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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 2 AUGUST 1958 TO 6 AUGUST 1959

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 2 August 1958 to 6 August 1959.

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## INTRODUCTION

1. 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 its own resolution 46 (IV) of 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 OF THE PACIFIC ISLANDS

#### Examination of the annual report

2. The report of the Government of the United States of America on the administration of the Trust Territory of the Pacific Islands for the year ended 30 June 1958 was transmitted to the members of the Trusteeship Council on 28 May 1959<sup>1/</sup> and was placed on the agenda of the twenty-fourth session of the Council.

3. The examination of the report was begun at the 992nd meeting, when opening statements were made by the representative of the Administering Authority and its Special Representative, Mr. Delmas H. Nucker, High Commissioner of the Trust Territory. At the 994th meeting of the Council, Mr. Bethwel Henry from Ponape, addressed the Council as a member of the United States delegation. Questions were put to the Special Representative by members of the Council from the 994th to the 998th meetings. At the 998th meeting, the Council began a general discussion of conditions in the Trust Territory which was concluded at the 1005th meeting. At the 1005th meeting the Council appointed a Drafting Committee composed of the representatives of Burma, New Zealand, Paraguay and the United Kingdom to draft that part of its report to the Security Council dealing with conditions in the Trust Territory of the Pacific Islands.

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<sup>1/</sup> T/1453.

4. The recommendations contained in the report of the Drafting Committee<sup>1/</sup> were adopted by the Council at its 1026th and 1027th meetings. The report, as finally adopted at the 1038th meeting, forms Part II below.

#### Examination of petitions

5. At its twenty-fourth session, the Council examined, in accordance with rule 85, paragraph 2, of its rules of procedure, a petition<sup>2/</sup> from the peoples of the Saipan District. At the same session, the Council examined, in accordance with the established procedure, a petition<sup>3/</sup> from Representatives Bolkain and Kabua who had requested the Council to make a full investigation of the question of lands taken away from the Marshall Islanders for which they had not received compensation. The Council by its resolution 2006 (XXIV) drew the attention of the petitioners to the observations<sup>4/</sup> of the Administering Authority and to the statements of its Special Representative. It took note of the statement of the Special Representative that the Administering Authority was pursuing its examination of the question in order to reach a just settlement and that the Trusteeship Council would be kept informed of the results of such further examination. The Council decided to resume consideration of this petition at its twenty-sixth session, in the light of the further information that might be submitted by the Administering Authority.

#### Visiting Mission

6. The Trust Territory was visited during the period under review by the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, composed of Mr. Chiping H.C. Kiang (China), Chairman, Mr. Alfred Claeys Bouúaert (Belgium), U Tin Maung (Burma) and Mr. Sergio Kociancich (Italy).

7. The decision for the dispatch of the Visiting Mission was made by the Council during its twenty-second session. At its 933rd meeting the Council appointed the Visiting Mission and at its 938th meeting, during its eighth special session, it

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<sup>1/</sup> T/L.923.

<sup>2/</sup> T/PET.10/L.3.

<sup>3/</sup> T/PET.10/30.

<sup>4/</sup> T/L.930.

adopted resolution 1923 (S-VIII) setting forth the Mission's terms of reference. By this resolution, the Mission was directed to investigate and report as fully as possible on the steps taken in the above-mentioned Trust Territories towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949 and other relevant Assembly resolutions; to give attention, as might be appropriate in the light of discussions in the Trusteeship Council and the General Assembly and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the Trust Territories concerned, in petitions received by the Council relating to the Territories, in the reports of the previous periodic visiting missions to the Territories and in the observations of the Administering Authorities on those reports; to receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot, after consultation with the local representative of the Administering Authority concerned, such of the petitions received as, in its opinion, warranted special investigation; and to submit to the Council as soon as practicable a report on each of the Territories visited containing its findings with such observations, conclusions and recommendations as it might wish to make.

8. The Mission departed from Headquarters on 4 February 1959 and arrived on 6 February at Honolulu. It stayed at Honolulu for the next two days during which time it paid a courtesy call on the Commander-in-Chief of the United States Pacific Fleet and visited the Bernice P. Bishop Museum, a centre for studies and research on the islands in the Pacific. It also met with members of the Advisory Committee on the Hawaii Training Programme for Micronesian students in Hawaii and, later, with Micronesian students studying at the University of Hawaii under fellowships granted by the United Nations Technical Assistance Administration and with other students attending various educational institutions under scholarships granted by the Trust Territory Government and private organizations.

9. After a brief visit to Guam where it made final arrangements for its visit to the various districts of the Territory and held a number of meetings with the High Commissioner as well as with other officials of the Trust Territory, the Mission visited the islands of Koror, Peleliu and Yap in the Western Caroline Islands from 13 to 19 February. From Yap the Mission returned to Guam on 19 February, and

visited Saipan, Tinian and Rota in the Northern Mariana Islands on 21 and 22 February. Following a one day stay on Guam, the Mission visited Moen, Dublon, Fefan, Tol, Mokil and Ponape Islands in the Eastern Caroline Islands and Ujelong in the Marshall Islands from 23 February to 5 March and Majuro, Jaluit and Rongelap Atolls in the Marshall Islands from 6 to 10 March. The Mission left the Trust Territory on 10 March to visit the Trust Territory of Nauru. It returned to Truk on 14 March, where on the following day it held final discussions with the High Commissioner of the Trust Territory. On 16 March, the Mission departed from Truk and subsequently visited the Trust Territory of New Guinea before returning to United Nations Headquarters on 25 April 1959, where it adopted its report on the Pacific Islands on 8 May 1959.

10. The report of the Visiting Mission was considered by the Council at its twenty-fourth session concurrently with the annual report of the Administering Authority.

11. At its 1030th meeting, the Council adopted resolution 1952 (XXIV), by which it took note of the reports of the Visiting Mission and of the observations of the Administering Authorities thereon; expressed its appreciation of the work accomplished by the Visiting Mission on its behalf and drew attention to the fact that, at its twenty-fourth session, in formulating its own conclusions and recommendations on conditions in the Trust Territories concerned, the Council took into account the observations and conclusions of the Visiting Mission and the observations of the Administering Authorities thereon. The Council further decided to continue to take these observations and conclusions into account in future examinations of matters relating to the Trust Territories concerned and it invited the Administering Authorities concerned to take into account the conclusions of the Visiting Mission as well as the comments made thereon by members of the Trusteeship Council. It decided that, in accordance with rule 90 of its rules of procedure, the reports of the Visiting Mission, together with the written observations submitted by the Government of Australia, and the text of the present resolution, should be printed.

12. The observations of the Visiting Mission as stated in its report, and the observations of members of the Trusteeship Council thereon, are summarized in Part II of the present report.

PART II. CONDITIONS IN THE TRUST TERRITORY OF THE  
PACIFIC ISLANDS

I. GENERAL

Outline of conditions and recommendations  
adopted by the Trusteeship Council

General considerations

1. The islands of the Trust Territory of the Pacific Islands, comprising a total land area of 687 square miles, are spread over an ocean area of some 3 million square miles. The population, which in 1958 was reported to total 70,600 is broadly classed as Micronesian, but also includes small groups of non-indigenous persons, Polynesians and Gilbertese.
2. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council takes note of the comments and conclusions of the Visiting Mission and commends them to the attention of the Administering Authority.

Displacement of population due to nuclear experiments

3. The Council has followed periodically the situation of the inhabitants of Eniweikok and Bikini, who were displaced in 1946 and 1947 respectively because of nuclear experiments, and of the people of Rongelap and Utirik who were temporarily displaced in 1954 because of radioactive "fallout" from thermonuclear experiments.
4. At its twentieth session the Council noted with interest that a settlement had been reached to compensate the former residents of Bikini and Eniweikok for having been displaced and that the Kili and Ujelong people had begun to benefit from the trust fund established for them by the Administering Authority.
5. At the twenty-second session it also noted with satisfaction the measures taken to promote the health conditions and rehabilitation of displaced islanders. The Administering Authority reports that the inadequate logistic support of Ujelong was improved during the year under review and that further improvements would soon be made.
6. The Visiting Mission reported that the typhoons had destroyed the schooner which had been purchased by the Administration for the Kili people. As a result of the loss of the ship's cargo the trade store in Kili had been unable to

purchase goods for local sale. The Administration had provided, as an emergency measure, \$3,000 worth of food to be sold at half price. The proceeds amounting to \$1,500 were used to assist the store to continue its operation. Pending the delivery of a new ship, now under construction, the Administration had chartered a schooner for the Kilians. In addition, emergency food and agricultural rehabilitation programmes were started and reported to be well under way. At the twenty-fourth session the special representative informed the Council that a permanent station vessel for the Kili people was expected to begin regular operations at the end of June 1959. It was hoped that with the forthcoming operations of this new boat the people would be able to work again on the islands of Jebet, Jar and Boklaplap in the Jaluit Atoll and to fish in the Jaluit lagoon.

7. The Mission expressed the hope that in view of the considerable difficulties of adjustment which the Kili people had experienced in past years, further efforts should be made by the Administration for their return to a normal way of life. In particular, it recommended that the Administration should take steps as soon as possible to restore the Kili settlement on Jaluit in order to enable the Kili people to make full use of the fishing and other facilities in the area.

8. The Mission gained the impression that the adjustment of the Eniweitok people appeared to have been satisfactory. The Administration informed the Mission that at the request of the people of Eniweitok a radio would be installed in the island in June 1959 and that an agricultural extension agent would return to the area to help the people plant additional subsistence crops and coconut palms. The Mission considered a request that students from Ujelong be sent to the Pacific Islands Central School to be justified and expressed the hope that the Administration would give the matter its sympathetic consideration. At the twenty-fourth session the Special Representative reported that in 1958 the people of Ujeland had collected over \$4,500 in interest from their Trust Fund and with better shipping they were able to increase their copra income.

9. At the twenty-second session the Council noted that the Rongelap people had been returned to their homes and expressed its confidence that with the continued assistance of the Administering Authority they would soon be able to adjust themselves to the normal atoll life. The Administering Authority reports that

while only eighty-two people were evacuated from Rongelap in 1954, more than 250 had returned to the atoll. The development of agricultural resources of the island to provide for the large group of residents is the main problem faced by the Rongelapese. In order to help them in the rehabilitation of their food crops an additional American agriculturist has been recruited.

10. The Visiting Mission reported that the people of Utirik could be considered as living a normal life. Since their return, several complete surveys had been conducted on the island for the purpose of determining the adequacy of educational, medical and agricultural facilities, and improvements recommended on the basis of these surveys had been implemented.

11. In contrast to the people of Utirik, the Rongelap people appeared to the Mission to present a considerable and continuing problem. They complained that as a result of radiation the fish in the lagoon were poisoned and were causing illness among them and that some of the coconut palms on the atoll had died. The Mission reported that only coconut crabs had been found unsafe for eating due to the presence of radiation. Some of the fish near the reefs were poisonous, but fish poisoning of that type was not due to the radiation and had been known to exist in the Marshall Islands and elsewhere long before the nuclear and thermo-nuclear tests had been conducted. An initial study to determine the source of this type of fish poisoning had been conducted and follow-up studies are under consideration.

12. Based on the information given to it by the Administration, the Mission was confident that the Rongelap people had now recovered physically from the immediate effects of irradiation and that material assistance rendered by the Administration for their rehabilitation was fully adequate to their needs. However, it expressed the view that their emotional and psychological problem, arising from persistent fears and apprehensions concerning their well-being, was one which required prompt and serious attention if the Rongelap people were to be fully restored to a normal and productive life. Although it could not express its views on the evaluation made by the scientific experts, the Mission felt certain that the people of Rongelap would not have been returned unless the Administering Authority was convinced that conditions on the island were safe. At the same time, the Mission felt that the long period of inactivity, while away from their homes, had created



doubts in the people's minds as to their ability and fitness to resume a useful life. These doubts might have been further strengthened by annual visits by scientific teams which, they felt, would not be necessary if they were well and no danger existed. The Mission, while fully appreciating the very serious problems which the Rongelap people were facing in their readjustment and recognizing that the Administration was fully aware of them, recommended that the Administration should, in co-operation with the other agencies of the Administering Authority, provide every possible assistance to the Rongelap people to enable them to overcome their present problems. At the twenty-fourth session the Special Representative informed the Council that a food subsidy was in existence and would continue on a graduated and reduced scale until the end of Fiscal year 1961 when it was anticipated that the people of Rongelap would have made their island again self-sufficient. He assured the Council that the Administration would continue to work closely with the Rongelapese to help them make a satisfactory readjustment to life in their home atoll.

13. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the statement of the Visiting Mission that the Utirik people can be considered as living a normal life. It also notes that the problems of the Rongelap people are now principally of a psychological nature and expresses the hope that the Administering Authority will continue to make every effort to assist the Rongelap people to overcome their present anxiety so as to enable them also to resume a normal life as soon as possible.

#### Areas affected by recent typhoons

14. In connexion with the wide-spread damage caused by three typhoons, which swept through parts of the Territory in November 1957, in January and June 1958, the Council, at its twenty-second session, expressed deep regret at the loss of life in the Marshall Islands and expressed its sympathy with the people who had suffered from the disasters. It also noted with gratification the generous measures initiated promptly for the relief and long-range rehabilitation of the affected areas.

15. The Administering Authority reports that the coconut groves of the Namorik and Jaluit Atolls, which prior to the typhoons produced 20 per cent of the copra of

the Marshall Islands, were completely demolished and it estimates that it will be eight to ten years before new trees will begin to bear in sufficient quantities as to provide a copra income.

