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REPORT OF THE TRUSTEESHIP COUNCIL TO THE SECURITY COUNCIL
ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS COVERING THE
PERIOD FROM 22 JULY 1953 TO 16 JULY 1954

Note by the Secretary-General: The Secretary-General has the honour to transmit to the Security Council the Report of the Trusteeship Council on the Trust Territory of the Pacific Islands covering the period from 22 July 1953 to 16 July 1954.

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INTRODUCTION

In accordance with Article 83 of the Charter, with the resolution adopted by the Security Council at its 415th meeting on 7 March 1949 and with resolution 46 (IV), adopted by the Trusteeship Council at the forty-sixth meeting of its fourth session on 24 March 1949, the Trusteeship Council has carried out on behalf of the Security Council, those functions of the United Nations under the International Trusteeship System relating to the political, economic, social and educational advancement of the inhabitants of the Trust Territory of the Pacific Islands, designated as a strategic area.

PART I. ACTIVITIES OF THE TRUSTEESHIP COUNCIL
WITH RESPECT TO THE TRUST TERRITORY

Examination of the annual report

The report of the Government of the United States of America on the administration of the Trust Territory of the Pacific Islands for the period 1 July 1952 to 30 June 1953^{1/} was transmitted to the members of the Trusteeship Council on 18 May 1954^{1/} and was placed on the agenda of the fourteenth session.

Mr. F.E. Midkiff, High Commissioner of the Trust Territory who had been appointed the special representative of the Administering Authority, made an opening statement at the 550th meeting and answered oral questions of members of the Council from the 551st to the 555th meeting.

During the 554th, 556th and 557th meetings, the Council held a general discussion with a view to formulating conclusions and recommendations relating to the report and to conditions in the Territory, and appointed a drafting committee composed of the representatives of El Salvador, France, New Zealand and Syria, to draft that part of the report of the Trusteeship Council to the Security Council dealing with conditions in the Trust Territory of the Pacific Islands.

The draft^{2/} prepared by the Drafting Committee was considered and adopted with amendment by the Council at its 562nd meeting, and forms Part II of the present report.

Petitions

The Council had before it at its fourteenth session three petitions concerning the Trust Territory of the Pacific Islands.

Two of these petitions concerned the testing of thermonuclear weapons by the Administering Authority in the Marshall Islands. One of these^{3/} was from the Marshallese people. The petitioners complained that a group of Marshallese Islanders, although outside the experimental area, had nevertheless suffered

1/ T/1118.

2/ T/L.478 and Add.1, L.518.

3/ T/PET.10/28.

ill-effects from radioactive particles. They requested either that all such experiments should immediately cease or that, if the experiments were judged to be absolutely necessary in the interests of peace and security, adequate precautionary and compensatory measures should be taken. The second petition^{1/} was from a resident of the United States who deplored the total destruction of an island under United Nations trusteeship and who inquired what action the United Nations proposed to take to prevent further destructive action of this kind by the Administering Authority.

The third petition^{2/} contained a protest by a commercial firm against the grant by the Administering Authority of an interest-free credit of \$100,000 to the Marshall Islands Import-Export Company.

The Standing Committee on Petitions composed of the representatives of Belgium, France, India, Syria, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland carried out a preliminary examination of the petitions and the observations^{3/} of the Administering Authority on them during its 197th, 198th and 200th meetings and submitted a report^{4/} thereon to the Council.

The report of the Standing Committee was considered by the Council at its 561st meeting when it adopted three resolutions on the petitions.

In the first resolution^{5/} the Council expressed its deep regret that a number of inhabitants of two atolls in the Marshall Islands had suffered ill-effects as a consequence of the recent series of nuclear tests conducted by the Administering Authority in the Territory, that these two atolls suffered damage, and that the inhabitants of one of them would be unable to return to their homes for about a year; noted the measures taken by the Administering Authority to provide the necessary medical attention and care for the inhabitants affected; noted with satisfaction that the good health of those affected was reported to have been completely restored, that the inhabitants of Utirik, the larger

^{1/} T/PET.10/27.

^{2/} T/PET.10/26.

^{3/} T/OBS.10/3 and 4.

^{4/} T/L.510.

^{5/} Trusteeship Council resolution 1082 (XIV).

of the two atolls, had been returned to their homes where new housing and other facilities had been provided for them, and that provision had been made for the payment of any justified claims that might be submitted by the inhabitants of the two atolls affected; welcomed the assurance of the Administering Authority that there would be no permanent displacement of inhabitants from their homes; urged the Administering Authority to return the inhabitants of Rongelap to their homes as soon as the condition of the atoll permitted and to provide all possible assistance for them in their resettlement; urged that prompt and sympathetic attention be given to all claims for damages submitted by the inhabitants concerned; and, recommended that if the Administering Authority considered it necessary in the interests of world peace and security to conduct further nuclear experiments in the Territory it take such precautions as would ensure that no inhabitants of the Territory were again endangered, including those precautionary measures requested by the petitioners.

In the second resolution^{1/} the Council drew the attention of the petitioner to the observations of the Administering Authority and invited the Secretary-General to communicate to the petitioner the text of the resolution adopted by the Council on the petition from the Marshallese people.

In the third resolution^{2/} the Council drew the attention of the petitioner to the observations of the Administering Authority and decided that it saw no reason to intervene with the Administering Authority over the grant of a one hundred thousand dollar interest-free credit to the Marshall Islands Import-Export Company.

^{1/} Trusteeship Council resolution 1081 (XIV).

^{2/} Trusteeship Council resolution 1080 (XIV).

PART II. CONDITIONS IN THE TRUST TERRITORY

I. GENERAL

Outline of conditions in the Territory and recommendations adopted by the Council

Land and people

The Trust Territory consists of the Marshall, Caroline and Marianas Islands with the exception of Guam. These islands, extending from longitude 130° to 172° east in the Pacific north of the equator, cover approximately 3,000,000 square miles of ocean area. They are classified broadly as high volcanic or low coral islands and have a total land area of 687 square miles.

The indigenous population of 57,842, classified as Micronesians, are divided into a number of regional and local groupings who differ more or less widely in physical characteristics and customs and speak nine languages.

The Visiting Mission of 1953 particularly emphasized the difficulties in providing administration and communications over such a widely dispersed population. The geographical factor, the cultural and linguistic differences of the people and their ethnocentricity appeared to the Mission as the chief problem in the political, economic and social adjustment of the Territory to the modern world.

At its fourteenth session, the Council adopted the following conclusions and recommendations relating to the general development of the Territory and its inhabitants:

The Council notes with interest that it is the policy of the Administering Authority to stimulate the adaptation of the indigenous inhabitants to modern political, economic and social conditions in a manner appropriate to the particular circumstances of the Territory and in accordance with their freely expressed wishes. It however draws the attention of the Administering Authority to the suggestions made during the Council's debate that a more rapid rate of change might be fostered in certain fields.

The Council notes that the Territory has become a part of the Western Pacific Region of the World Health Organization and that it has

continued its co-operation with the United Nations and the South Pacific Commission. The Council considers that the Administering Authority should be congratulated for bringing about the participation of the Territory in these various forms of international co-operation.

Movement of population

The Administering Authority stated that a major feature of its policy had been to return the islanders to places they considered to be home or where they wished to live. In the past Yap, Truk and Ponape received migrants from small satellite islands. Several hundred Saipanese moved to other northern Marianas Islands and another group of 218 chamorros moved to Tinian in 1948. However, the Administering Authority cited the example of the Bikini and Eniwetok people displaced because of atomic bomb experiments, as one of the instances where it had not been possible to meet the wishes of the people to return home.

The Visiting Mission learned that the Bikini people, resettled on Kili in 1948, were gradually adjusting themselves to their new home, but that some difficulties still persisted and the Administration was studying the question of providing further assistance. The Council was informed at its twelfth session that the Bikini people, desired an island of the atoll type, and efforts were being made to find one and to determine whether the cost of a further move would be warranted.

Observations of members of the Council representing their individual opinions only

General considerations

The representative of FRANCE was of the opinion that the year under review represented a period of methodical progress, particularly in the political field, and he felt sure that the Council would take note of this with satisfaction.

The representative of BELGIUM considered that on the whole, the Administering Authority had fulfilled the obligations imposed on it by the Charter and the Trusteeship Agreement and he suggested that the Council should express its appreciation of the way in which the Administering Authority was executing its mission.

The representative of NEW ZEALAND noted with satisfaction the achievements during the year under review. He considered that the Council's attention should be directed at the present stage to the basic policies of the Administering Authority and to the rate, rather than merely to the details, of progress in their application. He endorsed the Administration's policy of carefully measured evolution.

The representative of AUSTRALIA shared the concern that in general progress should not be forced too rapidly but observed that, in the light of events, some factors might call for more rapid progress in certain fields than in others; for example the signs of population increase in some islands might make it necessary to open up new areas for resettlement, a matter which the Administering Authority was considering, or to hasten the development of new means of production.

He said that the Council should note that the Territory had become a part of the Western Pacific region of the World Health Organization and that it has continued its co-operation with the United Nations and the South Pacific Commission. The Administering Authority should be congratulated upon its participation in these various forms of international co-operation.

The representative of the UNITED KINGDOM believed that the Trusteeship Council should commend the work done by the Administering Authority during the past year in pursuance of its obligations towards the people of the Trust Territory.

The representative of HAITI believed that the population of the Territory must have continued and growing aid from the Administering Authority to help it out of its difficulties. He did not believe in the paternalistic concept, but nevertheless thought that in many instances, such as the building of educational, medical or agricultural facilities, the greatest effort could be made only by the Administering Authority, which might, however, enlist the active co-operation of the local populations.

The representative of EL SALVADOR stated that the geographical factor and the differences in languages and customs made the task of the Administering Authority difficult to fulfill, and therefore, despite the efforts it had made, it could not honestly be said that any striking advance was notable in the

development of the Territory during the period under review. Some progress had been made toward the attainment of self-government, particularly in relation to political advancement, but the situation was much the same as when the Visiting Mission passed through the Territory. He considered that development should not be left to take place on an evolutionary basis, but that it was necessary to stimulate the inhabitants and to impress some character upon that evolutionary development.

Movement of population

The representative of INDIA maintained that neither the Trusteeship Agreement nor any reference to strategic areas conferred any authority on the Administering Authority for the use of parts of the Territory for explosions such as the testing of nuclear or thermonuclear weapons. Authority was conferred for strategic purposes only, but not for any purpose that would result in the extinction of persons and the disappearance of places. The Administering Authority had an obligation to preserve the human resources of the area. Moreover there was an obligation to preserve the historic monuments of the Territory.

The representative of NEW ZEALAND stated that certain facts must be borne in mind with regard to the nuclear tests, which gave rise to the petition from the Marshall Islanders. He noted that the Council had been assured by the representative of the Administering Authority that, although in the prevailing conditions the tests must continue, nothing would be left undone to safeguard the present and the future well-being of the islanders. He accepted that assurance and recognized the very proper regard of the Administering Authority for the consequences of these tests.

The representative of HAITI stated that apparently the inhabitants of Eniwetok and Bikini were not satisfied with the conditions in which they were living, despite the fact that they recognized that certain efforts had already been made by the Administering Authority to try and install them elsewhere. The technical and financial resources at the disposal of the Administering Authority should enable it to act as generously as possible to enable that section of the population to readapt itself to a normal form of life.

The representative of SYRIA stated that to analyse the problem which thermonuclear tests presented from a human and moral angle would complicate the task of reaching a solution and for this reason, although not indifferent to

these aspects, he was concerned with the legal aspects of the problem. He did not consider that a resort to the International Court of Justice could be harmful if it was meant to clarify the legal problem.

The representative of the UNION OF SOCIALIST REPUBLICS stated that in violation of its obligations as an Administering Authority the United States expelled inhabitants from one island to another and did not take the proper measures to guarantee their existence. The fate of the population of Bikini was typical of this policy. This population had been expelled in March 1946 from Bikini and that island turned into a testing ground for United States atomic bombs. It had been known that the island of Bikini had fertile soil and a lagoon rich in fish. The population had been transferred to the small island of Rongerik where in spite of promises made by the United States authorities they had received no assistance in resettlement. Two years later they were transferred to Kwajalein where again they did not receive any assistance from the Administering Authority. On both islands they were starving. Finally they were taken to Kili, an island poor in natural resources and isolated from the outside world for seven months of the year due to a high surf. There in order to make a living they were obliged to clear the jungle with the aid of only small knives and three axes, and an American correspondent who visited Kili had reported that the inhabitants of Bikini called Kili "the island of hungry people"; they called it a prison.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS also pointed out that the Administering Authority had attempted to hide the real situation of the Bikini population from the Trusteeship Council by false statements such as a statement of the United States representative before the Trusteeship Council on 12 July 1949, to the effect that the inhabitants of Bikini were happy with their fate and that the Administering Authority had taken all measures to guarantee their welfare. In the course of the Administering Authority's alleged consultation with the population concerning the choice of a new home, however, the people were grossly deceived. The Administering Authority not only failed to promote the political, economic and social progress of the population but deprived it of its main source of subsistence, which was land, and caused untold suffering among this small population abandoned to its fate.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS further stated that the Trusteeship Council could not confine itself to expressions of sympathy or to stressing alleged successes in progress since such allegations were false. A real threat of physical extinction because of famine and the testing of hydrogen bombs hung over these people and the Trusteeship Council must not ignore it.

