

UNITED NATIONS



**United Nations Visiting Mission to
the Trust Territories of Nauru, New Guinea
and the Pacific Islands, 1959**

**REPORT ON THE TRUST TERRITORY
OF THE PACIFIC ISLANDS**

TOGETHER WITH THE RELEVANT RESOLUTION
OF THE TRUSTEESHIP COUNCIL

TRUSTEESHIP COUNCIL

OFFICIAL RECORDS: TWENTY-FOURTH SESSION

(2 JUNE - 6 AUGUST 1959)

SUPPLEMENT No. 3

NEW YORK

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NOTE

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T/1484

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LETTER DATED 8 MAY 1959 FROM THE CHAIRMAN OF THE
VISITING MISSION TO THE SECRETARY-GENERAL

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 1923 (S-VIII) of 17 October 1958 and with rule 99 of the rules of procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, on the Trust Territory of the Pacific Islands.

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

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

(Signed) Chiping H. C. KIANG

INTRODUCTION

TERMS OF REFERENCE

1. The decision to dispatch a visiting mission to the three Trust Territories of Nauru, New Guinea and the Pacific Islands in 1959 was made by the Trusteeship Council at its 933rd meeting, on 29 July 1958, during its twenty-second session.

2. The composition of the Mission, approved by the Council at its 938th meeting on 17 October 1958, during its eighth special session, was as follows:

Mr. Chiping H. C. Kiang (China), *Chairman*;
Mr. Alfred Claeys Bouúaert (Belgium);
U Tin Maung (Burma);
Mr. Sergio Kociancich (Italy).

3. At the same session, at its 939th meeting, on 17 October 1958, the Council adopted resolution 1923 (S-VIII) setting forth the terms of reference of the Mission. By that resolution, the Council, having decided that the Mission should depart in February 1959, that it should visit the Trust Territories of the Pacific Islands, Nauru and New Guinea in that order and that the duration of its visit should be approximately three months, directed the Mission:

(a) 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;

(b) To give attention, as might be appropriate in the light of discussions in the Trusteeship Council and in 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;

(c) 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;

(d) 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.

ITINERARY OF THE VISITING MISSION

4. The Mission set out from New York on 4 February 1959, accompanied by a secretariat of four persons.¹ It arrived by air on 6 February at Honolulu where, during the two days of its stay, 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.

¹The members of the secretariat were Mr. W. F. Cottrell (Principal Secretary), Mr. W. T. Mashler and Mr. J. L. Lewis (Assistant Secretaries) and Mr. A. Katz (Administrative Officer).

5. 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 spent the period from 13 to 17 February in the Palau District where it visited the islands of Koror and Peleliu. The Mission then went to the Yap District from 17 to 19 February, where on 17 February, on behalf of the High Commissioner of the Trust Territory, the Chairman of the Mission presented the Yap Islands Congress with its Charter (see annex II). The Mission returned to Guam on 19 February, and visited Saipan, Tinian and Rota on 21 and 22 February. Following a one-day stay on Guam, during which the Mission held a private meeting, it departed on 23 February for the Truk District. There it visited Moen, Dublon, Fefan and Tol islands and presented, on behalf of the High Commissioner of the Trust Territory, the Dublon municipality with its Charter (see annex III) on 24 February. Leaving Truk by air it arrived in the Ponape District on 27 February, where it visited Kolonia town and Madolenihmw on Ponape Island and visited Ujelang in the Marshall Islands on 3 March. On the same day it departed by ship for Mokil, where it spent one day, 4 March. Upon its return to Ponape the following morning, it departed by air for Majuro in the Marshall Islands District, where it arrived the same evening, following a stopover at Kwajalein, where the Missions aircraft was required to touch down owing to typhoon conditions in the Ponape and Marshall Islands areas. The period of 6 to 10 March was spent in the Marshall Islands District, where the Mission visited the island of Majuro and made sev-

eral trips to outlying islands including Imrodj on Jaluit Atoll and visited Rongelap in the northern Marshalls. 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. The present report was adopted unanimously on 8 May 1959.

6. Throughout its travels in the Trust Territory, the Mission was accompanied by Mr. John E. de Young, Staff Anthropologist of the High Commissioner's Headquarters at Guam, except for its visit to the Saipan district where Rear-Admiral W. L. Erdman, Commander, Naval Forces, Marianas, and Lieutenant-Commander C. J. Carey accompanied the Mission. During its several visits to Guam and again at Truk during its final visit, the Mission held several meetings with the High Commissioner of the Trust Territory, Mr. Delmas H. Nucker. The Mission wishes to express to these and all the other officials of the Administration its gratitude and appreciation for the warm welcome and for the assistance they extended to it. The Mission also wishes to thank Mrs. Allan F. Saunders, who, as the Micronesian students' councillor, made it possible for the Mission to meet the Micronesian students attending the University of Hawaii in Honolulu. Finally, the Mission wishes to express its gratitude to the people of Micronesia for their generous hospitality and for the cordial co-operation it received from all sectors of the population with which it came into contact.

CHAPTER I GENERAL

GENERAL CONSIDERATIONS²

7. The visit of the fourth United Nations Visiting Mission to be sent by the Trusteeship Council to the Trust Territory of the Pacific Islands coincided with a period of intense effort by the people of Micronesia and of the Administration to rebuild the many islands left devastated in the wake of three disastrous typhoons which swept through the Territory late in 1957 and during the first part of 1958. Prompt and efficient emergency relief measures taken by the Administration immediately after the typhoons struck prevented the threat of starvation and disease from becoming a reality and enabled the people of the affected areas to embark on a long-range programme of rehabilitation designed not only to restore the islands to normal, but also to improve economic conditions beyond those which Micronesians in the affected areas had previously known. The efficiency and speed with which these programmes are being carried out are, by all accounts, due in large measure to the fact that every phase of the plans has been prepared in full consultation with Micronesian officials of municipalities and congresses. It should be a matter of gratification to the Administration, and to local government bodies alike, that the success thus far achieved in their co-operative effort has

demonstrated, albeit in exceptional circumstances, the ability of Micronesians to exercise the functions of responsible and mature local government.

8. At the present stage, the administrative services and the people in the devastated areas are gradually resuming normal activities. Personnel and shipping, dispatched earlier to assist the distressed areas, are now being withdrawn as circumstances permit. Nevertheless, some of the islands will require continued material and other assistance for a long time to come before their immediate needs can be met out of local resources. Despite the laudable efforts now being made to rebuild the devastated areas, it will be many years before full economic recovery can be achieved.

9. The events of the past year have amplified the considerable problems which confront the Territory, even in normal circumstances. The tiny land area comprising the Territory's fewer than one hundred inhabited or inhabitable islands, which are scattered over a vast oceanic zone approximating the total land area of the continental United States, and the diversity of its population, whose cultural and linguistic backgrounds vary, not only from District to District, but also within the Districts, impose natural barriers on the Territory's development into a political and economic unit.

10. It may also be recalled that over the past sixty years the divergent policies of four different adminis-

² For descriptions of the geography and culture of the islands, see the reports of the Administering Authority on the administration of the Trust Territory.

trations have tended to complicate the development of the Territory.

11. Under the Spanish, German and Japanese administrations, the traditional structure of local society was maintained until the present Administering Authority began to foster the development of modern political institutions following the end of the Second World War. While this development is making gradual but steady progress throughout the Territory, sight should not be lost of the fact that the rate of progress in this field, irrespective of the strong encouragement given to it by the present Administration, must necessarily depend on the people's readiness to accept new, and to them, untried institutions. Furthermore, a strong residual sense of parochialism among the people of the islands, forced on them by centuries of geographic isolation, tends to impede development. The results of efforts to overcome these obstacles are encouraging, but it should be borne in mind that complicating factors inherent in the geography of the Territory are not conducive to the attainment of a rapid development of cohesive Territory-wide organs of self-government.

12. Even greater obstacles have been thrown in the way of economic development. To administer such a widely scattered Territory, the Administration must maintain seven separate administrative centres and provide the various Districts with adequate communications systems. The cost of these services far exceeds the ability of the Territory to maintain them in view of the general paucity of its land and the absence of mineral resources. The Territory must, therefore, look to the Administering Authority for heavy subsidies which, at present, amount to roughly four-fifths of its annual budget.

13. As in the political field, the presence of four different administrations in recent times has similarly left its mark on the economy of the Territory. It is worthy of note that, under previous administrations, economic development was largely confined to the exploitation of available resources for the benefit of the metropolitan Powers. The indigenous population for its part continued to pursue a subsistence type of agriculture and merely participated in the development of the Territory's resources in an employee relationship. The almost complete destruction during the second World War of plantations, installations and other developments in the islands, not only deprived the islanders of future use of these installations, but also of any immediate cash income. In contrast to previous administrations, the present Administering Authority undertook to develop the Territory's resources exclusively for the benefit of its people, and its policies in the political, economic, social and educational field introduced during the past fifteen years called for the close association of the people of Micronesia in the development of their own Territory. The gradual but distinct change resulting from the introduction of policies so completely novel to the people of the Territory has not been accomplished without the creation of attendant problems. The rapid growth of the Territory's population, the gradual but increasing demand for cash in an economy which is still predominantly of a subsistence type and the inability of the people to satisfy this demand are indications of the problems which will require ever increasing attention. It is for this reason that the Mission has in the present report placed considerable emphasis on matters relating to the economic development of the Territory.

AREAS AFFECTED BY RECENT TYPHOONS

14. During the latter part of 1957 and the first half of 1958, three typhoons struck in various parts of the Trust Territory inflicting serious damage on trees and crops, and causing several deaths. These typhoons were known by the code names Lola, Ophelia and Phyllis.

15. The first typhoon, Lola, originated in the southern Marshalls during November 1957. On Namorik Atoll all buildings were destroyed and swept out to sea. Two-thirds of its coco-nut palms were blown down and food supplies were only sufficient to last for three weeks after the storm. After inflicting minor damage at Kili Island and capsizing and sinking a boat, the typhoon struck close to Ponape Island, moved into the Truk District and on to Guam and Rota. Aside from the damage caused at Namorik, the Hall Islands in the Truk District, and Ponape were the most seriously affected. On Ponape a considerable number of trees and palms were blown down, with fruit and foliage ripped from others, and thousands of young cocoa trees were uprooted. Subsistence crops, including yams, bread-fruit, bananas and taro were destroyed by high winds and flying debris. On Nomwin and Ruo islands in the Truk District 80 per cent of the coco-nut palms were totally destroyed, while in the Rota District damage caused to vegetable produce was estimated at \$25,000.

16. The second typhoon, Ophelia, caused great damage on Jaluit Atoll in the southern Marshalls. There, the entire east side of the atoll, approximately thirty miles in length, was inundated with water to a depth of from three to eight feet. Approximately 90 per cent of all the coco-nut palms on this side of the atoll were either uprooted or blown down. Three persons were drowned; thirteen others are missing and are presumed to have been swept away by waters which washed over the island. The typhoon then buffeted Ponape, inflicting more damage to the already crippled island. Later, at Truk, docking facilities on Moen Island were almost completely destroyed when heavy waves demolished the foundations causing the dock to settle in the water.

17. The third typhoon, Phyllis, originated in the southern part of the Truk District and before warnings could be sent to the area, struck severe blows at Namoluk and Pulusuk Atolls causing tremendous damage to trees, food crops and property. From there it moved northwest into the Yap District and struck with varying degrees of intensity across the islands of Elato, Satawal, Lamotrek and Olimarao.

