decision of the Micronesian people. The Mission found both the Administering Authority and the people themselves vague and undecided about the future. This vagueness can only be dispelled by giving elected Micronesian representatives the opportunity and the knowledge to come to grips with the issue. The new congress of Micronesia will confront the people with the question of their future, a question which so far has been held in trust for them. As a corollary of every important bill they consider, whether in the educational, the social or the economic field, members of the congress will for the first time begin to think about the kind of Micronesia they want. They will have to assess the alternatives before them, the practicality of each and the extent to which the Administering Authority can help in realizing them.

These questions cannot be properly considered except through the congress. And yet their definition and clarification is urgent, for without it there can be no properly informed act of self-determination.

279. It was clear from discussions in Washington that the Administering Authority had itself no precise ideas about the future of the Territory. In one sense this was entirely proper. The Mission was assured that the Administering Authority had no intention of prejudicing the Micronesian choice. The decision had been taken in 1961 that the Micronesian people should be developed to the same standards, education and health, and in the same ways, politically and economically, as were United States citizens. Development is inevitably in the American pattern. But the Administering Authority does not intend to make the Micronesians United States citizens and does not itself contemplate integration; in other words, the future of the Trust Territory remains an open question. The Mission was told that the United States has no specific solution and has not yet set any date for self-determination. It intends to keep open the broadest possible range of options for the Micronesian people consonant with the knowledge that administrative decisions involved in the conscientious discharge of its trust must have some influence on the outcome; as an illustration the point was made that the Administration was going ahead with extensive educational and social development without waiting for economic viability. It was still too early in the process of constitutional development for the actual options to be formulated. All that could be said to the Mission at the present stage was that the range of options would start with independence and cover all other possibilities—possibilities which were changing as the Territory developed.

280. The Administering Authority's vagueness was matched by an equal vagueness, indeed sometimes confusion, among the people of the Territory, or rather those few who raised the subject at all. Independence, though usually mentioned only to be discarded as economically and geographically impracticable, seemed definitely to be recognized as one alternative. One or two persons at Palau and Yap sought confirmation from the Mission that Micronesia could become independent if it wished. At Uman, one of the larger municipalities in Truk, a councillor speaking on behalf of a group of people stated that the majority of the original Trust Territories had either become independent or self-governing, and that people in the Territory of the Pacific Islands were dissatisfied with the Administering Authority and wanted it changed. At Ponape it was evident that district legislators had been giving thought to the problem, and that some at least had decided for independence. The Speaker of the Ponape District Legislature said that in 1961, when he had helped the municipalities gather views on the future, the people had expressed no desire to become part of the United States. As the economy of the Territory depended mainly on agriculture and fisheries, he doubted that more money would be forthcoming if it were part of the United States. He feared that if the Territory did integrate, wealthy Americans could easily buy up the islands in the Ponape District, the whole Territory would be governed by the United States Navy instead of the Department of the Interior, and Micronesians would lose their rights and freedom. Union with Guam, he continued, was even more objectionable because of Guam's dependent status, small size and location. The Vice-Speaker of the Legisla-

ture said that, after weighing the advantages and disadvantages of being independent and fully realizing the complexity of the problem, a group of legislators had nevertheless concluded that independence should be the goal. He said that the group had been particularly inspired by many recently independent countries which were not all economically self-supporting or educationally advanced.

281. Others specifically argued against independence. At a public meeting in Truk, a Micronesian civil servant reviewed the three possible choices laid down by the General Assembly in resolution 1541 (XV), namely, independence, free association with an independent State and integration with an independent State; and concluded that it was not feasible for Micronesia to be independent at present, and that this would only lead to domination by other Powers. At both meetings, in Uman and Ponape, where independence was mentioned, it was said that lack of resources and economic development made it impossible at present to achieve independence. At Uman it was asserted that the best way to speed Micronesian progress was integration with the United States. At Ponape two legislators merely suggested that the Territory was so far in no position to manage its own affairs and that the political future of the Territory would be shaped by the extent of its economic development.

282. Most of those who expressed an opinion to the Mission wanted integration with the United States. A speaker in the Palau District Legislature stated that the Palauan people wanted the United States form of government, though they were prepared to receive assistance from any other Governments to revive the economy of Micronesia. At a meeting with the Moen municipality, the chief Magistrate concluded that independence was not practicable and that it would be better for the Territory to join either Hawaii or Guam as part of the United States; and a council member declared this to be the opinion of the whole council. A member of Lukunor Council stated that the present Administering Authority was the best they had had, and asked that the Trust Territory be made a part of the United States, rather than a part of a territory under the United States.

283. Many others felt that they were not yet ready for such an important decision. Members of the Yap District Legislature said they needed more time and experience before deciding their future. At Metalanim, in Ponape, council members were unable to make up their minds as to the best choice. The consensus of the Micronesian students in Hawaii was that a full understanding of the implications and consequences of choosing the future status of the Territory required further preparation, and that the present time was too early for the people to make any meaningful choice. The Micronesian students at the College of Guam—about a hundred from all parts of the Trust Territory—presented their views in writing and said: "We propose to remain under the present administration and learn more about self-government before we get our independence or be part of the United States".

#### THE QUESTION OF SAIPAN

284. Only in the Mariana Islands District was there evidence of any consistent or organized public interest in the future. And there the discussion concerned, not the self-determination of the Territory as a whole, but

the desire of many to see the Trusteeship Agreement terminated for their district in order to make possible union with Guam or, as the formal request put it, to achieve the "reintegration of the Mariana Islands by incorporating them within the framework of the Territory of Guam".<sup>12</sup> In support of this desire there has grown up an active separatist movement and, as a result, two political parties made up of those who advocate and those who oppose immediate union with Guam. The movement is centred on Saipan—it was not raised with the Mission in Tinian or Rota, the other main centres of the district—and is headed by the Popular Party, which is the majority party in both the Saipan and Marianas Legislatures.

285. The agitation began five years ago when the Saipan Municipal Legislature asked the United Nations seriously to consider the question and since then the request has frequently been reiterated in petitions to the Administering Authority and the Trusteeship Council. Just before the arrival of the 1961 visiting Mission, in February of that year, an unofficial plebiscite was conducted at which a little over half the registered voters in the Saipan and Tinian municipalities expressed their desire for unification with Guam; the nature and implications of that choice were discussed in the Visiting Mission's report (T/1582, paras. 55-69). In July 1963 the Saipan Municipal Legislature unanimously reaffirmed its previous support for union with Guam and held a further plebiscite in Saipan on 27 October 1963. This plebiscite, like the earlier one, was held without the Administration's approval: the District Administrator told the Mayor of Saipan that the United States held not only the Mariana Islands District but also the other districts in trust for the United Nations, and that therefore the integrity of the Trust Territory must be held sacred. This plebiscite drew a markedly smaller response. Out of 3,015 eligible voters in Saipan Municipality only 1,286 took part; of these 1,231 voted Yes to the question: "Do you want to become U. S. citizen within the political framework of the Territory of Guam?".<sup>13</sup>

286. Some weeks before the Mission arrived in the Trust Territory, it received a request from the Saipan Municipality to reserve an adequate amount of time on its visit for conferring with the people of Saipan. The Mission in fact went into the question very fully, attending a public meeting and separate meetings with both the Saipan and Marianas legislatures. At these discussions a large number of petitions were received from both bodies which, in substance, declared that the people of the Marianas were ready for self-government and wished to terminate the Trusteeship Agreement. The Trusteeship Council was therefore asked to reconsider its earlier attitude. At all these meetings members of the Popular Party called for integration with Guam on the grounds of historical and cultural affinity, the desire of the people of Saipan to advance at a faster pace than the rest of the Trust Territory, and the freely expressed wishes of the Saipanese people as made known in the unofficial plebiscites. Members of the minority Democratic Party (formerly the Progressive Party) opposed the petitions, claiming that the plebiscites did not really reflect the will of the Saipanese people and that any move to join Guam

was premature at this stage. They also favoured integration with the United States, but only after the Territory as a whole had become self-governing.

287. Much of the argument justifying integration with Guam was based on a misconstruing of Articles 73 b and 76 b of the United Nations Charter; the Mission pointed out that these Articles referred to varying degrees of advancement in all Trust Territories, not to varying stages of advancement within a particular Territory. There was also considerable misunderstanding of the right of self-determination; the Mission reminded the meetings that the Charter and General Assembly resolution 1514 (XV) spoke only of the right of self-determination of peoples as a whole, and certainly not of anything which amounted to the right of secession or partition of a territory. As its predecessor had done, the Mission reiterated that, though the people of Saipan might feel they were ready for self-determination, they were part of a larger entity and must exercise their right as part of that entity. Any compromise on this point would lead to the piecemeal break-up of the Territory; the people of the Polynesian island of Nukuoro in Ponape District, for instance, told the Mission that if Saipan were allowed to secede they would wish to join some Polynesian grouping. Instead of the illusory hope of secession, Saipan now had the practical means of getting the substance of its wants through the future congress of Micronesia.

288. The Administering Authority has been no less firm in rejecting Saipanese pressure for secession. During its talks in Washington the Mission was told that the United States had not wavered in its cardinal policy of keeping and developing the Territory as a unit, and that it had nothing whatsoever to do with the separatist movement. The Assistant Secretary of the Interior Department put it specifically: "We do not favour fragmentation of the Trust Territory. This is a point we made in 1961 following the first Saipan referendum and it remains our policy. At such time as it is appropriate for the Micronesians to exercise their right of self-determination, we shall propose that United Nations observers be present at any referendum or plebiscite and we shall insist that 'independence' be one of the points."

289. There is no reason in these circumstances for any misunderstanding that secession is possible under the Trusteeship Agreement. Both the Trusteeship Council and the Administering Authority have made this point clear to the people of Saipan, and the question may be regarded as firmly settled. But the Mission agrees that, though nothing should be done to encourage the separatist movement, neither should it be repressed. It is an expression of thinking about the future and while its aims cannot be accepted, they must be countered in the open and by force of argument. Indeed, the Mission has some confidence that the counter-arguments are weighing more heavily. A more dynamic situation in the Trust Territory, coupled with an increasing realization that secession is impossible, has begun to have its effect. The move to join Guam, though still strong, has begun to decline if the results of the last unofficial plebiscite are any indication.

290. Despite the fact that the people of Guam and the Marianas are Chamorros, with historical links and a shared language, Chamorro brotherhood does not appear to be the source of the integration movement. The desire of those who advocate it in Saipan is essentially to

<sup>12</sup> See T/PET. 10/31.