The Council had been informed that those who suffered as a result of the explosions of the hydrogen bomb had been cured but such a statement could not be confirmed. The Council must urge the Administering Authority to desist from testing hydrogen and atomic bombs in the Trust Territory, such tests having already led to the destruction of part of the Territory and to irreparable harm to the indigenous population.

The special representative of the Administering Authority stated that representatives of the Administering Authority did not try to mislead or hide from the Council any facts or to mislead by report or statement in any way, as was alleged by the representative of the Union of Soviet Socialist Republics. Competent medical staff had given their assurance with regard to the recovery of the people who had been affected by the hydrogen bomb. The special representative added that he had seen and talked to the people affected and had himself seen that those persons who had lost their hair were regaining it. He informed the Council that the difficulty in the case of the hydrogen bomb test had been due, as he understood it, to a very unusual fact and one that had occurred but once in all of the tests which had been made. The final check of the weather was made at midnight before the detonation in the early morning. That had always been an adequate interval. However, arrangements were being made and assurances had been given that there would be no untoward incidents and no further injuries in connexion with future tests. The special representative stated that the idea of cynical disregard for the welfare and the rights of the Micronesians as alleged by the representative of the Union of Soviet Socialist Republics was an idea entirely strange to the Administration and he found it in fact difficult to understand the nature of thinking that could ascribe the existence of such an attitude.

The special representative further recalled that, when Bikini and Eniwetok Atolls were selected for atomic tests, the people, in a free and fair transaction, were given a deed to the substitute atolls of Ujeland and Rongerik, respectively.

Ujeland proved satisfactory to the people of Eniwetok. The Bikini people, however, later found Rongerik Atoll unacceptable and were removed to Kwajalein, where they were given Navy food and quarters, medical care, recreation, clothing, etc. Here they stayed eight months and became dependent upon the Navy to such an extent that their inclination to care for themselves was reduced. Since it was manifest that the Bikinians should be taken off Kwajalein and set up in business for themselves again, a careful survey was made to find a suitable atoll that was available and not occupied and owned by other people. The rich island of Kili, formerly a German copra plantation, was selected as a suitable site, the Bikinians themselves voting in favour of Kili over other possibilities. Although the island was a rich copra producer, it had been neglected, was badly overgrown, and had no lagoon. The lack of a lagoon proved serious because the people of the Pacific Islands were accustomed to depend upon the lagoon as a source of fish and other marine food. The Administration therefore found it difficult to get the Bikinians reconciled to living on Kili. Provision was made for them to cross approximately thirty miles of ocean into the Jaluit lagoon for fishing. However, due to bad weather, there were months each year when it was difficult for a small boat to make the trip. The Bikinians lost one boat provided for this transit and had since had to depend on small canoes.

The Administration recognized the rugged character traits that it would be necessary for the Bikinians to acquire in order to adjust themselves to life on Kili, the special representative stated, and had been devising means of assisting them without destroying their sense of self-dependence. A young Micronesian, competent in leadership was selected after a course of training in community development at the University of Hawaii to undertake the agricultural improvement of Kili, working through the chiefs and the Bikini people. He brought with him to Kili a team composed of an expert on taro culture and an expert in handicraft. He had been successful in getting the Bikini people to brush and clear a portion of the island and to plant new varieties of taro, bananas, pandanus, breadfruit, papaya, pumpkins and sweet potatoes. Copra production had been increased. He was also encouraging other economic enterprises, including handicrafts and jekemai - a boiled syrup from the stem of the coconut blossom. These had a good market on Kwajalein and Ebeye. He expected to be able to export surplus taro in a year or two. Sennit-fibre rope and charcoal were being manufactured for export; a fish pond was also planned. Profits would be used to purchase a fifty-foot Marshallese boat.

The special representative further stated that provisions were being worked out to enable the Bikinians to cross from Kili to Jaluit safely and frequently for the purpose of fishing, pork raising and trading. It was planned to have some of the Bikinians stationed permanently on small islands of the Jaluit Atoll and to provide a system of inter-island radio communication between Majuro, Jaluit and Kili so that information on weather conditions between Jaluit and Kili might be considered when despatching boats. The problem of providing proper anchorage for the small craft on Kili was still being studied.

Since it was evident that the Bikinians could not return to Bikini Atoll in the near future and there was no atoll in the Territory which was considered adequate and suitable for them, the Administration was anxious to see if the improvement being made on Kili would result in satisfactory conditions. Economic conditions were unquestionably improving and gave promise of a reasonable solution.

II. POLITICAL ADVANCEMENT

Outline of conditions in the Territory and recommendations adopted by the Council

Administration of the Territory

In 1951 administrative responsibility for the Trust Territory was transferred to the Secretary of the Department of the Interior, and under his supervision, executive and legislative authority was vested in the High Commissioner who is appointed by the President of the United States. However, during the year under review responsibility for the administration of the Saipan District with the exception of Rota, was transferred to the Secretary of the Navy, who vested executive and legislative authority for the government of the District in the Commander-in-Chief, U.S. Pacific Fleet. This authority was delegated to the Commander, Naval Forces, Marianas who appointed a Civil Administrator for the District. The Administering Authority stated that the position of this officer was similar to that of District Administrators in the other districts of the Territory, and references in the annual report to District Administrators include the Civil Administrator of the Saipan District.

The Council, at its twelfth session, noted that a part of the Territory had again been placed under naval administration, and requested the Administering Authority to ensure that the general policies applied in respect of all parts of the Territory might be so co-ordinated as to meet the evident need of the inhabitants for a period of stability in administration and to preserve the identity of the Territory as a whole. The Administering Authority informed the Council that the High Commissioner and the Commander-in-Chief, U.S. Pacific Fleet were authorized to deal directly with each other in co-ordinating programmes in all districts of the Territory, such as those affecting economic development, agriculture, public health, and education.

The Territory consists of six districts including the Saipan District. The administrative organization under the High Commissioner, with the exception of the Saipan District described above, consists of the Deputy High Commissioner and a headquarters staff in Hawaii; a field staff in Guam and a district organization in each district under a District Administrator.

District orders applicable to single districts are promulgated by the District Administrators with the approval of the High Commissioner. They may be formulated as a result of recommendations by the district advisory council or based upon resolutions of a district congress or may be initiated by the District Administrator.

On 22 December 1952 the High Commissioner signed the Code of the Trust Territory of the Pacific Islands, thereby providing statutes for its government. These apply throughout the Territory and are supplemented in the districts and municipalities by additional laws of local application and in accordance with the Code.

The non-indigenous administrative staff of the Trust Territory is composed of Federal employees serving in positions excepted by the Civil Service Commission from the Civil Service Act and Rules, and Naval officers. Civil Service classification standards for position allocation and for qualifications of personnel have been accepted, however, as controlling all personnel actions relating to the administrative staff.

All positions in the Government of the Trust Territory are open to all members of the population who have the necessary qualifications and it is the stated policy of the Administering Authority to employ Micronesians to fill all positions for which they meet the requirements. At present, a limited number of Micronesians occupy administrative positions of considerable importance in the various offices of the Administration. The Administering Authority noted in this respect that it should be recognized that concepts of self-government and the opportunities to contribute to the administration of their own country were difficult for most to accept as, until a few years ago, they had been allowed little or no opportunity to participate in these fields. It is comparatively simple to train persons for clerical duties, but few are needed for such positions. Considerable time and experience, however, will be required to develop indigenous personnel to take over even the non-professional responsibilities of greater importance.

Substantial progress was reported in the Administering Authority's programme of replacing American employees with Micronesians. The trend in employment has been toward a reduced staff as individual Micronesian employees improve in ability and knowledge. Micronesians employed by the district administrative

units including the island constabulary on 30 June 1953 totalled 1543 as compared with 1564 the previous year. The number of non-indigenous personnel decreased from 301 to 283 during the same period.

A comprehensive programme of occupational training and instruction in the English language has been in the process of formulation since October 1952 when an industrial training specialist began field studies with experimental classes. When promulgated this programme will require participation by all employees in training programmes.

The Council commended the suggestions of the Visiting Mission concerning the importance of securing suitably qualified administrative and technical staff for service in the Territory on a sufficiently long-term basis to the continuing attention of the Administering Authority.

The Council recalled the opinions which it had previously expressed as to the desirability of establishing the administrative headquarters of the Territory within the Territory itself and noted that the advantages and disadvantages of a move to the site which had been selected were fairly evenly balanced. It recommended that the Administering Authority continue to study all the implications of a decision on the matter, having due regard not only to those of immediate practical importance but also to those which might arise from the progressive assumption of responsibility by the indigenous inhabitants; and requested it to include in its next annual report the results of such further study. The Administering Authority informed the Council at its fourteenth session that subsequent to the period covered by the annual report a decision had been reached to move the headquarters of the High Commissioner to Guam. This relocation, he stated, would be on an interim basis pending the availability of funds to construct headquarters buildings within the Trust Territory itself. Prior to this decision, the Departments of Public Health and Education were transferred to Ponape and Truk, respectively, both within the Trust Territory.

At its fourteenth session, the Council adopted the following recommendations:

The Council notes the statement of the Administering Authority that, as an interim arrangement, the headquarters of the Administration are being transferred from Honolulu to Guam until such time as funds become available for the location of the headquarters within the Trust Territory. In this

connexion the Council recalls the opinion it has previously expressed with regard to the desirability of establishing the administrative headquarters of the Territory within the Territory itself, and its recommendation at its twelfth session that the Administering Authority continue to study all the implications of a decision on the matter, having due regard not only to those of immediate practical importance, but also to those which may arise from the progressive assumption of responsibility by the indigenous inhabitants. The Council expresses the hope that the Administering Authority will keep under constant review the question of transferring the headquarters to a site within the Trust Territory and that an early decision will be taken on the provision of funds for this purpose.

The Council calls the attention of the Administering Authority to the observations made by the members of the Council concerning the dispersion of the headquarters departments over several districts, and requests that it be kept informed of any decisions which may be taken in this matter.

The Council notes with approval the policy of the Administering Authority gradually to replace non-indigenous personnel in the Administration by indigenous inhabitants and to appoint the latter to more responsible posts whenever possible. The Council expresses the hope that the Administering Authority will take steps to place a larger number of indigenous inhabitants in all posts in the Administration for which they are qualified.

Development of self-government

At present self-government in the Trust Territory is limited to the local government of the municipalities. These are basic units of government and the only indigenous governmental agency with any degree of legal authority in self-government.

The legal controls exercised by the administration require that municipal laws must be in conformity with territorial law, and that municipal tax levies, budgeting and disbursements be approved by the District Administrator. The chief executive of a municipality is the magistrate who may be elected by popular ballot, appointed by the District Administrator after consultation, or selected by hereditary right.

With the promulgation of the Code of the Trust Territory of the Pacific islands, the Legislative Advisory Committee consisting of five heads of staff departments was discontinued. This Committee had been a preliminary step in the establishment of a legislative body for the Territory. Basic legislation for the establishment of self-government was superseded by sections of the new Code which provided broader latitude for the development of self-government among the widely varying institutions found in the Trust Territory.

Apart from the municipalities, there are no indigenous executive organs of government in the Territory. Advisory organs, however, are active in all districts and represent varying degrees of development and district representation. The Visiting Mission noted that although these were essentially consultative, district administrators rarely appeared to seek to impose local regulations without first obtaining their approval. No verbatim records are kept of their meetings although the organized congresses prepare a précis, or minutes of each session. Resolutions or other actions forwarded to the administration for information or ratification are translated into English. Saipan, Palau, Ponape and the Marshall Islands each have a congress. Palau, Truk Atoll and Tinian have councils, and Yap has an advisory council.

The Trusteeship Council at its twelfth session welcomed the conclusion of the Visiting Mission that a significant measure of political advancement had been achieved and supported the Administering Authority in its decision to concentrate in the first instance on developing forms of self-government at the district level.

The Council noted with interest the continuing efforts of the Administering Authority to establish representative organs of government on a district basis and while encouraging the Administering Authority to proceed with its plans to create such organs in all districts, recommended that it take all practicable measures to ensure that in each district, and particularly for the time being in the case of Saipan, the island or atoll containing the district headquarters did not assume a disproportionately dominant position in relation to the interests of the outlying areas. It recommended further that the Administering Authority, bearing in mind the eventual establishment of a central representative organ for the Territory as a whole, endeavour to develop as far as practicable district forms of self-government along uniform lines.