16. The typhoon rehabilitation programmes, which have been formulated for each of the stricken areas, include the following: (a) supplemental and full-scale feeding programmes respectively for the less devastated and the completely devastated areas; (b) the furnishing of fishing equipment and materials for homes, cisterns, canoe sheds and boats; (c) the supplying of seed coconuts, of breadfruit seedlings and subsistence plant seedlings and seeds and (d) the hiring of additional agriculturists, both American and Micronesian.

17. The Visiting Mission reported that the emergency measures taken by the Administering Authority for the alleviation of suffering immediately following the typhoons and the subsequent initiation of its long-term rehabilitation programme in the affected areas had received wide-spread approval and praise from Micronesians throughout the Territory. It expressed the view that the rapid progress now being made in rebuilding the devastated areas of the Territory was due in large measure to the prompt initiative taken by the High Commissioner and his staff, who, in assisting the people on the affected island toward restoration of normal life, were also helping them to build the foundations for a better economic future. It also pointed out that as soon as the initial phase of the rehabilitation programme was concluded, a longer and more difficult period of waiting would follow before the efforts now being made could bear fruit. It might well be that this period would require even greater patience on the part of the people and an even more sympathetic understanding of their problems by the Administration than previously. However, the Mission felt that both these conditions could be amply met.

18. At its twenty-fourth session, the Council adopted the following conclusions:

The Council reiterates its sympathy with the people of the areas affected by the recent typhoons and congratulates the Administering Authority upon its generous and effective efforts to relieve hardship and to rehabilitate the economy of the devastated areas. It expresses its confidence that the people of the Territory and the Administering Authority will together overcome the difficulties resulting from these typhoons.

Observations of members of the Trusteeship Council  
representing their individual opinions only

General consideration

19. The representative of New Zealand, considering that a more accurate population projection was a prerequisite to any comprehensive long-term plan for the development of the Territory's resources, welcomed the assurance of the Special Representative that such a projection would soon be available.
20. The representative of Australia stated that owing to the remoteness and small size of the communities of the smaller islands it might be necessary to encourage their peoples to emigrate to the larger islands. Within a decade or two, many Micronesians might, moreover, seek homes and income outside the Territory; this possibility of their voluntary emigration would doubtless engage the attention of the Administering Authority.
21. The representative of the Union of Soviet Socialist Republics stated that the Pacific Islands' peculiarities and distinctive traits did not prevent the United Nations from taking Micronesia into the International Trusteeship System and extending to it all the pertinent provisions of the Charter. Having signed the Trusteeship Agreement the United States undertook to promote the political, economic, social and cultural development of the inhabitants and their progress towards the attainment of independence. But notwithstanding the objectives of trusteeship, nowhere in any United States reports was reference made to the achievement of independence by the indigenous inhabitants. The omission was hardly accidental and proved that the United States had not the slightest intention of complying with the provisions of General Assembly resolution 1274 (XIII) and setting a specific target date for the granting of independence. In fact, the policy of the United States was guided not by concern for the welfare of the indigenous inhabitants but above all by strategic and military considerations. That explained certain seemingly unrelated facts such as the conversion of the Trust Territory into a military base and an area for nuclear tests, the setting up of Administration headquarters outside the Territory at Guam, to which no indigenous inhabitant could proceed without special permission, the division of the administrative responsibility for the Territory between the Department of the Navy and the Department of the Interior, and the construction of roads only where they served a military purpose.

Displacement of population due to nuclear experiments

22. The representative of Burma suggested that a team of fully qualified psychologists and psychiatrists, who would work independently of the medical and scientific team of the United States Atomic Energy Commission, should be dispatched to the Territory and their findings should be made available to the Council at its next session.

23. The representative of India was gratified to note that the Territory would not be subjected again to any nuclear test and he expressed the wish that no occasion would arise in the future for the Council to discuss this question.

24. The representative of the United Arab Republic, while appreciating the commendable aid provided by the Administering Authority to the displaced peoples, noted their difficulty in adjusting themselves. Only a firm and unequivocal assurance that their area was absolutely safe for human habitation could restore the full confidence of the Rongelapese. He urged the Administering Authority to discontinue nuclear tests in the future in the Trust Territory.

25. The representative of the Union of Soviet Socialist Republics stated that in no part of the world had so many major nuclear tests been carried out as in the Pacific Islands during the period 1946-1958. He considered it to be illegal on the part of the Administering Authority to use a Trust Territory as a site for nuclear tests. Moreover nuclear tests were dangerous not only to the inhabitants of Rongelap and Uterik but also to the population situated many hundred miles away from the site. He stated further that although the Administering Authority had declared that Rongelap was no longer in danger from the point of view of radiation there was reason to be seriously concerned over the health of the inhabitants of the island. He therefore suggested that the Administering Authority should forward the data on Rongelap to the United Nations Scientific Committee on Radiation for a study on ionizing radiation. The Committee would then decide whether or not Rongelap is still a dangerous island from the point of view of human life. He further suggested that the Council should take steps to ensure that there would be no further nuclear tests in the Trust Territory.

26. He stressed the fact that the sufferings and difficulties encountered by the Islanders resulting from the nuclear tests had not ended, as could be seen from the fate of the inhabitants of the atolls of Rongelap and Bikini. This fact had

been noted by the 1959 Visiting Mission. He noted that it was the second time that a United Nations Visiting Mission was not allowed to visit the Island of Kili; consequently he was not satisfied with the report of the Visiting Mission on the conditions of the island. He stated further that since the people could no longer be returned to their original atolls, the Administering Authority should at least see to it that the victims were given complete satisfaction as regards the damage incurred. He considered the agreements relating to alienation of the islands of Eniwetok and Bikini as a forced and arbitrary seizure of the lands of the inhabitants and thus contrary to the Trusteeship Agreement and illegal from the point of view of international law. Therefore the agreements had no legal force and could not be regarded as binding. He suggested that the Administering Authority should assume the obligation not to hold any further test in the Territory until a general agreement on the cessation of nuclear tests forever has been reached.

Areas affected by recent typhoons

27. The representative of Haiti stated that a more effective weather forecasting system to track, discover and warn of typhoons could be envisaged which would make it possible to avoid extensive loss of human lives.

28. The representative of Australia endorsed the suggestion made by the representative of Haiti that a more effective weather forecasting system might be devised for discovering and tracking typhoons and warning people of them.

## II. POLITICAL ADVANCEMENT

### Outline of conditions and recommendations adopted by the Trusteeship Council

#### Development of representative, executive and legislative organs and extension of their powers

29. During the year under review there was no substantial change in the general administrative structure of the Trust Territory and in the basic policy of the Administering Authority concerning the Territory's development towards self-government. At the local level, municipalities with powers of legislation within their respective areas of jurisdiction continued to be the basic units of self-government. At the twenty-second session the Council noted the statement of the Administering Authority that its systematic programme for chartering municipalities throughout the Territory had met with considerable interest among the communities with which charters had been discussed. It further noted that the number of municipalities chartered during the year under review was smaller than originally anticipated owing to the desires of some local communities to embark on programmes of local political education before requesting formal charters from the Administration. The Administering Authority reports that a minimum of ten municipalities a year are expected to be granted charters for the next five years resulting in the formal chartering of most of the major municipalities of the Territory within this period. At the twenty-fourth session the special representative informed the Council that since July 1958 twenty additional municipalities have been chartered, thus making a total of thirty-two formally chartered municipalities.

30. The Mission noted the considerable impact which education was making on political development throughout the Territory, but at the same time it did not wish to underestimate the strong traditional influence which, though gradually weakening under the impact of newly introduced concepts, continued to be exercised. The Mission reported that political campaigning, which was for the first time followed in Ponape, was enthusiastically welcomed by the people and it was expected that the same procedure would be in time adopted in other municipalities. The Mission suggested that the political teams in all districts

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should make it part of their task to instruct the people in the advantages of active political campaigning by candidates for public services.

31. At the district level each district has one or more political advisory bodies with jurisdiction within part or all of the district. During the period under review almost all district congresses, councils and similar bodies received formal charters from the High Commissioner under the amended code of the Trust Territory which enable them to enact legislation having the full effect of law after final approval by the High Commissioner. At the twenty-second session the Council commended the Administering Authority for the manner in which it continued to pursue its policy of developing effective political organs of self-government in the Territory. The Council welcomed in particular the decision taken, following the successful Inter-District Conference of Micronesian Leaders held in 1957, to hold similar conferences on an annual basis in the future. It further welcomed the establishment of a unicameral district congress in Truk and the steps which were being taken to transform existing bicameral district legislative organs into unicameral legislatures in which all members would be elected. The Mission noted that considerable progress had been made in the development of district-wide organs of self-government. In addition to the Palau and Truk districts the Ponape and the Marshall Islands districts had recently received their charters and the latter had changed its constitution. At the twenty-fourth session the special representative reported that the unicameral congress of the Marshall Islands was composed of 80 per cent elected representatives and 20 per cent of hereditary chiefs. In Yap, the Yap Island Congress received its charter which was presented to it by the Visiting Mission.

32. One of the major developments on the level of the district-wide congresses was the chartering of the Ponape District Congress. It held its first session in September 1958. A special feature of the Congress is a legislative committee which employs a permanent staff member.

33. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the achievements made in the systematic chartering of municipalities throughout the Territory and commends the Administering Authority for the establishment of unicameral congresses in Yap Island, Ponape and the Marshall Islands during the year under review.

The Council notes with interest that the establishment of these institutions in different areas follows extensive programmes for the political education of the people of these areas. It considers that such institutions can themselves play a significant role in educating the people in democratic political processes while at the same time enhancing their participation in the political life and administration of the Territory and expresses the hope that many more institutions of this kind will be established in the near future and the scope of their activities and powers sufficiently widened to ensure fuller participation of the people in the management of their affairs.

Consultation with the inhabitants in regard to measures taken or contemplated towards self-government

34. As described in previous reports consultations on a territory-wide basis have thus far been confined to the holding of inter-district conferences with elected representatives of local government bodies for the exchange of views and experiences on common problems. Since 1957 these inter-district conferences have been scheduled on an annual basis and are designed as immediate forerunners of an area-wide political body to be established in the future.

35. The Visiting Mission reported that although there were as yet few signs pointing to the development of a territorial consciousness among the people, it found evidence that some of the obstacles standing in its way were gradually being removed. Notably, the Pacific Islands Central School enabled young people from all districts of the Territory to meet together and their common use of English gave them the ability to overcome language difficulties and the opportunity to discuss and appreciate common problems and to develop a sense of unity. The Mission also found that the annual territory-wide conference of representative Micronesian leaders which have been held on Guam since 1956 have further served to contribute to a better understanding of common problems and



to the creation of a common interest among Micronesians. It felt that the establishment of the Inter-District Advisory Committee was a significant step toward the cohesive political development of the Territory, but at the same time it pointed out that both the Administration and responsible Micronesian leaders were fully aware of the considerable obstacles that remained to be overcome before a truly representative territory-wide organ of self-government could be created. It believed that the continuous and increasing efforts made by the Administration to promote the cohesive development of the Territory by means of education and the increasing associations of its people in the conduct of their own affairs would ultimately bring about the desired results. To help further this development, the Mission suggested that every effort should be made to assign a greater number of Micronesians to positions outside their home districts and it recommended that the Administration should give consideration to the employment of some Micronesians at the headquarters of the Trust Territory.

36. The Mission recalled the recommendation of the previous Mission, that a book should be prepared, outlining in simple terms the geography, history and the characteristics of the Territory and its people. Such a book should also explain the relation of Micronesia to the modern world, emphasizing its trusteeship status and the political, economic and social conditions of the Territory. In view of the important contribution which such a book could make to the development of a Territorial consciousness among the people of the Territory, the Mission recommended that this matter be given early and urgent consideration. At the twenty-fourth session the Special Representative assured the Council that it was the intention of the Administration to prepare such a book as soon as possible and that a specialist had been employed for this purpose. He added that funds were no longer a problem in this matter.

37. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council expresses its satisfaction at the harmonious manner in which the Inter-District Advisory Committee to the High Commissioner has been functioning and expresses the hope that it will eventually become an elected

legislative organ. It considers that the work of the Inter-District Advisory Committee, the systematization of the various regulations governing elections and uniformity of taxation legislation are helpful measures leading to the development of territorial consciousness. In this connexion, the Council welcomes the information that a simple book describing the Territory and its relation to the outside world as recommended by the 1956 Visiting Mission will be prepared for use in the schools of the Territory.

#### Administration of the Territory

38. The system and structure of the administration of the Trust Territory remained unchanged during 1958. At the twenty-second session the Council, being aware of the existing administrative arrangements which limited the possibility of establishing a centralized administration within the Territory in the near future, expressed the hope that the Administering Authority would continue to keep under review the possibility of transferring the Headquarters from Guam to a site within the Territory and of placing the entire Territory under a single civilian authority. The Administering Authority reports that the centralization of all administrative and programme activities has continued to receive its consideration, but it feels that there are certain advantages in having specific programme activities centred in the field. However, during the year, the Education Department transferred its Headquarters to the High Commissioner's Office. All department heads stationed in the various districts make frequent trips throughout the Territory and spend considerable time at the High Commissioner's headquarters in Guam, co-ordinating their programmes. These arrangements are considered to be quite satisfactory. With regard to the Council's recommendation on the transfer of the High Commissioner's office to a site within the Territory, the Administering Authority has again given it its serious consideration. However, lack of adequate transportation and communication facilities within the districts to meet present needs continues to be the major obstacle preventing such a transfer, thus the Administering Authority can foresee no movement of territorial headquarters to one of the districts in the near future.