18. Even while the Mission visited the Territory a fourth typhoon struck the Ponape District, causing, however, only superficial damage to crops on Ponape Island.

19. The Administration estimates that actual damage caused by the typhoons on the various islands of the four Districts ranged from slight to almost 90 per cent total destruction. On the coral atolls damage was more serious than that on the high islands, because of the normally greater scarcity of various subsistence crops available to the people. In these areas immediate emergency feeding was required to alleviate hunger and prevent starvation. As a result of the damage caused by the typhoons over the past year and a half, copra production is estimated to have been reduced by 5,000 short tons, resulting in a reduction of some \$500,000 in the total income available to the Micronesians during 1958.

20. The administration estimates that it will be eight to ten years before full copra production can be re-

stored to pre-typhoon levels. Subsistence crops will be available in a much shorter time, with bananas estimated to be available within eighteen months, yams within a year and bread-fruit, in limited quantities, within the next few months. To compensate for the severe losses which were suffered in the affected areas, the High Commissioner obtained a special appropriation of \$1,350,000 from the Congress of the United States for the purpose of alleviating suffering and for the establishment of a rehabilitation programme. The Trust Territory was also able to take advantage of surplus foods made available through the United States Department of Agriculture, and it is estimated that surplus foods to a value of more than \$100,000 will be made available to the peoples of the typhoon-stricken areas during the recovery period. Over and above assistance rendered by the Administration, Micronesians spent a great deal of their time and money on the reconstruction of their homes, which were either damaged or destroyed by the typhoons.

21. The Mission was informed that the Administration's rehabilitation programme was placed under the authority of the Director of Agriculture. Programmes were formulated for food distribution, the reconstruction of housing, water wells and catchments, the removal of vast amounts of debris and the provision of all tools necessary for the preparation of land for replanting. Selected coco-nut seed-nuts were, and continue to be, made available free of cost for the replanting of coco-nut groves, under the supervision of officials of the Department of Agriculture. The programme called for the full participation of Micronesians in the rehabilitation of their own islands to the fullest extent possible. The Administration informed the Mission that the results to date have been greater than had originally been hoped for. In a number of areas, the ground has been cleared and the planting of seed-nuts, in accordance with planting methods recommended by the former Director of Coco-nut Operations, is now in progress. Paradoxically, the typhoons will have had one beneficial effect. Agricultural officials explained that many of the destroyed coco-nut palms had nearly reached the end of their productivity and their replacement would have become imperative. Possible delays, due to difficulties arising out of the complicated traditional land and property tenure systems, particularly in the Marshall Islands, could have retarded the establishment of a well-planned replanting programme for a number of years. Instead, the scientific and systematic replanting now under way will eventually assure the people of a far greater cash income than would otherwise have been possible. The plans and programmes of the Administration were fully explained to the populations, and according to Administration officials, all Micronesians have enthusiastically co-operated in the rehabilitation programme.

22. During its visit, the Mission was able to see for itself some of the areas that had been devastated. At Jaluit, where destruction can be described as being almost complete, the Mission was told by the people of Imrodj that prompt and effective intervention by the Administration had enabled them not only to survive the fearful effects of the disaster, but also to embark with confidence on the slow and difficult task of rebuilding their devastated island. During its visit to Imrodj village and the rest of the island the Mission noted that most of the village had been rebuilt, including a large water catchment, and that the replanting of coco-nut groves was well under way. In other areas

in the southern Marshalls, the Mission saw similar progress.

23. Under the long-range rehabilitation programme in the Marshall Islands District, a field-trip ship makes one trip each month to deliver food, equipment and supplies and to transport personnel, and it is expected that this service will be needed for at least two to three years. A chartered fifty-foot schooner provides service to the islands of Kili, Jaluit, Namorik and Majuro, transporting rehabilitation officials and food among these islands. The initial plan for the rebuilding of housing and for water storage has been completed and efforts are now being concentrated on agricultural rehabilitation. On Namorik Atoll, 400 out of 600 acres have been prepared for planting. One large coco-nut nursery holding 15,000 seed-nuts has been established and 6,000 seedlings have already been transplanted in new groves. Thirty thousand additional seed-nuts were recently delivered for planting. Upon completion of this project, the Administration proposes to make a survey to assess the future food needs of the people on Namorik. Although most of the coco-nut palms were destroyed, the Administration estimates that the remaining palms are sufficient to provide the people with adequate food and small quantities of copra. They now have an overabundance of bananas, pumpkin, squash, limes and papaya. Some of this produce is being sold to the United States Navy and elsewhere, and thus provides some cash income. Trochus from the lagoon will give the people additional income, and efforts are being made to find outlets for local handicraft. They are also being taught various methods of preserving fish with the view to selling this product.

24. Jaluit Atoll, with 2,400 acres, will, it is estimated, require another three years to complete its replanting programme. Sufficient numbers of palms remain on the western end of the island to supply all the people with food and to enable them to produce a modest amount of copra. In addition, harvests from three large trochus beds should provide them with a good cash income. Fruits and vegetables sold in considerable quantities to the United States Navy compensate the people in part for the loss of the income previously derived from copra production. At present, limited quantities of sea shells and handicrafts are being sold to markets both within and outside the Territory. Nevertheless, material assistance will be required for a period of at least five years.

25. In the Ponape District, where Ponape Island suffered the greatest damage, rehabilitation work was instituted through community development programmes. Community development officers, together with municipal councils and other groups, concentrated efforts on replanting subsistence and cash crops, with personnel and materials provided by the Administration. In the municipalities, public works groups were organized to re-establish subsistence gardens and other crops. The Administration estimates that, as a result of this effort, each of the municipalities will have a greater food surplus than was available before the typhoons.

26. The rehabilitation programme in the Truk District is progressing rapidly. On Murilo, in the Hall Islands, where all the coco-nut palms and bread-fruit trees were completely stripped of their fruits, branches and leaves, the acute food shortage was alleviated by the provision of regular food shipments, including rice and milk. Since then, garden produce planted under the supervision of the Agriculture Department has come

to harvest and the Administration hopes that emergency food shipments can be discontinued within a short time. Nevertheless, bread-fruit and coco-nuts will not be available for another two years. Coco-nut replanting in accordance with the recommendations made by the former Director of Coco-nut Operations has been completed. Homes, community buildings and water storage tanks have been rebuilt with materials furnished by the Administration. Similarly, on Ruo, Nomwin and Fonanu Islands reconstruction has been completed and coco-nut replanting is expected to be completed at the end of the present calendar year. The destruction on two other atolls, Namoluk and Pulusuk, was almost complete. Nearly all trees on these islands were destroyed, together with all buildings and canoes. As a result, it is estimated that emergency shipments of food will have to be continued throughout 1959. Replanting on both islands is well under way, and at the time of the Mission's visit to the District, many tons of squash and pumpkin were being harvested, although taro and yam production was being hampered by a fairly persistent drought. Coco-nut palm planting will have been completed by the middle of 1960 and the rebuilding programme is due for completion by the end of 1959. The Administration considers the progress at Pulusuk and at Namoluk to have been extremely rapid. Reconstruction and replanting is well ahead of schedule, and twelve sailing canoes have been built in the last nine months, with the construction of another twelve now under way.

27. The emergency measures taken by the Administration for the alleviation of suffering immediately following the typhoons and the subsequent initiation of its long-term rehabilitation programme in the affected areas have received wide-spread approval and praise from Micronesians throughout the Territory. It is the Mission's view that the rapid progress now being made in rebuilding the devastated areas of the Territory is due in large measure to the prompt initiative taken by the High Commissioner and his staff, and to the tireless efforts of the officials, who, in assisting the people on the islands toward restoration to normal life, are at the same time helping them to build the foundations for a better economic future. Nevertheless, it should be borne in mind that the initial phase of the rehabilitation programme is now moving rapidly to its conclusion and that it will be followed by a longer and more difficult period of waiting before the efforts now being made can bear fruit. It may well be that this period will require even greater patience on the part of the people and an even more sympathetic understanding of their problems by the Administration than previously. Based upon its own observations, the Mission feels certain that both these conditions can be amply met.

DISPLACEMENT OF ISLANDERS AS A RESULT OF NUCLEAR AND THERMO-NUCLEAR EXPERIMENTS

28. The problem of the displacement and the subsequent resettlement of islanders in the Marshall Islands has continued to occupy the attention of the Trusteeship Council. The first of these transfers took place in 1946, when the 167 people of Bikini Atoll were evacuated in several stages, first to Rongerik, later to Kwajalein, and finally in 1948 to the island of Kili in the southern part of the Marshalls, where they were settled on land provided by the Administration. There, it will be recalled, the people experienced continuing difficulties of adjustment to their new home owing to

the unaccustomed climatic and physical conditions. Having failed to find a habitat more suited to the wishes of the people, the Administration made arrangements to assist them in their gradual adjustment to their new environment. This included a rehabilitation programme designed to acquaint them, through the assistance of a Marshallese agriculturalist stationed on Kili, with new methods of developing the considerable economic resources of the island. To compensate for the lack of fishing facilities at Kili, the Administration provided them with a ship for transporting personnel and goods and for fishing at nearby Jaluit Atoll. At the same time, four large houses were built on Jaluit for the use of the Kili people. Nevertheless, the complaints of the Kili people remained unchanged. The boat which had originally been placed in operation was completely wrecked and it was not until some time later that another boat was placed at their disposal. Subsequently, in 1956, following a series of meetings between the High Commissioner of the Trust Territory and the people of Kili on the question of claims for the use rights to Bikini Atoll, agreement was reached for the payment of \$325,000 to the former inhabitants of Bikini. By the same agreement they formally received full-use rights to the island of Kili and to several localities on Jaluit Atoll. Three hundred thousand dollars of the \$325,000 was placed in a trust fund which is administered by the High Commissioner, and interest payments from it give the Kili people an annual income of about \$20,000.

29. In November 1957 and again in January 1958, considerable damage was inflicted on Kili by typhoons. Although no injuries were suffered and no buildings were destroyed, almost the entire coco-nut crop on the island was destroyed and the Administration estimates that it will be at least one year before copra can again be harvested. At the same time many of the banana, bread-fruit and papaya trees were blown down. A fifty-foot schooner which had been purchased by the Administration for the Kili people was destroyed. The Mission was informed that as a result of the loss of the ship's cargo the trade store on Kili had been unable to purchase goods for local sale and that 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. An emergency food programme was put into effect, and an agricultural rehabilitation programme was described as being well under way at the time of the Mission's visit to the District. A large coco-nut seed nursery has been started, bread-fruit seedlings and banana corns have been planted, and chickens, ducks and hogs have been taken to Kili to augment existing stock. In addition, a schooner has been chartered for the Kili people until a new ship, costing \$30,000 and now under construction for the Administration at Hong Kong, is placed at their disposal within the next few months.

30. During its visit to Jaluit, the Mission was unable to meet the people of Kili, but was informed that it would be years before the Kili settlement on Jaluit could be restored. On its return trip to Majuro, the Mission flew over Kili, some forty miles away, and it noted that the appearance of the island, in contrast to Jaluit and other islands devastated by the typhoons, is good. The Mission hopes that, in view of the considerable difficulties of adjustment which the Kili people have experienced in past years, further efforts will be made by the Administration for their return to a

normal way of life. In particular, it recommends 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.