The Council also took note of the observation of the Visiting Mission that the physical and cultural diversity and dispersion of the Territory and its inhabitants constitute formidable difficulties in the way of political unification; and supported the view of the Visiting Mission that the most practicable approach to the establishment of a central legislature was by way of the development of regional and district organs and the grant to them of increasing legislative authority as their capabilities improve, until ultimately they might become fully responsible for local legislation affecting their districts.

In its annual report for 1953, the Administering Authority stated that in the process of fostering local initiative for the purpose of creating additional regional organizations, guidance by the administrative staff was very necessary. The leadership, however, must be neither so persuasive nor so obvious that the members of the bodies themselves feel powerless and without independent voice. This danger was recognized in the case of the Ponape Congress which was organized in the past year. Every effort was being made, therefore, to provide judicious administrative assistance in the form of advice to members and explanations of procedure for conducting meetings and of committee organization in preference to direct leadership by the Administration on the floor at the congressional sessions.

In local communities, the Administering Authority considered that the trend of development was in accord with the recommendations of the Trusteeship Council. The electoral system of selecting magistrates and other officials was now utilized by 97 out of the 117 municipalities. The acceptance of electoral machinery reflected a willingness to try out democratic processes of government and the recognition of the need for local officials who, because of their education or acculturation were more able to serve in liaison capacity with the Administration.

At its fourteenth session, the Council adopted the following conclusions and recommendations:

The Council notes the efforts of the Administering Authority to establish representative organs of government on a district-wide basis and further notes that some preliminary steps have been taken towards the

development of a Territory-wide political consciousness but that these steps have not as yet given the desired results. The Council expresses the hope that the Administering Authority will continue to take all practicable measures to foster the establishment of a legislative body for the whole Territory. In this connexion the Council reiterates the opinion it expressed at its twelfth session that the most practicable approach to the establishment of a central legislature was by way of the development of regional and district organs and the granting to them of increasing legislative authority as their capabilities improved, until ultimately they might become fully responsible for local legislation affecting their districts.

The Council takes note of the statement of the Administering Authority that the political development of the Territory is based on a policy of building in an evolutionary manner upon the customs and culture of the people. It expresses the hope that the inhabitants will co-operate with the Administering Authority in the development of local institutions on a more representative and democratic basis in a way which would simplify the political organization of the Territory without infringing on the rules and customs of the inhabitants and would assist the latter to attain self-government.

Organic Act

The Council, at its twelfth session, recalling its previous recommendations favouring the enactment of basic legislation for the Territory was pleased to note that a draft law had been resubmitted to the Congress of the United States, and expressed the hope that such legislation would be enacted in the near future. In its annual report for 1953, the Administering Authority stated that proposed organic legislation was still being considered by the Government for presentation to the Congress.

The Council was subsequently informed by the Administering Authority that it had been thought best to continue the study of such legislation in order to observe local needs for a longer period of time. Referring to a bill recently enacted by the Congress of the United States which authorized until 30 June 1960 the continuance of the present administration of the Trust Territory, the Administering Authority stated that during this time organic legislation thoroughly appropriate to the needs of the Territory would be studied,

formulated into a bill clearly for the best interests of the indigenous inhabitants, and then enacted into law.

At its fourteenth session, the Council adopted the following recommendation:

The Council takes note of the intention of the Administering Authority to enact organic legislation for the Territory not later than 1960 after consultation with the inhabitants of the Territory. The Council further notes that the Administering Authority recognizes the need for legislation which would be thoroughly appropriate to the requirements of the Territory and in the best interests of the indigenous inhabitants. The Council expresses the hope that the Administering Authority will enact this legislation as soon as practicable and in any event before 1960.

Judicial Organization

The judiciary consists of a High Court, District Courts, and Community Courts. The Appellate Division of the High Court is composed of three judges assigned by the chief justice, and the Trial Division of the High Court consists of the chief justice and/or the associate justice, who are appointed by and responsible to the Secretary of the Interior, together with special judges for each district in the trial of murder cases. The district court for each administrative district, consists of a presiding judge and one or more associate judges appointed by the district administrator upon nominations by popular vote or otherwise, as he deems most in accord with the wishes of the people and consistent with the proper administration of justice.

Decisions of the Appellate Division on cases tried originally in the High Court or appealed from District or Community Courts are final unless the Congress of the United States provides for an appeal to a court created by an Act of Congress. The Trial Division of the High Court does not exercise its original jurisdiction in any case which it determines can be promptly and properly handled in the lower courts. The District Courts handle all cases which can be heard promptly and with convenience to the persons concerned. None of their judges are as yet men with any formal legal education, but the Administering Authority states that an effort is made to develop an ability on their part to handle matters in as nearly a professional manner as possible. Community Courts act primarily in outlying areas which cannot be conveniently covered by District Courts or in emergencies when a District Court

judge is not immediately available. Procedure followed in the courts in both civil and criminal cases is a simplification of that used in the United States District Courts sitting without jury. Community Courts are allowed much latitude, particularly in civil cases, and are only required to comply with the more essential parts of the rules of procedure applicable to other courts.

The Council at its twelfth session welcomed the increasing participation granted to Micronesians in the judicial process, and in particular the appointment of 21 Micronesians as special judges of the High Court.

In its annual report for 1953, the Administering Authority informed the Council that in addition to 21 special Micronesian judges appointed to assist in the Trial Division of the High Court, during the past year Micronesians had been appointed to all judicial positions in the District Courts. It subsequently informed the Council, during its fourteenth session, that an indigenous Public Defender had been appointed for each district and these Public Defenders were working under the direct supervision of the American Public Defender, who was instructing them in the necessary rudiments of law and court procedure.

At its fourteenth session, the Council adopted the following recommendation:

The Council, recalling that at its twelfth session it welcomed the increasing participation granted to Micronesians in the judicial processes, notes with satisfaction that practically all judicial posts in the Territory, including those of all judges in district and community courts, are filled by members of the indigenous population and that an indigenous Public Defender has been appointed for each district. The Council requests the Administering Authority to furnish in its next report additional information on the question of codification of indigenous customary law and the problems which arise in that connexion.

Observations of members of the Council representing
their individual opinions only

Administration of the Territory

The representative of INDIA considered that any kind of advancement had its reflection in practical terms in the degree of association in the day to day administration of the indigenous population. The Administering Authority

claimed that American employees were being replaced by the islanders, but figures prove that this was not so, since between 1949 and 1953 there had been an increase of 130 per cent in the employment of Americans and a decrease in the employment of Micronesians. Furthermore it did not appear that the Micronesians were in positions of importance as compared with the personnel of the Administering Authority.

The representative of BELGIUM felt that the Council would be gratified to see the different branches of the Administrative services brought closer to the Trust Territory. He considered that although Guam might not form part of the Territory, the establishment of the administrative headquarters there would constitute real progress.

He welcomed the caution which the Administering Authority has shown in its desire to introduce reforms without in any way overthrowing the established order of things. Believing that the Pacific Islands, isolated in a vast area of ocean, would not have the same possibilities as other Trust Territories, he emphasized that a sense of realism would have to be retained in administering this Territory and that no attempt should be made to go beyond what circumstances permitted.

The representative of NEW ZEALAND welcomed the fact that the past uncertainty on the question of the administrative headquarters was on the way to being removed. He believed that the location of the headquarters, in due course, within the Territory, would be beneficial to the development of the Territory's political and economic unity. It would also provide a basis in which the building up of a career service could be steadily advanced. He hoped that the time was not far distant when funds would be available for the establishment of the headquarters on a permanent basis.

The representative of CHINA found the steadily increasing indigenous participation in the administrative services commendable. He also considered that the decision to transfer the headquarters of the High Commission from Honolulu to Guam, as well as the movement of the Departments of Public Health and Education to the Territory, were steps in the right direction and went part way to meet previous recommendations of the Trusteeship Council regarding the establishment of the site of the Government in the Territory itself. He noted that the Administering Authority still looked forward to the time when funds would be available for the construction of such a site.

The representative of EL SALVADOR expressed gratification on learning that the principal departments of the High Commissioner were to be transferred very shortly to Guam, but stated that he would not be entirely satisfied until this move has occurred. He considered it essential that the indigenous inhabitants should continue to acquire posts, with greater responsibility so that they might be trained for the task of administering their own affairs in their own Territory.

The representative of SYRIA stated that though he thought the choice of Guam for the location of the headquarters of the Territory was not a bad one, he agreed with the representative of Belgium that the distribution of certain departments between Ponape, Guam and Truk was not a happy solution.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS stated that consideration of the Administering Authority's annual report had shown that there had been no improvement in the situation in the Territory compared with previous years. On the contrary a more and more severe regime was being established. If there had been some attempts a few years ago to hand over the administration of the Pacific Islands to the civilian authorities, these attempts had been given up, and once again the administration of the Territory had been divided between the High Commissioner on the one hand and the United States Navy Department on the other. An examination of the structure of government showed that it was a government of a naval district and not a civilian government.

He questioned how it was possible for the interests of the indigenous population to be defended and protected if this population was not ruled by its own representatives elected democratically but was instead ruled by officials of the United States Navy Department. Could there be any contact between the officials of the Navy Department and the indigenous inhabitants when the United States officials did not know the language of the indigenous people and the indigenous people did not know English. Of course the representatives of the Administering Authority did whatever they wished.

The special representative of the ADMINISTERING AUTHORITY stated that he fully agreed that the establishment of the High Commissioner's office in Guam should be only a temporary arrangement and that it was desirable to locate the headquarters of the Administration within the Trust Territory. He believed that this would be done as soon as funds were made available.

The special representative outlined some of the measures being taken in accordance with the Administration's policy of utilizing Micronesians in all positions for which they were qualified. It could be expected that this policy, already fully operative at the municipal level, would be implemented steadily on the district level; it would still be some time before the experience and knowledge thus gained would qualify Micronesians for work on the High Commissioner's staff, however. He pointed out that Micronesians had replaced Americans as principals of three intermediate schools, at Yap, Ponape and Majuro, that two superintendents of elementary education were Micronesians and that in Saipan a Micronesian had replaced an American as the agricultural extension agent in that district. Moreover, with the exception of the Chief Justice and the Associate Justice of the High Court, all judges and magistrates of the districts and municipalities were Micronesians.

Development of self-government

The representative of INDIA observed that not much progress seemed to have been made towards the establishment of a territorial legislature. The only organs of a representative character in existence were on the municipal level. He took into account the fact that the Islands were numerous and their populations small but believed nevertheless that the Administering Authority's policy to establish national bodies was not being implemented.

The representative of FRANCE, noting with satisfaction that all the districts had been given advisory Councils in some form during the year under review, considered that the principal tasks incumbent upon the Administering Authority at the present time was the encouragement of these Councils, the promotion of interest in their work on the local level, and the democratic management of their own affairs. He felt that it would be premature at the present stage to envisage indigenous institutions throughout the Territory, but believed that it appeared to be possible to promote, or even to create, occasions for the indigenous inhabitants to confer with one another on certain problems of common interest.

He was further pleased to note the increase in the number of elected local officials, and expressed his confidence that by the process of simple evolution, electoral procedures would eventually be applied everywhere in the Territory.

The representative of AUSTRALIA noted with satisfaction that district organization was progressing favourably, though in some districts it was more advanced than in others. He believed that the Administration's approach to the development of inter-regional government was quite correct: development at the local level should be consolidated and the people should be in full grasp of the idea of regional government before rapid progress could be made in the development of the wider concept of inter-regional government.

The representative of CHINA, referring to the conference on self-government held at Truk, was of the opinion that, although no tangible results had been obtained, the fact that the delegates showed an intense interest in problems of a political and social nature common to them bid fair to make the conference a significant forerunner of future gatherings of a similar nature which might lead to the establishment of a central structure of territorial Government. He hoped that in the meantime the Administration would continue with its study of the possibility of taking such a step.

The representative of the UNITED KINGDOM was satisfied that the political development of the people was proceeding in a practical and reasonable way in full accord with the spirit of the Charter and the Trusteeship Agreement. He agreed with a policy which would seek to build constructively, cautiously and courteously on the base of Micronesian custom and culture and would seek to introduce the best elements of an alien culture as and when the Micronesians showed they were ready and willing to absorb them. He was pleased to note that the approach of the Administering Authority to this problem was both realistic and courteous.