39. The Visiting Mission was informed by the High Commissioner that the best headquarters site available within the Territory was on Dublon Island in the Truk district. However the establishment of such a site, including the building of all the facilities required, would cost over \$3 million. Moreover, on completion, it would still not provide as good service as was being provided by Guam. The Mission suggested that the matter should be kept under constant review and that the Administration should take full advantage of the annual meetings of the Inter-District Advisory Committee to the High Commissioner to discuss this question from time to time.

40. A question of major interest to the Mission was the continued division of the administration of the Territory between the civil and naval authorities of the United States Government. Like its predecessor the Visiting Mission was again requested by the people of Rota that consideration should be given to the unification of all peoples of the Marianas. The Mission gained the impression that although the people were still debating the various aspects of the question among themselves, particularly the question of the future relationship between Rota, Guam and Saipan, they appeared generally to agree that a union of the entire area was desirable since free and unimpeded travel throughout the Marianas for purposes of education, trade and visits to relatives and friends would be of advantage to all the inhabitants. The Visiting Mission reported that although this question had been of concern to the people of Rota, the people of Saipan had not discussed the matter. The High Commissioner told the Mission that considerable thought had been given to the suggestion of placing the entire Territory under the civilian authority of the High Commissioner or to combining Rota and Saipan and of putting them under one administration. However this was a matter requiring the decision by the United States Departments of the Interior and of Defense. Thus far those two departments had not considered it necessary or advisable to change the current status of the two districts. The Visiting Mission was further informed that when the stage was reached where the Rota people expressed a clear and definite desire for their unification with Guam, the High Commissioner would be prepared to give full consideration to their proposals.

41. The Mission, like its predecessor, recognized that it did not possess the information nor the competence to judge the existing administrative arrangements based on strategic and security considerations. Nevertheless it felt that the present artificial division of the area into Rota and Saipan districts could not be overcome merely by the administrative co-ordination of policies between the civil and naval authorities. The Mission felt that, although existing divergencies might not in themselves be detrimental to the interest of the people, they served none the less to underline a trend which was not conducive to the desirable development of the Territory into a political and administrative entity. It therefore suggested that urgent consideration be given by the Administering Authority to combining the Rota and Saipan districts into a single administrative unit and to placing the entire area of the Northern Marianas under the same civil authority as the remainder of the Territory.

42. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council reiterates the hope it expressed at its twenty-second session that the Administering Authority will continue to keep under review the possibility of placing the entire Territory under a single civilian authority and of transferring the headquarters from Guam to a site within the Territory. It also expresses the hope that any such transfer should only be undertaken in accordance with the interests and wishes of the people of the Territory.

#### Development of universal adult suffrage and direct election

43. In the absence of a territorial statute regulating suffrage, each district or municipality electing officials may prescribe its own regulations. In all, except one, districts, electors must be eighteen years or over and must be residents of the municipality in which they vote. Other eligibility requirements vary from district to district, and from office to office. There is no statutory discrimination on the basis of race, sex, language or religion. At the twenty-second session the Council noted that in the Palau district the minimum voting age had been reduced from twenty-six to twenty-one and expressed its confidence that the district congresses would come to understand the advantage of establishing a uniform qualifying age for elections.

44. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes that in the Palau District the minimum voting age continues to be twenty-one years as against eighteen years in other Districts.

The Council considers that it would be advantageous to establish uniformity in the qualifications of voters in different parts of the Territory, and it, therefore, hopes that the Administering Authority will, in co-operation with the indigenous authorities concerned, take the necessary steps to achieve such uniformity.

Staff of the Administration: Training and appointment of indigenous persons for positions of responsibility

45. The policy of the Administering Authority on employment, recruitment and training of the indigenous civil service employees was described in the Council's previous report to the Security Council.<sup>1/</sup> At the twenty-second session the Council noted with satisfaction the progress made by the Administering Authority in its policy of appointing an increasing number of adequately trained Micronesians to responsible positions in the Administration. During the year under review the Administering Authority continued its programme of transferring Micronesians into positions of responsibility. It reports that the number of authorized service positions decreased from 317 to 280 and the work previously performed by the incumbents of the abolished positions was largely assumed by Micronesian employees. This was done by direct replacement whenever qualified Micronesian candidates were available, and by organization to distribute the duties among an enlarged Micronesian staff under general supervision of a non-indigenous employee. It is further expected by 1963 all districts would have Micronesian district directors of health, that within eight years each district would have a Micronesian director of education and that by 1961 a fully-trained Micronesian would have charge of a district agricultural programme.

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<sup>1/</sup> S/4076, paragraphs 53 and 54.

46. The Mission noted that the transfer of American personnel employed in the Administration to civil service status had brought an appreciable improvement in the conditions of the personnel situation. The average turnover rate of staff, which during the three-year period preceding the change-over to civil service status stood at 40 per cent, declined significantly to 25 per cent in 1958. The Mission was impressed by the generally good work of the Administration officials and their dedication to the people of the Territory. It noted with gratification the initiative taken by the Marshall Island District Administration to teach American personnel the Marshallese language, in a further effort to bring members of the Administration into even closer rapport with the population. It expressed the hope that this commendable effort, if successful, might serve as an example for the initiation of similar projects in other districts of the Territory.
47. The Mission reported that the gradual reduction in number of American personnel of the Administration to less than 250 in 1959 had been accompanied by a corresponding increase in the number of Micronesian employees. It was also expected that in the middle of this year the present American doctor in charge of the Yap district would be replaced by a Micronesian. Consequently, six out of seven districts would have Micronesians in charge of the public health programmes. At the twenty-fourth session, the Special Representative informed the Council that since 1 July 1958 Micronesians had taken over the post of District Director of Public Health in three additional districts, Palau, Truk and Rota and by the end of June 1959 all districts other than Saipan would have Micronesian District Directors of Public Health. In addition, a Micronesian had been appointed as administrative assistant to the High Court Justices. It was also expected that two Assistant District Administrators would be replaced by Micronesians by 1964.
48. The Mission reported that it had seen much good work being performed by Micronesians, but it also noted that the Micronesian staff in the districts appeared to be largely concentrated at their centres and that, in contrast, few, if any, trained Micronesians were assigned to outlying islands. The Mission considered that there was need for progressive decentralization of services at the district centres and a corresponding need for increasing the number of staff assigned on a permanent basis to the outer islands, where the services of skilled Micronesians and American personnel were needed. Noting that in the field of

public works and to somewhat lesser extent in the agricultural services few Micronesians as yet possessed the necessary skills and experience which would allow them to replace American personnel, the Mission felt that there was an urgent need for greater emphasis on the training of Micronesians in technical skills. At its twenty-fourth session the Council was informed that it was the intention to provide increased emphasis on technical skills in the in-service training programmes and that with the opening of the Pacific Islands Central School in Ponape a full vocational programme would be available to students.

49. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority for the steps taken to train Micronesians for positions in the civil service and is confident that it will give every assistance to Micronesians suitable for training for higher administrative positions. It endorses the recommendation of the Visiting Mission that increasing numbers of qualified Micronesians should be assigned on a permanent basis to positions in areas away from district headquarters, and hopes that it will be possible in this way to build up a territory-wide Micronesian civil service.

Observations of members of the Trusteeship Council  
representing their individual opinions only

Development of representative, executive and legislative organs and extension of their powers

50. The representative of Belgium commended the Administering Authority for the steady progress in the development of the local democratic institutions. He suggested that it would be helpful to couple the development of these local institutions with the introduction of programmes of community development.

51. The representative of Burma stated that the time was ripe to think about enacting an organic law for the whole Territory. He also commended the Administering Authority for its efforts to encourage increasing participation of Micronesians in the management of their own affairs at a district level and was gratified to learn that the High Commissioner was making unrelenting efforts to consult the district leaders in all matters pertaining to Territorial problems.

52. The representative of the United Arab Republic considered that political development had been slow and that the introduction of more modern democratic political institutions, the stimulation of a common sentiment of national political consciousness in the people and an intensive educational campaign would be steps in the right direction. He believed that the Administering Authority should intensify its efforts in the political education of Micronesians and provide the necessary personnel from educated Micronesians or from experts from the United States or elsewhere.

53. The representative of the Union of Soviet Socialist Republics noted that during the year under review there were no major changes in the political field and thus far the Administering Authority did not have any concrete plan to set up any representative legislative or executive body. He gained the impression that the Administering Authority did not propose to grant in the future any legislative rights to the inhabitants. He noted that five out of seven districts at present had any congresses with their own charter and only twenty-nine of the 117 municipalities had been formally chartered. Moreover the charters did not involve the devolution of real rights to the local organs of self-government and their transformation into self-governing groups. Even the most insignificant decisions of these organs must be confirmed by the District Administrators or the High Commissioner, and could be repealed if they so wished.

54. The representative of the Union of Soviet Socialist Republics stated that even in 1965, when the present Inter-District Advisory Committee would be transformed into an Advisory Council, the difference would be in name only and neither of those bodies would enjoy legislative rights.

55. The representative of France noted that because of the unique geographical and cultural conditions of the Territory the political progress of the Territory could only be slow and fragmentary.

56. The representative of Australia noted that the chartering of the municipalities was not just a formality but was the culmination of a process of political education.

57. The representative of China stated that the geographical dispersal of the Pacific Islands together with its cultural and linguistic backgrounds of their inhabitants form a formidable barrier to the Territory's cohesive political



development. He noted that the progress in the development of district-wide organs of self-government was remarkable. In this connexion he stated that the inauguration of the new district congresses in Ponape and Marshall Islands was indicative of the progress in growth of representative government. He further stated that the Administering Authority and the people themselves deserved commendation for carrying out successfully the intensive programmes of political education. He expressed the hope that the Inter-District Advisory Committee would be able to extend its activities in order to undertake inter alia some planning work in matters of economic development.

Consultation with the inhabitants in regard to measures taken or contemplated towards self-government

58. The representative of the United Kingdom suggested that an important way to build up a territorial consciousness was through the creation of a Territory-wide Micronesian civil service.

59. The representative of India stressed the need for strengthening and promoting, as far as possible, the functions of the Inter-District Advisory Committee, and expressed the hope that in the future the Committee would meet more often and convene longer sessions.

60. The representative of Paraguay hoped that in due course the members of the Inter-District Advisory Committee would be elected by direct election and that they would also consider general problems of the Territory. He expressed the hope that in due time the people of the Territory would achieve awareness of unity in a common destiny.

61. The representative of Haiti considered the Inter-District Advisory Committee to be the first step towards the institution of a Territory-wide organ of self-government, but that some time would have to elapse before steady efforts towards this end could be achieved.

Administration of the Territory

62. The representative of the United Kingdom, noting the remarks of the Special Representative that the possibility that in the future the Micronesians might lean towards Guam as a unifying point could not be ruled out, endorsed the opinion of the Visiting Mission that any headquarters move should be designed to benefit the people of Micronesia and should not be undertaken to serve any other purpose.

63. The representative of India endorsed the suggestion of the Visiting Mission that the Saipan and Rota Districts should be combined into a single administrative unit and that the entire area of the Northern Marianas should be placed under the same civil authority as the remainder of the Territory. In this connexion he hoped that the Administering Authority would come forward with constructive suggestions at the next session of the Council. With regard to the question of the location of the Territory's headquarters, he was happy to note that it would be considered by the Advisory Council at its forthcoming session.
64. The representative of Haiti expressed the hope that the Inter-District Advisory Committee would be able to find a solution to the problem of locating the site of the headquarters of the Territory within the Territory itself. He recommended that the competent departments of the United States Government should consider without delay the recommendations made by the 1959 Visiting Mission concerning the unification of the Territory under a single Administration and hoped that next year the Council might be informed of a decision in this respect.
65. The representative of Burma considered that the Administering Authority's contention that self-respect of Micronesians should be protected and preserved would be much more convincing if the American authorities were prepared to move the Territory's headquarters from Guam to a site in the Territory where the Micronesians could freely develop their own administrative and political institutions.
66. The representative of the United Arab Republic considered that the Administering Authority should carry out studies and provide funds for the location of a capital with the Trust Territory itself and hoped that a report on this matter would be placed before the Council in the following year.
67. The representative of the United Arab Republic stated that the continued administration of the Marianas by the High Commissioner and the Navy had not proved to be entirely satisfactory and expressed the hope that the Territory would have only one Administration in the near future. He expressed some concern at resolutions of the Guam legislature calling for the unification of the Marianas, a course which should be avoided, as it was not in the best interests of the Territory.
68. The representative of the Union of Soviet Socialist Republics felt that, in view of the recommendations of the Council regarding the transfer of the headquarters to a site within the Territory and the extension of a single

administrative authority over the whole of the Territory, the Administering Authority should have taken steps to implement them. However, he regretted to note that so far no steps had been taken to this end.

69. The representative of France, commenting on the question of the transfer of the headquarters from Guam to a site within the Territory, stated that up to the present time he did not gain the impression that the population had shown great interest in this problem. However, he felt certain that the Administering Authority would continue to carry out a thorough study of the matter in consultation with the Inter-District Advisory Committee.