<sup>13</sup> A full tabulation of the questions asked and of the results obtained is contained in annex VII.

become United States citizens like the Guamanians and to share the benefits of this. The movement originated from Guam (a mission visited Saipan in 1959 to urge the political and economic benefits of integration) and seems to have been a form of economic reinsurance: many Guamanian businessmen hoped that union with Saipan would improve their civilian economy and leave them less dependent on the military installations, so vulnerable to disarmament or a mere change in weaponry. The attractions for Saipan at that time are not hard to grasp. Guam had its own legislature; the Trust Territory had none. Guam had a booming economy with growing opportunities for business and labour; it had loan moneys for farmers, a welfare fund for needy families and the possibility of developing a profitable trade in agricultural produce and fish with the Marianas. Saipan, with none of these, sat still amid the wreckage of the war. Integration in these circumstances must have seemed the only way for an enterprising district to escape from a run-down economy and the paternalism of the United States Navy.

291. But this situation is changing. A congress of Micronesia is about to be inaugurated as the political voice of the Territory. The Administering Authority has reversed its caretaker policy in favour of one of active development. The Territory's budget has trebled and spending on building and other programmes has already begun to expand the economy; the growth of cash cropping and fisheries could expand it further. Micronesia has started to catch up. It is no longer a matter of Saipan being held back by the dead weight of an inert territory; now it is being offered the chance to play a part in shaping a nation. The earlier reasons for separatism are losing their validity. It may be that, with a developing economy, a high rate of government spending and increasing control of its own affairs, Micronesia will have the greater attractive force. Many Saipanese—if their demand for a strong legislature is any indication—are beginning to grasp the possibilities opened up by the congress of Micronesia. Others are wondering whether, especially when business opportunities are expanding in the Territory, they may be pushed aside by better-organized and larger businesses from Guam (there have already been protests about Guamanian businesses moving into Saipan and about building firms based on Guam being given contracts in the Territory). The Mission therefore suspects that Saipanese separatism sprang to some extent from a situation which is now disappearing. Once the development of a vigorous and unified Micronesia gets under way, the issue may simply wither away.

#### THE ALTERNATIVES

292. It is clear that a choice could be made among the views on the future expressed throughout the Territory, not excluding the Mariana Islands District, and selected evidence cited, according to preference, for a particular course as being requested by the people. One could go further and, treating the comments to the Mission as a kind of opinion poll, reach a statistical conclusion on the alternative preferred by most people—in which case it would clearly be some form of integration with the United States. The Mission does not intend to do either of these. It has given a faithful account of the public views that were expressed to it. The chief conclusion it would draw is that no properly matured opinions on the future have yet emerged.

293. Debate on the possible alternatives of self-determination has scarcely begun.<sup>14</sup> In two districts political parties have formed around the issue of self-determination, which may, if any, be the issue which can ultimately produce Territory-wide political parties. But the existing parties are debating an essentially restricted choice. In Saipan the difference is largely on the timing of integration. In Palau, where the District Administrator has had Puerto Rican experience, the Progressive Party advocates a "commonwealth" solution for Micronesia while the Liberal Party wishes for more home rule under the status quo until the ultimate future of the Territory can be settled. In no other district has the question of the future yet entered political life. It did not bulk large at any public meeting, except that in Saipan, and was not raised in the Marshall Islands at all. In many places people seemed confused and apprehensive about the prospects opening up before them and discussion consisted mainly in seeking advice from the Mission (the Mission had to emphasize that self-determination meant what it said and that neither the Administering Authority nor the United Nations could force the people of Micronesia into any choice they did not want). The Territory is still in the process of being knitted together. Its unity is still fragile; most people still look at the world and the future from their own districts, not as part of a unified Micronesia. Until a truly unified Micronesia is created, until a Territory-wide legislature is established to embody and express the national will, no such will can exist. The public meetings reflected no consensus on the future because so far no basis for a consensus has been formed.

294. The people of the Territory have not begun to think at all widely about the range of alternatives open to them. Almost all speakers assumed that there were only two alternatives—full independence or some form of integration with the United States. Independence is taken to mean that Micronesia would have to stand entirely on its own strength and that United States aid would immediately cease. Since Micronesia is clearly not self-sufficient, most people concluded that the only alternative was some form of integration with the United States, either as part of Hawaii or part of the Territory of Guam.

295. The full implications and possibilities of either of these courses have not even started to be explored. If independence is equated with self-sufficiency, then it is true that the latter does not seem possible in the foreseeable future. The Mission would be doing no service to the Territory if it were to gloss over the economic facts and their effect on the Territory's future situation. Lack of resources, the appalling complication and expense introduced by the scattered nature of the islands—a complication which has to be experienced at first hand to be properly understood—and the high standards of social development now being set by the Administering Authority make self-sufficiency a distant goal. It is a goal which in fact is receding. The Territory can only maintain its present standards with large-scale assistance; it is not merely unable to raise the money for capital expenditure but is far from being able to meet recurring expenses. But the Administering Authority has embarked on an energetic programme to raise social services in the Terri-

<sup>14</sup> In Saipan the Mission was interested to read copies of the *Free Press* of Micronesia, a mimeographed newspaper expressing highly independent views. The development of a responsible Territory-wide newspaper could make an invaluable contribution to the development of Micronesia.

tory to the highest modern standards. This spending, so desirable for the improvement in conditions it is bringing, is at the same time putting the Trust Territory even further out of touch with its economic base. This would be of lesser importance if the economic possibilities were large and could ultimately underpin the transformed level of development. But the economic possibilities, by present standards at least, seem small; and so the transformation now going on has important political implications. It means that Micronesia will be more than ever dependent, as far as can be seen in the future, on large-scale aid from the outside.

296. Very conscious of these facts, many Micronesians have concluded that integration with the United States is the only way to ensure the money and assistance they will continue to need in the future. But the Mission found no sign that the full implications of integration have been thought through. It does not seem to have occurred to anyone, for instance, that integration is not merely a matter of Micronesian wishes, and that the United States also has a choice on this question. Nor has the form of integration been seriously examined; whether with the State of Hawaii (separate statehood presumably being ruled out by size) or with the Territory of Guam, which is itself a dependency. There is no indication that those who advocate integration have realized, much less accepted, the rapid Americanization that would be the consequence, and the effects this would have on Micronesian customs and way of life. It is taken for granted that Micronesians could retain their present exclusive rights over land. But this seems doubtful: the United States Constitution is unlikely to permit any discriminatory provisions on land tenure to Micronesians. Integration would surely mean that United States citizens in Micronesia would enjoy the same rights as would Micronesians in the mainland, including the right to buy land and establish businesses. None of this rules out integration, if the United States is agreeable, as a legitimate choice for the Territory in due course. It may well be that, after thinking about the matter, the Micronesians will conclude that any of these disadvantages are a price worth paying for the benefits of integration. The point is that at present they have not thought about it.

297. Nor has any thought been given to a range of possibilities wider than a simple either/or choice. The Mission found that people in the Territory assumed that their consideration was limited to only two alternatives: full independence or integration. But neither the General Assembly nor anyone else has so restricted the scope of self-determination. Provided the Administering Authority, or some other State, is willing to co-operate, there are other possibilities of reconciling the cleavage between self-government and self-reliance which is troubling many in the Territory—possibilities which may be summed up in the term free association. Free association is worthy of consideration together with the other alternatives if only because it offers a means whereby the people of Micronesia could co-exist alongside a larger State without absorption. As a freely associated State, Micronesia could have unfettered control of its own affairs, including whatever protection was desired for its land and customs, while ensuring the outside assistance without which it could not exist. And it would of course retain the right to opt for another status if it so desired.

298. Because the range of alternatives is neither complete nor well-considered, it must be conceded that the

conditions for self-determination do not yet exist. The United Nations is properly concerned that the act of self-determination should be exercised at the earliest possible moment. But this means the earliest possible moment consistent with a real choice, or else the whole purpose of self-determination is defeated. A special responsibility rests on the Trusteeship System to ensure that the choice is a considered one and not one which may later come to be questioned by the people themselves as hasty or inadequate. Self-determination now would come at the high point of dependence on United States aid. It would almost certainly result in a request for integration, either with the United States proper or with Guam. In the present state of the Territory's development this could not be a proper integration. It would amount in practice to a continuation of trusteeship by other means; that is, trusteeship without international supervision.

299. Intensive development has only just begun. Once it is under way the scope of Micronesian thinking will inevitably enlarge. As the people of the Territory become better educated and more self-confident, they will also become freer and bolder in their choice. The chief pre-condition of self-determination is a greater political maturity, and this applies to whatever alternative is ultimately chosen. To find every possible means of hastening this has been the Mission's consistent aim in this report. Serious debate on the future has not yet started, and it cannot effectively take place until a congress is established through whose discussions and decisions the future can begin to take shape. Hitherto, the present and the future have been dissociated in Micronesia, with the latter a cloudy and rather frightening abstraction. Political progress can bind the two together in an ordered path of development along which the people of Micronesia can advance with confidence to a status which will reflect their settled wishes.

300. In assisting this process, a heavy responsibility will fall on the Administering Authority. Its share in the preparations for self-determination is to keep the people of the Territory aware of all the potentialities that lie before them. A conscious effort will have to be made not to foreclose in practice any of the alternatives which are available in theory. The Administration has some obligation, for instance, in its training and educational policies not to orient people exclusively towards the United States, but also to bear in mind the need for solidarity and co-operation with other Pacific countries. In fostering Micronesian values it should encourage some sense of Micronesia's place as a Pacific country in its own right. But the real test of its intentions will be the breadth with which it approaches the development of political responsibility. If it is not prepared to grant budgetary autonomy then it is in effect restricting the choice to integration. If it is willing to concede full powers of appropriation to the congress of Micronesia, then it will open up the possibility of development into independence or a free association based on the full autonomy of Micronesia. If the Administering Authority can be both imaginative and generous in declaring that independence or full political autonomy need not mean a cessation of aid and if it can tell the people of Micronesia that they are free to choose whatever status they wish and that the United States will continue to stand beside them as a friend, then the congress of Micronesia could begin to examine a whole new set of possibilities. To ask this of the Administering Authority is to seek a bold step, though it is not an unprecedented



one. But the announcement of such a policy now, at the beginnings of the debate on the future, would transform the terms of the debate. And, as is usually the case with imaginative and generous gestures, it would be unlikely to diminish the esteem and gratitude of the people of Micronesia both before and after self-determination.