The representative of SYRIA stated that he gained the impression that too many political bodies existed which were unnecessary and consequently harmful, and that the political development of the people could not be fostered by instituting so many organs of government such as an elected assembly, another for nobles, and some holdover committees which exist in many districts. In this respect, he noted that the Administering Authority was obviously motivated by

the desire to deal most circumspectly with established traditions and customs. He wondered if it was not possible to pay due regard for these in a simpler manner. The nobles might be made to appreciate the value of election to office and convinced of the advisability of sitting together with their other colleagues. A simplification of the political machine along these lines would lead to unicameralism and true democracy without infringing upon cherished rules and customs and would prove of unmistakable value. In regard to the pace of political change, he felt that any measure destined to shorten the period of tutelage, provided it was predicated on tested grounds, could not be a hasty one.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS stated that the local population was deprived of all rights of self-government. The reference in the report of the Administering Authority to the fact that the indigenous population had organs of self-government in the municipalities was a reference to an illusory phenomenon because there was no participation by the indigenous inhabitants in the government of the municipalities. Even the Visiting Mission had pointed out that self-government in the municipalities was rather one of appearance than of reality, because the head of such a community was a chief who received his authority by inheritance or was a leader appointed by the authorities, that is, by an American official in consultation with the chief. Thus in fact there were no signs of real self-government based on democratic lines.

This was also true of legislation in the Territory. There was no legislation which ensured or promoted the progressive development of organs of self-government in the Territory, or which provided for the establishment of central democratic organs of self-government. The Administering Authority, hiding behind various pretexts such as the wide dispersal of the Islands, the enormous distances to be travelled and so forth, had postponed the setting up of central organs to some remote and vague date in the future.

The Administering Authority must be told that the United Nations granted this Territory to the United States not in order that it might be converted into a United States naval base, but in order that the people should be taken care of.

The special representative of the ADMINISTERING AUTHORITY recalled that the Visiting Mission had pointed out that much progress would have to be made before there was sufficient degree of advancement to enable political affairs to be discussed on a basis broader than that of the district. After further study of the situation during the past year, he stated, this could well be re-emphasized. Any territorial legislative body was still some time away and to establish it prematurely would do more harm than good. He referred in this connexion to the language problems, distances, cultural diversity, and the consequent lack of sufficient community of interests in the Territory as a whole.

The special representative further stated that the programme for the political development of the Territory was based on the policy of building in an evolutionary manner upon the customs and culture of the people of the Territory. It was at the level of the local customary unit, usually the municipality or the extended family or the clan, that new concepts of government could best be worked out to modify favourably the traditional system. In several areas, progress beyond the municipal level had been made by the establishment of district organizations with Micronesian participation in the advisory bodies. In most districts, however, these organs had not yet advanced sufficiently to be accorded legislative powers.

The special representative finally stated that there must have been some confusion in the information passed on to the Visiting Mission with respect to the Legislative Advisory Committee. He explained that this Committee was composed entirely of American personnel on the High Commissioner's staff. Its chief concern was the preparation of a Code of Laws and the drafting of an Organic Act, and when this was done the Committee ceased to function and just disappeared by not meeting. Advisory committees or hold-over committees, composed of Micronesians working with the American personnel in each district had now replaced the Legislative Advisory Committee and these were doing well and would continue.

Organic Act

The representative of CHINA noted with satisfaction that organic legislation for the Territory would be enacted during or before 1960. In this connexion he acknowledged the advisability of consulting the local population in regard to the organic act as the Administering Authority was taking steps to do.

Judicial organization

The representative of BELGIUM, while believing that the codification of customs would no doubt give some degree of certainty as to the underlying law or principle, considered it possible that a codification might be of such a nature as to arrest the necessary evolution of the custom by codifying it and preventing its progress.

The representative of AUSTRALIA commended the Administering Authority for the fact that practically all judicial posts in the Territory, including those of all judges in the district and community, were filled by members of the indigenous population. He noted with interest that a Micronesian public defender had been appointed for each district and that a ten-day meeting of all these public defenders was shortly to be held. He was interested to hear in due course how this system would develop.

The representative of SYRIA shared the views of the representative of Belgium concerning the codification of indigenous custom and felt that such a step might engender ill effects and hamstring the progressive evolution of indigenous society.

III. ECONOMIC ADVANCEMENT

Outline of conditions in the Territory and recommendations adopted by the Council

General

Economic life in the Territory is described by the Administering Authority as chiefly a family endeavour with each member contributing goods and services to the family and to the clan. This life is enhanced by some food, minor luxuries, and durable goods from the outside world, paid for with income from the sale of copra and a few other products. The Administering Authority does not consider money income a significant measure of living standards, production or well-being. Regular employment for wages of a small part of the population exist only where there is a centre of non-indigenous population, and is not typical for the Territory generally.

The Visiting Mission noted the Territory's lack of valuable resources and expressed the opinion that even if these existed, its isolation from world markets and geographical dispersion would constitute tremendous obstacles to development. It felt agriculture would remain the principal economic activity of the Territory and that greater progress might be achieved in developing it.

Apart from agricultural produce the Territory's only other resources of note are the phosphate deposits which will soon be exhausted, and fisheries which so far have not proved successful on a commercial scale, although means of developing these are being studied. The Administering Authority states that potential resources, however, for an adequate subsistence for the indigenous inhabitants appear to exist. Its present economic policies are to develop the efficiency of the local trading organizations, prepare indigenous groups to take over the copra trading operation as soon as practicable, improve existing subsistence and cash crops, introduce new crops, and improve indigenous fishing.

The Council, at its twelfth session, noted that the report of the Visiting Mission confirmed its previous impression of the relative paucity of the natural resources and the general economic potential of the Territory, and endorsed the

opinion of the Mission that primary attention should be devoted to the development and improvement of agricultural production.

The Administering Authority is engaged in various activities concerned with economic policy and planning. In addition to an economist and assistant stationed at headquarters, an agricultural staff is stationed in the field. Studies of the economic potentialities of the Territory are conducted by the Department of Economic Affairs which is responsible for the technical supervision of the economic programme. An Economic Development Committee was formed during the year under review to study economic problems and to plan, develop and recommend to the Economic, Conservation and Welfare Board projects to promote the economic advancement and self-sufficiency of the Territory. It is responsible for the technical administration, operation, and management of the projects. In each administrative district the island affairs unit is responsible for bringing the results of research to the people and for encouraging new agricultural techniques as they relate to both horticulture and animal husbandry. The education unit also contributes to development programmes by bringing agricultural techniques and business practices before students. The Island Trading Company of Micronesia has the function of encouraging local trading enterprises and preparing them to take over the import and export of trade goods and copra.

At its fourteenth session, the Council adopted the following recommendation:

The Council, noting the statement of the Administering Authority that the principal economic problem in the Territory is the development of a self-sufficient economy with a reasonable standard of living, and also noting that experiments are being undertaken with regard to cacao and coffee production, cattle and fisheries, expresses the hope that the Administering Authority will do all in its power to continue to expand and diversify the economy in accordance with a plan of general economic development.

Agriculture

Agriculture, the major economic activity in the Territory, consists of the production of a variety of subsistence crops and copra, a cash crop which is the chief export and mainstay of the economy of the Territory. The Administering

Authority reports that the copra industry is now at pre-war levels in most areas and that it may be increased provided that more effective spacing of trees is practised and that transportation and storage of copra is improved. During the year an expert from the South Pacific Commission made a survey of coconut plantations in several districts. His advice was well received by the indigenous inhabitants in these areas and pamphlets on the culture of the coconut palm are being prepared for wide distribution in indigenous languages. Experimental work on cacao, which gives promise as a second cash crop for the Territory, is being done in Yap, Palau and Ponape, and an attempt is being made to revive coffee production in the Saipan District.

The Administering Authority stated in the annual report under review that progress in agriculture was hard to measure, as no complete agricultural surveys were made to date, and that it was necessarily slow as each improvement made must be adopted by a large number of individual subsistence farmers. The economy and the area of land available inhibited large-scale developments, and there was no attempt to radically change long-standing patterns which had proved beneficial to the inhabitants.

A long-term goal of the present agricultural programme is the training of Micronesian agricultural agents. In all districts indigenous assistants are receiving training. The agricultural experimental stations at Ponape and Saipan carried on work during the year concerning the improvement of crops, the introduction of new ones, erosion control, irrigation and reforestation.

The Visiting Mission expressed its appreciation of the soundness of the agricultural programme which had been described in earlier annual reports, but felt that it met only minimum requirements. It urged the establishment of an integrated long-range programme of agricultural development on a scale greater than at present, and suggested the possibility of creating a separate department of agriculture. The programme might include a land utilization survey, soil conservation and reafforestation, improvement of agriculture by encouraging fertilization and the introduction of new plants, increased research into plant selection and the suitability of new livestock breeds, and the continuation of the existing educational programme, including the training of Micronesians as assistants to the district agriculturists.

The Council, at its twelfth session, having recognized the primary importance of agriculture in the economy of the Territory, and noting the suggestions of the Visiting Mission in favour of a more intensive effort in this field, welcomed the recent creation by the Administering Authority of a field agricultural division and the completion of plans for a long-term agricultural programme as an assurance of further endeavours in that direction.

In its annual report for 1953, the Administering Authority referring to the suggestion that the Government of the Trust Territory of the Pacific Islands should organize a separate Department of Agriculture, stated that the chief agriculturist of the Territory was stationed in the field and had a broad programme of responsibilities in respect to agricultural development. Organizational changes which were effected on 30 June 1953 would create a field agricultural division within the economic programme of the Territory and it was believed that this organization would meet present needs. During the Fiscal Year of 1953 the Government of the Trust Territory of the Pacific Islands employed seven district agriculturists and four interdistrict agriculturists.

At its fourteenth session, the Council adopted the following recommendation:

In view of the rapidly increasing population and the limited land available for agricultural purposes, the Council recommends that the Administering Authority continue to seek ways and means of increasing the productivity of land, by introducing more intensive agricultural methods, by increased homesteading, and by other means which may be practicable.

Trade

The value of the Territory's total exports fell from \$1,750,162 in 1952 to \$1,235,700 in 1953, and imports increased from \$1,848,885 to \$2,171,400. The Administering Authority informed the Council that the apparent decline in the value of exports was due to a change in method of valuation of phosphate exports. The value of the principal commodities exported during the past two fiscal years was as follows:

	1952 \$	1953 \$
Copra	1,100,000	879,300
Phosphate	500,000	140,300
Trochus	80,000	164,500

In order to maintain a stable buying price for copra the Administering Authority has made the Island Trading Company and the Northern Marianas Development Company the sole exporters of copra. When copra prices are high these exporting companies make deposits from their profits in stabilization funds which are used to maintain copra prices when the world market falls. In 1953, payments to the stabilization funds amounted to \$178,507 and \$21,117 respectively. The price paid for various grades of copra during the year under review ranged from \$50 to 70 in 1952 and \$70 to 90 in 1953 per ton. The price received for copra during this period varied from \$128 to 223.16 per ton.

The Island Trading Company of Micronesia handled all exports of copra, trochus and handicraft during the fiscal year of 1953. This company has been the principal exporter, importer and purchaser within the Trust Territory since its inception in 1947. In conformity with a directive for its liquidation in 1953 the company entered upon a policy of liquidation and retrenchment. It continued however to import trade goods and export island products and to assist indigenous wholesale firms. The extension of an additional year of life which has been granted it, is to be used to build up indigenously owned enterprises, and prepare them to take over the import and export functions of the company. The Administering Authority expects them to be much more capable of carrying on a trade goods programme with this added experience. The Administering Authority states that present economic policies are aimed at developing the efficiency of the local trading organizations and preparing indigenous groups to take over the copra trading operation as soon as practicable for which plans are underway to provide a satisfactory marketing arrangement.

The Council, at its twelfth session, noting the importance attached by the Visiting Mission to the activities of the Island Trading Company in respect not only of the export and import trade but also of other economic activities of great benefit to the indigenous inhabitants, and considering that the existing indigenous

economic organizations were not yet suitably equipped to assume the responsibilities of the company, shared the concern expressed by the Visiting Mission at the prospect of the early liquidation of the company. The Council welcomed the further study which was being made by the Administering Authority as to a temporary extension of the life of the company and the assurance given by the Administering Authority that the financing and control of the general economic development activities previously undertaken by the company had already been transferred to the territorial government, and that the copra price stabilization system might be maintained under other arrangements. It recommended that the Administering Authority continue to assist the development of indigenous trading enterprises in order to enable them to assume the functions of the company in the trading sphere.

The Administering Authority, in its annual report for 1953, stated that the continuation of the Island Trading Company was emphasized as a necessity for the health of the Micronesian economy. Although the United States Congress had originally set the liquidation date of this company for 31 December 1953, it had seen fit to extend the life of this company for an additional year. During this time, considerable thought would be given as to how the services of the company could be replaced, preferably by the activities of the Micronesians themselves rather than by outside companies, in order that the greatest possible monetary return might accrue to the people of the Trust Territory.