31. A second group of islanders was displaced in 1947, when 137 people from Eniwetok were transferred to Ujelang. At that time, the Administration constructed an entire village for them including homes, meeting houses, a school, a dispensary and a church. In 1956, an agreement, similar to that reached with the Bikini people, was concluded whereby the Administration paid the former inhabitants of Eniwetok a sum of \$175,000 for the use rights of their former habitat and awarded them full use rights to Ujelang Atoll. Of this sum, \$150,000 was placed in a trust fund similar to that established for the Kili people, and yielding an annual interest of about \$10,000.

32. The adjustment of the people of Eniwetok to their new environment appears to the Mission to have been satisfactory. At a meeting with the people on Ujelang the Mission was told that they wished to have the assistance of an agricultural officer to help them plant additional subsistence crops and coco-nut palms. They also requested the installation of radio communications to enable them to contact the District centre in case of need. In the course of the meeting, the people were informed by Administration officials that a radio set would be installed within two months and that an agricultural extension agent, who had been withdrawn temporarily to assist in rehabilitation work elsewhere in the Marshall Islands, was scheduled to return within a matter of days. In addition, the District's agricultural officer planned to visit the atoll for a two-month period later in the year. On another point, the Mission was told by the school's principal that opportunities for students from Ujelang to attend the Pacific Islands Central School were limited but that the people were anxious to see one of their own number trained in agricultural extension work. The Mission considers their request to be justified, and it hopes that the Administration will give this matter its sympathetic consideration.

33. A third transfer of islanders took place in 1954, when the people of Uterik and Rongelap suffered ill-effects from unforeseen radio-active fall-out resulting from thermo-nuclear tests held during that year in the Pacific Proving Grounds. One hundred and fifty-four persons from Uterik and eighty-two from Rongelap were moved to Majuro and Kwajalein as a temporary measure pending their return to their atolls. The Uterik people were returned to their homes during the same year after the atoll had been declared safe for human habitation. On their return they were provided with building and medical supplies and found that their cisterns had been cleaned and restored by the United States Navy. All of their claims, amounting to \$2,900, had been settled prior to their return and in addition they were provided with 300 chickens and 190 pigs to replace those which they claimed they had lost. Since their return, the Mission was informed, several complete surveys had been conducted on Uterik 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. The Uterik people produce approximately forty tons of copra a year and supplement their cash income by selling handicrafts and large clam shells to

the United States Navy on Kwajalein. Once each year, a United States Atomic Energy Commission team visits Uterik to check on the people's health and general well-being, and in addition medical and dental teams from Majuro make regular trips to the atoll. Administration officials informed the Mission that the people of Uterik had made a complete adjustment, that no complaints had been submitted, and that they could be considered as living a normal life.

34. The Rongelap people, in contrast to those from Uterik, appear to the Mission to present a considerable and continuing problem. After their evacuation from Rongelap they were moved to Ejit Island in the Majuro Atoll where a village was built for them and livestock placed at their disposal. While there, they were given \$200 a month in compensation for the loss of their normal copra production, and an additional \$1,100 a month for the purchase of food and other supplies. They were also provided with water transportation between Ejit and the District centre. Their personal loss claims, amounting to about \$5,200, and copra compensation, amounting to \$1,300, were settled, in addition to which they were given every opportunity to work at Majuro.

35. When Rongelap was declared safe in 1957, the Administration built two villages for them at Rongelap and Jabwaan. The Administration informed the Mission that the Rongelap people were fully consulted in the planning of the rebuilding programme and that all their requests were granted. Throughout the building phase two Trust Territory officials were present at Rongelap to supervise the construction. At the same time, a complete agricultural survey was made of the atoll, on the basis of which plants, cuttings and seeds were provided to start a subsistence programme under the supervision of an agricultural extension agent who remained with the people for a period of two months after their return. Upon their arrival on Rongelap in June of 1957, the original number of eighty-four had swollen to over 250 persons. They received a three-month supply of food and all their belongings were transported by the Administration.

36. A long-range programme set up by the Administration included a subsistence and coco-nut planting programme and an American agriculturalist was recruited to assist the people. Two health aides now live at Rongelap to minister to the people's needs; a monthly flight with a medical practitioner is made; and once a year a medical and scientific team from the United States Atomic Energy Commission conducts extensive medical and scientific examinations on the atoll.

37. According to the information given to the Mission, copra production at Rongelap during the present year is expected to exceed by several tons the pre-evacuation production of forty short tons a year. At the same time, the Administration points out that production could be increased even further if coco-nuts now being left to spoil on the ground were actually harvested, and it is hoped that with the aid of the agriculturalist this problem will be overcome in the near future.

38. During its visit to the atoll, which coincided with the annual visit of scientists and doctors from the United States Atomic Energy Commission, the Mission had an opportunity to inspect the village of Rongelap, to hold discussions with its people and with some of the members of the visiting scientific team. The village itself impressed the Mission as being one of the cleanest and neatest seen anywhere in the Territory. It is well constructed and planned. During the Mission's

walk through the village a number of islanders pointed with great pride to their new buildings and, judging by their remarks, the Mission gained the impression that the people are satisfied with the present arrangements.

39. However, the people are gravely concerned with the effects of radiation on the atoll and in the lagoon, which, they fear, has permanently contaminated coconut crabs and fish in the lagoon. Throughout the meeting, this matter was raised by numerous people, who pointed out that, not only had shellfish and fish in the lagoon been contaminated and thus been rendered inedible, but also that some of the coco-nut palms on the atoll had died as a result of radiation. They stated that the fish in the lagoon were poisoned and were causing illness among them. Others wished to know whether the irradiation they had suffered in 1954 would have lasting effects on their health. Since the Mission was not in a position to allay their fears for lack of adequate scientific knowledge of the facts, it requested the heads of the medical and scientific teams, who were well known to all the people on Rongelap, to explain the situation at the meeting. They stated that the people who had suffered skin damage immediately after the fall-out in 1954 had now completely recovered. Further tests regarding possible late effects of irradiation were constantly being carried out and, although late effects were a possibility, they were, in view of the small degree of irradiation suffered, not likely to occur. Nevertheless, the annual examinations were being conducted to ensure against such an eventuality. It was further pointed out that only coco-nut crabs had been found unsafe for eating because of the presence of radiation. However, fish outside, as well as inside, the lagoon were considered to be safe for eating. Some of the fish near the reefs were poisonous, but fish poisoning of that type was not due to radiation and had been known to exist in the Marshall Islands and elsewhere long before the nuclear and thermo-nuclear tests had been conducted. The Mission was told that many studies on that subject had been conducted to determine the source of fish poisoning in this and other areas long before the Second World War and that further studies to this end were in progress. Subsistence crops, coco-nuts and water were considered safe for consumption, and tests carried out during the investigations did not show late effects of radiation on plant life. Nevertheless, investigations would be carried out on coco-nut palms which, according to some of the people on the atoll, had died off after irradiation. In addition, the scientific team provided the Mission with a summary of its four-year survey, which appears as annex I to the present report.

40. During his final discussions with the Mission, the High Commissioner pointed out a number of fac-

tors which had contributed to the slow and difficult readjustment of the Rongelap people. The complete support the Rongelapese had received for many years while living on Ejit had made it difficult for them to return to a life of self-sufficiency. The problem was aggravated by the fact that the eighty-four people who had suffered from radio-active fall-out were joined by 166 other Rongelapese who had previously lived elsewhere but who had elected to return to Rongelap because of the new housing and food that had been provided by the Administration. It was this latter group which was the most vocal in its complaints. The High Commissioner stated that he had been assured by the scientists that the people were in good physical condition and that the island was safe for habitation. Sufficient agricultural potential existed on the atoll to support the present population and to produce copra for export. He frankly stated that the problem was to convince the Rongelapese that they could again become self-supporting.

41. On the strength of the information given to it by the Administration, the Mission is confident that the Rongelap people have now recovered physically from the immediate effects of irradiation and that the material assistance rendered them by the Administration for their rehabilitation is fully adequate to their needs. However, their emotional and psychological problem, arising from persistent fears and apprehensions concerning their well-being, is one which, in the view of the Mission, requires prompt and serious attention if the Rongelap people are to be fully restored to a normal and productive life. Although the Mission cannot express its views on the evaluations made by scientific experts, it feels certain that its people would not have been returned unless the Administering Authority was convinced that conditions on Rongelap were safe. At the same time, the Mission feels that the long period of inactivity while away from their homes has created doubts in the people's minds as to their ability and fitness to resume a useful life. These doubts may have been further strengthened by annual visits and examinations by medical and scientific teams which, they feel, would not be necessary if they were well and no danger existed.

42. The Mission fully appreciates the very serious problems which the people of Rongelap are facing in their readjustment, and it recognizes that the Administration is alive to them. Nevertheless, the Mission recommends 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.

CHAPTER II

POLITICAL ADVANCEMENT

DEVELOPMENT TOWARDS SELF-GOVERNMENT

43. To assess the progress made since the end of the Second World War in the development of democratic organs of self-government in the Territory, two things should be borne in mind. The first of these is the fact (already referred to above) that the people of the Territory, though broadly classed as Micronesians, are

divided into distinct cultural and linguistic groups, which are further separated by geographical barriers and consequently have had little in common with each other. Secondly, it must be remembered that before the war the people of the Territory had not been encouraged to participate in the conduct of their own affairs and thus had continued to adhere to traditional forms of local

rule until, under the present Administering Authority, the concept of representative government was introduced. The adaptation of the concepts of political freedom and of self-determination to the existing traditional structures was therefore initially confined to the development of local organs of self-government at the municipal and District levels. This process has as its ultimate objective the creation of a Territory-wide organ of self-government. The relatively slow development of a Territorial consciousness is attributable to the factors already referred to above as well as to the persistence of a strong sense of parochialism throughout the Territory.

44. Although there are as yet few signs pointing to the development of a Territorial consciousness among the people of the Territory, the Mission found some evidence that some of the obstacles standing in its way are gradually being removed. Notably the Pacific Islands Central School enables young people from all Districts of the Territory to meet together and their common use of English gives them the ability to overcome the language difficulties and the opportunity to discuss and appreciate common problems and to develop a sense of unity. Like its predecessor, the United Nations Visiting Mission to Trust Territories in the Pacific, 1956, the present Mission had an opportunity of meeting with the students attending the Pacific Islands Central School as well as with those who were attending the University of Hawaii. During its informal discussions with the students, the Mission was told by many that, as a result of their brief experience of living together, they had not only formed friendships which would otherwise have been impossible, but that they had also come to realize the problems which could ultimately be solved only through common efforts. Significantly, and in contrast to the experience of the previous Mission, the students seemed confident that the older generation would not be reluctant to accept, ultimately, changes in the political and social structure of their society provided that such changes were beneficial. They also thought that much of the earlier opposition to the introduction of new ways was gradually being overcome and that education and its demonstrated benefits had, in many cases, stimulated a desire among the elders of the communities to see more of their children educated.

45. The Mission also found that the annual Territory-wide conferences 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. The results of the 1956 and 1957 conferences were considered by the Administration to have been sufficiently significant to enable it to convene them on a regular annual basis as the Inter-District Advisory Committee to the High Commissioner. While the establishment of the Committee may be regarded as an initial step towards the ultimate development of a Territory-wide organ of self-government, it should be stressed that at this stage the Committee does not possess any powers of legislation and acts merely in an advisory capacity to the High Commissioner. Nevertheless, the discussions held in the course of the third conference, held during November 1958, provided encouraging evidence of a growing interest among the delegates in its aims and purposes. Particularly in their approach to possible solutions for the numerous economic and social problems besetting the various Districts, delegates tended to emphasize the

broader aspects of the Territory's needs rather than local interests. In response to the desire expressed by some delegates to give increased usefulness to the Committee's work, it was decided that each District would be asked to designate a hold-over member to the Inter-District Advisory Committee to serve for a period of up to two years, instead of one year, and that there would be no bar to individuals being rechosen as delegates at the end of the two-year term. It was also decided that each District would assign a hold-over member to attend meetings of the other District congresses as observers. The Mission feels that the establishment of the Inter-District Advisory Committee is a significant step toward the cohesive political development of the Territory, but at the same time it wishes to point out that both the Administration and responsible Micronesian leaders are fully aware of the considerable obstacles that must still be overcome before a truly representative Territory-wide organ of self-government can be created.