70. The Special Representative of the Administering Authority stated that, as regards the division of the administration of the Northern Marianas, the question of bringing Rota into the Saipan District would be reviewed by the United States Government during the year. As regards the locating of the headquarters at a site within the Territory, he was unable to agree that such a move was desirable until a broad section of the Micronesian community could consider the question and until the physical needs of the headquarters site could be more adequately determined in terms of the age of the staff that would be required for administration over the years to come when the number of United States personnel would diminish. Guam remained the most convenient and efficient site for the headquarters staff and he did not believe that its present location had in any way retarded the growth of territorial unity.

Staff of the Administration: training and appointment of indigenous persons for positions of responsibility

71. The representative of New Zealand noted that satisfactory progress was being made in replacing American public servants by Micronesians and was pleased to learn that soon a training programme would be implemented to prepare Micronesians for permanent employment at the Headquarters. He was confident that every assistance would be given to Micronesians suitable for training for the higher administrative posts.

72. The representative of Burma noted that the concentration of qualified Micronesian personnel in administrative centres was not a healthy development as the absence of guidance in administrative matters in outlying islands would accentuate the helplessness of the people.

73. The representative of the United Arab Republic was pleased to note the considerable improvement in the turnover of American personnel and the replacement of United States administrators by qualified and confident Micronesians. He believed, however, that the Administration should train Micronesians as public works supervisors, agriculturalists, engineers, technicians, etc., at an increased rate.

74. The representative of the Union of Soviet Socialist Republics noted that all the most important posts in the Territory were held by Americans. The inhabitants had been debarred from any executive functions in the Territory. Moreover there was not a single Micronesian in the central organ of administration. He further stated that while it would take eight to ten years for the Micronesians to take charge of the finance, supply and educational bodies, the annual report did not even say when the Administering Authority proposed to transfer to the indigenous inhabitants the responsibility for other fields in individual districts and in the Territory as a whole.

75. The representative of China expressed concern over the uneven distribution of the Micronesian staff in the districts and felt that there was a need for progressive decentralization of services at the district levels and also a need for increasing the number of staff in the outlying islands.

76. The Special Representative of the Administering Authority stated that the Administration had already in operation a programme which attempted to locate service activities in outer islands.

### III. ECONOMIC ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### General economy

77. The basis of the economy of the Territory continues to be subsistence agriculture and fishing. Cash income derived from the production of copra, government employment, the harvesting of trochus and from the manufacture of handicraft provides additional desired food items, as well as minor luxuries and other imported goods. The Administering Authority believes that the present and potential resources of the Territory appear to be sufficient for the subsistence of the people and that land available and not in use on larger islands seems adequate for some years to come to accommodate surplus populations from smaller islands. The primary economic objective of the Administering Authority remains as has been stated in previous reports and it was the Administration's policy to develop economic enterprises with Micronesians in order that they should receive the full benefit of such economic activities.

78. The Mission noted that in its endeavours to develop the limited resources of the Territory, the Administration was now concentrating initially on the improvement of agriculture and the establishment of a fishing industry. At this stage of development a slow approach was preferable, because except for a desire for more cash, there was no known want or need in the Territory thus far.

79. The Mission also noted that there was a great demand for the re-establishment of the pre-war industries such as sugar, pineapple canning and fibre as well as for the development of fisheries and for the improvement of the copra industry, because industrial development was considered by the people as the only source that might provide them with a cash income.

80. At its twenty-fourth session, the Council adopted the following recommendations:

The Council recommends that early consideration be given to the preparation of a general survey of the economic potentialities of the Territory. The Council recommends also that with a view to increasing the source of income of the

Territory, the Administering Authority also give urgent consideration to the preparation of long-range plan of integrated economic development programmes.

Financial situation: development of adequate public revenue

81. During the fiscal year 1958, as in previous years, funds derived from local taxation and other revenue fell far short of meeting the Territory's expenditures. Total expenditures during the year under review amounted to \$7,423,578 compared with \$7,355,492 in 1957, of which \$1,867,140 and \$1,845,647 respectively were derived from local revenue collections. It is estimated that during the fiscal year 1959 expenditures will amount to \$7,396,000 with revenues totalling \$1,625,000, leaving as in the past years a deficit in excess of \$5 million which is made up by the Administering Authority. At the twenty-fourth session the Special Representative informed the Council that the Administration had authorized \$5,225,000 as subsidy for the coming year and he hoped for the reduction in this subsidy after the completion of the construction programme, the use of more Micronesians instead of Americans and the development of the various local industries.
82. As reported in the past the annual municipal budgets and the district congress budgets are separately calculated and expended, and expenditures are met by the collection of tax and licence fees. All municipalities regardless of size will be required to submit annual budgets as they become formally chartered under the administration programme. During 1958 revenue collections in the seven districts of the Territory totalled \$395,648 as compared with \$344,313 in 1957 and expenditures amounted to \$365,287 and \$286,003 respectively.
83. At the twenty-second session the Council noted with interest the intention of the Administering Authority to introduce a more equitable and uniform taxation system in the Territory. The Administering Authority states that a report on a tentative tax-revision was prepared during the year under review and submitted for study to the administrative officials and business leaders. The report was also discussed at the District Administrators Conference and at the Inter-District Micronesian Leaders Conference. The Council also expressed its confidence that in determining its contribution to the budget of the Territory, the Administering Authority would give full consideration to the need to develop the resources of

the Territory by all possible means, including the use of subsidies in pursuing its economic and social programmes. The Administering Authority agrees that all possible development of the natural resources of the Territory should be carried out but continues to maintain that such development must be by and for the benefit of the indigenous population. The Mission found that the most important factor in the relatively slow development of the Territory's economy is the lack of adequate funds. The Mission was informed that in 1958 about \$900,000 was spent on replacement of old structures and the acquisition of new equipment and that it would require ten years, with an annual outlay of \$1 million to replace all existing buildings. It also found that while the expenditures on the maintenance of the regular services have not been appreciably increased in recent years, costs for materials and equipment have constantly risen over the past years.

84. The Mission considered that the Administration still failed to provide adequate funds for the maintenance of present services and for further economic development. In this connexion the Mission expressed apprehension that unless there was a rapid development of the economy, the Micronesian political institutions and the growing number of young educated Micronesians might not be able to find sufficient outlets for productive and useful participation in public and private life. It felt that it was the responsibility of the Administration to plan and implement such an economic programme. The Mission therefore recommended that the Administration should, at the earliest possible time, undertake a comprehensive survey of the economy of the Territory with a view to formulating specific plans for economic development in all fields, taking into account available markets both within and outside the Territory. It also stated that the Administration might avail itself of the services of the specialized agencies of the United Nations and other international bodies. It recommended that the Administration should provide such additional funds, as would not only ensure the maintenance of adequate services in the Territory, but also the start of more ambitious economic development plans. The Mission also suggested that a greater number of Micronesians should be trained in technical skills and for this purpose more specialized personnel should be recruited from abroad to supplement the present staff. In this connexion it recommended that particular attention should be given to the instruction in community development.

85. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council recommends that the Administering Authority make every effort to increase the sources of local revenue and that, in considering the extent of its own contribution to the budget of the Territory, it should bear in mind the recommendations of the Visiting Mission and also the need to make contributions in those fields where these would most encourage economic self-sufficiency.

#### Industrial possibilities

86. There are no large-scale industries in the Territory. The production of handicraft, the processing of copra and some small boat building in the Marshall Islands are the only forms of industry in the Territory. In previous years the Council has recommended the Administering Authority to take energetic steps to explore, encourage and accelerate the industrial development of the Territory, particularly in the field of fisheries, manganese and bauxite mining, canning industries, trochus production and handicrafts.

87. The Administering Authority reports that due to the market uncertainties, trochus production in 1958 fell to the lowest point since 1953. During the year under review the Marine Biologist completed the general trochus survey and he also conducted a special survey of many of the islands of the Marshall and Caroline Islands to determine potential trochus habitats. As a result of his recommendations and owing also to the uncertainty of the market, certain areas instituted trochus conservation programmes.

88. At its twenty-second session, the Council expressed the hope that, in view of the marine resources of the Territory, a full-scale fishing industry adapted to the needs of the Territory might be developed. The Administering Authority reports that during the year under review a Fisheries Biologist was assigned to survey the fishery resources of the Territory to assess the fisheries potential and the needs of the various districts. The necessary equipment for the Palau Fisheries Project, including a twenty ton fishing vessel, had been purchased. The delivery of the fishing vessel was scheduled for November 1958. Thus far only localized commercial fishing has been in operation in the Ponape, Saipan and Palau districts. In 1958 Ponape produced 27,000 pounds of fish while Palau



and Saipan exported approximately 14,000 and 4,000 pounds respectively to Guam. Lack of equipment, storage facilities and uncertain markets have kept this localized commercial fishing on a small-scale basis. During the year under review a training and demonstration programme in subsistence fishing was established in Palau. Courses of instruction in net making and repair were given to the students of Palauan schools, while several different types of nets constructed by the subsistence fisheries project were tested off Palau. Through the development of the subsistence fishing programme the Administering Authority hopes to enable the Micronesians to better utilize the valuable resources of the sea.

89. The Mission was pleased to find that a subsistence fishery project in Palau had been started. The Mission was informed that there was no question that fish could be harvested in far greater quantities than the market available to a Palauan fishery would be able to absorb and therefore equal consideration was being given to market development. With proper development the Micronesian market would soon absorb more than the present vessel could produce and with the construction of a pilot cannery, the demand would increase even further. To meet the need for more boats, it was proposed that a boat fishing section should function in conjunction with the Palau development. The pilot cannery would cost about \$18,000 with a capacity of eighty cases per day and that would meet the local demand for this commodity. It was hoped that this pilot cannery could be in operation not later than in the spring of fiscal year 1962. The Mission appreciated the valuable assistance given by the Administration to the Palau project and hoped that similar projects could be initiated in other districts, particularly in Truk and Ponape. It considered the training of Micronesians in various phases of fishing, preservation of fish and other related aspects as a fundamental condition for success, and it therefore urged the Administration to make adequate provision for the recruitment of several additional fisheries experts to assist in the training programme in Palau and in the establishment of similar programmes in other parts of the Territory. It also hoped that consideration would be given to sending Micronesians abroad for training in the various processes of fish canning and preservation so that when the time comes they might be ready and able to assume full responsibilities for that aspect of the fishing industry. At its twenty-fourth session the Council was informed that

the fishing vessel had been delivered and was in operation, that an ice machine had been installed, a fish processing room had been built and that a fish drying establishment was half-finished. A blast freezer and refrigeration storage space were planned. After the Palau project is successfully in the hands of local commercial enterprise, the Administration planned to establish similar projects in other districts. A Micronesian has been granted a special scholarship in Fisheries Development and Food Technology to prepare for development of a pilot canning plant.

90. The Mission found great interest among Micronesians throughout the Territory in the production and sale of handicrafts, but it felt that insufficient attention had been devoted to making the people aware of the necessity of higher standards of quality and regularity in the delivery of the products. The Mission did not feel that the people were as yet capable of improving present standards of production without instruction and guidance and it considered that this could be best provided through the establishment of community development programmes with the assistance of personnel provided by the Administration and it recommended that the Administration should give the matter its prompt attention. At the twenty-fourth session the Special Representative informed the Council that an expert would soon be employed to assist the Micronesians in developing the handicraft industry, and he also expressed the hope that considerable work could be done in this field during the forthcoming year.

91. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority for the implementation of the fisheries project and expresses the hope that, as a result, local supplies will, in the course of time, permit a reduction in the imports of canned fish. It also expresses the hope that every possibility of establishing or expanding secondary industries, as recommended by the Visiting Mission, will be fully investigated by the Administering Authority.

#### Agriculture

92. The principal product of the Territory is copra with taro, arrowroot, yams, tapioca, breadfruit, pandanus and bananas comprising the main agricultural crops. In addition, cocoa has been introduced in recent years into the Territory in an effort to diversify the agriculture of the Territory. The Administering Authority

reports that it has continued to place great stress on the agricultural programme, including agricultural rehabilitation programmes for the typhoon-devastated areas and programmes of coconut rehabilitation and better methods of copra production for other areas. During the year under review a plant pathologist completed a study of plant diseases in the Territory and a report of his findings was submitted. It also reports that the homesteading programme has made some progress in the Ponape, Palau and Rota districts.

93. The Mission noted with satisfaction the progress made in providing land to Micronesians under the homesteading programme which not only provides more land and greater opportunities for adequate subsistence, but had also resulted in a per capita increase in the amount of available subsistence food and copra in the atolls vacated by the homesteaders. It is estimated that approximately one-third of all domain land is suitable for homesteading for subsistence and cash crops. The Mission reported that so far a total of 13,404 acres had been or were in the process of being resettled in the Rota, Ponape, Palau and Marshall Islands districts and 589 permits had been issued in Saipan district for settlement of Micronesians on homestead tracts.

94. The Mission commended the Administration highly for its efforts of relieving population pressures in the heavily populated areas, in particular in view of the rapid rate of population increase, which was estimated to run as high as 3.8 per cent per annum in the Territory as a whole. It pointed out, however, that so far the transfers of population had been confined to a small number of Micronesians, who seemed to have had no difficulties in adjusting themselves to their new environments. The Mission felt that the transfers of larger numbers of Micronesians to areas outside their home districts might give rise to possible frictions between the local populations and the new settlers; it therefore hoped that the Administration would fully consider the advisability of taking the necessary precautions to prevent this possibility.