The Administering Authority informed the Council at its fourteenth session that the Island Trading Company was quite satisfied with its efforts to establish Micronesian companies to succeed it. By the end of 1954 one company in each district would be able to assume copra purchasing and trade good merchandising responsibilities satisfactorily, and some were already engaged in additional enterprises.

At its fourteenth session, the Council adopted the following recommendation:

The Council notes the statement of the Administering Authority that indigenous companies have been developed to the point where they can take over the work of the Island Trading Company. Considering that the disposal of copra on the world market presents special difficulties, the Council welcomes the fact that arrangements have been made to continue the

Copra Stabilization Fund and hopes that the Administering Authority will ensure that the indigenous concerns receive any assistance they may require in the marketing of copra, the distribution of trade goods and any other activities which may be appropriate.

Land

In a total of 687 square miles of land the indigenous inhabitants held, in 1951, an area estimated at 250 square miles and public domain including land used by the administration covered 434 square miles. The Administering Authority stated that the most frequently expressed land problems of the indigenous inhabitants centred around the slow process of returning lands expropriated during the war and resolving damage claims arising from the same source. The Administering Authority expected that organizational changes within the administration during the past year would accelerate the settlement of these problems. Much of the land would be returned to original owners to rectify inequities or would be redistributed to new owners under the homestead laws. Other portions of the public lands would be reserved to accommodate future population growth and some areas would be retained in public domain as conservation measures or to build new territorial resources. In general the inhabitants desire the return of land to the original owners but recognize the equity of previous title transfers and in many instances willingly honour them. The indigenous inhabitants brought the land problems to the notice of both the 1950 and the 1953 Visiting Missions.

The Council, at its twelfth session, recalled that it had previously urged the prompt settlement of the various types of land claims which existed in the Territory, and noted the impression gained by the Visiting Mission that the delay in settling these claims was a matter of concern to the inhabitants. It recognized the difficulties involved and welcomed the fact that the Administering Authority had now defined policies to meet the interests of the Territory. It urged the Administering Authority to press forward with the disposal of claims, with due regard to a sound land utilization policy, and to implement its intention, to explain the land policies to the inhabitants and to associate indigenous representatives with their administration.

The Administering Authority stated in its annual report for 1953, that the question of land claims has received a high priority during the past fiscal year. It pointed out that the land problem centres around three principal issues: first, the public domain with respect to which there are claims for lands alienated by the Japanese; secondly, claims arising out of the use of or deterioration of lands as a result of war activities; and thirdly, use of some lands for current Trust Territory administrative installations. Considerable work had been done by the Trust Territory Division of Land Titles and Claims in Saipan regarding land claims, and it was hoped to complete work in that district by the end of 1954. The work was now being extended to the other districts. Difficulties lie in the fact that many land records and survey markers were destroyed during the war years. There was the further necessity of translating from Japanese such land records as did exist. It was anticipated that islanders now holding revocable permits to public domain lands, if those islanders were not otherwise claiming title to particular lands, would be afforded the opportunity to homestead permanently the public domain at present under cultivation.

The second category of land claims, which arose largely out of the war and which relate to the use of private or public lands by the armed forces of the United States, was currently under consideration by the Administering Authority.

The third category of land claims, those resulting from the use of public land by the Trust Territory administration, was also being investigated. In the Marshalls, discussions have been in progress for some months with the owners of land occupied by the District Headquarters.

At its fourteenth session, the Council adopted the following recommendation:

The Council, noting the steps taken by the Administering Authority to expedite the settlement of land claims, including the establishment of land offices in each district and of Land Advisory Boards composed of indigenous representatives, and recalling its recommendation at its twelfth session, urges the Administering Authority to hasten further the settlement of these claims by all practicable means, including the strengthening of the staff of the investigating teams.

Mineral resources

Mineral resources are few, and the most important and widely distributed, rock phosphate, is the only one being exploited. This deposit which is being mined by a Japanese company at Angaur in the Palau District is believed to be the only commercially profitable ore body at present available for mining and one which will be exhausted in from one to three years. The company pays a severance fee of \$2.00 per ton to the Angaur Mining Trust Fund for the benefit of the people of Anguar which provides an annual payment of \$15,000 in perpetuity to the people of this community. The company makes additional payments such as land rentals to the indigenous people and a 15 per cent processing tax on the value of the ore to the Government of the Territory. During the year under review 70,160 tons of phosphate were exported, yielding a processing tax of \$109,313. A severance fee of \$140,309.61 paid to the Angaur Mining Trust Fund raised its total net worth to \$777,876.71.

Fisheries

According to the Administering Authority, attempts to establish fishing on a commercially exportable scale have not thus far been successful; means however are under study. At present fishing is carried out on a subsistence basis and some fishing is done to supply the needs of the district centres.

Transportation

Air communications between Guam and the district centres, except Saipan, are maintained by a commercial company which services a fleet of three amphibious planes owned by the Government. In Saipan air transportation is provided by the Military Air Transport Service.

Surface transportation is furnished by 2 ships each with 4,800 tons cargo capacity between the district centres, Guam and other ports. In addition 3 ships with 250 tons cargo capacity, an auxiliary schooner and a tug operate as station vessels for the district centres. The ships, owned by the Administration, are operated under contract by the Pacific Micronesian Lines.

In its 1952 annual report the Administering Authority stated that experience had shown that changes in transportation facilities were needed and were being put into effect. At that time transportation was furnished by one ship with approximately 4,800 tons cargo capacity and six ships each with a 250 tons capacity. The Visiting Mission was informed that the major change being planned, apart from the addition of a second 4,800 ton ship, was to replace the existing district motor vessels with six auxiliary schooners which for various reasons including the addition of the second steamer could provide twice the present number of administrative and trading visits to outlying islands - previously visited every three months - at a cost less than half that of the motor vessels, and which could eventually be manned almost entirely by Micronesian crews. The Administration also hoped that commercial shipping might be induced to make regular calls within the Territory, thus obviating much of the high cost of the present necessity of trans-shipping cargoes at Guam. The Visiting Mission noted that the restriction for security reasons of commercial shipping to United States flag vessels handicapped shipping.

The Council, at its twelfth session, noting the emphasis placed by the Visiting Mission on both the great difficulties and the fundamental importance of providing adequate transportation and communications in the Territory, commended the Administering Authority for its resolute approach to this problem, as indicated in the plans at present being implemented, and expressed the opinion that a satisfactory solution of the problem now awaits only the securing of the full number of schooners required for the intra-district services.

At its fourteenth session, the Council adopted the following recommendation:

The Council notes that the Administering Authority is furnishing ships and making other arrangements to provide an adequate transportation service for the Territory and that this service will continue to require a subsidy. The Council expresses the hope that the Administering Authority will continue to furnish the necessary assistance and requests it to include in its next report information on the steps being taken to solve this difficult problem.

Public finance

The Trust Territory, as in all previous years, fell far short in the fiscal year 1952-53 of meeting its public expenditures from local public revenues, and, relied heavily upon contributions by the Administering Authority in the form of appropriated funds to cover the costs of administration.

The Council, at its twelfth session, expressed the hope that sufficient budgetary appropriations would continue to be made available for the administration and development of the Territory so that the present level of public services could be maintained, notably in the case of the educational services.

Local funds totalled \$602,241 in 1952, \$1,339,512 in 1953 and are estimated at \$1,307,500 in 1954. Expenditures amounted to \$5,504,663 in 1952, \$6,929,178 in 1953 and an estimated expenditure of \$5,607,500 in 1954. In addition to this a separate revenue for Saipan for 1953 and an estimated one for 1954 amounted to \$60,408 and \$111,550 respectively. Separate expenditures amounted to \$625,341 in 1953 and an estimated one of \$1,150,000 in 1954.

The major part of local revenue, in 1953 amounting to \$741,910, is derived from freight and passenger revenues. The remainder consists of a copra processing tax, taxes on imports and exports, fees, duties and other collections. In addition to taxes by the Government of the Trust Territory, the local governments levy taxes and collect fees to pay officials, maintain municipal buildings and communications facilities.

At its fourteenth session the Council adopted the following recommendation:

The Council notes that progress has been made in the development of the Territory but that due to various factors including a curtailment in the allocation of funds, progress in some fields has not been as rapid as it might have been. In view of the need for funds to implement plans for the attainment of a self-sufficient economy for the Territory, the Council invites the Administering Authority to try to find ways and means of increasing the sums allocated for the development of the Territory.

Japanese currency, postal savings and bonds

Requests for the settlement of their claims for reimbursement for Japanese currency, postal savings and bonds were made in the past by indigenous inhabitants in petitions and requests to Visiting Missions.

The Council, at its twelfth session, noted that the delay in settlement of claims in respect of Japanese currency, postal savings and bonds constituted a source of dissatisfaction among the indigenous inhabitants, and supported the view of the Visiting Mission that although the Administering Authority was not legally liable for these claims some final action should be taken on them at the earliest opportunity. It noted that the Administering Authority was considering the types of claims which might be included in any special arrangements to be negotiated with Japan under the provisions of the Treaty of Peace, and invited it to include in its next annual report an account of further progress in the matter.

The Administering Authority noted, in its annual report for 1953, that article 4 (a) of the Treaty of Peace with Japan provided in part that claims of the residents and Administering Authorities of certain areas, including the Trust Territory of the Pacific Islands, against Japan and its nationals should be the subject of special arrangements between Japan and such authorities. The Administering Authority stated that it was currently giving consideration to the type of claims which might be appropriately included in any special arrangements to be negotiated with Japan on behalf of the residents of the Trust Territory.

The Administering Authority stated further that it was also aware of the difficult situation resulting from the partial redemption of yen currency by military authorities immediately after the war. This matter was also being given attention and it was hoped that a satisfactory solution would be found to this problem which understandably was of concern to the people of the Trust Territory of the Pacific Islands.

The Council was informed at its fourteenth session that the Administering Authority hoped that it would soon be able to deal fairly with many of the claims which existed. In the Saipan District the settlement of claims for unredeemed yen had begun. Various things had delayed the full settlement of claims but the Administering Authority considered that progress had been made in this direction.

At its fourteenth session, the Council adopted the following recommendation:

The Council notes that the Administering Authority expects to settle the indigenous inhabitants' claims for reimbursement for Japanese currency and invites the Administering Authority to intensify its efforts to bring about a settlement of their claims regarding Japanese postal savings and bonds.

Observations of members of the Council representing
their individual opinions only

General

The representative of FRANCE stated that the situation in the economic field, was not particularly distressing, nor did it justify optimism. He felt that in spite of the systematic efforts on the part of the Administration, the day would come when emigration would be necessary because of certain demographic pressures resulting from progress made in the field of public health. While believing that it was not easy to envisage any improvement in the agricultural situation, he considered that the Administration's policy of combating parasites and selecting the most resistant crops appeared to be wise. He suggested that consideration might be given to the possibility of producing fish oil and flour, as well as fertilizer. He thought that the establishment of a small native schooner fleet would offer a possibility of employment to a certain section of the population. Transportation could then be assured. In this connexion, he regretted the disappearance of the Island Trading Company. He was happy to learn that a number of native companies had been set up with the assistance of the Administration, which companies would dispose of products. However, he pointed out that the Island Trading Company had another function which it fulfilled extremely well; through its profits a number of very useful undertakings for the natives were financed. The small native fleet of which he spoke might have been established. It would be difficult for the Administering Authority to carry on with the same flexibility as that organization. In conclusion, he expressed the hope that the requests for funds to be submitted by the High Commissioner would be approved and that it would not be necessary to apply very serious cuts in these areas as was the case during the year under review.

The representative of AUSTRALIA endorsed the general lines of the economic policy laid down for the Territory, the preservation for the Micronesians of the use of the natural resources of the region to the fullest degree consistent with their capacity to develop the efficiency of the local trading organizations, and the preparation of indigenous groups to take over the copra trading operation as soon as practicable.

The representative of CHINA noted with satisfaction the various measures taken by the Administration to increase local production, especially those measures taken for the improvement of coconut planting, the increase of cocoa and coffee cultivation, and the development of fishing. He thought the multiplication of indigenous resources particularly important in view of the special representative's statement regarding the increase in population.

The representative of EL SALVADOR stated that in order to support unaided the cost of administration and to satisfy the needs of the people modern agricultural methods would have to be adopted and he was convinced that the Administering Authority would continue to be prodigal in the provision of technical advice, equipment and resources.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS observed that the indigenous inhabitants of the Territory lived under difficult conditions with a primitive subsistence economy which doomed them to a state of semi-famine.

Agriculture

The representative of INDIA stated that although he noticed that the annual report referred to experimental stations and improvements in plants, stock, rotation of crops, erosion control and reafforestation, the general standard of agricultural development did not show the degree of marked improvement that might be inferred from these projects.