46. Despite the apparent absence of any wide-spread Territorial consciousness, the Mission feels certain 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 association of its people in the conduct of their own affairs will ultimately bring about the desired results. To help further this development, the Mission would suggest that every effort should be made to assign a greater number of Micronesians to positions outside their home districts, and it recommends that the Administration should give consideration to the employment of some Micronesians at the headquarters of the Trust Territory.

47. The Mission also wishes to recall that the 1956 Visiting Mission recommended that, as a further aid to the development of a Territorial consciousness, a book should be prepared for use in the schools outlining in simple terms the geography, history and characteristics of the Territory and its people, and that this book should explain the relation of Micronesia to the modern world, with emphasis on its trusteeship status and the political, economic and social conditions of the Territory.³

48. The present Mission was informed by the Administration that in 1957 a short history of the Eastern Caroline Islands had been prepared and had been distributed to all District departments of education where, in some instances, it was used as a text in intermediate schools. However, since the book was limited to the Eastern Caroline Islands, other Districts were required to prepare corresponding materials. Efforts to synthesize all these materials into a Territory-wide book in the English language have thus far failed. The Administration stated that the preparation of such a book would entail considerable expense and that the funds at present available for the purpose were not sufficient. In view of the important contribution which a book of this type could make to the development of a Territorial consciousness among the people of the Territory, the Mission recommends that this matter be given early and urgent consideration.

49. In the development of local political institutions, the Administering Authority has followed the policy of initiating local government at the level of the municipi-

³ See *Official Records of the Trusteeship Council, Eighteenth Session, Supplement No. 3*, para. 291.

pality and of developing thereafter regional and District-wide legislative organs.

50. At the local level there are 117 municipalities headed by "magistrates" who are elected by universal adult suffrage and by secret ballot. Each magistrate is assisted by an elected secretary, a treasurer and a council. During the past three years the Administration has embarked on a programme of chartering municipalities throughout the Territory with a view to increasing their political activity and introducing a greater measure of uniformity in their structure and functioning, in accordance with democratic principles. The Mission was informed that, before a charter could be granted to a municipality, a political education team composed of Micronesian instructors would explain to local leaders and to the voting members of the community the aims and purposes of the programme. In many cases it was found necessary to hold an extended series of meetings, requiring more time than had originally been anticipated. However, the time devoted to the process of political education is considered by the Administration as well spent, since it is felt that, unless the meaning of the chartering process is well understood, the grant of a charter would merely constitute an empty gesture and would not result in genuine progress. The first step in the campaign to charter a municipality called for a visit of the magistrate and several local leaders to the District centre, where they could be fully briefed concerning all aspects of the programme. This was followed by visits of the political education team to the municipalities for as long as was considered necessary. The Mission was told that particular emphasis was placed on a full understanding by the people of their constitutional rights, defined in the Code of the Trust Territory, and to the procedures which they would follow under municipal charter provisions. Copies of the proposed charter were subsequently distributed and its provisions discussed and explained. Before a final request for the charter could be made to the High Commissioner, various enabling ordinances regarding election procedures, establishment of voter registers and the organization of the personnel of local government had to be passed. Upon completion of these formalities, the final ordinance making official request for a charter must be passed and forwarded to the High Commissioner through the District Administrator. During its visit to Truk, the Mission was pleased to present, on behalf of the High Commissioner, a charter to the Dublon municipality. This charter, a copy of which is annexed to the present report (see annex III), closely resembles the charters already granted to twenty-eight other municipalities throughout the Territory. During the time of the Mission's visit several municipalities were preparing draft charters for submission to the High Commissioner, while others had decided to delay requests for charters as they required additional time for political preparation.

51. A notable step toward the replacement of chiefs by elected magistrates was taken recently in the Ponape District where on Kapingamarangi, owing to the disability of the King, the people elected a graduate of the Pacific Islands Central School who is now an elementary-school teacher, as chief magistrate. Although himself a son of the King, the present chief magistrate requested that, in accordance with the practices established elsewhere in the Territory, Kapingamarangi should form a municipal council to assist him, but questions concerning the council's size and the procedure to be followed for its election were still under dis-

ussion at the time of the Mission's visit. The Administration felt confident that preparations for chartering this municipality, which would otherwise have been delayed for a long time, would begin in the relatively near future. This development, although local in character, tends to accentuate the considerable impact which education is making on political development throughout the Territory. The Mission found among the elected officials of the municipalities it visited a surprisingly large number of younger people who had assumed, in varying degrees, political leadership in local communities without engendering any apparent resentment from their elders. Nevertheless, the Mission does not wish to underestimate the strong traditional influences which, though gradually weakening under the impact of newly introduced concepts, continue to be exercised.

52. It is also significant that, during the elections held in Ponape in November 1958, candidates for offices in Kolonia town gathered at a meeting with the people of Kolonia and each expressed his desire to hold office and stated reasons why he should be elected. This was the first time that a procedure akin to political campaigning was followed in Ponape, where candidates were previously nominated and not required to campaign publicly. The Administration informed the Mission that this innovation was enthusiastically welcomed by the people, who felt that by seeing and hearing the candidates they were in a better position to know who they were and what they proposed to do. The same procedure, it is expected, will in time be adopted by other municipalities, and the Mission suggests that the political education teams in all Districts should make it part of their task to instruct the people in the advantages of active political campaigning by candidates for public office.

53. 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 District Congresses to which formal charters had been presented in previous years, the Ponape and Marshall Islands Districts have now received their charters, and the latter has changed its constitution. In Yap, where the Mission presented a charter to the Yap Islands Congress on behalf of the High Commissioner of the Trust Territory, particularly notable changes have taken place. Formerly, the ten elected magistrates, as an island-wide advisory council, had met at regular intervals with the District Administrator to advise him on local affairs and to issue frequent announcements and proclamations of public interest. Almost four years ago, on a suggestion of the Administration, the Council of Magistrates began to conduct its meetings without the presence of Administration officials unless they were specifically requested to be present by the Council. This was at first questioned by some of the Council members who had been accustomed to Administration direction of their meetings, but before long, the Council began to demonstrate its ability to proceed independently and to transmit its decisions and actions to the District Administrator. To begin with, the Council had considered problems only as they arose, but it soon began longer-range planning in such fields as finance, public works and education, and has been responsible for the initiation of numerous projects and improvements on the island. The Administration told the Mission that the most outstanding characteristic of the Council, of its advisory board and its committees and of the Yapese people, has been the desire and willingness to initiate and plan their own programmes of improve-

ment and to support these programmes with labour, materials and funds.

54. The Mission was also told that the Council of Magistrates had reviewed and discussed over the past two years municipal charter programmes for other districts. The Council subsequently decided against chartering municipalities on Yap Island on the ground that these municipalities first prepared for chartering would most likely be those which were traditionally dominant over the others, and that chartering at the present stage might bolster existing traditional caste distinctions. Instead, it recommended that its existing organization be chartered, and it established a special committee for chartering an organization to make specific recommendations for the establishment of a separate legislative organ. Immediately following the grant of the charter, plans were initiated for the election of congressmen during April 1959 in order that the new Congress might be able to hold its organizational session in May. The Administration believes that the functioning of the new Congress in its relationship to the already established Council, as the executive branch, will require time if it is to become effective, but it is confident that in view of their demonstrated ability and self-sufficiency, the Yapese people will be able to make the desired adjustment.

55. Among the major developments on the level of District-wide congresses was the chartering of the Ponape District Congress late in 1958. Prior to this event, a bicameral Ponape Island Congress had functioned for many years in an advisory capacity only. Its members, elected from the five municipalities of Ponape Island, did, however, give advice from time to time on matters affecting the entire District. Consequently, the municipalities on the outer islands had become increasingly resentful of the powers exercised by the island congress which, for its part, was desirous of expanding into a District-wide congress. But, its two chambers, the hereditary house and the elected People's House, were in constant disagreement over any and all plans for the future organization of a District congress. The question was finally settled by a decision to call a convention of representatives of each municipality of the District to undertake the drafting of a charter. This convention met in May 1958 and decided to establish a unicameral congress whose representatives would be elected by universal suffrage. The charter was approved during the same year by the High Commissioner and, in September 1958, the new Ponape District Congress held its first session. A special feature of the Congress is a legislative committee which employs a permanent staff member. All bills submitted by members of the Congress pass automatically to that committee, where they are drafted into proper form and where they remain between sessions. Should the Congress decide to consider a bill at the same session, a two-thirds-majority vote is required to bring it out of the committee. At this stage, the Congress is in the process of establishing its procedures and of rewriting District orders into District laws so that they can be applied uniformly throughout the District. A second session of the Congress was scheduled to be convened during March 1959.

56. One of the matters which is of concern to the Congress and which it discussed with the Mission is the collection of money by the Trust Territory government on residential and business rentals in Kolonia town on Ponape Island. The Congress feels that these funds should be collected by the treasury of the Kolonia

town municipality. However, the Mission was informed by Administration officials that this question is more complicated than it appears on the surface and cannot be settled until a local dispute between the municipality of Kolonia town and Net municipality can be settled. The Mission was told that Kolonia, which is still considered to be part of the larger political division of Net municipality, shares with the latter its tax revenues and has one representative on the Net Council. Aside from this relationship, Kolonia has its own town government with a mayor, a secretary and six councilmen. When it was first proposed that Kolonia town should be chartered, the suggestion was strenuously opposed by the Net officials, but as a result of several compromises, agreement was reached by the people of Kolonia and Net on a charter for Kolonia town which was subsequently approved by the High Commissioner. However, the people of Kolonia now feel that they are poorly represented, since their sole representative on the Net Municipal Council speaks for a population equal to that of the remainder of Net municipality. On the other hand, the people of Kolonia resent the fact that some of their own municipal officials are favourable to the interests of the Net municipality since they are elected under a provision of the town charter which permits the people of Net to vote in the election of Kolonia town officials. Negotiations between the two municipalities to resolve the existing difficulties have been started and it is hoped that Kolonia will be granted representation on the Net Municipal Council in proportion to its population. In that event, the Administration is prepared to turn over the funds now collected by it to the municipalities. In the meantime, it will continue to collect rentals in accordance with a decision reached some years ago by the Land Advisory Board, whose Micronesian members unanimously had approved the present arrangements.

57. In the Marshall Islands a charter was granted by the High Commissioner on 9 December 1958 to a new unicameral District-wide Marshall Islands Congress. Previously, the Marshall Islands Congress consisted of the House of *Iroij*, composed of hereditary nobles, and of the House of Assembly, whose representatives were elected by universal adult suffrage. During the last session of the Congress in August and September of 1958, the two Houses agreed upon a new constitution establishing a unicameral body. The new Congress is the result of a compromise. The *iroijlaplap* (nobles), while willing to abolish the separate House of *Iroij*, were not willing to sit without vote in the Congress as is the case of hereditary leaders in Palau. The result is that the new Congress will be made up of approximately twelve *iroijlaplap* and some thirty-eight elected representatives, each of whom will have one vote. In contrast to the previous Congress, the *iroijlaplap* cannot, as formerly, delegate alternates to sit for them and cast their vote. If an *iroijlaplap* is not present, his seat cannot be taken by anyone else. In the event of the death of the *iroijlaplap* his seat may pass to his legitimate successor upon approval of the Congress.