301. Then it will be possible to choose from a full range of alternatives. Only the Micronesian people can make this choice, and its nature will hinge on the kind of people they wish to be. Despite the far-reaching changes now under way, the Mission encountered few signs that people were asking themselves what sort of Micronesia they wanted; what cultural values, what aims, what sort of society should be created. Progress has become rapid but little if any serious thought seems yet to have been given the fundamental question of its direction; for instance, whether Micronesians prefer to develop into fully fledged Americans or whether there is a separate Micronesian personality worth fostering. The question must soon be asked by Micronesian representatives for on it depends the Territory's educational policy, the pattern of its economic development and finally the choice of a future status. It comes down to whether the people of the Territory have pride in themselves as a distinct entity; whether indeed there is a Micronesian conscious-

ness or merely a geographical expression. If this pride exists, then the Territory will choose some form of independent existence; if it does not—if its inhabitants do not think the concept of Micronesia worth retaining—then the economic benefits of joining another state will weigh more heavily.

302. The Mission's recommendations have all been in the direction of bringing Micronesia together and enhancing the sense of pride in being Micronesian. To that extent the Mission has indicated its belief that Micronesia has a unique identity which should be preserved, and the logic of its proposals may be felt to tend towards either independence or free association. But the Mission is not recommending any particular alternative. If the Micronesian people choose integration the proposals the Mission has made throughout this report still hold good; for they are aimed at increasing the pride, self-sufficiency and self-respect of the people of the Trust Territory and it is much better that a people should integrate from a position of confidence than because of dependence, because they feel that no other course is open to them. The essential point is not the particular course that is chosen. It is that the people of Micronesia should be able to choose it from alternatives that are real and with a self-knowledge that is thorough.



## ANNEXES

### ANNEX I

#### Written communications received by the Visiting Mission during its visit to the Trust Territory

NOTE: Under rule 84, paragraph 2, of the rules of procedure of the Trusteeship Council, the Visiting Mission decided that the following communications were intended for its own information.

I. Communications from the Third Regular Session of the Mariana Islands District Legislature presented to the Mission at its meeting with the Legislature in Saipan on 12 March 1964

(a)

1964 MARIANA ISLANDS DISTRICT LEGISLATURE  
THIRD REGULAR SESSION

Resolution No. 2-1964 Introduced by Hon. Juan Ch. Reyes, Saipan

A RESOLUTION RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS VISITING MISSION TO SEEK THE SOLUTION IN EXPEDITING THE COMPENSATION FOR WAR DAMAGES CLAIMS OF THE PEOPLE OF THE MARIANA ISLANDS DISTRICT, TRUST TERRITORY OF THE PACIFIC ISLANDS

Whereas, the emergence of the World War II had caused great hardship, destruction, and loss of properties and lives to the people of the Mariana Islands District, Trust Territory of the Pacific Islands; and

Whereas, the people of the Mariana Islands District neither desired nor caused the creation of World War II; and

Whereas, nearly twenty (20) years have elapsed since the end of the World War II and this is the fourth request from a duly constituted body and bodies and yet this claim remains outstanding; and

Whereas, it is the opinion of the people of the Mariana Islands District that this claim has not been given the proper interest and efforts toward solving it by the involved authorities;

Now therefore, be it resolved by the Mariana Islands District Legislature that the 1964 United Nations Visiting Mission be respectfully requested and memorialized to seek the solution of expediting the payment of War Damages Claims of the people of the Mariana Islands District, Trust Territory of the Pacific Islands.

Passed by the Mariana Islands District Legislature 4 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(b)

Resolution No. 22-1964 Introduced by Hon. Vicente N. Santos, Saipan  
Hon. Santiago B. Magofna, Saipan

RESOLUTION NO. 22-1964 RELATIVE TO RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS TRUSTEESHIP COUNCIL TO RECONSIDER THE PETITION UNDER RESOLUTION NO. 7, OF THE SAIPAN LEGISLATURE, RELATIVE TO THE REINTEGRATION OF THE

MARIANA ISLANDS, DIRECTLY UNDER THE DOCTRINE OF HUMAN RIGHTS, AND IN CONSONANCE WITH THE OBJECTIVE OF THE UNITED NATIONS POLICY IN THE INTERNATIONAL DECLARATION OF HUMAN RIGHTS

Whereas, pursuant to the petition by the people of the Mariana Islands as demonstrated in an island-wide plebiscite held during the years 1961 and again in 1963, and a plebiscite held in the other islands in the Mariana group, were and are still desirous to be reintegrated, restored and reinstated back to their former status as one people who are the actual inhabitants of the Mariana Islands; and

Whereas, with no intention directly or indirectly or under any other circumstances should be regarded as to imply racial discrimination towards the people of the other islands of the Pacific Trust Territory; and

Whereas, in the course of human events and the inevitability of social, political and economic affinity, and by virtue of the natural pursuit of life and happiness, the inhabitants of the Mariana group who are called Chamorros, were of Guamanian descendants who are entirely similar in culture, in language, and in customs, and thereby could prosper by such union thereto; and

Whereas, to become one people and one country among such mixed races who are entirely dissimilar, the Chamorro race by reason of minority will undoubtedly cause to suffer the inconveniences attendant in the conglomeration of races with marked differences culturally, politically and socially; and

Whereas, that it is cognizant before the people of the world, how this great world Organization, the United Nations, on many occasions have demonstrated the deepest respects for other people on the basis of their objectives, and it is also one of their fundamental principles, to be always prepared to support and to defend the rights of other people, hence, our fundamental rights are basically implied upon these objectives; and

Whereas, that this general thesis can be extended exclusively to the effect of this resolution and not to be construed under any such determination to reflect the cause towards the direct course of American citizenship only;

Now, therefore, be it resolved by the Mariana Islands District Legislature that this petition be once more forwarded to the United Nations Trusteeship Council for their immediate attention on the basis of the United Nations objective on International Declaration of Human Rights, and self-determination for their utmost consideration of the pleas by the Chamorros who have long suffered the torments of international discrepancies which today amply reflect in the backwardness of the people and in the retarded growth of the elements of life of the people in the other islands within the Mariana group, a grave mistake not of their own making, and also for the

reconsideration to revive the objectives of Resolution No. 7, on the basis of the thesis herein contained.

*Passed by the Mariana Islands District Legislature 10 February 1964.*

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(c)

Resolution No. 30-1964 Introduced by Hon. Juan Ch. Reyes, Saipan

RESOLUTION NO. 30-1964 RELATIVE TO RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS TRUSTEESHIP COUNCIL TO ENCOURAGE THE UNITED STATES GOVERNMENT WHO ADMINISTERS THE PACIFIC TRUST TERRITORY ISLANDS TO ADOPT AND ESTABLISH TRIAL BY JURY SYSTEM IN THE COURTS OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS

Whereas, advancing political, social, economic and educational progress in the Trust Territory necessitates to adjust certain systems throughout the Territory; and

Whereas, in the interest of modern thinking and modern systems in utilizing to the fullest extent the administration of justice, it is only timely, judicious and most appropriate to adopt a jury system in our courts similar to the one adopted and in use in the United States courts; and

Now, therefore, be it resolved by the Mariana Islands District Legislature that on behalf of the people of the Mariana Islands District, we are respectfully requesting and memorializing the United Nations Trusteeship Council to encourage the United States Government to adopt and establish a jury system in the courts of the Trust Territory of the Pacific Islands; and

Be it further resolved that the President certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the President of the United Nations Trusteeship Council, the 1964 United Nations Visiting Mission to the Pacific Trust Territory, the Honorable E. P. Furber, Chief Justice of the Trust Territory of the Pacific Islands, the High Commissioner of the Trust Territory, and the Secretary of the Department of the Interior, United States Government.

*Passed by the Mariana Islands District Legislature 10 February 1964.*

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(d)

Resolution No. 32-1964 Introduced by Hon. Vicente N. Santos, Saipan

RESOLUTION NO. 32-1964 REQUESTING AND MEMORIALIZING THE UNITED NATIONS VISITING MISSION TO USE ITS GOOD OFFICES IN SEEKING THE UPWARD REVISION OF THE MINIMUM WAGE SCALE IN THE MARIANA ISLANDS DISTRICT

Whereas, there continues the same problem of low scale of wages in the Mariana Islands District; and

Whereas, the economic system of the Mariana Islands District is based chiefly upon employment with low scale of wages; and

Whereas, the continued high cost of living demands immediate revision of the minimum wage scale, especially for the Mariana Islands District; and

Whereas, with the increase of \$0.50 minimum wage scale per hour, as requested in Resolution No. 11-1964 of the Mariana Islands District Legislature to the High Commissioner would, at least, help to improve the present living condition of the population in this district;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the United Nations Visiting Mission takes due

consideration in the upward revision of the minimum wage scale for the Mariana Islands District.

*Passed by the Mariana Islands District Legislature 10 February 1964.*

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(e)

Resolution No. 34-1964 Introduced by Hon. Benjamin T. Manglona, Rota

RESOLUTION NO. 34-1964 RELATIVE TO RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS TRUSTEESHIP COUNCIL TO PROVIDE MORE UNITED NATIONS SCHOLARSHIP AND FELLOWSHIP FOR MICRONESIANS IN THE PROFESSIONAL AND TECHNICAL FIELDS

Whereas, the primary aim of the Administering Authority in the Trust Territory is to prepare the inhabitants to achieve independence or self-government, by promoting the political, social, economical and educational advancement; and

Whereas, article 6, paragraph 4, of the Trusteeship Agreement stated that: "The Administering Authority shall promote the educational advancement of the inhabitants, and to this end shall take steps toward the establishment of a general system of elementary education, facilitate the vocational and cultural advancement of the population; and shall encourage qualified students to pursue higher education including training on the professional level"; and

Whereas, to expedite the attachment of their objectives for the people of Micronesia, it is essential that more United Nations Scholarship and Fellowship be given to the people; and

Whereas, the education is an important factor in its prerequisite to this objective;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the 1964 United Nations Visiting Mission be respectfully requested to provide more United Nations Scholarship and Fellowship for Micronesian citizens in the professional and technical fields.

*Passed by the Mariana Islands District Legislature 10 February 1964.*

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(f)

Resolution No. 35-1964 Introduced by: Committee of the Whole

RESOLUTION NO. 35-1964 REQUESTING THE 1964 UNITED NATIONS VISITING MISSION OF THE TRUSTEESHIP COUNCIL TO LOOK INTO THE LIFTING AND RELAXING OF SECURITY CLEARANCE TO ALLOW TOURISTS IN THE MARIANA ISLANDS DISTRICT

Whereas, by and with the term of Agreement set forth in the Trusteeship system, provision as agreed by the Security Council and the United States of America, it stipulates that the Administering Authority has the discretionary power of declaring the Trust Territory of the Pacific Islands or portion thereof as closed in strategic areas; and

Whereas, a potential source of income that would derive from tourism is promising but that outsiders have to obtain prior clearance before entering, which requirement is discouraging for tourist development; and

Whereas, throughout the Trust Territory, there are numerous historical sites of attraction which are of interest to the incoming tourists;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the United Nations Trusteeship Council be requested and memorialized to ensure the lifting and relaxing of the security clearance to allow freely tourists regardless of any national in the Trust Territory of the Pacific Islands.