The representative of the UNITED KINGDOM commended the improvements and research work in agriculture of which the Council had been informed.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS stated that the Administering Authority was not concerned with ensuring the economic progress of the population; it did not assist them in obtaining modern tools and did not

impart to them modern methods of agriculture. Up to the present time wooden sticks and knives were still being used as main agricultural implements.

The special representative of the ADMINISTERING AUTHORITY stated that continued search for new and improved crops to bolster the trade and the monetary incomes of the area was the programme of the Administering Authority. However, it was a programme in which spectacular results could not be achieved quickly since experimentation to find the proper crops had to be followed by tests to find the most satisfactory species and strains, and some crops required several years before they came into bearing. In some areas crops having a quick turn-over, such as vegetables, could be successfully grown and already considerable quantities were being sold on Guam.

The Administering Authority was pressing forward with its agricultural programme on the technical as well as on the experimental side, through agricultural extension agents. However, it took persuasion and demonstration to convince many of the Micronesians of the value of adopting scientific methods.

With regard to the use of modern equipment, modern farm implements were only of value on the very limited flat areas on the high islands. Modern equipment, because of the slope of the land, the thin soils and the problem of erosion would be unsatisfactory and actually dangerous for use in most parts of the Territory, and moreover climatic and other conditions would cause owners serious and expensive maintenance problems.

Trade

The representative of BELGIUM was somewhat concerned to see that the Administering Authority had decided upon the ending of the Island Trading Company. He hoped that the Copra Stabilization Fund would be maintained despite the disappearance of this Company.

The representative of CHINA was of the opinion that the transfer of the operations of the Island Trading Company to the Micronesian people themselves should be commended.

With regard to the marketing of copra the special representative of the ADMINISTERING AUTHORITY assured the members of the Council that the Administering Authority intended to retain the Copra Stabilization Board and Fund. He believed that this course would be possible under whatever new copra marketing scheme was put into operation. It was obvious, however, that the complexities of selling copra on the world market necessitated some outside assistance.

With regard to the closing of the Island Trading Company, the special representative of the Administering Authority acknowledged that problems would arise in parts of the Territory but expressed confidence that the local Micronesian companies would meet the situation and would grow rapidly to bear the responsibilities and the opportunities placed upon them. The growth of these local companies, he believed, would result in the healthier economic situation for all concerned.

Land

The representative of INDIA drew attention to the disproportionate area of land taken over by the Administering Authority compared to the land available to the people of the Territory. Referring to the action of the Administration in returning to the indigenous population on the basis of revocable permits certain lands taken over by the Japanese, the representative of India contended that there was nothing so damaging to agrarian development as the degree of uncertainty attached to such a permit. In this connexion he noted the difficulties of the Administration in accurately determining boundaries and settling the large number of claims involved. He pointed out, however, that although the Administration had given the Visiting Mission assurances that in most cases these revocable permits would be confirmed, the cultivator was more likely to base his actions on what he actually possessed rather than what was promised to him. He hoped that the situation would be substantially changed before the Council again dealt with this matter.

The representative of FRANCE felt that an even more sustained effort would have to be made to expedite the settlement of the land question, which might be achieved by a strengthening of the staff of the investigating teams.

The representative of BELGIUM hoped that there would be a rapid solution of the disputed and irritating question of war damages and land claims, which, he believed, would no doubt be welcomed by the indigenous inhabitants. He considered that it was in the interests of the Administering Authority itself to try to solve this problem as soon as possible.

Noting the population was increasing in the Territory whose land resources were very limited, he considered that the indigenous inhabitants would have to look to emigration for a solution of the problem of over-population. He also felt that a vocational training school, which would ensure adequate training of indigenous inhabitants in craftsmanship, might offer them the possibility of gaining their livelihood abroad.

The representative of SYRIA expressed the hope that a speedy solution might soon be found to the problem of land claims, damages, postal savings and the payment of yen. He felt that it was time these problems received their due and final consideration.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS stated that of the limited land available, approximately 680 square miles, only 250 square miles remained in the hands of the indigenous population. Sixty-three per cent of the land had been taken from the population. While the population was growing, the amount of land which they owned and on which they lived was being reduced. The statements of the representative of the United States and others that there was development and progress in the economy of the Territory and that the standard of living was being raised were therefore false, because if 63 per cent of the land had been taken from the indigenous inhabitants they had less to live on and their standard of living was decreasing.

The numerous petitions and complaints of the indigenous population had demanded the return of these lands to the indigenous population since land was their only source of income or source of subsistence. The population of the Marshall Islands had written in a petition that land meant very much to the inhabitants of the Marshall Islands and that it constituted their only means of existence. If their land were taken away from them the meaning of life for them would be lost. The Visiting Mission which visited the Territory stated that there were 1,080 requests concerning the return of land which had been alienated

from the population. Almost every family in the Islands had been affected to varying degrees by the problem of alienated land, but the numerous requests of the indigenous population had not been satisfied by the Administering Authority which, in the general framework of its policy, arbitrarily alienated whenever it saw fit any sector of the Territory for various military purposes, including the testing of atomic and hydrogen weapons and the establishment of military installations and bases. It forcibly expelled the inhabitants of these Islands, trampling upon the needs and interests and desires of the indigenous population.

The Trusteeship Council must recommend that the Administering Authority take measures to return lands alienated from the indigenous population and prevent the alienation of native lands under any pretext or any formula in the future.

The special representative of the ADMINISTERING AUTHORITY stated that the question of land claims was one of the problems which, upon taking office a year and a half before, he had decided required greater emphasis. Whereas the work had previously centred in Saipan, there were now land offices in each of the districts as well as Land Advisory Boards composed of Micronesians. He could not, however, promise speedy settlement of the problem since inadequate records and unmarked boundaries required that considerable effort be spent in surveying and inquiry in order to arrive at just and lasting settlements. He could, however, assure the representative of India who had rightly pointed out the retarding effect on agriculture of revocable permits, that all title determinations in Saipan would be completed by the end of this year. With regard to the statement of the representative of the Union of Soviet Socialist Republics that there were 1,080 complaints concerning land claims submitted to the Visiting Mission, the special representative pointed out the important distinction that these were not complaints to the Visiting Mission but were the number of claims which the Administration had notified the Visiting Mission had been duly prepared, classified by land specialists and made ready to be filed with the Administration and upon which the Administration was working towards a settlement.

With regard to the statements made concerning the extent of the public domain the special representative stated that it was not the desire of the Administration to retain any more of this land than was required for administrative facilities, watershed, forest reserves and similar public needs and security requirements. With the settlement of land claims and the continuation of the Administration's homesteading programme the public domain would be steadily reduced. In the meantime land was being made available to all Micronesians requiring it.

Fisheries

The representative of AUSTRALIA, referring to the investigations into the possibility of developing a fishing industry, noted the success already achieved with respect to home consumption. He commended the attention being given to the experimental expeditions of United States fishing groups to the central Pacific area and hoped that Micronesians might gain experience by participating in them as far as possible.

The representative of the UNITED KINGDOM commended the improvements and the research work in fisheries of which the Council had been informed.

The special representative of the ADMINISTERING AUTHORITY stated that commercial fishing was as yet a relatively under-developed activity in the Territory due to a lack of both the capital and the specialized knowledge required. The Administering Authority was working with the Federal Pacific Ocean Fisheries Investigation Organization on the problem and he hoped that an arrangement would be made which would bring the needed capital and knowledge to the Territory and would also provide training for the Micronesians and participation by them in the scheme evolved.

Transportation

The representative of AUSTRALIA believed that the problem of surface communications was of peculiar importance to the Territory and significant in every aspect of its development. He noted the statement of the special representative that if it was to be adequate, transport would probably have to be subsidized for some time to come and, although agreeing that this was probably the case, expressed his confidence that everything possible would be done to overcome the problem.

Public Finance

The representative of BELGIUM endorsed the Administration's policy of trying to reduce expenses by simplifying the administrative structure, while at the same time endeavouring to increase revenue in order to achieve some degree of economic autonomy. He believed, however, that in many fields, a generous participation by the Administering Authority would continue to be necessary if it was desired to ensure for the indigenous inhabitants a standard of living comparable to that which they enjoyed today.

The representative of SYRIA stated that he was aware that the Administering Authority was appropriating funds for the Territory far surpassing its local revenue, but he noted a tendency toward a decrease in grants of financial aid. In view of the difficult economic situation in the Territory there was great need for funds to foster helpful and useful development plans. Expenditures were largely for the maintenance of personnel and means of communication and the remaining funds hardly sufficed to promote the material well-being of the people even at a slow pace of advancement. He considered that it was difficult to see how projects and plans, which the Administration hoped to carry out in partial fulfilment of its policy directed toward a self-sufficient economy for the Territory, could be carried out in good time if the funds for them were lacking. Although he was of the opinion that change should not be abrupt or sudden nor go beyond the needs of a society or upset its basic values, any change which would improve the material lot of the inhabitants of the Territory need not be too slow. He recommended a positive approach to the problem of change in the economic field. The people must be taught to appreciate the benefits of modern existence and a great effort must be deployed to make at least a minimum of these benefits accessible, and a reasonable standard of living must be striven for. In many ways the Administering Authority was already on the road toward the goal and he hoped that the necessary funds would not be lacking for its speedy attainment.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS stated that in spite of the fact that the overwhelming majority of the population had no money income, the local organs of authority levied a head tax. Most of the inhabitants were not in position to pay this tax and had to work out the tax

or pay it in kind. Such a tax system was clearly completely unjust and must be modified as an urgent measure. This system of taxation should be replaced by a system of income taxes graded in accordance with the ability of the taxpayer to pay.

He also pointed out that the Administering Authority was obliged to appropriate considerable amounts to reinforce the budget of the Islands, because if education and public health were left entirely to the local budget, which was based on the funds extracted from the population by taxation, no progress could, of course, be expected.

The special representative of the ADMINISTERING AUTHORITY, replying to the representative of the Union of Soviet Socialist Republics stated that the tax system was being studied very carefully and that, contrary to the statement that there had been retrogression in this matter, progress had been made. The taxing system and the possibilities of securing funds for carrying on local government activities had been improved, and it was now within the competence of the local governments, through a taxing system which they had requested and the Administering Authority authorized, to meet the requirements of financing various activities of their government in so far as their economy permitted at present.

In reply to the comments of the representative of Syria the special representative stated that with regard to the decrease in financial aid the policy of the Administering Authority, which had been fairly well stated, to benefit by the experience his country had had with the American Indians, an experience which showed that in some cases the support of these people may have tended to cause them to regard themselves as wards and may have developed a kind of dependency in their thinking. The Administering Authority wished to develop self-dependence, and observation would show that that was what was happening.

Japanese currency, postal savings and bonds

The representative of INDIA referring to a study on the Territory by Harvard University, was of the opinion that as long as the United States Government restricted the complete freedom of choice of the Micronesians in any

way and did not choose to share the assets of the Territory along with its liabilities, it could not escape from the full consequence of guaranteeing the Micronesians' economic well-being. Its obligation to them was even greater than to its own citizens, who, in the final analysis, enjoyed a much greater freedom of action. The Administering Authority appeared to adopt this view, and the people of the Territory in applying to the Administering Authority for the settlement of their claims regarding Japanese currency, postal savings and bonds were only seeking the implementation of this policy.

IV. SOCIAL ADVANCEMENT

Outline of conditions in the Territory and recommendations adopted by the Council

General

According to the annual report the Bill of Rights of the Code of the Trust Territory guarantees the full enjoyment of human rights and fundamental freedoms by the indigenous inhabitants.

The Administering Authority states that its programmes for the development of self-government, economic self-sufficiency, medical care and education are all intended to contribute to the improvement of social conditions. These, together with the customs of the local cultures, provide the necessary guarantees for social security and welfare services. Complex relationship ties link the individuals in a community and assure them of assistance when needed. In general, the indigenous social structure accommodates all types of social security and welfare services which in other societies must be taken care of by institutionalized means. In case of disaster or emergency conditions, however, a special welfare fund is utilized by the Administration to provide relief. The Administration also contributed funds and applied to the South Pacific Commission for assistance in developing a community welfare centre at Koror in the Palau District where social dislocation had occurred due to the rapid westernization and urbanization of the community. The Administering Authority states that no other financing has been necessary and that thus far there has been no need for an organized social welfare programme in the usual sense.

The standard of living varies from one part of the Territory to another. At one extreme there is considerable reliance on wage-earnings and imported commodities; at the other extreme there is almost complete reliance on native subsistence with trade goods entering only as luxury goods. The results of an attempt to conduct a cost-of-living study among indigenous employees of the Administration were unsatisfactory since it was not possible to assign a monetary value to numerous indigenous factors.