95. The Mission noted that the cacao plantation in Palau had recently been discontinued and was shifted to the Ponape district, where soil and climatic conditions were considered to be more favourable. In addition to the American agriculturist and the two Micronesian agricultural agents who were sent to Costa Rica for training in cacao work, last year another American agriculturist

was sent to Trinidad for orientation and training in cacao growing. The Mission reports that the Administration had introduced a programme calling for the planting of 100,000 cacao trees in addition to the approximately 50,000 mature cacao trees in Ponape, Kusaie, Truk, Yap and Palau. It was further learned that although Micronesians were showing great interest in planting of cacao, some financial incentive would be necessary in order to stimulate land owners to plant and to maintain good cacao farms. The Administration hoped that commercial production could be started in the spring of 1961. The Mission was further informed that samples of cacao beans had been sent to Japan, Switzerland and to the United States for analysis for quality and butter fat content, and that favourable offers had been submitted by cacao processing companies in the United States.

96. The Mission noted with satisfaction that vegetable production in the Saipan and Rota districts had improved both as regards quality and quantity and that a total of 443,464 pounds of produce amounting to \$57,181 was exported during 1958 to Guam. It was informed that in Rota a marketing co-operative had been formed by local producers with beneficial results. The Mission hoped that similar co-operatives would be created in the Saipan district under the guidance of a co-operative expert. It also felt that the Administration might give its consideration to the possibility of expanding banana production and marketing.

97. The Mission was also informed that in recent years experiments had been conducted with growing of black pepper, which might provide an additional cash crop for the Territory. The Mission welcomed the efforts of the Administration in the development of additional cash crops. However, the Mission found that the staff of agricultural services was inadequate to devote attention to the development of existing programmes as well as to the training and supervision of agricultural extension activities. Like its predecessor the Mission felt that in view of the urgent need for the development of agricultural resources, serious attention should be given to recruiting additional highly-qualified agricultural staff and to accelerate the training of extension agriculturists. In this connexion the Mission suggested that the Administration should give consideration to sending greater numbers of Micronesians to the Philippines and other countries of South East Asia which offer excellent opportunities for training in climatic and

other conditions similar to those prevailing in the Territory. It also urged the Administration to establish as soon as possible an agricultural training centre in the Territory as part of the Pacific Islands Central School. At the twenty-fourth session the Special Representative informed the Council that additional Americans were being recruited to supplement the present agricultural staff and that an agricultural centre for training purposes was being planned at Ponape.

98. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the progress made in the homesteading programme of land resettlement and expresses the hope that the Administering Authority will continue to be cautious in transferring large numbers of Micronesians to new areas, in order that any possible resentment on the part of the existing inhabitants may be avoided.

The Council commends the Administering Authority for its efforts in diversifying the agriculture of the Territory and for its programme of coconut rehabilitation in the devastated areas. It also notes with satisfaction the progress of the cacao development programme.

#### Land and other claims

99. The Administering Authority reports that it has continued to work toward the final settlement of the remaining land claims in the Territory. In the Marshall Islands, where appreciable land claims remain unresolved, progress was made toward final settlement, while settlement of the Kwajalein claims is expected to be made during 1959.

100. The Mission noted with satisfaction that, except for the Marshall Islands district, all land claims in Saipan, Rota, Yap and Truk had been settled. With regard to the other claims where some additional surveys are still required before a final settlement can be reached, the Mission hoped that they could be settled soon.

101. One of the land problems, which was brought to the attention of the Mission, was the promulgation of Executive Order No. 71 of 8 January 1958, which declared all land in the lagoons lying below the high water mark to be public domain lands. The people of the Marshall Islands District raised objections to this order and

requested its abrogation, because it was in direct conflict with the traditional patterns of land tenure of the Marshallese people. The Mission was informed that foreign concepts of land ownership are very difficult for the Marshallese to understand. In their traditional culture, all tidal lands and lagoons were private property. Persons not having ownership rights were forbidden use of land owned by others except in matters of charity. Having this concept of land ownership, the Marshallese has no difficulty of understanding the fact that Government might own land, but could not fathom the concept of land being "public" for the use of any person who desires to use it. This is despite the fact that he is entitled to loan his land to others for their use. Another cause of discontentment was the legal position held by the Administration when it took over the Territory. Instead of overruling all laws and decisions of the Japanese Administration, the High Court of the Trust Territory declared that they remained in effect until and unless revoked by the new authority. The Mission was further informed that it was not the intention of the Administration to interfere with legitimate rights but it wished to clarify in the people's minds the position with respect to riparian rights, which should be enjoyed by all of them. To modify the present order would be taking a step backward.

102. The Mission was gratified to learn that the question of claims for the redemption of Japanese postal savings and bonds, which had been the subject of many complaints in the past, is now in the final stages of settlement. It was anticipated that by 30 June 1959 the remaining claims totalling approximately \$250 will have been redeemed.

103. A matter which continues to be of deep concern to the people of the Territory is the question of claims against the Japanese Government arising from losses they had suffered in lives and property during World War II. Like its predecessors, the Mission received numerous requests from the people for the early settlement of damages which had been inflicted upon them. The present Mission noted that this question remained unresolved, and was informed by the High Commissioner that this matter was outside his competence to resolve. In view of the continued concern over this question by the people of the Territory the Mission strongly urged the Administering Authority to take prompt and definite decisions on its policy in this matter and inform the people of the Territory accordingly.

104. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council endorses the conclusion of the Visiting Mission as to the need for a prompt and definitive decision regarding a war claims settlement and hopes that the Governments of the Administering Authority and Japan will make every effort to reach a speedy decision.

#### Transportation and communications

105. During 1958 a total of \$1,596,000 or roughly 30 per cent of the budget, was spent on transportation facilities. The surface transportation system of the Territory is divided into three categories: (a) inter-district, (b) intra-district and (c) local shipping. Inter-district shipping is wholly owned and subsidized by the Trust Territory Government which has entered into a contract with the Pacific Micronesian Line, to operate and to maintain the vessels in accordance with Government instructions. The intra-district shipping falls under the direct responsibility of the individual District Administrators who determine the scheduling of vessels for calls to the outer islands of the districts in accordance with local requirements. These vessels are also available for emergency calls everywhere within the districts. Local transportation in the Territory consists largely of outrigger canoes and small wooden boats which ply within the lagoons and on the open seas over short distances. In addition to the shipping services, weekly air transportation for passengers, freight and mail between the district centres and Guam is provided by a fleet of three Government-owned amphibious aircraft.

106. The Mission received a number of complaints that the present shipping facilities were inadequate to meet the needs, particularly those of the outer islanders, and it noted that copra production in the outer islands could be considerably increased if regular shipping were to be made available. The Mission was informed by the High Commissioner that the shipping situation indeed left much to be desired, but that through better utilization of existing facilities the present position was better than in past years. Since expenditure on transportation was already more than one fourth of the Territory's budget an increase of that amount would be at the expense of other activities. It was hoped that within the

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next two years another 270 gross ton vessel would be placed into service by the Administration. The Mission fully appreciated the difficulties inherent in the development of an adequate transportation system for the Territory and recognized the fact that the Administering Authority was already making considerable financial contributions to the maintenance of the present facilities, nevertheless it felt that even greater efforts would be required if present needs were to be fully satisfied. The Mission suggested that the Administration should undertake a comprehensive survey of the Trust Territory's shipping requirements taking into account the need to replace some of the outdated and uneconomic equipment at present in service. It also suggested that in the meantime, in order to correct present deficiencies, every effort be made to provide better shipping facilities to the outer islands. At the twenty-fourth session the Special Representative informed the Council that he thought that within two years there would be adequate shipping to meet the needs of the Territory.

107. The Mission noted that the roads in the Territory, particularly those in Palau and Ponapé, continued to be in poor condition and required constant attention and repair and it believed that the maintenance of existing and construction of new roads in islands of relatively important size, such as Ponapé and Palau, were a prerequisite for further economic development and would encourage the exploitation of the natural resources of those islands. Better island communication would also counteract the noticeable tendency of many inhabitants to congregate near the centre of the District to enjoy the amenities of life and the benefits of a socially more attractive milieu.

108. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council emphasizes the importance of providing adequate transportation facilities for the Territory and hopes that the plans being made by the Administering Authority will result in a substantial improvement in the shipping situation during the next few years. It hopes that the Administering Authority will also bear in mind the need to improve road communications.

#### Commerce and trade

109. The operation and scope of activity of the trading companies of the Territory were described in the previous reports of the Council.<sup>1/</sup> During the

<sup>1/</sup> S/3836, pp. 58-61 and S 3852, p. 30.



year under review local trading companies continued to expand their facilities and services with the support and assistance of the Trust Territory Government. It is reported that \$480,000 had been extended in development loans to enable them to move towards complete self-sufficiency. At present there are twenty trading companies located throughout the Territory of which seven, one in each district, have the exclusive right to handle copra. The Mission was informed that during 1958 the total export of copra amounted to 13,259 short tons, a drop of 329 short tons from 1957. At the end of the fiscal year 1958 the reserves of the Copra Stabilization Fund showed about \$770,000 (exclusive of the Saipan district), a sum slightly higher than the balance normally held by the Board as a reserve, while the net assets of the Saipan Stabilization Fund were about \$46,000.

110. At the twenty-second session the Council expressed satisfaction that a Micronesian had been appointed as a member of the Copra Stabilization Board in conformance with previously expressed recommendations of the Council. It expressed the hope that the success of this appointment would lead the Administering Authority to examine ways of associating additional producer representatives with the work of the Board. The Administering Authority reports that under the present circumstances the present system of rotating Micronesian membership each year to an elected representative from the copra-producing districts is the most workable approach possible. The Mission believed that more Micronesians should be given the opportunity of playing an active part in the framing and execution of the policies of the Board which directly affected the development of the most important industry of the Territory and the economic welfare of a very large number of the indigenous population. It therefore hoped that the Administering Authority would spare no effort to overcome difficulties presently encountered by it.

111. As a result of the recent typhoons copra production of the Territory fell from 14,000 to less than 10,000 short tons in 1958. The Mission reported that the 1959 production would be further reduced, and that in the Marshall Islands alone a 20 per cent decrease was anticipated, amounting to about 1,000 short tons. The Mission was satisfied that the Administration had sought to alleviate economic hardship of the producers by completely replacing the shattered coconut palms in the devastated areas. The Mission was informed that the production

would rise slowly and reach its maximum in ten to fifteen years. Should the people turn the entire crop into copra, total production might rise to as high as 30,000 short tons a year.

112. The Mission was pleased to note that the Administration has continued its efforts to improve the yield and quality of coconut palms through the application of scientific techniques, such as selection of better seednuts, improved planting and proper processing methods. The Mission was informed that following the recommendations made by the former Director of Coconut Operations, sixty Ceylon-type driers were built in Yap in 1958. This type of dryer can be erected in the village and provide drying facilities in any weather. In addition its construction involves little money and labour. The Mission hoped that the improved method of copra processing would increasingly be adopted by producers in other districts.

113. The Mission welcomed the measures taken by the Copra Stabilization Board for the maintenance of an adequate field price. As a result of a drop in world market prices in order to maintain prices paid to the producers at the established rates, in 1958 the Board found it necessary to withdraw approximately \$50,000. However, during recent months, sharp rises in the world market prices enabled the Board to increase the payments to producers by \$10 a ton for the various grades of copra. At the twenty-fourth session the Special Representative stated that with the increased price paid, the net return to producers in 1959 would be approximately 85 per cent of that received during the previous year, although total production would only be approximately 75 per cent of 1958.

114. The Mission was disturbed at the apparent infrequency of visits by field trip ships to some of the outlying islands where processed copra was occasionally left to spoil for lack of available shipping to collect it. It recommended that the Administration should take all necessary measures to eliminate the present deficiencies with a view to placing copra production on the outlying islands on a more systematic basis. It also felt that more frequent visits of agricultural officers to outlying islands for the purpose of instructing the people in improved methods of planting, harvesting and the processing of copra would contribute greatly to their economic well-being. The Mission also noted that according to present practices trading companies were paying relatively high dividends varying between 10 and 20 per cent on the par value of the stock to their stockholders,

and that the Micronesian shareholders had accepted the high dividend returns as a matter of course, regardless of the market fluctuation. The Mission believed that it would be advisable for the companies, since they provide the main opportunities for the investment of local indigenous capital, in co-operation with local government bodies and members of the Administration, to persuade people to accept lower dividend rates on their investments in the interests of conserving funds for long range economic expansion and development.

115. At the close of fiscal year 1958, trochus revenue for the year was \$149,000 compared with \$123,000 in 1957. It may be noted that owing to the unfavourable market conditions in 1957 trochus had not been actually marketed. The Mission was informed that it is contemplated to establish a trial period of open season on trochus limiting the size of trochus that can be harvested. If the establishment of this open season is to be found feasible, it would permit the inhabitants to gain a steady income from this product throughout the year. The Mission noted with satisfaction that the development of the trochus industry was receiving constant attention. The Mission was also informed that the expansion of this industry depended largely on the demand of the button industry, which was a major user of trochus, and which had made steady progress in improving plastic materials.

116. The Mission felt that in the field of ready-made clothing local trading companies might play an increasing role in stimulating local industry and at the same time might help to reduce the prevailing unfavourable balance of trade of the Territory. During 1957 the Territory's importation of textiles accounted for nearly 10 per cent of the total amount of all imported goods. The Mission was informed that the major portion of ready-made clothing was imported from the United States, because they were considered by the Micronesians as superior to all other. Moreover since they were purchased in off-season sales in the United States the prices paid for them were comparable with those in Japan. The Mission was also told that the establishment of local manufacturing, initially on a small scale, might be attempted and that expenditure for acquiring equipment might be relatively low. The Mission felt that the potential savings to be derived from such a scheme and the attendant benefits to the inhabitants from the additionally earned income might justify the initiation of clothing manufacture on a small scale experimental basis.