Passed by the Mariana Islands District Legislature 10 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(g)

Resolution No. 36-1964 Introduced by: Committee of the Whole

RESOLUTION NO. 36-1964 RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS TRUSTEESHIP COUNCIL TO REMOVE CERTAIN SECURITY RESTRICTIONS AND OPEN THE MARIANA ISLANDS DISTRICT PORTS FOR NON-COMMUNISTIC OKINAWAN AND JAPANESE COMMERCIAL VESSELS FOR FOSTERING TRADE

Whereas, commercial trade is an important key to economic development; and

Whereas, the economic development is indispensable for improving standards of living and promotion of educational, political and social aspects; and

Whereas, the people of the Mariana Islands District do import and consume a considerable amount of goods from Japan; and

Whereas, commercial trade can cause incentives in improving agriculture and fishing exports; and

Whereas, the geographical closeness of the Mariana Islands to Japan and Okinawa is of great importance in commercial trade; and

Whereas, the people of the Mariana Islands District are used to, and familiar with many commodities and goods manufactured in Japan; and

Whereas, Japan needs a number of items produced in the Mariana Islands District;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the United Nations Trusteeship Council be respectfully requested to remove certain security restrictions and to open the ports in the Mariana Islands District for non-communistic Japanese and Okinawan commercial vessels for fostering trade.

Passed by the Mariana Islands District Legislature 10 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(h)

Resolution No. 37-1964 Introduced by Hon. Juan Ch. Reyes, Saipan

RESOLUTION NO. 37-1964 RELATIVE TO RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS TRUSTEESHIP COUNCIL TO EXERCISE ITS GOOD OFFICES IN ASSISTING IN THE RELAXATION OF IMMIGRATION LAWS AFFECTING ENTRY OF TRUST TERRITORY CITIZENS TO THE CONTINENTAL UNITED STATES OR ITS TERRITORIES

Whereas, by an Act of the United States Congress in the year 1962, the President of the United States has approved the lifting of visa and passport requirements for travelling to the Continental United States or its territories; and

Whereas, the demand for passports and other official travelling documents have caused delays, discomforts and inconveniences on the part of the concerned; and

Whereas, it is strongly felt the relaxing of the existing strict restrictions of immigration policy will, to an extent, progress the economic, political, social and educational status of the inhabitants of the Pacific trust islands;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the United Nations Trusteeship Council be respectfully requested and memorialized to exercise its good offices in assisting in the relaxation of immigration laws affecting entry of Trust Territory citizens to the Continental United States or its territories; and

Be it further resolved that the President certify to and the Legislative Secretary attest the adoption hereof, and that copies of same be thereafter transmitted to the President of the United Nations Trusteeship Council; President, United States Senate; Speaker, United States House of Representatives; United States Department of the Interior; and to the High Commissioner of the Trust Territory of the Pacific Islands.

Passed by the Mariana Islands District Legislature 10 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(i)

Resolution No. 38-1964 Introduced by Hon. Benusto R. Kaipat, Saipan

RESOLUTION NO. 38-1964 RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS VISITING MISSION FOR CONDUCTION OF SCIENTIFIC RESEARCH BY THE UNITED NATIONS SCIENTIFIC COMMITTEE ON THE DOSES, EFFECTS AND SOLUTIONS OF ATMOSPHERIC POLLUTION BY RADIOACTIVE ELEMENTS WITHIN THE TRUST TERRITORY OF THE PACIFIC ISLANDS AND ABOUT THE PACIFIC BASIN

Whereas, the four (4) nuclear power nations, namely: United States, Union of Soviet Socialist Republics, United Kingdom and France have been conducting nuclear testing in various geographical locations throughout the world in the remote and recent past; and

Whereas, the United Nations Scientific Committee on the Effect of Atomic Radiation reported that genetic damage may follow any dose of radiation, and warned of the danger of further increase; and

Whereas, detonation of such bombs has immediate effects, and that nuclear radiation is only 10 per cent casualties compared to 90 per cent delayed effect by fall-outs alone; and

Whereas, lethal dose is designated as L-D50-30 (45r), and that the higher doses are known to cause effects on central nervous system, gastro-intestinal syndrome, bone marrow and blood cells depression, epilation, cataracts, lymph node atrophy and deaths; and

Whereas, the majority people in the Pacific Trust Territory are using and consuming rain water in everyday life, despite the fact that certain radioactive substances (strontium 90, etc.) is known to be present in the ionosphere, stratosphere and atmosphere for months and years after the detonation of such nuclear bombs;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the United Nations Visiting Mission be respectfully requested and memorialized for conduction of scientific research by the United Nations Scientific Committee on the doses, effects and solutions of atmospheric pollution by radioactive elements within the Trust Territory of the Pacific Islands and about the Pacific Basin.

Passed by the Mariana Islands District Legislature 10 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(j)

Resolution No. 39-1964 Introduced by Hon. Benusto R. Kaipat, Saipan

RESOLUTION NO. 39-1964 RESPECTFULLY REQUESTING THE UNITED NATIONS TRUSTEESHIP COUNCIL TO ASSIST AND EXPEDITE THE TRANSFORMATION OF PRESENT COUNCIL OF MICRONESIA INTO A FULLY BONA-FIDE TERRITORIAL LEGISLATURE BY THE YEAR 1965, AND TRANSFERRING TO IT ALL THE NECESSARY RESPONSIBILITY AND POWERS OF LEGISLATURE

Whereas, the existing legislative structures of local municipal and District-wide legislative bodies have gained certain political autonomy which is indicative of the progress and the political evolution of Micronesia; and

Whereas, it is only appropriate and traditionally an accepted political theory that a higher legislative body representing the entire Micronesia is an absolute importance in the advancement exercise of greater political autonomy; and

Whereas, the eventual transformation of the present Council of Micronesia into a bona-fide legislative body with vested powers of a bona-fide law-making body is inevitable; and

Whereas, according to a provision in Chapter XII, article 76b, of the International Trusteeship System, stated that:

"To promote the political, economic, social, and educational advancement of the inhabitants of the Trust Territory, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the people concerned, and as may be provided by the terms of each Trusteeship Agreement"; and

Whereas, the Municipal and District Legislatures are virtually limited in the sphere of legislative powers, and the proposed creation of territorial legislature, fully competent with powers of legislation would promote and expedite our objective of self-government in the near future;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the Trusteeship Council be respectfully requested to ensure transformation of the present Council of Micronesia into a fully competent Territorial Legislature by the year 1965, and transferring to it all the necessary responsibility and power of legislation.

Passed by the Mariana Islands District Legislature 10 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(k)

Resolution No. 40-1964 Introduced by Hon. Benusto R. Kaipat, Saipan

RESOLUTION NO. 40-1964 RESPECTFULLY REQUESTING THE TRUSTEESHIP COUNCIL TO ACCELERATE A TERRITORIAL-WIDE DISSEMINATION OF INFORMATION ABOUT THE UNITED NATIONS, THE INTERNATIONAL TRUSTEESHIP SYSTEM AND RECORDS OF THE CURRENT MEETINGS OF THE TRUSTEESHIP COUNCIL

Whereas, in order to achieve our goal as set forth in the objectives of the Trusteeship System, a continuous source of territorial-wide dissemination of information about the activities concerning the United Nations, the International Trusteeship System, and records of the current meetings of the Trusteeship Council are indispensable; and

Whereas, such informations are stimulant to our sense of imagination, judgement and concentration; the information of such nature is an educational and also a media to promote consciousness about our own problems and the world-wide activities; and

Whereas, territorial-wide circulation of such information will promote better understanding, consciousness of unity, and better progress in social, economic, political and educational status in the Trust Territory of the Pacific Islands;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the United Nations Trusteeship Council be respectfully requested to cause an acceleration of territorial-wide dissemination of information about the United Nations, the International Trusteeship System, and records of the current meetings of the Trusteeship Council.

Passed by the Mariana Islands District Legislature 10 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(l)

Resolution No. 41-1964

Introduced by Hon. Roman M. Manglona, Rota

RESOLUTION NO. 41-1964 RELATIVE TO RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS TRUSTEESHIP COUNCIL TO URGE THE ADMINISTERING AUTHORITY TO LIMIT THE TERM IN OFFICE OF ALL UNITED STATES CIVIL SERVICE KEY PERSONNEL IN THE TRUST TERRITORY GOVERNMENT

Whereas, Chapter XII, International Trusteeship System, article 76b, provides: "To promote the political, economic, social and educational advancements of the inhabitants of the Trust Territory and their progressive development toward self-government or independence"; and

Whereas, there are considerable number of key personnel in the Government of the Trust Territory who are not citizens or inhabitants of this Territory and who served many years under one capacity; and

Whereas, it is believed and felt that it would be to the best interest and advantage to the people of Micronesia if such key personnel tour of duty be limited to four (4) years in the Trust Territory since this would subsequently be handled by some of our well-trained, educated and qualified Micronesian personnel, which is in line with the principles and objectives of the Trusteeship Agreement; and

Whereas, such recommendation shall not be construed or implied that key personnel mentioned hereinbefore are not dedicated career officials to the good cause of the Trust Territory;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the United Nations Trusteeship Council be respectfully requested and memorialized to urge the Administering Authority to limit the term of office to United States Civil Service key personnel in the Trust Territory.

Passed by the Mariana Islands District Legislature 10 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

(m)

Resolution No. 42-1964

Introduced by Hon. Melchor S. Mendiola, Rota

RESOLUTION NO. 42-1964 RESPECTFULLY REQUESTING AND MEMORIALIZING THE TRUSTEESHIP COUNCIL TO ENSURE THAT THE CONCLUSIONS AND RECOMMENDATIONS OF ALL MEASURES PRESENTED TO THE UNITED NATIONS VISITING MISSION IN THE PACIFIC TRUST TERRITORY BE DISTRIBUTED TO THE RESPECTIVE DISTRICT LEGISLATIVE BODY

Whereas, the recommendations of the Trusteeship Council, pertinent to the measures aforementioned in the said title of this resolution, is most educational and the best guide to individual legislators throughout the Trust Territory to be well conscious of respective District problems and solutions to such problems; and

Whereas, the Municipal and District Legislatures within the Trust Territory of the Pacific Islands are all together striving to promote the social, economic, political and educational standards and seeking to expedite the final goal as set forth in the provisions of Chapter XII, article 76, sub-paragraph "b", Trusteeship Agreement;

Now, therefore, be it resolved by the Mariana Islands District Legislature that the Trusteeship Council be respectfully requested and memorialized to ensure that the conclusions and recommendations of all measures presented to the United Nations Visiting Mission be distributed to the respective District Legislative body.