58. Aside from these recent developments and the fact that chartered District congresses already exist in Palau and Truk, it remains only for Yap, Saipan and Rota to establish similar organs in the future. As a result of the Administering Authority's decision not to incorporate Rota into the Saipan District when that area was placed under the jurisdiction of the United States Navy in 1953, a single island, artificially sep-

arated from the Saipan District, with whose people it enjoys close ethnic, cultural and historical ties, is being developed into a political entity unto itself. As a result, normal political development which the peoples in other Districts can expect to unite them eventually, is being denied, for reasons of administrative convenience, to the people of Rota and of Saipan. In order to remove this obstacle, as well as for reasons stated below (see paras. 62-65), the Mission recommends that the Administering Authority should give its urgent consideration to associating the people of Rota with those of the Saipan District.

ADMINISTRATION OF THE TERRITORY

59. The question of transferring the headquarters of the Trust Territory Government to a site within the Territory, which has been discussed on numerous occasions by the Trusteeship Council, was again raised by the Mission during its discussions with the High Commissioner of the Trust Territory.

60. The High Commissioner felt that for the foreseeable future the interests of the people of Micronesia would best be served by the retention of the Territory's headquarters at Guam. Owing to its central location and well-developed installations, it could render far better logistic, financial and other services to the Territory than would be available from any area within it. He felt that the best headquarters site available within the Territory was on Dublon Island in the Truk District. However, the establishment of such a site would require over \$3 million for the building of docks, landing strips, air and shipping service facilities, housing, roads, utilities, etc., and on completion, it would still not provide as good a service or as ready an accessibility to all Districts as was at present provided by Guam. In addition, it would be just as far removed from several Districts as the present headquarters.

61. He pointed out that he would also have to take into consideration the desires of the people in the creation of a "capital" within the Territory. At the present stage, there was no demand by Micronesians for the transfer of the Territory's headquarters to a site within one of the Districts and no evidence of solidified, uniform thinking among Micronesians with respect to the ultimate form of government which should prevail in the Territory. When Micronesians developed common desires with regard to the question of headquarters, the Administration would be fully prepared to give its full consideration to the matter. He did not rule out the possibility that in the future the Micronesians might lean toward Guam as a unifying point. He stated that, in any event, in the near future a much smaller group of American officials would be involved in Micronesian government and administration and that this would result in a different approach to the development of headquarters facilities in any closer area. He stressed that any headquarters move should be designed to benefit the people of Micronesia and should not be undertaken to serve any other purpose. The Mission appreciates the reasons which have persuaded the Administration to retain the headquarters of the Territory in Guam. However, it would suggest that the matter should be kept under constant review and that, to this end, 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 with it.

62. 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. It will be recalled that, following the transfer in 1951 of responsibility for the administration of the Territory from the Secretary of the Navy to the Secretary of the Interior, an executive order was issued on 10 November 1952, whereby, for security reasons, an area including the islands of Saipan and Tinian was returned to Navy administration as from 1 January 1953. The order did not, however, include the island of Rota, lying between Guam and the area returned to Navy control. Having been administered until 1953 as an integral part of the Saipan District, Rota was consequently left to itself without any apparent District administration of its own, until in 1955 it was made the seventh District of the Trust Territory. It is also recalled that the previous Visiting Mission had received a request from the people of Rota demanding the "union" of all the people of the Marianas which the Mission had considered as evidence of the problems created by the administrative division of the Marianas.⁴ They had pointed out that prior to their separation from the Saipan District they had been able to visit Saipan, Tinian and the other islands, except Guam, without the necessity of obtaining travel documents. They had, moreover, enjoyed greater economic, social and educational cohesion, since the Saipan administration had provided uniform services to all islands of the District. The 1956 Mission had also reported that the disadvantages of the prevailing situation had apparently been partially offset by the co-ordination that had been established between the Saipan District and the headquarters of the Territory, and that travel documentation for Guam was required to keep out known criminals and undesirable persons. Such documentation had rarely been denied and permission to enter was generally granted without delay.

63. The people of Rota, in the course of a public meeting, again requested the Mission to recommend that consideration should be given to the unification of all the peoples of the Marianas. Although they were still debating the various aspects of the question among themselves, particularly the question of a future relationship between Rota, Guam and the Saipan District, they appeared generally to agree that a union of the entire area was desirable from their point of view, 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. They stated that their desire to see the creation of greater unity in the Marianas chain had been further strengthened as a result of resolutions addressed to the Congress of the United States and calling for the unification of the Marianas, which had been adopted by the Guam Legislature over the past three years. They said that they had considered a variety of suggestions and proposals without reaching a clear solution, and they thought that, before any decision could be reached, the logical step to take was to send one of their own people to Guam to discuss the implications of the resolutions adopted by the Guam Legislature with its representatives. Only then could they consider the question in the light of the explanations made by the people of Guam and reach a solution one way or the other. The Mission was told by Administration officials that, although this question had been of concern to the people

⁴ *Ibid.*, paras. 302-306.

of Rota, the people in the Saipan District had not discussed the matter.

64. Later, the High Commissioner informed the Mission that considerable thought had been given to the suggestion of placing the entire Territory under the civilian authority of the High Commissioner, but that this was a matter requiring a decision by the United States Departments of the Interior and of Defense. Those Departments did not consider it necessary or advisable for the current status of the two Districts to be changed. The interests of Rota might, however, be better served if the island were to become a part of the Saipan administration. This question was also under constant study, and action might be taken within the next several years looking towards combining Rota and Saipan. In the meantime, administrative matters continued to be co-ordinated between the High Commissioner and the Naval Administrator for Saipan through the Island Government Office of the Commander, Naval Forces, Marianas, at Guam. He stated that there was a constant exchange of information, plans and programmes between these offices with regard to the administration of the two areas. The High Commissioner told the Mission that, when the stage was reached when the Rota people expressed a clear and definite desire for their unification with Guam, he would be prepared to give full consideration to their proposals.

65. Although the Mission, like its predecessor, recognizes that it does not possess the information nor the competence to judge the existing arrangements in the Northern Marianas, which are based on considerations of strategy and security, it feels that the present artificial division of the area into the Rota and Saipan Districts cannot be overcome merely by the administrative co-ordination of policies between the civil and naval authorities. The Mission noted, for example, that despite the fact that the Code of the Trust Territory applied equally to all the seven Districts of the Territory, the Micronesian Title and Pay Plan, which regulates salary scales of Micronesian employees in the six Districts under civil administration, was not in force in the Saipan District, where different and somewhat higher schedules were applied. It also noted that the Saipan District administration had established its own copra stabilization fund, which operated apart from that created for the remainder of the Territory. While these, as well as other existing administrative divergencies, may not in themselves be detrimental to the interests of the people, they serve none the less to underline a trend which, in the view of the Mission, is not conducive to the desirable development of the Territory into a political and administrative entity. The Mission would therefore suggest 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 civilian authority as the remainder of the Trust Territory.

CIVIL SERVICE

66. Prior to 1 April 1956 American officials in the Administration of the Trust Territory did not enjoy permanent tenure and were not members of the United States Civil Service. Their appointment for contract periods of two years, subject to possible re-employment at the expiration of that period, was made at headquarters in Guam with the approval of the United States

Department of the Interior. As a consequence of this practice, the Administration experienced a constant turnover in personnel in the Territory, with the result that the achievement of continuity of service was extremely difficult. As from 1 April 1956, United States citizens employed in the Trust Territory Administration were included in the Civil Service and personnel employed since that time have been recruited through the United States Civil Service Commission, although in the case of posts for which the Commission cannot provide suitable candidates, the Trust Territory government continues to make direct appointments. However, persons so appointed are not considered permanent members of the Civil Service. The principal advantage of this change is that officers with full civil service status have the opportunity of transferring to other civil service positions outside the Trust Territory. Similarly, vacancies existing in the Trust Territory may be filled by transfer of civil service employees from other agencies of the United States Government.

67. This change has resulted in considerable advantage to the American staff members of the Administration, who now enjoy job tenure and security as employees of the Federal Civil Service as well as such attendant privileges as transfer and retirement benefits. All indications point to an appreciable improvement in the conditions of the personnel situation in the Trust Territory Administration. 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. In addition, the Administration's programme for systematic replacement of all temporary quonset-type housing by concrete-type permanent structures will, when completed, contribute further to the general improvement of living conditions, which the previous Visiting Mission had found to be far from adequate.⁵ The Mission could not fail to be impressed by the generally good work of the Administration officials and their dedication to the people of the Territory. Numerous and favourable comments made to the Mission attested to the excellent relationship existing between the people and members of the Administration. The Mission was also gratified to note that in a further effort to bring members of the Administration into even closer rapport with the population, the Marshall Islands District Administration has recently developed a series of Marshallese language sound-recordings for use by American personnel in the early stages of instruction in the Marshallese language. Employees are permitted to use a portion of their work period for this purpose. The Mission hopes that this commendable effort, if successful, will serve as an example for the initiation of similar projects in other Districts of the Territory.

68. The gradual reduction in the number of American personnel of the Administration to less than 250 has been accompanied by a corresponding increase in the number of Micronesian employees. Aside from the information contained in the annual report of the Administering Authority,⁶ it is expected that by the middle of 1959 a Micronesian director of public health will re-

⁵ *Ibid.*, para. 311.

⁶ *Eleventh Annual Report to the United Nations on the Administration of the Trust Territory of the Pacific Islands, July 1, 1957, to June 30, 1958. Transmitted by the United States of America to the United Nations Pursuant to Article 88 of the Charter of the United Nations, Department of State Publication 6798 (Washington, D.C., U.S. Government Printing Office, 1959). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1453).*

place the present American doctor in charge of the Yap District. Consequently, six out of seven Districts will have Micronesians in charge of the public health programmes. Similar appointments of Micronesians to positions of responsibility are expected to be made in other fields of the Administration as more trained Micronesians become available. During its travels through the Territory, the Mission had frequent occasion to observe the good work being performed by Micronesian personnel at all levels. It could not, however, help but notice that the Micronesian staff in the Districts appeared to be largely concentrated at the centres and that, in contrast, few, if any, trained Micronesians were assigned to outlying islands. It also found indications of a growing awareness of this problem among Micronesians themselves, who, on several occasions, told the Mission that they preferred to see more trained Micronesian staff assigned to outer islands, where they could more usefully assist the people in solving their problems, rather than in offices at the administrative centres. An attendant feature of this trend toward over-centralization is a growing demand among Micronesians for wages higher than those paid under the prevailing scales as provided by the revised Micronesian Title and Pay

Plan of 1957. The numerous requests made on that subject to the Mission originated for the most part at the District centres, where a combination of inadequate housing, higher living costs and the ready availability of trade goods have tended to upset the living standards of those Micronesian employees who have come to prefer the attractions offered at the District centres to life in the environment of their own people. The Mission considers that there is 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 of the Territory, where the services of skilled Micronesian and American personnel are in growing demand. It also noted that, apart from those employed in the offices of the Administration and in the medical and educational services of the Territory, few Micronesians as yet possess the necessary skills and experience which would allow them to replace American personnel. This deficiency is found to be particularly apparent in the field of public works and to a somewhat lesser extent in the agricultural services. It reflects an urgent need for greater emphasis on the training of Micronesians in technical skills.