117. The Mission received a number of requests for the establishment of banking facilities within the Territory. It was informed that in view of the limited resources of the area and the lack of liquid capital the establishment of bank branches in the Territory was not feasible. It was further told that since the present problem was essentially one of providing safe-keeping facilities it was felt that the continuation of the present practices were more economical, and the Administration was ready to continue to assist the inhabitants in making bank deposits at Guam and elsewhere. The Mission, while appreciating the difficulties encountered by the Administration in developing an adequate bank system in the Territory, suggested that further consideration should be given to improving bank facilities for the inhabitants of the outlying islands.

118. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council draws the attention of the Administering Authority to the importance of maintaining and improving the quality of Micronesian products in order that the exports of the Territory may be further expanded. The Council also suggests that the establishment of credit facilities should be encouraged and extended throughout the Territory.

Observations of members of the Trusteeship Council  
representing their individual opinions only

General economy: financial situation: development of adequate public revenue

119. The representative of the United Kingdom noted that generally the policies of the Administering Authority in the economic field were designed to add on to the existing subsistence economy of the Territory's productive commercial economic enterprises which would increase its cash income. Recognizing the difficulties which confronted the Administration in its attempts to diversify agricultural production he was encouraged to note the success during the past year in the development of cacao. He stated that the economic planning resources of the Administration should be devoted to operations of this kind rather than to general economic surveys.

120. The representative of New Zealand felt that in the next few years the Territory would need more rather than less assistance, both financial and technical, especially in the field of economic development. However in giving aid,

the Administering Authority should maintain a balance between granting of ample funds for the development and doing nothing to impair seriously the self-respect and self-reliance of the Islanders.

121. The representative of Belgium felt that the economic development programme might require more generous financing on the part of the Administering Authority in the field of studies as well as in that of actual implementation.

122. The representative of Burma stated that the future economic development of the Territory called for the immediate provision of adequate funds. He commended to the Administering Authority the view of the Visiting Mission that in undertaking a comprehensive survey of the economy of the Territory, the Administering Authority might avail itself of the services of the specialized agencies of the United Nations and of other international bodies. He commended the Administering Authority for its present economic policy as described in the annual report.

123. The representative of Haiti suggested that a group of experts in consultation with qualified representatives of the people might survey the potential resources of the Territory with a view towards their development on a priority basis over a ten-year period, at the end of which the situation could be reviewed. He stated that such a programme would require considerable funds.

124. The representative of India believed that the time was ripe for a total survey of the economic resources and development of the Territory, and he expressed the hope that the Administering Authority would present some tangible proposals to the Council at its next session.

125. The representative of the United Arab Republic believed that an intensification of the systematic fostering of community development could bring about excellent results. There was a need to link up the various district and island programmes into one integrated plan of community development and to undertake proper training programmes for those who would implement the programmes in the District.

126. The representative of the United Arab Republic noted that the subsidy provided by the Administering Authority had remained essentially the same over the past five years despite the sharp increase in prices, was except for very small amounts spent on maintenance and was inadequate for promoting development.

Moreover, no comprehensive economic survey of the economic potentialities of the Territory had been made. He believed that an exhaustive survey should be made

with a view to drawing up a ten-year plan to develop the economy of the Territory in the fields of agriculture, shipping, light industries, fishing, road-building, housing and public and business buildings; that the Administering Authority should appropriate the sum of \$15 million in a special fund for the implementation of the economic plan; that it should consult with the Micronesians as to how this survey and economic plan could best serve the interests of the inhabitants of the Trust Territory as a whole. He suggested that the Administering Authority avail itself of the services of the United Nations and of the international agencies in this connexion.

127. The representative of the Union of Soviet Socialist Republics noted that there had been no substantial improvement in the economic situation of the Territory during the year under review. He noted also the statement of the Administering Authority that the Territory could never become independent or economically self-sufficient. He stated that the financial assistance did not include comprehensive economic development and was completely inadequate. He said since subsidies covered largely administrative expenditures, they could only lead to the strengthening of the economic dependence of the Territory on the Administering Authority. He further noted that in 1958 more than half of the subsidies returned to the United States in the form of payments of goods imported from the United States. For instance, the Territory had to import even canned fish which amounted to \$200,000 a year. He stated that due to the recent typhoon the Territory's income in 1959 would be reduced by \$200,000 or more. He felt that under these conditions the only way out would be a radical increase in material and technical assistance. He further suggested that the Administering Authority should draw up a general plan to provide for a comprehensive development of the economy of the Territory and should allocate funds for this purpose from its own budget. He supported the suggestion of the representative of the United Arab Republic, which was designed to ensure the development of the Territory and a radical improvement in the standard of living.

128. The representative of France endorsed the principles enumerated by the Visiting Mission in its report along which the economy of the Territory should be developed. In view of the fact that the Territory did not have any appreciable economic resource, that it is isolated and remote from the world markets, it was

very difficult to imagine how it could be economically independent in the near future. In addition, disastrous typhoons very often greatly reduced the efforts of many years' labour.

129. The representative of Australia stated that a climatological or meteorological survey tabulating the probable or possible frequency of the more devastating typhoons appeared to be a prerequisite of further economic planning in the Territory. He advised the Council to suspend judgement with respect to the Visiting Mission's opinion that inadequate funds were available for the purposes of economic development, until the results of such a survey were forthcoming.

130. The representative of China stressed the compelling need for intensifying the economic development of the Territory. He fully endorsed the views of the Visiting Mission that the Administering Authority should undertake a comprehensive economic survey of the Territory and provide adequate funds for its development.

131. The Special Representative of the Administering Authority stated that heavy emphasis has been given in the Council's discussions to the financial and economic status of the Territory. The Visiting Mission had concluded, and several members of the Council had supported the conclusion, that the financial support given to the Territory by the United States had been insufficient. The Mission had come to the Territory at one of the most difficult periods. The devastation caused by the typhoons had brought an obviously unanticipated loss in revenues. Moreover, the energies of a large part of the staff had been directed towards rehabilitation work. These two factors had caused the Administering Authority to place restrictions upon the expansion of existing programmes and the initiation of new programmes. The impact of this limitation of effort had been felt by the Visiting Mission and may help to explain to some extent their conclusion. For the coming year, the grant of money to the Territory had been increased to make up for the decreased revenues and programme restrictions would thus be lessened.

132. He also stated that the past five years, through the continual replacement of United States personnel with Micronesians, had brought about a significant reduction in personnel costs. Other savings in transportation, administrative overhead and other areas were affected. The monies thus saved have been put

into expanded programmes and have permitted the improvement, rather than decrease, of the level of activities of the Administration.

133. He believed that at this time a soundly based agricultural and fishing programme was essential for the economic support of other so-called industrial "activities". These programmes were rooted in the resources of the Territory and thus could be a foundation for other economic undertakings. He did not, however, wish to convey the impression that he was unwilling to see other economic activities developed. It should be obvious that the United States would be quite happy to see the Territory so economically self-supporting that it could withdraw its financial grant.

134. He had no desire, therefore, to hold the Territory back. He did, however, feel that it was his responsibility to see that the activities undertaken were successful and that the maximum benefit flowed to the Micronesians. After fourteen years of responsibility and several surveys, the economic potentials of the Territory were not unknown. Possibly, however, an economic survey such as had been urged might reveal new possibilities. He was, therefore, willing to give consideration to such a survey.

#### Industrial possibilities

135. The representative of Burma was pleased to note that the fisheries project in Palau had been launched. He hoped that in the course of time the quantity of imported canned fish would be reduced and investment in other fields of economic activity would thus be made possible.

136. The representative of Haiti expressed the hope that the Administering Authority would be able to report next year the application of the Palau fisheries experiment in other districts of the Territory with equal success. He also stated that other industries such as canning and sugar might be established in the Territory for the benefit of Micronesians themselves.

137. The representative of China urged the people to fully support the fisheries project launched in Palau.

138. The representative of the Union of Soviet Socialist Republics stated that during thirteen years of administration, the United States had not been able to



help the people build a single fish-canning factory or restore the industries which were destroyed during the war.

#### Agriculture

139. The representative of the United Kingdom endorsed the view of the Visiting Mission concerning the general importance of agricultural extension work and training and noted with satisfaction the successes achieved in the control of the many varieties of agricultural pest which beset the Territory.

140. The representative of Burma commended the Administering Authority for its efforts to carry out the programme of coconut rehabilitation in the devastated areas.

141. The representative of the Union of Soviet Socialist Republics stated that the agriculture of the Territory was very backward and still at a subsistence level. The Administration owned 60 per cent of the total land; half of this land could be planted but it was not. The only important export crop was copra, the production of which had dropped for well-known reasons.

142. The representative of Italy hoped that a satisfactory settlement of the war claims problems which had been of concern to many Micronesians, would be found in the near future.

143. The representative of China felt that the people were entitled after some years to be informed of any decision on the Administering Authority's policy and he was pleased to learn that the Administration was prepared to give active consideration to this matter.

#### Commerce and trade

144. The representative of New Zealand welcomed the statement of the Special Representative concerning the beginning of one credit society and the Administration's intention of encouraging the establishment of others.

145. The representative of Burma was gratified to learn that the Administering Authority had been encouraging the Micronesians to improve the quality and quantity of their handicraft and to train them in the process of manufacturing and marketing their products.

146. The representative of Haiti recommended that the Administering Authority should not lose sight of the possibility that should copra prices continue to drop over the next two years, the reserves of the Copra Stabilization Fund would be exhausted. He also suggested that development banks might be established under the supervision of qualified officials in the various districts. Until an appropriate formula was found, the introduction of small co-operative banks or savings, loan and credit associations might be considered for immediate establishment.

147. The representative of India suggested that a provision of savings bank facilities in post offices might be made.

148. The representative of the United Arab Republic expressed disappointment at the negative conclusion reached by the banking survey and urged the Administering Authority to restudy the question. In his view, banking was now a necessity and branches should be established in centres where more than 3,000 people lived, while a number of Micronesians should be trained in banking operations.

149. The representative of the Union of Soviet Socialist Republics noted that the indigenous inhabitants had been debarred from selling copra on the world market, because the prices were set by the Price Stabilization Board, which included only one Micronesian and the marketing of the copra was in the hands of an American company.

#### Transportation and communications

150. The representative of the Union of Soviet Socialist Republics noted that during the present Administration only twenty-five miles of road had been restored and, in general, the situation of transportation was inadequate. This hampered the economic development of the Territory.

#### IV. SOCIAL ADVANCEMENT

##### Outline of conditions and recommendations adopted by the Trusteeship Council

##### Medical and health services

151. The Territorial Government provides a medical and health service for which \$644,519 was expended in the fiscal year 1958 as against \$718,684 in the previous year. During the fiscal year 1959 this amount was over \$730,000 representing 10 per cent of the total budget of the Territory. The Territory has nine hospitals, varying in size from ten to 169 beds. Construction of a tenth field hospital was started in Jabor and is expected to be completed this year. There were approximately 125 outlying dispensaries (123 in the preceding period) and leprosaria in the Territory. At the twenty-fourth session the Special Representative reported that construction of a new hospital for Majuro was scheduled to begin in 1961. During the year under review the number of non-indigenous personnel was twenty-seven (including eight physicians and one dentist) as compared with twenty-nine in the previous year. The total number of indigenous personnel was 457 (including fifty medical and dental practitioners and internes and fifty-two graduate nurses) in 1958 as compared with 438 (including forty-nine medical and dental practitioners and internes and forty-eight graduate nurses) in 1957.

152. At the twenty-fourth session the Special Representative informed the Council that during the year special attention had been given to the control of tuberculosis. The BCG vaccine programme had been continued and a special tuberculosis control centre had been established in the Truk district under the direction of the Assistant Director of Public Health, who together with a Micronesian medical practitioner from Saipan attended a conference on tuberculosis held in American Samoa under the auspices of the South Pacific Commission. Two Micronesian Assistant Medical Officers also attended a refresher course in tuberculosis control held in Suva, Fiji, under the sponsorship of the World Health Organization.

153. At the twenty-second session the Council commended the Administering Authority for the success of the health training programme for Micronesians. The Administering Authority states that its programme of appointing Micronesians to responsible positions was expanded during the year under review. There were twenty-seven qualified Micronesian medical practitioners and three internes serving in the field of public health. In addition six students were studying at the Central Medical School in Fiji, where the former four-year curriculum had recently been expanded into a five-year course, and during the next year an additional four would be sent there for training. Five medical practitioners were receiving advanced medical training in a hospital in Hilo, Hawaii. During 1958, thirty-two Micronesians had been sent to Guam for training in sanitation and it was intended to send similar groups to Guam in 1960. It is further reported that except for one American, all dental work in the Territory was handled by a staff of sixteen Micronesian dentists and four dental internes.

154. The Mission was informed that the American doctor at Yap would be replaced by a Micronesian toward the middle of 1959, while the American Director of dental services, whose retirement was expected in the near future, had recommended that he should be replaced by a Micronesian. The Mission was further told that the replacement of American doctors by qualified Micronesian medical practitioners had in no way reduced the effectiveness of the services rendered to the people of the Territory and that the replacement programme had fully demonstrated the competence of Micronesian personnel.