Passed by the Mariana Islands District Legislature 10 February 1964.

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

Resolution No.  
46-1964

Introduced by Hon. Olympio T. Borja,  
Saipan

RESOLUTION NO. 46-1964 RELATIVE TO OFFICIALLY EXPRESSING THE VIEWS OF THE MARIANA ISLANDS DISTRICT LEGISLATURE IN ENDORSING THE UNICAMERAL SYSTEM FOR THE PROPOSED CREATION OF A TERRITORIAL-WIDE LEGISLATURE

*Whereas*, it is the commonly accepted theory in legislative process that the creation of a legislative body must be a realistic, practical one that will provide expediency and efficiency; and

*Whereas*, on two occasions, the Council of Micronesia, by majority vote, favoured a bicameral body for the proposed Congress of Micronesia; and

*Whereas*, the delegations of Mariana Islands and Truk Districts have objectively and intelligently pointed out in the two sessions of the Council of Micronesia that a unicameral is and will best suit the legislative process of Micronesia; and

*Whereas*, the people of the Mariana Islands District have come to believe that in choosing the system and composition of a legislative body for Micronesia the traditional feelings of preserving the tribal chieftain system and the emotional ties that the class of nobility be upheld should be secondary to the concept that a law-making body for Micronesia should be created objectively, expediently and efficiently rather than to counsel the class of nobility in the other districts of the territory; and

*Whereas*, the views of the Mariana Islands District Legislature and the people shall not be construed as an inference of a discriminatory nature or a repugnance to other ethnic or cultural groups in the Trust Territory; and

*Whereas*, a bicameral system is accepted in many parts of the world for reasons of tradition and a compromise between the noble class and the mass, but one which is impractical for Micronesia; and

*Whereas*, the members of the Mariana Islands District Legislature firmly believe that a unicameral body is the best system of a legislature for Micronesia, one that is realistic, practical and which will function with effectiveness, expediency and efficiency;

*Now, therefore, be it resolved* by the Mariana Islands District Legislature that it officially endorses, and supports that the proposed creation of a Territorial-wide Legislature be a unicameral in the best interest of the inhabitants of the Territory.

*Passed by the Mariana Islands District Legislature 12 February 1964.*

(Signed) Olympio T. BORJA  
President

(Signed) Herman Q. GUERRERO  
Secretary

II. Communication dated 10 February from Mr. Jose C. Tenorio, President of Saipan District Chamber of Commerce, and nine others, Saipan

To the United Nations Visiting Mission

Your Excellencies:

We, the undersigned citizens and residents of the Trust Territory of the Pacific Islands, present herewith our petition for a redress or correction of grievances pursuant to Section I, Bill of Rights of the Trust Territory Code.

It is our belief that it is the intent of the United Nations, of the trusteeship agreement and of the United States Congress to protect the citizens of the Trust Territory and over a period to guide and assist these people not only to self-government but also towards economic self-sufficiency.

In order to accomplish this purpose restrictions have been placed upon not only the immigration of non-citizens, their ownership and control of land, but also upon the operation and control of businesses within the Trust Territory by non-citizens.

We believe that, if not the letter of this intent, the spirit of it precludes circumvention and indirect economic infiltration. We believe that one of the main purposes is to prevent non-citizens, having access to vastly greater resources and frequently being pos-

sessed of far wider training and business experience, from securing economic domination within the Trust Territory and monopolizing trades, particularly retail trades and the distribution of essential goods.

We believe it to be contrary to the intent of the United Nations that any group either local or non-citizen should be enabled to secure such an economic domination in the Trust Territory or in any part of the Trust Territory that, through economic coercion and vast resources, monopolistic control of the economy and the exclusion of local competition can be accomplished.

Here in Saipan, we believe such a condition exists and that unless corrected it will in a brief period of time lead to an effective monopoly of not only the retail but also the wholesale trade. We also fear that if unchecked it will also spread to other areas of the Trust Territory.

We believe that the creation and operation of the Saipan Business Establishment known as the Town House, not only violate these basic principles but also have been through the evasion of our law and through various subterfuges.

We believe that this business is not only dominated and controlled by the Town House of Guam, a corporation either an affiliate or subsidiary of J and G Enterprises, but actually owned by such corporation. That the manager and alleged part-owner are not operating a business here in accordance with our law but that, under the guise of his wife's ownership, this non-citizen corporation is without proper legal authority conducting this business. That the alleged owners are mere employees.

That by price differentials, including selling merchandise at retail on Saipan at the same price as local merchants can obtain the same wholesale on Guam before payment on freight and port charges, there is demonstrated an attempt to secure a monopoly and drive the local merchants out of business.

That these practices will tend to exclude all other wholesalers not only in Guam but elsewhere from the local market.

We believe that this business has not secured the requisite permission from the High Commissioner and thus is being conducted illegally.

Our fear is that unless checked this will lead to complete economic domination of the economy of Saipan and eventually of the entire Trust Territory.

We invite attention to the fact that J and G Enterprises and their affiliates are not only engaged in operating a department store on Guam but also include a construction company, a furniture business, a wholesale and retail food business, an automobile business and a shipping company.

We request that an investigation be held into the true facts of this business, its actual ownership and control, whether it violates the Code of the Trust Territory and whether or not it is an incipient monopoly aiming at the exclusion and destruction of all competition. We seek in accordance with the intent and purposes of the trusteeship your assistance in obtaining a full investigation and appropriate redress.

Chalan Kanoa, Saipan. 10th day of February, 1964

(Signed)  
Jose C. TENORIO  
President, Saipan  
District Chamber of Commerce  
Juan S. N. PANGELINAN  
Businessman and  
member Chamber of Commerce  
Juan S. VILLAGOMEZ  
Businessman and  
member Chamber of Commerce  
Maria S. TENORIO  
Businesswoman,  
member Chamber of Commerce  
Pedro P. TENORIO  
Manager, Saipan  
Shipping Company

Respectfully submitted,  
(Signed)  
Manuel S. VILLAGOMEZ  
Businessman and  
member Chamber of Commerce  
Herman R. GUERRERO  
Businessman and  
member Chamber of Commerce  
Carmen L. G. BORJA  
Businesswoman,  
member Chamber of Commerce  
Jose R. CRUZ  
Editor and Publisher,  
Saipan Free Press  
Jose A. TENORIO  
District Public Defender and  
member Chamber of Commerce



III. Communication from Mr. Jose C. Tenorio, Importer and Exporter, and seven others handed to the Chairman of the Mission at the public meeting in Saipan on 11 February 1964

TRUST TERRITORY OF THE PACIFIC ISLANDS  
SAIPAN, MARIANA ISLANDS

To Chairman and Member Delegates of the United Nations Visiting Mission

Your Excellencies:

We would like to take this opportunity to direct the attention of the members of this august body to specific matters certainly within their competency; if not as delegates to the United Nations at least as officials of their respective countries.

We are well aware of the sanctity of contract and of the prohibition against governmental interference with legitimate business practices; however, it seems to us that sincerity demands more than lip-service from our United Nations protectors.

If individual members of this esteemed delegation are unwilling to assist us in the correction of the specific grievances I will point out later, then all is merely verbal dissonance; all sound and fury. We do not appreciate being considered as helpless sources of easy dollars by the high-riding franchise-holders in Guam. We would enjoin the members of this delegation to assist us in breaking the franchise system, particularly in New Zealand and Australia, our nearest supplier, thus enabling us to deal directly with the sources of supply.

As you all know, a sizable portion of our foodstuffs are imported from abroad, and that in general, Micronesian wages are low. For these two significant reasons, we are rather concerned and disheartened by the fact that merchants in Guam enjoy exclusive franchise rights on nearly all essential commodities vitally necessary for our daily sustenance. We see no justifications for the Guam businessmen to control, or dictate the movement of commodities within the Trust Territory of the Pacific Islands. Politically, we are a separate entity; economically, we are far below their (Guam) economic standard. The gains enjoyed by the Guam merchants of 3 to 4 per cent in commissions paid by the Saipanese customers can well be applied to reduce the cost of living in Micronesia instead.

To further illustrate our point, we submit the following:

1. The Australian rice (the most important single imported staple in the Trust Territory), which is priced the lowest in today's world market, is unavailable directly from its source of supply, because a middleman in Guam has this right.
2. Australian and New Zealand meat, a necessary food for the people of Northern Marianas, is likewise unavailable to the Micronesian directly from its source of supply, because of an exclusive franchise-holder in Guam.
3. Australian sugar—same as above.
4. Milk, another very important ingredient for the health and growth of our youths, is obtainable only after giving so much commission to the merchants in Guam.
5. Laundry soap is similarly treated as above.

In view of the above, we hereby solicit your earnest assistance in rectifying this unjust practice existing in our midst. Briefly, we stress this to be in view of:

1. Vastly unequal individual earning and purchasing power between an average Guam citizen and an average Trust Territory citizen.
2. Different political status of the two areas.
3. Inequality further expressed by a lesser-populated area (Guam) imposing its franchise rights over a greater-populated area (Trust Territory).

We look forward to your early deliverance and a satisfactory solution to one of our many pressing problems.

(Signed) Jose C. TENORIO  
Importer and Exporter

Maria S. TENORIO  
Retailers

Juan S. N. PANGELINAN  
Retailers

Herman R. GUERRERO  
Retail Enterprise

(Signed) Manuel S. VILLAGOMEZ  
Importer and Exporter

Carmen L. G. BORJA  
Retailers

Juan S. VILLAGOMEZ  
Retailers

Toruato B. TUDELA  
Retail Enterprise

ANNEX II

War damage claims: letter dated 26 March 1964 from the  
United States Representative on the Trusteeship Council  
to the Chairman of the Visiting Mission

Dear Mr. Ambassador:

I hope that you had a very successful visit to the Trust Territory of the Pacific Islands and I look forward to hearing of your experiences in the near future.

May I call to your attention that during the discussions between the Visiting Mission and the Administering Authority in Washington on 31 January, the Visiting Mission drew the Administering Authority's attention to a passage in a private post-war economic survey of Micronesia conducted in 1946 before the Trusteeship Agreement entered into force. (Although the passage reproduced in the report of the 1961 Visiting Mission, T/1582, p. 38, was foot-noted as coming from *Planning Micronesia's Future* edited by Douglas L. Oliver, Harvard, 1951, it originally appeared on pages 64-65 of *Summary of Findings and Recommendations*, volume 1, *Economic Survey of Micronesia*, United States Commercial Company, Honolulu, 1946.) That survey categorized Micronesian war damage claims as follows:

(a) Claims against Japan "for losses sustained as a result of actions which violated the League Mandate";

(b) Claims against the United States "for losses sustained as a result of United States actions committed in violation of the laws of war"; and

(c) Claims against the United States "for losses sustained as a result of United States actions after the time of securing of the areas".