CHAPTER III

ECONOMIC ADVANCEMENT

GENERAL

69. The economic life of the Territory is based primarily on subsistence agriculture and fishing, with cash income obtained through the production of copra, the harvesting of trochus, government employment and the sale of vegetable products and small quantities of handiwork. Subsistence crop production predominates throughout the Territory, and except for copra, which is produced in all Districts, and vegetables from the Rota and Saipan Districts, only a negligible portion of the entire crop production is marketed. In view of the meagre economic resources of the Territory and the insufficient revenues that can be raised locally to pay for the high cost of administrative and other services, the people of the Territory continue to depend on the Administering Authority for substantial financial assistance. The Administering Authority estimates that the total "national" cash income of the Territory amounted to approximately \$3,720,000 in 1958. During the same period local revenues derived from local and excise taxes and from transportation fees amounted to \$1,867,140 and the Administering Authority made an appropriation of \$5,681,715 to cover the deficit in the Territory's budget of \$7,548,855 for 1958. It will be recalled that the 1956 Visiting Mission noted a tendency on the part of the Administration to emphasize the need for reducing the heavy deficit of the Trust Territory, and the Mission felt that such a reduction, unless achieved by increasing local revenues, could only be brought about by reducing the current amount of appropriations; to do so would have the adverse effect of limiting the scope of the Territory's development by depriving it of the personnel and material assistance it required.⁷ The 1956 Visiting Mission also took the view that the natural resources of the Territory were limited,

but the islands were of such strategic value to the Administering Authority that it should increase its appropriations, so that the development of the Territory would not be hampered.

70. The Mission is fully aware of the tremendous difficulties which the Administration must face in developing the economy of the Territory. The geographical dispersion of the islands and their relative isolation from world markets are in themselves obstacles to economic development, even if the Territory possessed any kind of valuable resources. The Mission also appreciates the fact that contact with foreign administrations over many decades has inevitably produced changes in the economic life of the people of the Territory, whose needs in former times had been fully met out of a subsistence economy. The introduction of industries, particularly in Japanese times, and the attendant introduction of cash and trade goods into the local economy have contributed to an increasing dependence of Micronesians on outside sources to meet their needs.

71. The Mission wishes to recall that, in contrast to previous administrations, the economic policy of the Administering Authority in the Trust Territory is directed toward the goal of maximum possible self-sufficiency. The Administering Authority has stated that to achieve this goal the economy should be developed: (a) to suit the needs and resources of the area; (b) to provide adequately for the food and monetary needs of the population; (c) to provide a firm foundation for self-government; and (d) to be so implemented as to reserve to the Micronesians both land and, to the greatest extent possible, the development of the natural resources and commercial opportunities of the Territory.

72. The High Commissioner informed the Mission that the Administration was attempting to develop the limited resources of the Territory by concen-

⁷ See *Official Records of the Trusteeship Council, Eighteenth Session, Supplement No. 3*, para. 316.

trating initially on the improvement of agriculture and the establishment of a fishing industry. He also stated that at this stage of its development there was no known want or need in the Territory, although there was a major desire for more cash. He preferred to take the slow approach in the development of the economy rather than a fast approach to meet a desire that was not absolutely imperative at this time. He also stressed the fact that there were no known mining or industrial resources in the Territory which could be developed into an industry.

73. Demands for greater economic development which the people of the Territory see as the only source that might provide them with a cash income were presented to the Mission in every District of the Territory. They included numerous requests for the re-establishment of industries such as the sugar, pineapple canning and fibre industries which had been developed under the former Japanese administration and which had been destroyed during the last war. In other instances requests were made for the development of fisheries and for the improvement of the copra industry. This growing demand for economic development is also reflected in the debates of the various District congresses and of the Inter-District Advisory Committee to the High Commissioner.

74. The Mission found that the most important factor in the relatively slow development of the Territory's economy is lack of adequate funds. For example, the Mission was told by many officials of the Territory that practically every programme in the educational, social and economic fields had to be curtailed or postponed for lack of funds. Many of the school, hospital and administration buildings are in urgent need of replacement, and repair costs constitute a constant drain on the budget. Although roughly \$900,000 was spent in 1958 on the replacement of old structures and the acquisition of new equipment, the Mission was told that it will require ten years, with an outlay of \$1 million to replace all existing buildings which are in varying degrees of disrepair. It also found that, while the expenditures on the maintenance of the regular services—e.g. shipping, communications, administration, education and health—have not been appreciably increased in recent years, costs for materials and equipment have constantly risen over the past years. Economic development programmes continue to be supported out of the regular budget of the Territory. In reply to a question whether additional funds would be made available for economic development, the Mission was told by the High Commissioner that the Administration had not prepared a ten-year programme as in the case of reconstruction, and he stressed the difference between what he felt was the true need for economic development and the expression of desires on the part of the people. Nevertheless, during the coming year, the Administration planned to employ an economic development officer whose task it would be to investigate all phases of the economy and to make recommendations for specific projects.

75. While the Mission appreciates the fact that the Administration is already contributing four-fifths of the Territory's budget to cover the deficit, it considers that the Administration still fails to provide adequate funds for the maintenance of present services and for the purposes of economic development. In view of the fact that political and educational progress is beginning to make itself felt in the Territory, there exists a danger that 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 unless corresponding efforts are made by the Administration toward a more rapid development of the economy. The Mission feels that this effort must, of necessity, be the responsibility of the Administration and not of the local communities, which do not as yet possess the necessary means, knowledge, and experience to plan and to implement such programmes. The Mission recommends 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. In this connexion, the Administration might avail itself of the services of the specialized agencies of the United Nations and other international bodies. It also recommends that the Administration should provide such additional funds as will ensure not only the maintenance of adequate services in the Territory, but also a vigorous start of more ambitious economic development plans. The Mission also suggests that, in view of the need for technical skills in the Territory, increased attention should be given by the Administration to the training of greater numbers of Micronesians in technical skills than at present and that for this purpose more specialized personnel should be recruited from abroad to supplement the present staff. In this connexion, the Mission would suggest that instruction in community development should be given particular attention.

THE COPRA INDUSTRY; THE COPRA STABILIZATION BOARD AND FUND; COPRA PRODUCTION

76. Copra, the chief export and mainstay of the Territory's economy, has since 1954 been marketed by a private American firm operating under contract with the Copra Stabilization Board, which manages the Copra Stabilization Fund. Under the existing marketing system, the contractor is allowed \$2.40 per short ton for administrative expenses and the marketing of the copra, and is further guaranteed 2 per cent of the gross sale price as an incentive to obtain the best price. The copra is collected at five island centres in Koror, Yap, Ponape, Truk and Majuro, from authorized local trading companies which purchase the copra from the indigenous producers at prices prescribed by the Board. The copra is stored at Majuro, the largest collection centre and one of the principal ports of the Territory. Trans-Pacific vessels call at this port approximately every two months to load between 1,500 and 3,000 short tons of copra for delivery to the most favourable markets, chiefly Japan and the United States. To facilitate the collection, the contractor is authorized to advance to local companies funds up to 100 per cent of the value of the copra held in their warehouses. The contractor is required to sell the collected copra within three months in order to avoid speculation. Upon completion of each sale, the contractor pays these companies the difference between the amount advanced and the warehouse value of the copra, together with a stipulated amount for collecting, grading and warehousing.

77. During 1958, the total export of copra amounted to 13,259 short tons, a drop of 329 short tons from 1957. In this period the prices paid to producers for various grades remained constant, ranging from \$90 to \$110 per short ton. The purchase of copra by trading com-

panies at a maximum of \$10 per short ton less than the prescribed price was permitted in the outlying areas. At the end of the fiscal year 1958, the Copra Stabilization Fund showed reserves of approximately \$770,000 (exclusive of the Saipan District), a sum slightly higher than the balance normally maintained by the Board as a reserve. In addition to this, the Saipan Stabilization Fund showed net assets of about \$46,000.

78. In 1958, a Micronesian was appointed for the first time as a member of the Copra Stabilization Board, a development which the Trusteeship Council has followed with interest. During its visit, the Mission learned that this member was elected by the people of the Marshall Islands District, which leads the Territory in producing copra. The Micronesian member was expected to serve for a period of one year and then to be replaced by a representative from the Ponape District, the second largest producer. With regard to the possibility of associating additional Micronesian representatives with the work of the Board, to which the Council has attached importance, the Mission was informed that at the present time the major hindrance to appointing more Micronesians to the Board was the problem of transportation to bring them to Guam for Board meetings and to return them to their home District. The Mission also noted the view expressed by the Administration that the system of rotating the Micronesian membership each year to an elected representative from the copra-producing Districts was the most workable approach possible under the present circumstances. The Mission believes that more Micronesians should be offered the opportunity of playing an active part in the framing and execution of the policies of the Board which directly affect the development of the most important industry of the Territory, copra production, and the economic welfare of a very large number of the indigenous population. The Mission therefore hopes that the Administering Authority will spare no effort to overcome the difficulties at present encountered by it.

79. As noted earlier, there was only a slight decrease in the exports of copra between 1957 and 1958. But the recent typhoons caused a sharp drop in production. During the same years, total production fell from more than 14,000 to less than 10,000 short tons. On the basis of the Administration's estimate, the 1959 production will be further reduced. In the Marshall Islands alone, a 20 per cent decrease is anticipated, amounting to approximately 1,000 short tons. The Mission is satisfied that the Administration has sought to alleviate the economic hardship of the producers by completely replacing the shattered coco-nut palms in the devastated areas. Elsewhere in the Territory the programmes of coco-nut rehabilitation are continuing. Attempts will be made in 1959 to increase copra production in those areas that were not affected by the typhoons. The Administration believes that production should slowly rise again, perhaps reaching a maximum in ten to fifteen years, after all the stricken areas have been replanted. Should the people turn the entire crop into copra, total production might rise to as high as 30,000 short tons a year.

80. The Mission was pleased to note that the Administration has continued its efforts to improve the yield and quality of coco-nut palms through the application of scientific techniques, such as the selection of better seed-nuts, improved planting and proper processing methods. In 1959 approximately 220,000 selected seed-nuts are expected to be shipped from the Yap District, which provides the best seedlings, to the Dis-

tricts of Rota, Truk, Ponape and the Marshall Islands. During the next fiscal year, the Districts of Palau and Rota may order selected coco-nut seed from Yap for propagation, but the Districts of Truk, Ponape and the Marshall Islands will be required to select their own mother palms, gather the required seed, and furnish the needed selected seedlings for their coco-nut development programmes.

81. A principal factor affecting the possibilities of improving the quality of copra is the utilization of the proper processing method by the producers. On the low coral atolls copra is primarily sun-dried because of the long periods of sunlight available and the simplicity of the operation. On the high islands where rainfall is greater, the producers have resorted increasingly to the use of artificial driers. For the most part, their driers are simple in design, consisting of excess fuel-oil drums and local thatch material. Since the difference between the world market price for copra produced in driers and that for the sun-dried copra is small, producers are reluctant to construct expensive copra driers such as the one in operation at the Madolenihmw plantation in Ponape. The Mission was informed that, on the basis of the recommendations made by the former Director of Coco-nut Operations, the Ceylon-type copra driers were introduced successfully in 1957 in the Yap District, where producers built some sixty of these copra driers during the first six months of 1958. Aside from the fact that construction of the driers involves little money and labour, they can be erected in the villages and provide drying facilities in any weather. The Mission hopes that the improved method for copra processing will be increasingly adopted by producers in other Districts.