155. With regard to the possibility of sending Micronesian students for training as fully qualified medical doctors to medical schools in the United States or elsewhere the Mission reported that while the financial aspect of this problem could be solved with funds which were available from a medical scholarship fund especially established for this purpose, thus far none of the institutions abroad were prepared to lower their entrance requirements to accommodate the candidates. Moreover, secondary education in the Territory had only recently been raised to meet the standards required by leading universities for studies leading to a medical degree. However, the Mission was further informed that one or two young Micronesians were prospective candidates for an award of a medical scholarship.

156. The Mission commended the work performed by Micronesian practitioners throughout the Territory. At the same time it received numerous requests from Micronesians that American or other fully qualified doctors should be assigned to the districts until fully qualified Micronesian doctors could take their place. Considering the fact that by the end of 1959 only two fully qualified doctors would remain in the Territory, the Mission felt that assistance of several additional qualified physicians might still be required until such time as fully trained Micronesian doctors could relieve them of their responsibilities. The Mission suggested that the Administering Authority consider the possibility of obtaining the services of a few doctors from the Medical Corps of the United States Navy to augment the present medical services of the Territory through periodic visits to the various districts. Further, since the training at Suva and the subsequent training extended to Micronesians requires at least eight years of study and practical training and that adequate preparation is now provided by the Pacific Central School, the Mission saw no reason for the delay in selecting a number of Micronesians for full medical study abroad.

157. The Administering Authority further states that it continued the policy of opening field health centres and out-island dispensaries as trained personnel became available, while the programme of training out-island health aides at all district hospitals was intensified. The Mission reported that it was contemplated to build ten small field hospitals on outer islands. These hospitals would not only relieve the pressures on the district hospitals, but also would reduce transportation costs. It was also planned to place three new medical ships in service in the Marshall Islands, Truk and Yap districts, which would augment the existing facilities. The Mission noted that there was a need for expanding the medical facilities on the outer-islands which had to rely largely on the services provided by the district centres. It felt that the implementation of the present plans would lessen dependence of the outer-islands on regular transportation and other services at the district centres and assure them of adequate attention. The Mission hoped therefore that the Administration would make every effort to give early effect to its present plans.

158. The Mission received many complaints concerning medical and dental fees and it believed that unless existing fees and methods of collecting them were standardized, they were likely to have little, if any, educational value. It

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therefore suggested that the Administration might consider abolishing them unless a more equitable system could be put into effect.

159. The Mission was greatly impressed by the attention devoted to the improvement of the sanitation services and it was informed that the Department of Sanitation had placed major emphasis on educational approaches to improving health conditions rather than relying on police power.

160. The Mission was also impressed by the work done at the Trust Territory School of Nursing at Palau, which was established in 1953. Since its inception the school has graduated thirty nurses, of whom twenty-one were also graduates of the Pacific Islands Central School.

161. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority for its efforts in the field of public health and the work done by the Micronesian medical practitioners. It welcomes the statement by the Special Representative that until such time as a sufficient number of Micronesians can fully qualify as medical doctors, American doctors will continue to supervise activities in the medical field and that the supply of medical field trip ships represents a part of the Administration's long-range planning. The Council suggests to the Administering Authority that it should review the charges for medical and dental services.

The Council commends to the attention of the Administering Authority the comments and recommendations of the World Health Organization on the health conditions in the Territory.<sup>1/</sup>

#### Entry of Japanese nationals

162. The Mission received a request from the people of Peleliu, that permission should be granted to a Paluan woman, who had married a Japanese and was now living with his family in Japan to return to Palau. The Mission was informed that on grounds that Japanese nationals were not permitted to immigrate into the Trust Territory, the request had been turned down, but it was suggested that the persons

<sup>1/</sup> T/1470.

in question might be permitted to visit the Territory for a limited period, during which they could apply for Trust Territory citizenship. It will be recalled that the previous Mission had received similar requests. The Mission was informed that during the early years of the present administration no permits had been granted; however, during recent years, several requests had been considered and in some cases permission had been granted. With regard to the present case the Mission suggested that the people of Peleliu should again discuss the details of the problem with the District Administrator of Palau, who stated that he was prepared to give the matter further attention.

#### Labour

163. Regular wage earners still form only a small minority of the population. At the end of June 1958, the estimated total number of indigenous workers employed was 4,999 (798 more than in the previous period), most of whom were in Saipan, Ponape and Palau districts. The administration with approximately 2,500 employees was the largest employer. Inter-district travel for purposes of employment is not common in the Territory. Conditions of employment and wage rates for indigenous workers set forth by the Government in the Micronesian Title and Pay Plan, tend to set the general standards. These conditions and wages are examined periodically in order to assure that Government employment does not hinder free competition in the local labour market.

#### Observations of members of the Trusteeship Council representing their individual opinions only

#### General

164. The representative of New Zealand suggested that the preparation of a book on the many and various traditional systems of land tenure would be of considerable interest and importance for the social development of the Territory.

165. The representative of Burma was gratified to note that in spite of the diversity of cultural and social patterns in the Territory, there was a growing awareness of the effective part the women of Micronesia could play in the development of the country. He was also happy to note that women and young men's groups were organized for both social advancement and community betterment and

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hoped that the Administering Authority would provide adequate funds to promote community development projects.

166. The representative of India suggested that the assistance of the International Labour Organisation might be sought in the field of development of handicrafts in the Territory.

Medical and health services.

167. The representative of New Zealand expressed the hope that the question of replacing the medical field trip vessel and of possibly increasing the number of such vessels would receive prompt and sympathetic consideration.

168. The representative of Burma noted that in spite of the typhoons which devastated some of the islands in the Territory, the Administering Authority had been able to continue its programme of building new hospitals and hoped that the Administering Authority would soon be able to improve the conditions of the old hospitals. He further stated that there was a need for the decentralization of the medical services to the greatest extent possible and also a need for the use of field trip vessels, which should be made available to all districts throughout the Territory. His delegation felt that since a more equitable system could not be put into effect and since educational value was doubtful, the Administration should consider abolishing medical and dental fees altogether.

169. The representative of the United Arab Republic considered that the observations of the World Health Organization were of great value. He noted with great satisfaction that the hospital building programme continued to develop during the period under review. He drew the attention of the Administering Authority to the needs of the outer-islands, as well as to the desirability of having medical practitioners certified as doctors. While agreeing that medical fees were nominal and were remitted for those unable to pay them, he suggested that medical and dental fees should be totally abolished.

170. The representative of the Union of Soviet Socialist Republics stated that more sums should be allocated from the Administering Authority's budget to improve the health conditions in the Territory and to make the implementation of major projects possible. He associated himself with other members of the Council that medical services in the Territory should be free.



171. The representative of France praised the Administering Authority for its programme in the medical field which was designed to establish small auxiliary hospitals and dispensaries in the outlying islands. He noted also that the Visiting Mission was impressed by the attention given to the problem of health and sanitation.

172. The representative of China noted with gratification that the Administering Authority had been pushing forward with speed the training of Micronesians to assume increasing responsibilities in the field of public health.

173. The Special Representative of the Administering Authority stated that until such time as a sufficient number of Micronesians were fully qualified doctors, American doctors would continue to supervise activities in the medical field. He also stated that the medical field trip ships which had been referred to in the debate represented part of the Administration's long-range planning.

#### Labour

174. The representative of the Union of Soviet Socialist Republics suggested that the time had come to bring order into the field of wage-scales and working conditions. He could not accept a situation in which a Micronesian doing the same job as a United States citizen earned four times less. One could not be satisfied with the assertions that the indigenous inhabitants who earned only fifteen cents an hour were not on the verge of misery. He also stated that since there was a two-fold increase in accidents at work as compared with 1957, it was necessary to establish a service of medical inspection on the job and to enact special laws relating to safety at work and to social insurance.

## V. EDUCATIONAL ADVANCEMENT

### Outline of conditions and recommendations adopted by the Trusteeship Council

175. The total number of schools in the Territory in 1958 (the figures for 1957 are given in parenthesis) was 211 (202), of which 186 (180) were elementary schools, eighteen (18) were intermediate schools and seven (4) were secondary schools. 164 (161) elementary schools, six (6) intermediate schools and one (1) secondary school were run by the Territory Government, while Christian missions operated twenty-two (19) elementary schools, twelve (12) intermediate schools and six (3) secondary schools. In 1958 11,501 children attended elementary schools, an increase of 999 since 1957; of this total 9,335 attended public schools. At the intermediate schools, 1,548 pupils were enrolled, an increase of 173 and at the secondary schools 273, an increase of fifty-five. At the twenty-second session the Council noted with satisfaction that an increasing number of Micronesian students were receiving higher education outside the Territory, that scholarships had been granted in almost every district for advanced training abroad and that a new and special type of scholarship programme intended to provide full university training in selected fields had been established. During the year under review, the number of students receiving higher education increased from 475 to 476, of whom 235 were studying overseas. Of these, 136 students attended high schools in Guam, 12 students attended the Territorial College in Guam, 52 were in institutions of higher learning in Hawaii, 10 in the Philippines, and 25 in the United States and Fiji. A total of 270 students held government, mission and other scholarships at the institutions of higher education in the Territory and abroad in 1958, as compared with 211 in 1957. In 1958, eighteen Trust Territory scholarships were granted. In addition, seven professional degree scholarships were awarded, three in the field of education, one in the field of law, two in the field of agriculture and one for fisheries and food technology.

176. In 1958, Territorial expenditure on education totalled \$596,577 (\$505,368 in 1957). The Visiting Mission found this amount too modest to meet the needs of the educational establishment of the Territory. At the twenty-fourth session the Special Representative stated that the Administration, during 1958, provided \$596,000 for government-supported school operation plus an additional \$102,000

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for school construction. Close to \$700,000 in direct subsidy was thus provided for public schools. He felt that the municipality contribution, which last year amounted to more than \$157,000, could not be separated from the over-all educational operation. In addition the missions spent \$145,000 for school operations. As in the case of the municipalities, this amount did not indicate true costs since many mission teachers worked without pay and mission schools received considerable aid from local communities in the form of donations and services. Thus, over a million dollars was spent on the over-all educational operation during 1958.

177. At the twenty-second session the Council commended the Administering Authority for progress achieved in the educational field and for the policy of providing financial assistance to local communities in the construction of new school buildings and other facilities. It also welcomed the statement of the Administering Authority that the success of the teacher training programme for the Truk district has led to the planning of similar programmes at all district centres. The Administering Authority reports that under the grant-in-aid programme eight new elementary schools were constructed during the period under review, including the eight-room elementary school of the Moen municipality in Truk and the most modern seven-room elementary school of the Rita municipality in the Marshall Islands. At the level of intermediate education the Administering Authority continued its support, while the people increased their community concern and interest. As a result of a joint effort a new, the seventh, public intermediate school of the Territory and the first to be located outside a district centre, was constructed at Kusaie and was expected to be opened in the fall of 1958. With regard to the teacher training programme it is reported that there was an increase in the number of teachers, from 589 (including 271 non-certificated and 236 certificated indigenous teachers) to 609 (including 285 non-certificated and 236 certificated indigenous teachers). At the same time the teacher trainers continued their work in the outlying areas. Thus far teacher training institutes with model demonstration have been established in three districts. Similar projects are intended to be established in other districts.

178. The Mission was informed that during the past few years the problem of training better qualified Micronesian teachers had received considerable attention and each district, despite the numerous local problems, had spent much time and

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effort in training Micronesian teachers for elementary and intermediate schools. However, due to lack of American personnel and to budget limitations, training of teachers was a very slow process. It was felt that this discrepancy could be remedied by hiring qualified Micronesians as teacher trainers.

179. The Mission was also informed that to exercise greater supervision over outer-island elementary education American teachers were sent more frequently and for longer periods of time than in the past to outer islands to assist local schools. The Mission felt that these efforts should be accelerated, because it found that the standard of local elementary school teachers did not appear to be fully adequate to the task. As a result of this deficiency the outer islanders, not having received their fair share of education, could not compete on equal terms with pupils at the district centres. Considering the fact that the Administration constantly stressed the need for rooting the educational system in the community the Mission felt that the outer-island communities would require greater material and supervisory assistance from the Administration than they were receiving if young Micronesians were to receive the preparation and training which would enable them to compete on equal terms with other students of the Territory for any educational opportunities that might be open to them.

180. The Mission was informed that in its efforts to develop the educational system of the Territory the Administration was faced with two chief problems, namely the need for the developing among the people of the Territory of a sense of responsibility for education and the training as rapidly as possible of Micronesian teachers who could staff the schools of the Territory. Two other problems which continued to hamper the development of education in the Territory were the inadequacy of funds and the development, production and printing of curriculum materials. However, in spite of budget limitations and lack of equipment it was reported that progress had been made during the past year in supplying the ever-increasing needs of the educational systems of the various districts.

181. The Mission agreed with its predecessor that one of the most difficult tasks confronting the educator was finding a modus vivendi between flexibility and standardization in applying any educational policy. However, when this was achieved at the elementary level, it would certainly facilitate the development of sound secondary education. One of the conditions to achieve this objective

was the supply of adequate funds. The Mission considered that the absence of standardized texts at the levels of elementary and secondary education and an inadequacy of funds to develop and produce them were in some measure responsible for the lack of uniformity in the achievement of knowledge of the students in the different districts.