The Administering Authority wishes to point out that this categorization is inaccurate and misleading. In the view of the United States Government, there are no legitimate claims which fall in category (b).

With respect to category (a), claims against Japan for losses sustained as a result of actions which violated the League mandate are the subject of negotiation with Japan. The United States believes that any legitimate claims of Trust Territory citizens for compensation for injuries occasioned as a result of military operations during World War II fall within category (a).

Category (c) refers to the taking of lands by the United States. The United States has always recognized its obligation to compensate Micronesians for lands taken. Funds were appropriated for this purpose in 1951 and since that time approximately \$1,800,000 has been paid to Micronesians. The United States informed the Visiting Mission on 31 January that it anticipated the settlement of the last of the major land claims, the Kwajalein claims, within a short period of time. That settlement was made on 12 February.

Sincerely yours,  
(Signed) Sidney R. YATES

# **Recommendation of the Council of Micronesia, Special Session, March 1963**

## *Recommendation 3-1963*

The Council of Micronesia recommends to the High Commissioner that the planned Territorial legislature be established on the following basis:

### 1. Name—Congress of Micronesia

(a) This area is well known as Micronesia. The term Micronesia was originally used as an anthropological term, but now it has become a term used in a political sense.

(b) Micronesia is a lasting term, that is, some day in the future the terms *Trust Territory* or *Territory* may cease to be used because of a change in the political status of the area. Regardless of change this area will always remain Micronesia.

(c) Congress rather than Legislature—It is expected that eventually, the District Congresses will be referred to as District Legislatures, thus the Territorial body will be properly referred to as Congress; something like the existing terminologies in a federation such as the United States where there exists a United States Congress and state legislatures.

(d) The term Congress is appropriate also because there will be two houses.

### 2. Type—Bicameral

(a) District interests will be better protected by having two houses; it will slow down the legislative process and thereby make for more carefully considered laws.

(b) Good features of the several Micronesian cultures will be better protected.

(c) A bicameral type of body is believed to be the kind that can create, at this early stage of development, a favourable atmosphere for continuous growth and development and make for a smoother transition to the type of political body considered superior by modern political scientists.

3. The Congress of Micronesia will consist of two houses, the House of Delegates, which will be composed of two representatives from each district, and the Assembly, with representatives apportioned on a population basis.

### 4. Apportionment of Legislators, size of body

	Assembly	House of Delegates
Marshallis . . . . .	3	2
Marianas . . . . .	2	2
Ponape . . . . .	3	2
Truk . . . . .	4	2
Yap . . . . .	2	2
Palau . . . . .	2	2
	<hr/> 16	<hr/> 12

### 5. Term of office

(a) House of Delegates—Term will be 4 years—(1) A term of 4 years will provide an opportunity for legislators to learn the responsibilities of their mission. (2) It will give the legislators a feeling of security and thus help them do a better job.

(b) Assembly—Term will be 2 years. (1) Give wider participation. Term of 2 years will also have the effect of keeping the legislators responsible, especially when realizing that their re-elections depend considerably on their performance and good record.

(c) By having a term of 2 years and the tenure of the office somewhat short and dependent on the people, it will have a screening effect and only sincere, devoted people of genuine interest in the well-being of the people will run for the office.

(d) Selection of candidates—A system of elections will be established which will be flexible to suit each district.

### 6. Reapportionment

Reapportionment of the Assembly shall take place in 1970 and every ten (10) years thereafter. Regardless of population change, no district shall have fewer than two legislators.

### 7. Qualifications of Legislators

(a) Delegates: 30 years of age; at least 7 years a citizen of the Trust Territory of the Pacific Islands and at least 1 year *bona fide* resident of his district at time of his election.

(b) Assemblymen: 25 years of age; at least 5 years citizen of the Trust Territory of the Pacific Islands and a *bona fide* resident of his district at time of his election.

### 8. Holding other offices

Individuals in staff positions with the Administering Authority on Territorial and District levels as well as the Judiciary may not hold office in the Congress.

### 9. Vacancies

Replacement of vacancies will be by District Administrator's appointment.

### 10. Impeachment

This will be a power of the Congress.

### 11. Communications

High Commissioner may transmit messages and communications to the Congress.

### 12. Sessions

Sessions: Will be twice a year, as follows:

(a) Regular session to be held at the seat of Trust Territory Government. This session will be on the first Tuesday in February.

(b) Travelling session. This is for the benefit of the people in the districts. Meeting on first Tuesday in August, beginning with Marshalls, Ponape, Truk, Yap, Palau and Marianas.

### 13. Special session

High Commissioner may call special sessions.

### 14. Oath

One will be required.

### 15. Rules of procedure

These will be adopted by both houses.

### 16. Quorum

Three-quarters of elected members for both houses.

### 17. Enacting clause

"Be it enacted by the ———, that", etc.

### 18. Title of measures

Bills and Resolutions.

### 19. Passage of Bills

Bills shall go to the High Commissioner for approval. He must disapprove within 20 days (including Sundays and Holidays) from the time of receipt; if not, the bill will become law. If he disapproves he shall return it with his objections and both houses may by a two-thirds vote resubmit it. If he does not approve it, he must within 15 days submit it to the Secretary of Interior. The Secretary of Interior must take action within 90 days of its receipt by him, otherwise it shall become law.

### 20. Journal of Proceedings

The Congress shall publish one.

## 21. *Immunity of Legislators*

Immunity is necessary. It is to enable Legislators to debate issues without the threat of legal suit for statements made during sessions, and also to be free from arrest while going to and from sessions.

## 22. *Taxing power*

The Congress shall have the power to provide by law for the levy of taxes.

## 23. *Appropriation power*

The Congress shall have the power to appropriate funds.

## 24. *Amendments*

If this body is established by charter it can be amended by the Secretary of Interior on his own initiative or by a two-thirds vote of each house of Congress and High Commissioner's approval.

## 25. *Power to investigate, hold hearings, and subpoena witnesses*

These are customary incidents of legislative authority and are essential to proper functioning.

## 26. *Sessions*

These will be public.

## 27. *Qualifications of Members*

Congress shall be the judge of the qualifications of its members.

## 28. *Compensation*

Compensation shall be as provided by law.

## 29. *Budget*

The High Commissioner shall submit the Trust Territory budget to the body for review and recommendations. Advice of the Con-

gress will be valuable to the High Commissioner and will develop Congress familiarity and experience in fiscal matters.

## 30. *Item veto*

To avoid vetoing an entire bill because of one or more unacceptable items. The High Commissioner shall have item veto power on appropriation measures.

## 31. *Officers*

### (a) *House of Delegates*

President

Vice-President

### (b) *Assembly*

Speaker

Vice-Speaker

## 32. *Employees*

Full time clerical employees will be necessary.

## 33. *Official language*

English will be the preferred language.

## 34. *Laws*

Laws enacted by the Congress shall become part of the Trust Territory Code. The Congress shall have the power to amend or repeal provisions of the Trust Territory Code.

35. At the end of its first year of existence and if necessary at each regular session thereafter the nature of this body—that is whether it be bicameral or unicameral—shall be studied by the Assembly, and at its recommendation and the concurrence of the High Commissioner the body shall be then converted into a unicameral one.

# ANNEX IV

## Charter of the Truk District Legislature

### *Preamble*

Whereas, the Truk District Congress was established under the provision of a Charter granted 9 August 1957 by the High Commissioner of the Trust Territory of the Pacific Islands, in order to provide a representative legislative body for the people of Truk District, and

Whereas, the elected representative of the people of Truk District, meeting as the Truk District Congress pursuant to the term of that Charter, on 7 August 1963 by two-third majority vote requested that the existing Charter be replaced by a revised one, provision of which they recommended;

Now, therefore, I, M. W. Goding, High Commissioner of the Trust Territory of the Pacific Islands, hereby rescind the Charter of 9 August 1957, and grant to the people of Truk District this present Charter, giving them the right, in accordance with its provision, to participate, through the Truk District Legislature in the government of Truk District. The Truk District Legislature is the successor in all respects and in every way, and in accordance with this Charter, to the Truk District Congress.

### *Article I*

Section 1. The legislative powers of Truk District herein granted by the High Commissioner of the Trust Territory of the Pacific Islands shall be vested in a single house to be known as the Truk District Legislature.

Section 2. The Truk District Legislature, hereinafter referred to as the Legislature, shall be composed of twenty-seven legislators elected every two years by the electors of Truk District.

### *Article II*

Section 1. There shall be fifteen electoral precincts, as follows: Number 1. Namonouito (Ulul, Magur, Ono, Onari and Pisarach); Number 2. Ta and Satawan; Number 3. Tol and Fala Beguets; Number 4. Lukunor and Oneop; Number 5. Namoluk; Number 6. Udot, Ramonum and Eot; Number 7. Moch, Kuttu and Ettal; Number 8. Uman; Number 9. Manwunpattiu (Pulap, Tamatam, Puluwat and Pulusuk); Number 10. Lukeisel (Nama, Losap and Pis); Number 11. Fefan, Parcun and Tsis; Number 12. Polle, Patta and Wonei; Number 13. Dublon; Number 14. Moen; Number 15. Namwin Pafeng (Ruo, Murilo, Fananu and Nomwin). Apportionment of legislators shall be as follows: Precincts 1, 2, 4, 5, 7, 9 and 15 shall elect one member. Precincts 8, 6, 10 and 13 shall each elect two members. Precincts 3 and 11 shall each elect three members. Precinct 14 shall elect four members.

Section 2. Reapportionment on a population basis shall take place every ten years, beginning in 1970. Regardless of population change, each precinct shall be entitled to have at least one legislator.

Section 3. To be eligible for election or appointment, a person must be a citizen of the Trust Territory of the Pacific Islands; have resided in Truk District for a three-year period immediately preceding his election; be a resident of his electoral precinct for a period of not less than one year immediately preceding his election; be twenty-three years of age or over; and never have been convicted of a felony.