Labour

Indigenous labour other than employment by the Administration is overwhelmingly restricted to the production of copra and some handicraft. The Navy has a small number of employees at Kwajelein, and Micronesian commercial organizations include several trading companies, a sawmill, and a boat-building establishment which employ about 600; the Administration with approximately 1,500 employees is the single large employer in the Territory. Since wages and conditions in government service tend to become the standard, the policy of the Administering Authority is to avoid establishing a wage-structure or conditions of employment in government which would be beyond the means of private employers and which would make free competition in the labour market impossible.

No measures are taken to extend the application of the conventions and recommendations of the International Labour Organisation to the Territory because of their limited applicability. Trade unions, though not prohibited, are non-existent. The only restriction on the right to strike is the prohibition against striking against the Government. Micronesian labour boards in each district, composed of American and Micronesian employees, consider and recommend actions to the District Administrators on labour problems. Employees may present their problems before these boards. Besides legislation, proposed labour rules and regulations are recommended by both Micronesian and other employees. The District Administrators, their assistants, and members of the Personnel Department are responsible for the administration and enforcement of the labour laws and regulations and their just and equitable application to all employees. During the past five years there have been no serious major labour disputes in the Territory, and during the past year no employers or workers were charged or convicted of offences against existing labour laws and regulations.

Immigration

Non-citizens of the Territory and those who are not legal residents are not permitted to enter or remain in the Territory as permanent residents unless authorized by the High Commissioner. Permits issued to visitors may be revoked upon withdrawal of security clearance or at the discretion of the High Commissioner at any time. During the year under review there were no instances of immigrants entering the Territory for the first time.

At the twelfth session of the Council the Administering Authority informed the Council that a plan was pending to allow 87 inhabitants of Nauru to enter the Territory under stipulations including good health, financial independence and the acceptance by their relatives in the Marshall and Caroline Islands.

Both Missions which visited the Territory received requests concerning Japanese nationals related to indigenous inhabitants, and the 1953 Mission was informed in each case where a request to return to the Territory had been received from a Japanese, that the Navy Department had thus far given negative decisions regarding security clearance. The Mission noted the Council's request for information at its eighth session and expressed the hope that the Administering Authority would give full information regarding this matter.

In the annual report under review the Administering Authority stated that it considered that the return en bloc of former Japanese, other foreign residents was undesirable for social and economic reasons. However, subject to appropriate security clearance, the Government of the Trust Territory of the Pacific Islands would be willing to permit the return of Japanese spouses and children of mixed unions where the members of the community concerned were agreeable and when prior investigation revealed in each case that the returnees would be acceptable to the particular Micronesian community and their return would not create serious social and economic situations.

Medical and Health services

The Department of Public Health is administered and supervised by a director whose permanent office is located at the headquarters of the Trust Territory in Hawaii. All other health personnel serve in the field. At each district centre a local director with a staff of two to four Americans has the combined duties of administrative and clinical medicine. Other employees at the district centre and on all outlying islands and villages are Micronesians. A few American consultants, technical educators and supervisors serve on an inter-district basis.

The six general hospitals, one at each district centre, in the Territory have a combined bed capacity of 396. Dispensaries are located at each hospital and

approximately 115 with from one to ten beds are maintained in outer islands and villages. In addition a leprosarium with 100 beds and living quarters for 120 ambulatory patients is located on the island of Tinian. The Administering Authority further informed the Council during the fourteenth session that plans were being developed to establish small leprosy isolation units, one at Yap and one at Ponape.

Expenditure on public health for the fiscal year 1953 totalling \$715,951 showed an increase over the \$641,329 spent in 1952 and is the highest yet recorded. The Administering Authority stated that some additions, remodeling and repairs were made to hospitals, dispensaries and technical teaching facilities from government sources outside of the public health budget, and that practically all of the public health allotment was spent in operation. Collections for medical and dental services accounted for approximately 2 1/2 per cent of total health expenditures. Except for technical assistance provided by the South Pacific Commission in connexion with short-duration surveys, the Territory received no outside financial aid in the conduct of its public health programme.

Non-Micronesian public health personnel totalled 33 and included 11 physicians and 4 dentists during the year under review. Micronesian personnel included 26 medical and dental practitioners and interns and 35 licensed and graduate nurses.

The Council, at its twelfth session, recalled its previous favourable impressions of the efforts made by the Administering Authority to improve the health of the indigenous inhabitants, endorsed the commendation expressed by the Visiting Mission in this respect, and noted with satisfaction the further successful efforts of the Administering Authority to train indigenous medical and health personnel and to entrust them with increasingly higher responsibilities. The Council further shared the view of the Visiting Mission that the provision of medical services to the inhabitants of the outlying islands should be improved, and expressed the hope that this might be achieved by the present plans of the Administering Authority for better and more frequent means of transportation within the districts.

The Administering Authority stated that a primary policy in public health was to train as many Micronesians as possible and as soon as possible for the technical public health services. Two levels of training were recognized, one leading to medical and dental practitioner and the other to auxiliary services such as nurse, technician, pharmacist, sanitarian and health aid. Thirty prospective medical and dental practitioners were enrolled at the Central Medical School at Suva for a four-year course and four graduate practitioners were taking advanced training abroad. During the year under review a school for the training of auxiliary personnel was established in the Territory. Due to limited numbers of non-indigenous professional personnel and the great expanse of the ocean area to be served, the Administering Authority reported that the need for more and better-trained Micronesian personnel was acute. Language diversity, transportation problems and the meagre basic education of the Micronesians made technical training slow and difficult, and the Administering Authority considered this to be one of the most vital concerns of the Public Health Department.

At its fourteenth session, the Council adopted the following recommendations:

The Council notes the favourable comments of the World Health Organization on the integrated curative and preventive health services established by the Administering Authority for mothers and children. The Council also notes that the Administering Authority has taken further measures to improve medical and health services, in particular by the rapid training of indigenous medical personnel, the increase in hospital facilities, and the plan to establish two additional leprosaria. The Council expresses the hope that the Administering Authority will continue its efforts to improve health conditions and, in particular, will take additional measures to eradicate tuberculosis.

The Council, noting the statement of the Administering Authority concerning its plans for the further development of hospital facilities, invites the Administering Authority to furnish in its next report information on the progress made in this respect.

Observations of members of the Council representing
their individual opinions only

General

The representative of HAITI stated that the development schemes being undertaken by the Administering Authority should not for the present tend towards commercial exchanges but rather towards strengthening the physical wellbeing of the population, which seemed to be seriously threatened by certain forms of illness.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS pointed out that racial discrimination was practised against indigenous teachers, American teachers receiving salaries dozens of times as much as those paid to indigenous teachers. There were elements of segregation in the Territory, a fact pointed out by the Visiting Mission in its report. Thus the disgusting features of racial discrimination and racial segregation observed in other Territories were to be found in these Islands.

The special representative of the ADMINISTERING AUTHORITY stated categorically that there was no racial segregation nor racial discrimination in the Trust Territory.

Labour

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS stated that the few indigenous inhabitants who worked as hired labourers received completely inadequate wages which did not guarantee them a human existence. Data in the annual report showed that \$0.75 was the daily wage of workers in the Territory.

The special representative of the ADMINISTERING AUTHORITY stated that there was in fact and of necessity a considerable difference between the pay scales for Micronesian and American personnel. The pay scale for Micronesians was fixed in relation to the normal range of income for persons engaged in other local pursuits, such as copra production and local shipping enterprises. It was adjusted in such a manner that the local economy would not become disrupted. In any case, under the subsistence economy of the Territory and the "extended family" system, Micronesians did not live on their salaries, and their salaries

could not therefore be used to measure their standard of living. The pay scale for Americans was determined by the amount required to induce qualified persons to leave the advantages of their life in the United States and to accept employment in a remote area away from their homes. These people were needed to help the Micronesians advance and must be offered a salary sufficient to attract them and to keep them in the Territory for a long period.

Medical and health services

The representative of INDIA noted with approval the large number of health institutions in the area. He observed that the World Health Organization had commented favourably on the integrated curative and preventive health services established for mothers and children, as well as on the work of dental and medical practitioners. He was also happy to note the establishment during 1953 of a school for the training of auxiliary personnel. He pointed out, however, that expenditure on health services, although it had increased from 1952 to 1953, had decreased in 1954.

The representative of FRANCE stated that the progress achieved in the field of public health was impressive, and that the rapid training of a native medical corps was the best achievement of the Administration. The plan for setting up, in addition to the present leprosarium, two others at Panope and Yap, appeared to him to be an excellent undertaking on the psychological and moral levels.

The representative of HAITI was of the opinion that the Administration seemed to prefer to deal with the treatment of disease than with its prevention. With regard to the question of tuberculosis he wondered if the tendency for this disease to increase was not due to the protein deficiency in the normal food of the inhabitants. He wished the Administering Authority to pay special attention to this particular problem.

The representative of EL SALVADOR stated that conditions of public health left much to be desired and he hoped that the Administering Authority would continue to make efforts to improve the situation.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS noted that in connexion with public health the Administering Authority was not increasing

but was decreasing appropriations. The estimated appropriation for public health for 1954 was reduced by more than \$100,000 in comparison with the preceding year. The appropriation in 1953 amounted to approximately \$716,000 while the estimate for 1954 amounted to only some \$610,000. Attention should be paid in the recommendations of the Council to the improvement of medical and sanitary services for the indigenous inhabitants, to increasing the number of hospitals and to augmenting medical staffs, and for these purposes budget appropriations should be increased. In this connexion in order to secure real progress in public health it was necessary to oblige the Administering Authority to appropriate funds for the Trust Territory from the federal budget of the United States.

The special representative of the ADMINISTERING AUTHORITY expressed appreciation for the statements made concerning the adequacy of medical services in the Territory. He indicated that twenty-five new men trained in medicine and dentistry at Suva would be added to the medical staff in December 1954. Micronesian medical personnel were constantly receiving added training at the local hospitals, in Honolulu, and elsewhere and were developing capably. The incidence of tuberculosis was perhaps the main health problem, and hospitalization of all cases would require more facilities than were available. Experiments were being made with local rest facilities for recuperating cases, and it was hoped that this would aid in the solution to the problem. The question of diet, he felt sure, was also being taken into consideration. A good diet was provided in the hospitals and nutrition was being taught in the schools and through the agricultural extension agents. With respect to expenditure on health programmes, the special representative pointed out that the larger expenditure figures shown for 1953, as compared with 1954, was principally due to the purchase in 1953 of substantial amounts of drugs and medical supplies.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions in the Territory and recommendations adopted by the Council

General

The Code of the Trust Territory provides for a free public school system, the establishment of a Department of Education for the Territory and Boards of Education in each local community. It requires each community, except as directed otherwise by the High Commissioner, to support public elementary schools with revenues derived locally and the compulsory school attendance of all children between the ages of 8 and 14. It describes the requirements for the establishment and operation of non-public schools.

The number of public elementary schools increased from 139 to 144 and their enrolment from 5,767 to 6,363 pupils during the year under review. The enrolment in the six intermediate schools increased from 789 to 802 and from 101 to 125 in the Pacific Islands Central School during the same period. Total expenditures on education amounted to \$435,440 as compared with \$430,930 in the preceding year.

The number of students enrolled in institutions of higher education outside the Territory included 64 at Guam, 49 at the Central Medical and Dental School in Fiji, 18 in Hawaii, 13 at Manila, 12 in the United States, and one on a United Nations scholarship to New Zealand, Samoa and Fiji.

The Administering Authority states that the main objectives of the educational policy are:

- (i) Every reasonable attempt shall be made to provide every child with an opportunity to attend six years of elementary schooling.
- (ii) Select students with potential leadership ability shall have opportunities to proceed on to the secondary field in order to improve their abilities to become productive citizens and further the progress of their communities.
- (iii) Education is the responsibility of the Micronesians, and such assistance and encouragement as the Administering Authority is able to give them will be extended to enable them to assume fully that responsibility.

According to the annual report in the short-range plans for education, there is an active attempt to re-organize the curriculum, and course of study. This is manifested by efforts to make the language of instruction in the elementary schools the vernacular and to prepare teaching materials in the vernacular. The curriculum's responsiveness to the local culture is being observed, and new curriculum materials are in process of preparation to bring them in closer relationship with Micronesian environment. In other respects, the educational administration at the district level is working to eliminate the dependency of school administration upon a paternalistic Administering Authority. The support, emphasis, and responsibility is being placed to an increasing degree upon the municipalities and on the indigenous administrative staff. At the intermediate level, an attempt is being made to minimize progressively those acculturating influences of western culture which are considered as poorly adopted to local conditions and to introduce other more indigenous values. Greater emphasis is being placed on the development of the agricultural and vocational programme. The Administering Authority considers that many of the improvements and trends at present should produce a better integrated approach to education in the long-range development. The Administering Authority states that it is trying to bring about a transition from dependency to independence and through the Department of Education, bring as many activities as possible within the support and scope of the local people in the districts and communities.