182. Another lack of uniformity was also found in the salaries of the elementary school teachers, which the Mission was informed varied from district to district, depending on the financial circumstances of local governments. In this connexion the Mission drew the attention of the Administration to the fact that previous Missions and the Trusteeship Council had cautioned against placing too great a strain on the financial capacities of the municipalities. The Mission was informed that consideration had been given to this suggestion, but it was felt that the payment of teachers' salaries by the municipalities and the furnishing of supervision and supplies to elementary schools by the Administration was a fair division of costs for elementary education. Moreover, it was further informed, there was little evidence that too great strain had been placed on the financial resources of local governments to support their schools.

183. The Mission appreciated the considerations which had prompted the Administration to associate the local communities in the operation of their schools and to delegate to them increasing financial responsibilities for their maintenance. But it found sufficient evidence to indicate that the ability of many communities to meet their financial obligations might excessively be strained at the present stage of economic development and that additional funds might be required from the Administration if the desired standards of uniformity were to be achieved. The Mission also considered that the Administration should provide a larger measure of financial support to the educational system as a whole in order to enable it to make the much needed improvements in school buildings and their equipment and to achieve greater uniformity in educational standards throughout the Territory.

184. The Mission felt that the Pacific Islands Central School, the only public school in the Territory which provides a full three years' secondary education offers the best hope for removing the lack of uniformity in academic standards of achievement. It hoped that this school would obtain full accreditation as a high school comparable to similar schools in the States, so that Micronesian

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students would be able to enter American universities on equal terms with American high school students. The Mission was informed that this school would be transferred to Ponape during 1959. At the twenty-fourth session the Special Representative informed the Council that the new school would be ready for occupancy in August 1959 and that the school population would be increased from roughly 120 to 150 students. Further growth was expected within the next few years and within five years it was hoped that the majority of the teachers at the school would be Micronesians. He also stated that in addition to the Pacific Islands Central School, there were now three private high schools operating in the Territory.

185. At the Pacific Islands Central School as well as the University of Hawaii the Mission received requests for the extension of the present two years' scholarship to a four years' course, which would enable qualified Micronesian students to obtain a full university degree, and for an increase of the number of scholarships. The Mission felt that the suggestion had certain merits, particularly as the time had come when Micronesian graduates from the Pacific Islands Central School would have received the qualifications necessary for entrance into universities abroad. The Mission was confident that the Administration was alive to this question and would make every effort to make the necessary improvements in the light of changing circumstances.

186. The Mission also found two aspects of education which it considered as requiring urgent attention, namely the need for the improved teaching of English and the need for accelerated vocational training. With regard to the teaching of English, the Mission was informed that in 1958 the Administration had adopted the Fries technique and used texts which originally had been developed for use in Puerto Rico for the teaching of English as a second language. This system was found to be satisfactory and all districts of the Territory have now adopted the Fries method for the training of teachers. The Mission welcomed this development and hoped that it would remove existing deficiencies.

187. With regard to the vocational training the Mission was informed that in 1958 a special Commission was appointed to study the educational programme at the Pacific Islands Central School, with special emphasis on the vocational aspects of the programme. According to this Commission vocational subjects to be offered

during the first year should include business education, agriculture, home nursing, carpentry, motor mechanics and electricity. All these courses should be added to the present curriculum without eliminating any part of the curriculum at present offered at the Pacific Islands Central School. The Mission felt that the Administration should give urgent consideration to increasing the vocational training facilities throughout the Territory. It recommended, in particular that consideration should be given to the establishment of an agricultural school in the Territory as a part of the new Pacific Islands Central School. It also suggested that the Administration should make every effort to recruit qualified personnel from abroad to train Micronesians in specialized skills. The Mission commended also the religious missions for the work they performed in the field of primary and secondary education.

188. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the progress made in the field of education and welcomes the policy of the Administering Authority of increasing facilities for vocational and agricultural education. It also welcomes the decision to grant a greater number of scholarships for four years of higher education overseas, and hopes that the secondary schools will produce a steadily increasing number of candidates qualified to take advantage of these.

The Council suggests that the Administering Authority should devote increasing attention to the training of teachers and that it should continue its efforts towards achieving a uniform system of education.

The Council commends the Administering Authority for its efforts in the dissemination of information concerning the United Nations in the Territory.

Observations of members of the Trusteeship Council  
representing their individual opinions only

189. The representative of the United Kingdom suggested that in order to increase the number of Micronesian students, who would eventually be qualified to undertake higher education abroad, the Administering Authority should not hesitate to apply some stimulus from outside to the local communities, who were very rightly left largely to run their own elementary schools.

190. The representative of New Zealand welcomed the movement of the Pacific Islands Central School to Ponape and felt that the Council should endorse the policy of the Administering Authority to expand and develop this school.

191. The representative of Burma was gratified to note that there was a growing awareness and enthusiasm on the part of the students of the Pacific Islands Central School to problems of territorial interest. He was confident that under the guidance of able and dedicated teachers, Pacific Islands Central School would soon produce an increasing number of graduates, qualified for further study abroad leading to university degrees.

192. The representative of Paraguay commended the Administering Authority for granting a number of scholarships to Micronesian students for full university training.

193. The representative of Haiti commended the Administering Authority for the success achieved in the field of education and he noted that some twenty students were pursuing studies leading to a diploma. He noted with satisfaction that teacher training had attained the desired level of training. He was confident that the Administering Authority would continue its efforts in this field and he was convinced that the school building programme, the improvement of levels of studies designed to bring them up to metropolitan school levels and programme of granting an increasing number of scholarships in technical fields would help to facilitate the Territory's progress.

194. The representative of United Arab Republic considered that the training of qualified teachers, an increase in the educational curriculum and the building of an adequate Territory-wide educational standard would bring about considerable improvement in this vital field. As a matter of extreme urgency, new buildings should be constructed for the secondary schools in Palau, Truk, Ponape and the Marshall Islands. The new Pacific Islands Central School was a credit to the Administration and its curriculum was highly satisfactory. He urged the Administering Authority to request UNESCO to send an expert to advise on the improvement of education in Micronesia.

195. The representative of the Union of Soviet Socialist Republics stated the educational situation had not improved, because the local municipalities did not have the means to build new schools or to maintain old ones or to give adequate



pay to the teachers. He therefore suggested that more funds should be allocated from the Administering Authority's budget to improve the educational situation in the Territory.

196. The representative of France was convinced that the Administering Authority would not relax its efforts to set up a standard educational system. He also noted the important role played by the Pacific Islands Central School, although indirectly, in the formation of the common Micronesian consciousness. In this connexion the local communities should be provided with a sense of responsibility by allowing them to administer the elementary schools.

197. The representative of Australia noted that the Visiting Mission had stressed the need for improved teaching of English in the Territory and was pleased to learn that the Administering Authority was well aware of the urgency of this need.

198. The representative of China was gratified to note that the Micronesians had progressively taken over the administration and management of education and that local communities had played a more active part through their school boards in determining the educational policy of their own communities. He also noted that the training of more and better qualified teachers had increased and that vocational training had been given greater emphasis. In this connexion he stated that since the development of agriculture was very important for the economy of the Territory, the Administering Authority should spare no effort in building up an agricultural training centre in the Territory.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND  
FINAL TIME-LIMITS FOR THE ATTAINMENT OF SELF-  
GOVERNMENT OR INDEPENDENCE

199. The policy of the Administering Authority was summarized in a previous report of the Trusteeship Council to the Security Council<sup>1/</sup> and additional information is contained in the report of the Administering Authority for the year under review. At its twenty-second session, the Special Representative stated, by reference to the interest expressed by the Council in previous years concerning the establishment of target dates, that to attempt to attain rigidly a series of target dates could seriously and adversely affect the orderly and proper progress towards desirable political, economic and social goals. On the other hand, target dates, provided there was flexibility, were essential to good planning and the targets enumerated below were thought by the Administration to be worthy of accomplishment. He pointed out that the Administration of the Territory desired to achieve these dates, but at no time should sight be lost of the fact that the manner in which the goal was reached was as important, if not more so, than the mere attaining of targets.

200. It was envisaged that district unicameral congresses would exist by 1960 in Ponape, the Marshall Islands, Truk and Palau. An average of ten municipalities would be chartered each year for the next five years and the present Inter-District Advisory Committee to the High Commissioner would be developed into an elected Territorial Advisory Council by 1965. The Special Representative had also stated that it was becoming increasingly clear that the enactment by 1960 of previously announced legislation was not a realistic goal, but it was the intention of the Administering Authority to press forward with the legislation as rapidly as practicable.

201. He stated that if the training programme of the Administration continued successfully, it was anticipated that within eight to ten years all district finance and supply personnel would be Micronesians. Two Micronesians who had

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<sup>1/</sup> S/3636, paras. 308-311.

recently been given special scholarships to study law would assume the positions of public prosecutor and public defender by 1965 provided they completed their studies successfully and demonstrated the necessary ability. By 1959, all but the two districts of the Territory were expected to have Micronesian district directors of public health and the remaining two districts, it was anticipated, would have such directors by 1963. Within eight years each district was expected to have a Micronesian director of education and by 1961 a fully trained Micronesian would have charge of a district agricultural programme.

202. At the same session the Council, recalling its previous recommendations concerning the indication of intermediate targets and dates in the political and other fields, took note of the revised targets and dates as provided by the Administering Authority during the twenty-second session of the Council. It noted with satisfaction that a district congress in Truk had been established three years ahead of the estimated target date; the Council also welcomed the estimated targets and dates in all fields and expressed its confidence that the population of the Territory would continue to co-operate with the Administering Authority in their implementation.

203. At its twenty-fourth session, the Special Representative stated that the Administration's target date of chartering an average of ten municipalities was far exceeded with the chartering since July 1958 of twenty additional municipalities, making a total of thirty-two chartered municipalities. With the chartering of unicameral district-wide congresses in Ponape and the Marshall Islands there were at present four unicameral district-wide congresses, the other two being in Palau and Truk. He stated that the members of the Inter-District Advisory Committee to the High Commissioner had been elected by district legislative bodies and that the Committee had voted during the year under review to institute a policy of having members elected for hold-over terms so that each district delegation would have one member who was in attendance at the previous year's meeting, thus providing continuity to the Advisory Committee. He stated that this was yet another step towards the eventual development of the Advisory Committee into an elected Territorial Advisory Council.

204. In the field of Administration, the Special Representative stated that two American Assistant District Administrators would be replaced with Micronesians

by 1964. In the field of public health, qualified Micronesian medical officers had become district directors of public health in the Palau, Rota and Truk Districts since 1 July 1958, in addition to such positions as were already held by Micronesians in Ponape and the Marshall Islands. He anticipated that within four years the directors of dental and sanitation services would be Micronesians. Within five years, target plans of the Administration called for the majority of the teachers at the Pacific Islands Central School to be Micronesians. Target plans for the pilot fisheries project called for an additional vessel and the extension of the project to Ponape by 1963. It was also planned to establish in Palau a small-scale pilot canning plant by 1965, and as a first step in that direction, the Administration had during the year under review awarded a special degree scholarship grant to a candidate in fisheries development and food technology. Thus, by the time the fisheries project was ready to move into the field of a pilot canning plant, it was hoped that a Micronesian trained in food technology would be able to supervise this development.

205. At its twenty-fourth session, the Council adopted the following conclusion:

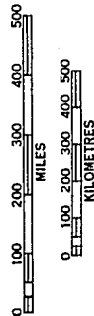
The Council notes with satisfaction the information concerning the actual establishment of targets and dates in the political and other fields of the Territory's advancement which was provided by the Administering Authority at the twenty-fourth session of the Council.

# TRUST TERRITORY OF THE PACIFIC ISLANDS

— Territorial limit  
- - - District limit

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

Report on the Administration of the Trust Territory of the Pacific Islands, U.S. Navy Department, Washington, D.C., July 1949.



NORTH PACIFIC OCEAN

NORTHERN  
MARIANAS  
ISLANDS

SAIPAN I.  
ROTA I.  
GUAM I.

MARSHALL ISLANDS DISTRICT

SAIPAN DISTRICT

YAP DISTRICT

PALAU DISTRICT

TRUK DISTRICT

PONAPE DISTRICT

WESTERN CAROLINE ISLANDS  
PALAU I.  
PELELIU I.  
KOROR I.  
ANGUOR I.

ULITHI ATOLL  
YAP I.  
NGULU ATOLL  
SOROL ATOLL  
WOLEAI ATOLL  
FAS I.  
FARAULEP ATOLL  
IFALIK ATOLL  
LAMOTREK ATOLL  
SATAWAL I.  
ELATO ATOLL  
YEWIRIK ATOLL  
NANOLUK ATOLL  
SATAWAN ATOLL  
LUNUNOR ATOLL  
KUSAIE I.  
KAPINGAMARANGI ATOLL

EASTERN CAROLINE ISLANDS  
PULAP ATOLL  
PULWAT ATOLL  
PULUSUK I.  
LOSAP ATOLL  
NGATIK ATOLL  
MOKIL ATOLL  
PONAPE I.

MAJURO ATOLL  
MILLE ATOLL  
JALUIT ATOLL  
NAMORIK ATOLL  
KILI I.  
EBON ATOLL

MARSHALL ISLANDS  
UJELANG ATOLL  
KWAJALEIN ATOLL  
LINEP ATOLL  
WOTJE ATOLL  
LAE ATOLL  
MALDELAP ATOLL  
LIB I.  
NAMU ATOLL  
AILINGLAPALAP ATOLL  
MAURO ATOLL

UTERIK ATOLL  
RONGELAP ATOLL  
WOTHO ATOLL  
MAJURO ATOLL

NAURU