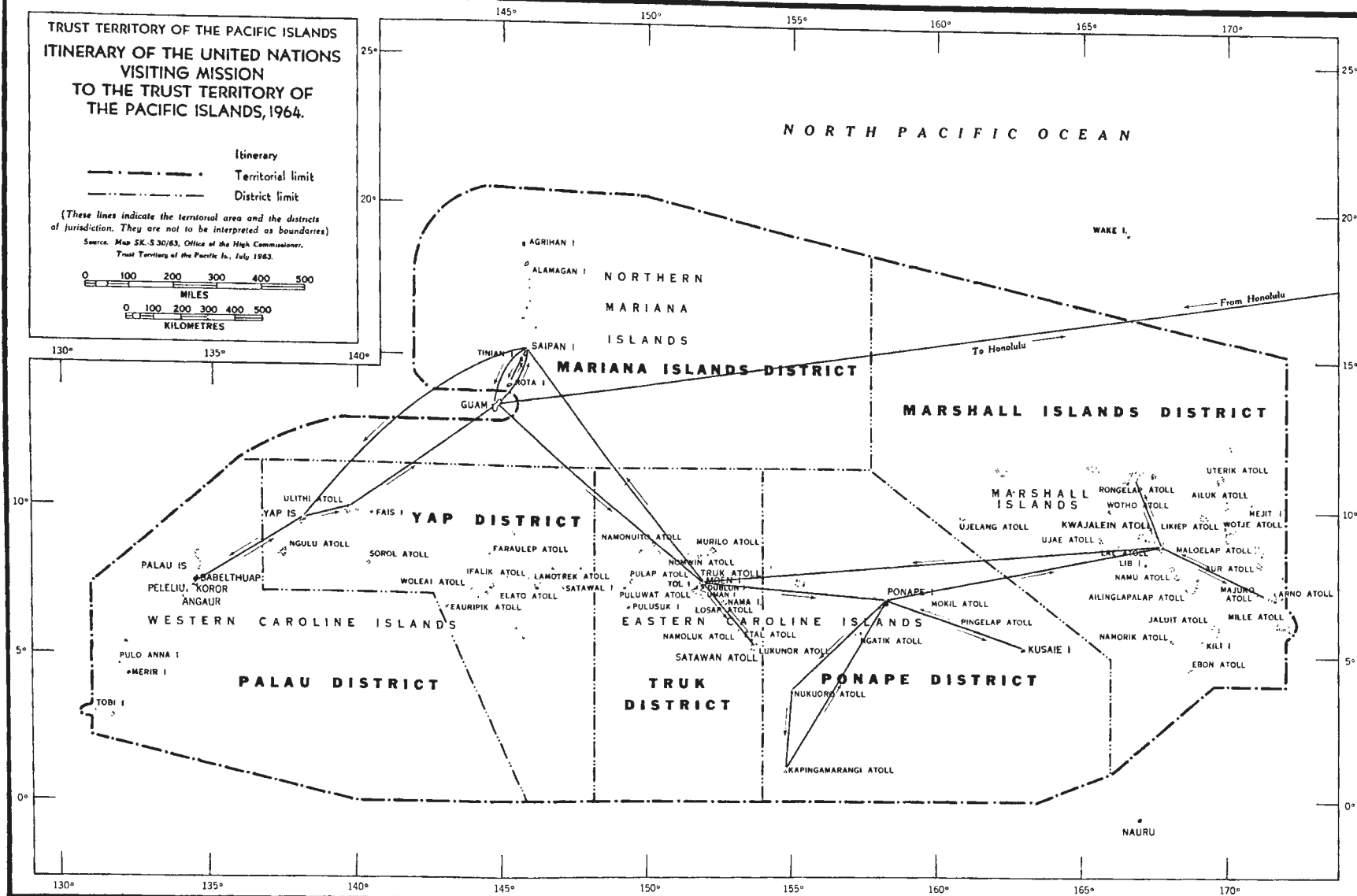
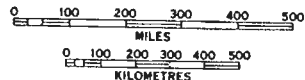
Section 4. Where a legislator is unable to perform the duties of the office due to physical or mental disability or who dies or resigns or is removed by action of the Legislature, another shall be appointed to fill the remainder of the term by the District Administrator. In

TRUST TERRITORY OF THE PACIFIC ISLANDS  
ITINERARY OF THE UNITED NATIONS  
VISITING MISSION  
TO THE TRUST TERRITORY OF  
THE PACIFIC ISLANDS, 1964.

- Itinerary  
Territorial limit  
District limit

(These lines indicate the territorial area and the districts of jurisdiction. They are not to be interpreted as boundaries)

Source: Map SK.530/63, Office of the High Commissioner,  
Trust Territory of the Pacific Is., July 1963.







the event a legislator elect is unable to assume office, there shall be a special election in his electoral precinct to elect another in his place.

### Article III

Section 1. No person may sit in the Legislature who holds an elected public office in the executive branch in a municipality, who holds a judicial office, or who holds a staff position in the district administration.

Section 2. The Legislature alone shall determine the qualifications of its members. The Legislature may by an affirmative three-fourths vote of its members expel a member for cause.

Section 3. Qualifications of electors shall be as follows: Each shall be eighteen years of age or over; be a citizen of the Trust Territory of the Pacific Islands; have been a resident of Truk District for a period of at least one year immediately preceding the election; be a registered elector in his precinct at the time of the election; not be serving a criminal sentence at the time of the election.

### Article IV

Section 1. The Legislature shall convene twice a year in regular session. These shall be on the third Tuesday of February and on the third Tuesday of August, if possible. The District Administrator may convene the Legislature into special session, whose proceedings shall be confined to the subjects stated in the District Administrator's convening call. A special session of the Legislature shall be called upon petition of one-third of the membership.

Section 2. Each legislator shall present credentials in the form of a statement from the chairman of the Truk District Election Board certifying his election. The Legislature shall organize annually at the beginning of each February session electing a Speaker and Vice-Speaker. There shall be an oath of office which the Speaker shall administer to each legislator individually.

Section 3. Members of the Legislature during their attendance at the Legislature and in going to and returning from the same, shall not be subject to civil process and shall, in all cases except felony or breach of the peace, be privileged from arrest. No legislator shall be held to answer before any tribunal other than the Legislature itself for any speech or debate in the Legislature.

Section 4. As incidents of its legislative authority, the Legislature may conduct investigations, hold public hearings and administer oaths.

Section 5. The rate of compensation for the members of the Legislature and its employees shall be established by law.

### Article V

Section 1. The Legislature shall, by an affirmative vote of two-thirds of its members, establish rules of procedure.

Section 2. Three-fourths of the members of the Legislature shall constitute a quorum. An affirmative vote of a majority of the members of the Legislature shall be required to pass a measure.

Section 3. Any member may introduce a measure. Measures introduced shall be read in the Legislature two times on different

days before a vote may be taken. Measures shall be titled as either bills or resolutions.

Section 4. Communications and draft measures may be transmitted to the Legislature by the District Administrator for consideration by it.

Section 5. Upon passage of a measure by the Legislature it shall be signed by the Speaker.

Section 6. Each bill shall have an enacting clause as follows: Be it enacted by the Truk District Legislature, that, etc. Each bill passed by the Legislature shall be known as an act of the Truk District Legislature.

Section 7. Every act of the Legislature shall be presented to the District Administrator. If he approves or disapproves he shall so indicate on the act and transmit it to the High Commissioner. If the District Administrator does not take action within sixty days the act shall be considered as having his approval. If the High Commissioner approves he shall sign the act. If the High Commissioner neither approves nor disapproves the act within thirty days, it shall be a law in like manner as if he had signed it. Both the District Administrator and the High Commissioner shall have item veto power on appropriation acts. Each approved act shall be known as a Truk District Law. The Legislature may repeal District Orders with the exception of those designated Emergency District Orders in Section 29, Trust Territory Code.

Section 8. The Legislature shall keep a journal of its proceedings and publish the same.

### Article VI

Section 1. There shall be four Standing Committees: Political, Social, Economic and Appropriation. Chairman and members of the committees shall be appointed by the Speaker. Measures introduced in the Legislature shall be assigned to the appropriate committee by the Speaker. Measures shall be numbered and placed on a calendar in the order in which they are reported out.

### Article VII

Section 1. The Legislature shall have the power to levy and collect taxes and appropriate money.

### Article VIII

Section 1. Amendments to this Charter may be made upon an affirmative vote of three-fourths of the Legislature and approval by the District Administrator and the High Commissioner, or by the High Commissioner on his own initiative.

Section 2. The Truk District Congress shall be automatically dissolved upon the convening of the first session of the Legislature. An election to select members of the Legislature shall be conducted no later than 31 December 1963. Given under my hand and seal this 25th day of September, 1963.

(Signed) M. W. GODING  
High Commissioner  
Trust Territory of the Pacific Islands

# ANNEX V

## Positions now occupied by Micronesians formerly held by United States personnel, by districts

1 January 1964

Positions	Marianas	Marshalls	Palau	Ponape	Truk	Yap	Headquarters
District Director of Medical Services . . . . .	1	1	1	1	1	1	
Assistant Director of Medical Services . . . . .	1	1	1	1	1	1	
Hospital Administrator . . . . .	1	1	1	1	1	0	
Director of Dental Services . . . . .	1	1	1	1	1	1	
Head Nurse . . . . .	1	1	1	1	1	1	
Nurse-Instructor . . . . .	0	0	0	0	0	0	(Nursing 1 School)
Director of Sanitation Services . . . . .	0	0	0	0	0	0	1
District Sanitarian . . . . .	1	1	1	1	1	1	
District Educational Administrator . . . . .	0	1	1	0	0	0	
Education Specialist . . . . .	0	0	1	0	0	0	
Teacher . . . . .	1	0	0	0	0	0	2 (PICS)
Agriculturist . . . . .	1	0	1	0	0	0	
District Communications Officer . . . . .	0	1	1	1	1	1	
Assistant District Communications Officer . . . . .	0	1	1	1	1	0	
District Finance Officer . . . . .	1	1	1	1	1	1	
District Land Titles Officer . . . . .	1	0	0	1	1	0	
Assistant District Supply Officer . . . . .	0	1	1	1	0	1	
District Administrator's Secretary . . . . .	0	0	1	0	0	0	
Administrative Assistant . . . . .	0	1	0	0	0	0	
Disbursing Clerk . . . . .	0	0	0	0	0	0	1
Payroll Supervisor . . . . .	0	0	0	0	0	0	1
Bookkeeping Machine Operator . . . . .	0	0	0	0	0	0	1
	10	12	14	11	10	8	7
GRAND TOTAL: 72							