Non-governmental schools are required to be chartered by the Administering Authority. To meet the necessary conditions for this, they must be able to realize a minimum educational programme and to achieve the goals of education as set forth by the Department of Education. At present there are 18 elementary and 8 secondary schools with 1,283 and 369 students respectively. They receive no assistance from the Administering Authority or from the local government.

The Council at its twelfth session noted with interest and satisfaction the reorganization of the educational programme of the Territory in order to broaden and otherwise adapt it more adequately to the particular needs of the inhabitants, and joined the Visiting Mission and UNESCO in approving this practical approach to the problem of education in the Territory.

The Administering Authority in its annual report for 1953 stated that in the Trust Territory, a teaching function was central to its efforts, and that it was trying to train and develop the Micronesians and to help them become as effectively self-governing in meeting the challenges of the modern world as their traditional social organization proved to be so long ago. The Administering Authority was working to develop democratic institutions in such a way that they might rest upon and be sustained by a sound economy that would support standards of living such as they desired and were able to pay for.

At its fourteenth session, the Council adopted the following recommendations:

The Council notes with satisfaction the advances made in education and the favourable comments thereon by the representative of UNESCO. Considering, however, the need for continued improvement in educational services, particularly at the elementary level, it recommends that the Administering Authority assist municipalities wherever the need exists with subsidies for the construction or improvements of school buildings.

The Council shares the Administering Authority's desire that the American personnel of the Administration should be progressively replaced by indigenous personnel as qualified candidates become available, and considers higher education, vocational and technical training to be important factors in the development of the Territory and its inhabitants. The Council believes that the fullest attention should be given to providing increased vocational and technical training within the Territory and also to developing to the maximum extent possible the programme of sending students abroad for advanced study. In this connexion the Council notes with satisfaction that 100 students are at present pursuing advanced studies overseas, of whom a large number are in receipt of Government scholarships.

Teachers

The staff of the Department of Education includes 43 posts held by non-indigenous and 84 posts by indigenous personnel. The total number of indigenous teachers in public schools includes 275 in elementary schools and 41 in intermediate schools.

Minimum qualifications have not yet been fixed for the certification of indigenous teachers due to the lack of trained teacher personnel. As more are trained and the present personnel receives additional training, it is anticipated that qualifications and teacher certification can be established. The ideal standard for all teachers is graduation from the Pacific Islands Central School at Truk; with at least one summer teachers' education course. At present little more than one-fourth of the elementary teachers in the Territory are graduates of this school. The Administering Authority reports that enough students have graduated from the school to meet this standard but that due to the higher pay scale for other professional workers and Administration employees, many graduates from the Central School have not become teachers. Although the supply and availability of teachers in terms of numbers are adequate in most districts, the Administering Authority states that the quality of the teachers still requires improvement. Formal teacher education programmes are held in each district for a period of eight weeks during the summer vacation with instruction in teaching methods.

The Council, at its twelfth session, noted that the need to increase the numbers and qualifications of indigenous teachers constituted the most urgent problem in the educational field, and welcomed the plans of the Administering Authority to provide more extensive in-service training for teachers in addition to the regular summer training courses.

The Administering Authority in its annual report for 1953 stated that the training of teachers was always a key factor in any educational system. Accordingly, the Territory was strengthening its teacher education programme in the direction of training teachers to meet the needs of their own community. An eight-weeks' summer school programme was held in each district. Throughout the rest of the year, the supervisor of teacher education in each district visited elementary school teachers in their island schools to work with them in ironing out difficulties and helping the teacher to prepare materials locally to enrich the teaching programme.

At its fourteenth session, the Council adopted the following recommendation:

The Council, noting with concern that many graduates of the Pacific Islands Central School do not enter the teaching profession owing to opportunities for more remunerative employment in other occupations, considers that the problem of providing adequate incentives to teachers demands the attention of the Administering Authority. The Council recommends that the Administering Authority review the salaries of indigenous teachers and consider assisting the municipalities by subsidies or other means in order to enable them to obtain qualified teaching personnel.

Observations of members of the Council representing
their individual opinions only

General

The representative of INDIA noted a decrease in expenditure with respect to education in both 1953 and 1954 and hoped that this decrease in quantity had been offset by an improvement in the quality of education in the area.

He noted the number of students sent to neighbouring Territories for higher education and, having regard to the fact that some day the Territory must provide its own social and administrative services, he wished to know whether, in future, such facilities would be available within the Trust Territory.

The representative of FRANCE noted that the effort to develop public education was very methodical and sincere. The figure of 100 students studying outside the Trust Territory was impressive. On the whole, the indigenous teachers at different levels of competence produced a good impression. He praised the American teachers for their knowledge and affectionate devotion to the indigenous inhabitants. He considered, however, that the question of the payment of teachers should be studied very closely, and that the Administration should assist communities with small subsidies in connexion with the construction or improvement of school buildings. He also felt that in the near future, the system of education should be designed to prepare a certain number of indigenous inhabitants to earn their living abroad.

The representative of BELGIUM considered that the Council should commend the Administering Authority for sending 100 students abroad for advanced study, as well as for its policy of providing primary education in the native language.

The representative of BELGIUM felt that vocational and technical training were as important as the classical education provided in primary and secondary schools, and that the law which instituted compulsory education, as in Western Countries, was perhaps somewhat premature, and it might be better to follow the policy at present pursued, that of a progressive and gradual education, and then to introduce compulsory education.

He wondered why there was no provision for inspection of schools.

The representative of the UNITED KINGDOM believed that it would be doing the people of the Territory no service to give them too rapid and novel an education such as would detach them from their environment and perhaps create within them an impatience which might give rise to doubts. He believed that the combination of the old and the new in education was the right policy.

The representative of EL SALVADOR agreed with the appreciative statement of UNESCO concerning education, particularly the introduction of primary education and he was interested to learn that certain students received scholarships and followed advanced studies outside the Territory. He suggested that it might be possible to use broadcasting as a method of adult education, and that the Administering Authority should be urged to spare no effort to increase the education of the people since this would certainly constitute a firm basis for the economic and political development of the Territory.

The representative of SYRIA stated that although with many accomplishments to Administration's credit regarding education, he still felt its efforts were not well geared to the magnitude of the problem. The factors of geography, population, economic resources and the objectives of the Trusteeship system presented difficulties in the way of outlining a definite and clear-cut educational policy, but these should not continue to militate against a well-planned educational system. Without forgetting to aid inhabitants in the development of their own culture, the Administering Authority should strive to educate them to bear the responsibilities for their own future and to be able to

stand the strenuous life of the complex world. He noted that there seemed to be some financial limitations regarding education and hoped that these would be overcome. He considered that in the case of primary education, reliance should not be solely on the meagre means of the people. The Administering Authority had the primary responsibility for education and funds should not be lacking for the proper and sound fulfilment of their responsibility.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS pointed out that the appropriation for education had decreased yearly since 1952. In 1952, it was, in round figures, \$438,000; in 1953, it was \$399,000 and the estimate for 1954 had been even further reduced. The Administering Authority was not fulfilling its obligation to bring about progress in the field of education. The financial and material burden involved in the building and maintenance of schools had been shifted by the Administering Authority to the indigenous population itself, and this population was in no position to develop education with the funds at its disposal. The annual report itself pointed out that the responsibility for building and equipping schools rested upon the indigenous population, which was putting together desks and benches with its primitive tools. The richest country, the United States of America, did not appropriate funds in order to properly equip the schools in this Trust Territory, although hundreds of millions of dollars were thrown into the testing of hydrogen bombs in the Trust Territory. The Administering Authority, contrary to the Charter and the Trusteeship Agreement, did not intend to assume its obligation to guarantee progress in the field of education of the indigenous population.

As a result of this attitude on the part of the Administering Authority a reduction in the number of students had occurred in some regions when the figures for 1953 were compared with those for 1947 and 1948. In Ponape the number of students had decreased since 1946, and in Truk there had been a reduction from 3,000-odd to 2,000-odd. The overwhelming majority of students received only an elementary education. The Administering Authority was not developing secondary education and did not provide enough scholarships enabling students to obtain education outside the Territory. There was not a single indigenous

inhabitant in the Trust Territory who had completed higher education. The unsatisfactory state of education was confirmed by the fact that a considerable part of the population remained illiterate. For example, in Truk, 25 per cent of the population was illiterate, in Ponape, one-third, and in Palau, one-half of the population.

The Trusteeship Council must call the attention of the Administering Authority to the need for increased budget appropriations for education and other cultural purposes. The school system must be expanded, the number of teachers increased and the quality of the teaching itself improved. Opportunities should be created for obtaining secondary, university and vocational training. Other measures should be taken to eliminate mass illiteracy among the indigenous population, both children and adults. Steps should also be taken to prepare qualified cadres of the indigenous population. The Administering Authority should appropriate fund. from the federal budget of the United States for the Territory.

The special representative of the ADMINISTERING AUTHORITY stated, in response to the concern shown by various members of the Council regarding the policy of placing education in the hands of the people that the reason behind this action was twofold. First, it was the belief of the Administration that it was universal in human nature for a person to appreciate and value more highly that to which he contributed his time and money rather than that which was forced upon him or given to him without effort on his part. Since it was in the American tradition to place a high value on education, the Administering Authority believed that the best way to instil a similar high regard and bring about a support of education among all the Micronesians was to create a greater community of interest in the local school and to make them feel that the school belonged to them. The second factor in the Administration's approach to this matter was the belief that it contributed to the moral fibre and advancement of a people to provide their own services and facilities where they saw a genuine need for them.

The Council should not conclude, however, that the Administration was assuming no responsibility in the elementary school programme. On the contrary, educational supervisors in each District whose salaries were paid from Trust Territory funds, in large part, Federal grants, make frequent trips to keep in

touch with the work and development of schools. Educators worked closely with municipal officials to ensure satisfactory support of schools and teachers. The Administration during the past year had aided three districts in working out practical systems of taxes to increase the salaries of teachers and to make available the materials needed for instruction.

Education on the intermediate and Pacific Islands Central School level was entirely supported by the Administration.

With regard to the comments concerning educational expenditure, the special representative stated that the apparent decrease was due to a misunderstanding, since the figures which had been quoted were not comparable. When comparable figures were considered, it was shown that instead of a decrease, there actually had been an increase in expenditure on education over the three year period.

With reference to the statement of the representative of the Union of Soviet Socialist Republics that enrolment had decreased since 1946, the special representative stated that unusually high enrolment figures for the early years had been due to many over-age enrolments attributable to the fact that during the war years, education was at a standstill. Normal enrolments were increasing year by year along with the child population.

With regard to the remarks made concerning secondary education, the special representative stated that provision would be made for increased enrolment in secondary education, and standards of education at this, as at all levels, would be gradually improved in response to the genuine needs and desires of the people.

With regard to the question of the representative of India as to whether facilities for higher education would, in future, be established within the Territory, the special representative stated that in all honesty he could not foresee the day when an institution on the college or university level would be a probability. This did not mean, however, that opportunity for higher education in the area would not exist, since the Territorial College opened by the Government of Guam would in time to come offer a full college course and this college was as convenient to all sections of the Trust Territory as would be an institution located in one of its districts. The Micronesians had only recently begun to learn English following the termination of Japanese rule.

Since only eight years had elapsed since the Administering Authority assumed control of the Territory, there had not been sufficient time to prepare a large proportion of the population for higher education nor for them to complete a college course. However, several Micronesians already had had some college and professional education.

Teachers

The representative of BELGIUM, noting that many graduates from the Central School declined to become teachers because they had better opportunities open to them in other fields of economic life, considered that intervention in the form of subsidies by the Administration was certainly justified, thereby enabling the insular communities to offer their teachers adequate salaries.

The representative of CHINA supported the statements made by the representatives of France and Belgium regarding the salaries of teachers. In this connexion, he considered that the fact that nearly three-fourths of those trained at the Pacific Islands Central School did not intend to enter the teaching profession, was a serious problem and he urged the Administering Authority to see that something was done to provide more incentive to the trainees so that their services might be utilized in the schools where there was need of them.

The representative of the UNITED KINGDOM agreed with the suggestions made by other delegations regarding an improvement in the conditions of teachers.

The representative of the UNION OF SOVIET SOCIALIST REPUBLICS stated that attention should be paid to the especially difficult situation of indigenous teachers who received a miserable salary of eight or fifteen dollars a month. Racial discrimination was practised against them in comparison with American teachers who were paid from \$4,000 to \$5,000 a year, dozens of times as much as was paid to indigenous teachers.

The special representative of the ADMINISTERING AUTHORITY stated that in January 1954 the Administration had made a \$4,000 loan to the Truk District to pay the salaries of its elementary school teachers. A new tax had been instituted in this District and also in the Ponape District and in the Marshalls, in consultation with the appropriate local bodies and officials, in order to ensure the payment of the teachers' salaries.