82. The Administration believes that substantial expansion of copra production cannot be achieved unless the producers are assured of a fair and stable price. The Mission welcomes 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, the Board found it necessary earlier in 1958 to withdraw approximately \$50,000 from the Fund in order to maintain prices paid to the producers at the established rates of \$90, \$100 and \$110 a ton for the three grades of copra, respectively. However, during recent months sharp rises in world market prices have enabled the Board to increase the payments to producers by \$10 a ton for the various grades of copra. The price increase will, at least in a small measure, compensate for the loss of cash income suffered by the producers in connexion with the serious damage caused by the recent typhoons. Nevertheless, it is a matter of deep regret that the people in the typhoon-stricken areas will have little or no opportunity to benefit from this rise in producer prices because of the extensive destruction of coco-nut palms.

83. 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. This, in turn, may have contributed to a lack of incentive on the part of the islanders to produce potentially greater quantities of copra. In view of the expressed wishes of Micronesians to expand copra production as a means of increasing their cash income, the Mission recommends that the Administration should take all necessary steps to eliminate present deficiencies with a view to placing copra production on the outlying islands on a more systematic basis. The Mission also

feels 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.

LAND

84. In most islands land tenure and utilization practices have been undergoing change for many years due to the influence of the various administrations and to increasing contact with other cultures. Under the traditional systems still prevailing in the Caroline and Marshall Islands, paramount chiefs have titular ownership over land in some areas. In other areas, clans own the land, and lesser chiefs and sub-clans have the power to supervise and distribute local lands. At the same time households, safeguarded by further traditional rules of tenure, are actually occupying sections of such lands in order to use the gardens and fruit trees.

85. A characteristic feature of systems under which land, and also adjacent lagoon and sea areas, are held is that certain types of rights are connected with authority and prestige, and other types with actual use. Authority rights tend to go upward through the social structure, often pyramiding from lesser chiefs to paramount chiefs. Usehold rights, by contrast, tend to go outward, so to speak, through household, kin and community groups, meeting practical needs; they may have their own kinds of complexity, as with the rights pertaining to different types of kinsmen, inheritance rules, or title to the produce of specific trees. The chief may appear to be an absolute owner as he may have first fruits or other tributes which are due him by custom and which superficially resemble rental payments. However, his fundamental right to dispose of the land is subject to limitations imposed by other types of rights. In some instances this would be virtually impossible, as title and land go together by heredity and the chief exercises authority somewhat comparable to that of a trustee in his generation. In other cases he may have power to dispose of his particular rights, but without prejudice to the other rights in the property.

86. Procedures have been established for the registration of title to real property. Persons living on islands where District centres are located have in particular been encouraged to have their titles registered and recorded, but registration is not compulsory. There is no legislation controlling the transfer of land among indigenous inhabitants or interests.

87. The most recent (1953) general land classification for the entire 687 square miles of land area of the Territory provides the following estimates of various categories of land:

Islands	Land area (in sq. mi.)	Per cent distribution			
		a	b	c	d
Marshall Islands	70	70	5	5	20
Caroline Islands	463				
Western		28	20	10	42
Eastern		40	30	20	10
Mariana Islands	154	45	20	15	20

^a Arable land including temporary meadows and temporary fallow.

^b Permanent meadows and pastures.

^c Wood or forest land.

^d All other lands (e.g., rocks, swamps, bushland, built-up land, highways, aerodromes).

88. It may be recalled that during the German administration, ownership titles were issued for land actu-

ally in use, while unused land was vested in the District or the community. Under the Japanese administration, however, land to which no title existed was declared public domain, from which long-term leases were granted to Japanese interests. During the war, moreover, land was acquired under pressure by the Japanese from individuals at inadequate prices and in some instances without compensation. Under the present Administration, efforts have been made to settle the numerous land claims of indigenous inhabitants, which centre around three principal issues:

(a) The public domain with respect to which claims exist for lands alienated by the Japanese;

(b) Claims arising out of the use or deterioration of lands as the result of war activities; and

(c) The use of some lands for current Trust Territory administrative installations.

89. Under the Code of the Trust Territory, all land that was formerly public domain—subject to the adjudication of claims—and all land that was formerly owned and controlled by Japanese interests is held in the custody of the Administration to be used for the benefit of the inhabitants. Responsibility for determining and assessing claims rests with the Land and Claims Administrator, who is charged with surveying disputed land and determining its ownership. His decisions are, under the Code, subject to appeal to the High Court of the Territory. Of the total land area, an estimated 60 per cent, including land used by the Administration, is under government custody.

90. The Mission was pleased to find that, except for the Marshall Islands District, where sizable land claims were still in negotiation, all land claims in Saipan, Rota, Yap and Truk had been settled. Some additional cadastral surveys are still required in other Districts before final determination of claims can be made, but the Mission hopes that these claims can soon be settled.

91. During its visit to the Marshall Islands, the Mission received a complaint that the Administration, under Executive Order No. 71 of 8 January 1948, had declared all land lying below the high-water mark in the lagoons to be public domain lands. It was requested that the order be rescinded because it was in direct conflict with the traditional patterns of land tenure of the Marshallese people. The Mission was informed by the Administration that this matter was of great importance to the Marshallese people and had been discussed on several occasions during succeeding sessions of the Marshallese Congress where the chiefs in their hereditary House of *Iroij* had always declared unequivocally that they were the owners of all the land, while in the House of Representatives, the elected representatives had favoured joint ownership of the land by all the people. The Mission was told that traditionally throughout the Marshall Islands the good fishing reefs had been claimed by the chiefs as *mo* (personal property). If a chief decided to prohibit fishing on reefs, no one was permitted to do so without permission on penalty of death or expulsion from his land. The reefs in question were generally excellent fishing grounds and the prohibition of fishing on them was generally intended for conservation purposes. In 1934, the Japanese voided this practice and declared the reefs open to anyone.

92. According to custom, property rights extend out onto the reef on the ocean side of the atoll, to the area

where people usually stand to fish with a pole. These rights belong exclusively to the lineage whose land-holding borders on the marine area.

93. Traditionally, everything of value in the lagoon, such as shellfish, was considered to be the property of the chiefs, but the inhabitant of an atoll did not have to ask permission to take it unless the area was declared closed. Outsiders were not allowed to exploit the resources of the lagoon unless given the permission of the chief.

94. The authority of the chiefs has been weakened since the arrival of the German administration, but the concept still persists that the right to exploit the marine resources of an atoll is the prerogative of the inhabitants of that atoll only.

95. While the conservation measures put into effect by the chiefs were beneficial and while nearly all Marshallese owned some land, and thus possess their own reef rights, this did not, however, take into account the fact that Micronesians from elsewhere in the Trust Territory had migrated to the Marshall Islands and did not possess land or reef rights in the Marshall Islands. In addition, of the 14,000 Marshallese, 3,000 are now living on Majuro and 1,200 on Kwajalein, for the most part on land not their own. These people according to the traditional system would not be allowed to use the reefs for fishing unless they had the express permission of the respective chiefs of the two atolls.

96. The Mission was also told that foreign concepts of land ownership are difficult for the Marshallese to understand. Traditionally all tidal lands and all lagoons were private property. Persons not having ownership rights were forbidden the use of land owned by others except in matters of charity. Having this concept of land ownership, the Marshallese has no difficulty in understanding the fact that a government might own land, but he could not fathom the concept of land being "public" for the use of any person who desires to use it, despite the fact that he is very quick to loan land benevolently to others for their use.

97. When the United States took over the administration of the Territory, the High Court of the Trust Territory took the legal position held to by the United States that all decisions, orders and edicts of the previous authority remained the municipal law until and unless revoked by the new authority and that previous judicial decisions remained in effect. This position was not popular with the Marshallese, who had hoped that the American Administration would overrule all previous decisions of the Japanese, and when they were not informed to the contrary, they had assumed that such was the case. Thus they disregarded the Japanese order regarding reef rights and reverted to their traditional customs. The Mission discussed this matter with the High Commissioner of the Territory, who stated that the Executive Order was promulgated to clarify in the people's minds the position with respect to riparian rights. Objections had been raised to the order in the Yap and Marshall Islands districts, but he did not feel that a section of the Code of the Territory should apply to one part of the area and not to another. He emphasized that the Administration did not wish to interfere with legitimate rights, but it insisted that riparian rights should be enjoyed by all people. To modify the present order would be taking a step backward. He agreed that there was unnecessary misunderstanding among the Marshallese people over the question of public domain and Government-retained lands,

and intended to clarify these questions during his forthcoming visit to the Marshall Islands.

98. The Mission was pleased to note the progress made in providing land to Micronesians under the homesteading programme described in some detail by the previous Visiting Mission.⁸ At the time of the present Mission's visit 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 in the Saipan District 589 permits had been issued to date for the settlement of Micronesians on homestead tracts. The Mission was told that on a few heavily populated islands where population pressures had become acute the Administration had transferred part of the communities to larger islands, principally Ponape. Public domain lands on the larger islands, particularly on Ponape, Palau and Saipan are sufficient to accommodate excess populations from the smaller islands for some years to come. The Mission was also informed that the homestead programme envisages conservation of land in order that this limited resource might be most effectively utilized as and when required. Aside from growing subsistence crops, the people on homestead areas are assisted by the Administration in the growing of cash crops, including coco-nuts, cacao and vegetables. The Administration stated that in the Ponape District, where sufficient land was available, the more than 150 families from heavily populated atolls were now well established on homesteads located at the site of the former government plantation. A study of their adjustment had revealed that the homesteading programme was not only providing more land and greater opportunities for adequate subsistence, but had also resulted in a *per caput* increase in the amount of available subsistence food and copra in the atolls vacated by the homesteaders. The Administration estimates that approximately one-third of all public domain land is suitable for homesteading for subsistence and cash crops.

99. In view of the rapid rate of population increase in the Territory, which at present is estimated to run as high as 3.8 per cent *per annum* in the Territory as a whole, the Mission considers that the homestead programme offers the greatest hope of relieving population pressures in areas where they might arise. The efforts made to date by the Administration in this field and its policy of preserving the available land in the public domain for use by Micronesians is, therefore, highly commendable. The Mission wishes to point out, however, that transfers of population thus far have been confined to relatively small numbers of Micronesians who appear to have made satisfactory adjustments to their new environments and established satisfactory relations with the people of neighbouring communities. Transfers of larger numbers of Micronesians to areas outside their home districts might at some future date, however, give rise to possible frictions between the local populations and the new settlers. The Mission hopes therefore that the Administration will fully consider the advisability of taking the necessary precautions to forestall this possibility.

AGRICULTURE

100. The organization and policies of the Agriculture Department and agricultural activities in the Territory have been fully described in the annual reports of

⁸ *Ibid.*, paras. 146-152.

the Administering Authority. Agriculture remains the main economic activity of the Territory. Aside from copra, the principal cash crop of the Territory, which has been discussed separately above, the main effort of the Administration has been directed toward agricultural diversification by the introduction and development of cacao as a second major source of income for the people of Micronesia. Unfortunately, the cacao plantation which had been established in Palau some seven years ago was recently discontinued when extensive tests revealed conclusively that soil, climate and other factors were not conducive to commercial yields. In view of the importance which the Trusteeship Council had attached to the development of cacao in the Territory, the Mission was therefore particularly interested in obtaining the fullest possible information concerning the future plans for the development of cacao.