# ANNEX VI

## Salaries of positions now occupied by Micronesians formerly held by United States personnel

10 March 1964

Positions	Salary range	Per annum
	\$	\$
District Director of Medical Services . . . . .	4,480.00	6,480.00
Assistant Director of Medical Services . . . . .	3,740.00	5,340.00
Hospital Administrator . . . . .	1,456.00	2,204.80
Director of Dental Services . . . . .	3,240.00	4,720.00
Head Nurse . . . . .	1,268.80	1,830.40
Nurse-Instructor . . . . .	1,352.00	2,100.80
Director of Sanitation Services . . . . .	3,240.00	4,720.00
District Sanitarian . . . . .	1,456.00	2,204.80
District Educational Administrator . . . . .	3,740.00	5,340.00
Education Specialist . . . . .	2,800.00	3,960.00
Teacher . . . . .	2,800.00	3,960.00
Agriculturist . . . . .	2,800.00	3,960.00

# ANNEX VI (continued)

Positions	Salary range	Per annum
	\$	\$
District Communications Officer . . . . .	2,800.00	3,960.00
Assistant District Communications Officer . . . . .	1,352.00	2,100.80
District Finance Officer . . . . .	2,800.00	3,960.00
District Land Titles Officer . . . . .	2,800.00	3,960.00
Assistant District Supply Officer . . . . .	1,352.00	2,100.80
District Administrator's Secretary . . . . .	2,800.00	3,960.00
Administrative Assistant . . . . .	2,800.00	3,960.00
Disbursing Clerk . . . . .	1,019.20	1,518.40
Payroll Supervisor . . . . .	1,456.00	2,204.80
Bookkeeping Machine Operator . . . . .	1,019.20	1,518.40

# ANNEX VII

## Unofficial Saipan plebiscite October 1963

Questions	Number of votes received
1. Do you want to become U. S. citizen within the political framework of the Territory of Guam? . . . . .	1,231
2. Do you want independence? . . . . .	9
3. Do you want to become U. S. citizen by becoming a separate Territory of the United States? . . . . .	32
4. What other form of government do you want? . . . . .	0
Invalid votes . . . . .	14
Total number of votes cast . . . . .	1,286
Total number of eligible voters . . . . .	3,015

# ANNEX VIII

## Itinerary of the Mission

Date	Place	Remarks	Distance covered (in statute miles)
4 February 1964	San Francisco	Arrived from New York	2,720
5 February 1964	Honolulu	Arrived from San Francisco. Meeting with Micronesian students at the East-West Center.	2,150
6 February 1964	Honolulu	Tour of the Bernice P. Bishop Museum and meeting with its Director. Visited the Honolulu Technical School. Discussions with officials of the East-West Center and Micronesian students.	
7 February 1964	Honolulu	Courtesy call on the President of the University of Hawaii. Discussions with University and East-West Center officials. Visited the Church College of Hawaii and the Polynesian Cultural Center at Laie.	
8 February 1964	Honolulu	Private meeting of the Visiting Mission and further talks with East-West Center staff.	
9 February 1964	Honolulu	Departed by air for Guam. Crossed International Date-Line	3,750
10 February 1964	Guam	Visited the College of Guam and the Micronesian Products Center. Meeting with Guam Convention Committee of the Federation of Asian Women's Associations. Departed by air for Saipan.	120
11 February 1964	Saipan	Conferences with the High Commissioner of the Trust Territory and selected staff. Tour of the Saipan District and meeting with the District Administrator and his staff. Public meeting at Chalan Kanoa Auditorium.	

ANNEX VIII (continued)

Date	Place	Remarks	Distance covered (in statute miles)
12 February 1964	Saipan	Meetings with Saipan Municipal Legislature and Mariana Islands District Legislature. Visited intermediate and elementary schools.	
13 February 1964	Saipan	Departed by air for Tinian.	15
	Tinian	Meeting with Tinian Municipal Council and general public. Visited Tinian elementary school and villages.	
	Rota	Arrived by air from Tinian. Meeting with Rota Municipal Council and general public. Visited agricultural station and schools.	56
	Saipan	Returned by air from Rota. Attended dinner given by the Mariana Islands District Legislature.	71
14 February 1964	Koror, Palau	Arrived by air from Saipan.	820
15 February 1964	Koror	Meeting with the District Administrator and his staff. Visited Palau agricultural station, hospital and intermediate and elementary schools. Trip by boat to Babelthaup Island; visited Airai airfield and school building.	
16 February 1964	Koror	Visited Palau Museum.	
17 February 1964	Koror	Conferences with the Palau District Legislature, chiefs and magistrates. Visited the sawmill, handicraft shops and power plant. Attended feast and traditional dances given by the people of Palau in honour of the Visiting Mission.	
18 February 1964	Koror	Trip by boat to Melekeiok Municipality on Babelthaup. Meeting with Melekeiok Municipal Council. Visited public elementary school of Melekeiok and the Fisheries Development Project on Malakal Island.	
19 February 1964	Colonia, Yap	Arrived by air from Palau. Visited intermediate school, hospital, radio station, public works, and Yap Money Bank. Attended a flag-raising ceremony at which the Chairman of the Mission officiated. Meeting with the District Administrator and his staff.	253
20 February 1964	Colonia	Meeting with the Yap District Legislature and Yap Council. Visited Agricultural Station and Gaanelay School. Attended traditional Yapese dances in honour of the Mission at the Rul Men's House.	
21 February 1964	Ulithi, Yap	Arrived by air from Colonia. Meeting with Ulithi Council members and chiefs. Visited public schools on Asor and Falalop atolls.	100
	Guam	Arrived by air from Ulithi.	361
22 February 1964	Moen, Truk	Arrived by air from Guam. Meeting with the District Administrator and his staff.	558
23 February 1964	Truk	Conference with Micronesian staff members.	
24 February 1964	Truk	Attended the opening session of the Truk District Legislature. Visited agricultural station, public works and Xavier High School. Public meeting.	
25 February 1964	Uman, Truk	Departed by boat for Uman. Meeting with Uman Municipal Council and general public.	
	Moen, Island, Truk	Returned by boat from Uman. Conference with Moen Municipal Council. Attended Trukese feast given by the Truk District Legislature and Trukese community.	
26 February 1964	Lukunor, Truk	Departed by air for Lukunor. Meeting with Lukunor Municipal Council and general public. Returned by air from Lukunor.	330
27 February 1964	Ponape	Arrived by air from Truk. Meeting with Acting District Administrator and staff.	378
28 February 1964	Ponape	Meeting with Net Municipal Council and general public. Visited intermediate and elementary schools. Conference with the Ponape District Legislature. Meeting with Kolonia Town Mayor and Council and general public. Attended feast given by Kolonia Town Government at Kapingamarangi Village in honour of the Visiting Mission.	
29 February 1964	Metalanim, Ponape	Departed by boat for Metalanim. Visited Metalanim Plantation, Trust Territory Farm Institute and Housing Co-operatives. Meeting with Metalanim Municipal Council and general public. Visited Nan Madol ruins. Returned by boat to Ponape.	
1 March 1964	Ponape	Conference with Micronesian staff members. Visited Pacific Islands Central School. Meeting with the students in the auditorium. Attended dinner and stick-dance performance given by Ponape Women's Association.	

## ANNEX VIII (continued)

<i>Date</i>	<i>Place</i>	<i>Remarks</i>	<i>Distance covered (in statute miles)</i>
2 March 1964	Kusaie, Ponape	Departed by air for Kusaie. Meeting with Kusaie Municipal Council and general public. Visited Kusaie intermediate school. Meeting with the students in the auditorium. Returned to Ponape by air.	612
3 March 1964	Nukuoro, Ponape	Departed by air for Nukuoro Atoll. Meeting with Nukuoro Municipal Council and general public. Tour of Nukuoro.	270
	Kapingamarangi	Departed by air for Kapingamarangi Atoll. Tour of Kapingamarangi. Meeting with Kapingamarangi Municipal Council and general public. Returned by air to Ponape. Reception given by the Visiting Mission.	170 409
4 March 1964	Kwajalein	Arrived by air from Ponape. Visited Ebeye by boat. Meeting with Ebeye Council and general public.	580
5 March 1964	Rongelap	Departed by air for Rongelap. Meeting with Rongelap Council and general public. Returned by air to Kwajalein.	304
	Majuro	Arrived by air from Kwajalein.	238
6 March 1964	Majuro	Visited intermediate and elementary schools, agricultural station, public works, dental school, and Armer Ishoda Memorial Hospital. Meeting with Majuro Municipal Council and general public. Conference with Hold-Over Committee of Marshall Islands Congress.	
7 March 1964	Laura, Majuro	Departed by car for Laura. Meeting with Laura Municipal Council and general public. Returned to Majuro by car. Visited Catholic Mission School and trading companies. Attended Marshallese performances given by the Marshallese people in honour of the Visiting Mission.	
8 March 1964	Truk	Departed by air for Truk via Kwajalein.	1,188
9 March 1964	Saipan	Arrived by air from Truk.	585
10 March 1964	Saipan	Private meeting of the Mission. Conference with the High Commissioner and selected staff. Reception given by the Mission.	
11 March 1964	Saipan	Private meeting of the Mission. Final conference with the High Commissioner.	
12 March 1964	Guam	Arrived by air from Saipan.	120
13 March 1964	Guam	Visited the College of Guam and the dormitory for Micronesian students. Meeting with Micronesian students. Attended dinner given by Governor Manuel Guerrero at Government House. Departed by air for Honolulu.	
13 March 1964	Honolulu	Arrived by air from Guam. Crossed International Date-Line.	3,800
15 March 1964	San Francisco	Arrived by air from Guam.	2,460
16 March 1964	New York	Arrived by air from San Francisco.	2,269
TOTAL:			24,687





## RESOLUTION ADOPTED BY THE TRUSTEESHIP COUNCIL

### 2141 (XXXI). Report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1964

*The Trusteeship Council,*

*Having examined* at its thirty-first session the report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1964,<sup>1</sup>

*Having heard* the oral observations made by the representatives of the United States of America concerning the said report,

1. *Takes note* of the report of the Visiting Mission and the observations of the Administering Authority thereon;

2. *Expresses its appreciation* of the work accomplished by the Visiting Mission on its behalf;

3. *Draws attention* to the fact that, at its thirty-first session, in formulating its own conclusions and recommendations on conditions in the Trust Territory concerned, the Council took into account the recommendations and observations of the Visiting Mission and the observations of the Administering Authority thereon;

4. *Decides* that it will continue to take these recommendations, conclusions and observations into account in future examinations of matters relating to the Trust Territory concerned;

5. *Invites* the Administering Authority concerned to take into account the recommendations and conclusions of the Visiting Mission, as well as the comments made thereon by the members of the Council;

6. *Decides*, in accordance with rule 98 of its rules of procedure, that the report of the Visiting Mission and the text of the present resolution shall be printed.

*1241st meeting,  
23 June 1964.*

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