101. The Mission was informed that the cacao development scheme has since been shifted to the Ponape District, where soil and climatic conditions are considered to be more favourable. In the past, an American agriculturist and two Micronesian agricultural agents were sent for training in cacao work to Costa Rica, and last year an American agriculturist was sent to Trinidad for orientation and training in cacao growing. A subsidized planting programme, designed to assist indigenous farmers in cacao production, has recently been initiated in the Ponape, Truk, Palau and Yap Districts. The Administration has maintained cacao demonstration stations on a small scale in Palau District and Ponape District and intends to introduce cacao seed from Trinidad for use by the Ponape Agricultural Station for demonstration purposes.

102. A recent field survey showed that there were approximately 50,000 mature cacao trees in Ponape, Kusaie, Truk, Yap and Palau. To supplement present stands, the Administration recently introduced a programme calling for the planting of an additional 100,000 cacao trees on these five islands. Subsidies will be paid to each Micronesian willing to plant a minimum of 500 trees at the rate of 10 cents per tree at the time of planting and an additional 25 cents per tree at the time the trees begin to bear fruit. The Administration informed the Mission that, although Micronesians were showing great interest in planting cacao, some financial incentive would be necessary in order to stimulate landowners to plant and to maintain good cacao farms. The Administration also hopes that commercial production can be started in the spring of 1961. Commercial export of cacao in small quantities was begun in 1957, but owing to the destruction caused by the recent typhoons, production will be set back for several years to come.

103. Cacao seedlings have been distributed at Ponape and Kusaie Islands and at Truk. Propagation facilities for cacao seedling distribution is being set up at Palau. An American cacao specialist is assisted by five Micronesians in administering the Territory-wide cacao project. Each District Agriculture Department at Ponape, Truk, Yap and Palau administers local cacao programmes, and American and Micronesian agricultural agents have been assigned specific duties in cacao development. It is planned that cacao will be exported and sold in the United States and possibly in Japan. The Mission was informed that samples of cacao beans had been sent to Japan, Switzerland and 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.

104. The Mission was pleased to note that vegetable production in the Saipan and Rota Districts had improved both as regards quality and quantity and that a total of 433,464 pounds of produce amounting to \$57,181 was exported during 1958 to Guam. The Mission was informed that the quality of produce still remained to be improved, although this problem was gradually being overcome. At Rota, a marketing co-operative had been formed by local producers with beneficial results. The Mission hopes that similar co-operatives will be created in the Saipan District under the guidance of an expert on co-operatives.

105. The Mission noted that bananas were grown as a subsistence crop in all parts of the Territory and it was informed that during the past few years several trial shipments of bananas had been made to Guam from Ponape, Truk and Yap. Infrequency of transportation and lack of suitable refrigerated ships have thus far precluded the development of larger markets for bananas. Small quantities of bananas are currently being exported to Guam from Rota, Saipan and Tinian, but the Administration pointed out that Guam itself was an agrarian community and produced sufficient quantities of bananas for local consumption and was selling some to the military establishments on Guam. However, the Mission feels that the Administration might give its consideration to the possibility of expanding banana production and marketing.

106. During its visit to the agricultural station at Ponape, the Mission was also informed that in recent years experiments had been conducted with the growing of black pepper, which might provide an additional cash crop for the Territory. The results of these experiments had been quite encouraging, but it was still too early to give consideration to a wide distribution of plants for commercial purposes. In view of the fact that agriculture is the backbone of the Territory's economy, not only providing the people of Micronesia with subsistence crops but also being the main source of cash income, the Mission was pleased to note the efforts which are being made in the development of additional cash crops. However, the Mission found that the staff of the agricultural services was inadequate to devote attention to the development of existing programmes and to training in and supervision of agricultural extension activities. Like its predecessor, the Mission feels that, in view of the urgent need for the development of agricultural resources, serious attention should be given to careful long-range planning for their improvement and that every effort should be made to recruit more, and more highly qualified, agricultural staff than is at present available and to accelerate the training of extension agriculturists. In this connexion, the Mission would suggest 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 would also urge the Administration to establish as soon as possible an agricultural training centre in the Territory as part of the Pacific Islands Central School.

FISHERIES AND HOME INDUSTRIES

107. In the absence of any mineral resources suitable for commercial exploitation, the marine resources

of the Territory are among its most important assets. Yet, despite the abundance of fish in the area, the Territory continues to import large quantities of canned fish, valued at \$130,000 in 1957, and it is paradoxical that this fish is for the most part caught in the waters of the Territory itself. Subsistence fishing along the shores, in the lagoons and to a limited extent on the high seas has traditionally been carried on by Micronesians since the earliest times. Since they depend on the sea for a good part of their protein food, reef and lagoon fisheries are heavily exploited by subsistence fishing and no great expansion of these fisheries is possible. High seas fisheries, on the other hand, offer greater possibilities of development. The off-shore waters of the Territory are known to be inhabited by large populations of several species of tuna. It is known that the fishery for skipjack tuna, also known as oceanic bonito, produced a total catch of 37,000 metric tons in 1937, when Japanese fishermen, using small craft based on Saipan, Palau, Truk and Ponape, were making use of the fish of the area for commercial exploitation. Even now Japanese fishing boats engage in commercial fishing on the high seas in the area of the Territory.

108. As a first step in the planning of a subsistence fisheries programme, the Administration sent three Micronesians for a three-month fisheries training course conducted in 1957 under the auspices of the South Pacific Commission at Nouméa, New Caledonia. Upon completion of this course, two of the trainees were subsequently sent to Hawaii for additional training and are now employed in the fisheries programme at Palau. A third trainee began demonstrations of deep sea techniques in the Saipan District, where his catches found ready markets.

109. The Mission was pleased to find that a subsistence fisheries project under the supervision of an American biologist skilled in fisheries management had been started at Malakal Island in the Palau District. The objective of the project is to provide adequate facilities and to train Micronesian personnel to catch and distribute fresh, cured or canned fish in sufficient quantities to replace the canned fish now being imported from abroad. So far, a model all-purpose boat has been procured from Japan and ice-making machinery has been installed; fresh fish storage, fish-icing and fish-meal processing equipment is planned for installation in the near future. It is hoped that at a later stage a cannery can be installed and that a boat building programme can be initiated in the Palau District.

110. Similar subsistence fisheries programmes are planned for Ponape, Truk, Yap and the Marshall Islands Districts. The Mission was informed that the Palau project is intended as a pilot scheme for all subsequent large-scale fisheries operations.

111. During its visit to the fisheries project at Palau, the Mission was informed by the fisheries biologist in charge of the project 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 that equal consideration was therefore being given to market development. The biologist stated that the fisheries organization being developed should function as a buyer-processor for all Palauan marine export food products and would necessitate the establishment of rigid quality controls, dependability, diversification and economy. For all practical purposes there was no Palauan export economy based on food fisheries; the small quantities of fish irregularly exported were of

no real consequence in relation to the potential export volume. With proper development the Micronesian market would soon absorb more than the present activities could supply and, with the construction of a pilot cannery, the demand would increase even further. To meet this need for more fishing boats, not only in Palau but also in other Districts, he proposed that a boat building section should function in conjunction with the Malakal development.

112. The biologist stated that the fish available in Palau were of three major divisions: pelagic (or oceanic), reef and lagoon. Although pelagic fish were available in far greater quantities than all others, reef and lagoon fish should be utilized to provide a diversity of products so as to permit a market expansion in the remainder of the Trust Territory and in Guam.

113. The fisheries biologist was confident that the operation of a Palauan cannery could halt a substantial portion of the \$130,000 that leaves the Trust Territory each year for the purchase of canned fish. The Trust Territory demand for this commodity could be met by a pilot cannery, operating on a five-day week, with a daily capacity of eighty cases. He had, however, recommended that the plant be initially equipped to produce 120 cases per day. This would allow for a more rapid absorption of peak catches and for possible expansion of the market. To save shipping costs the cannery would use the collapsed can similar to that in use at a new and successful tuna cannery in Venezuela. Machinery and all the other necessary equipment for a cannery of this capacity could be purchased for \$18,000. A plant of this size was quite simple to operate and was similar to, though somewhat more complex and larger than, those used in many American high schools for instructional purposes.

114. The fisheries biologist was hopeful of having a pilot cannery in operation as early as the spring of fiscal year 1961 but not later than the spring of fiscal year 1962. He also informed the Mission that it was planned to transfer the fisheries operation to Micronesian management at a later stage and that it might then be advisable to organize it into a co-operative enterprise, a development which would give its participants a stronger sense of personal identification with the operations and would serve to spread the benefits accruing from Palau's greatest natural resource over the widest possible population base. At this stage he felt that the training of personnel and the procurement of additional equipment was the most important task and that rapid strides were being made to achieve these objectives. The Administration had given its full financial and other material support to the fisheries project and additional help could be expected as the programme progressed. During its visit to the various Districts of the Territory, particularly Palau, the Mission received numerous requests that additional fisheries experts, especially Japanese, should be employed to speed the development of a fisheries industry. The Mission also found among the people of the Territory a great interest in the fisheries programme which, they felt, offered them hope for a substantial increase in cash income. They were eagerly looking forward to the day when the present experiments would provide them with a tangible industry of their own. While the Mission appreciates the fact that the valuable assistance given by the Administration to the Palau project and the achievement made to date hold great promise for the future, it hopes that similar projects can be initiated in other Districts of the Territory, particularly in Truk

and Ponape. The Mission considers that the training of Micronesians in various phases of fishing and in preserving fish is a fundamental condition for success and it would therefore urge the Administration to make adequate provision for the recruitment of several additional fisheries experts to assist in the training programme at Palau and in the establishment of similar programmes in other parts of the Territory. It also hopes that consideration will be given to the question of sending Micronesians abroad for training in the various processes of fish preservation and canning so that when the time comes they may be ready and able to assume full responsibilities for that aspect of the fishing industry.

115. Other industrial activity in the Territory is confined to some boat building in the Marshall Islands and to the production of some handiwork, export of which, in 1958, amounted to only \$17,000. The Mission was informed that the sale of handiwork continued to be hampered by import duties levied at rates upward of 50 per cent of valuation by the United States. In addition, high freight rates made Trust Territory handicraft articles uncompetitive with similar items produced elsewhere. The Administration believes that sales of such articles could be increased if markets could be found. Immediately after the Second World War, when the United States had poured funds into the islands' economy to fill the vacuum left by the departure of the Japanese, large amounts of handiwork of varying degrees of salability were purchased, amounting to a value of over \$72,000 during 1949 alone. During 1957 one of the local trading companies in the area opened a retail store selling handicraft articles in Guam. This store was closed after fifteen months' operation with a substantial loss. The failure was principally attributed to poor management and an insufficient variety of goods. The Mission was also told that another trading company had recently opened a handiwork-processing shop at the District centre where handiwork was produced on a commercial scale and where inferior handiwork purchased in the outer islands was refinished for sale. Handicraft articles, mainly from Palau, Truk and Ponape, are exported on an order basis to the United States, Hawaii and several foreign countries.

116. The Mission was told that the main difficulty of developing this industry lay in the inability of islanders to produce sufficient quantities of handiwork to fill existing orders and the lack of desired uniformity in their products. As a result, several purchase orders which had been placed by firms abroad had to be cancelled. The Mission found great interest among Micronesians throughout the Territory in the production and sale of handicraft articles, but it feels that insufficient attention has been devoted to making the people aware of the necessity of higher standards of quality and regularity in delivery of the products. The Mission does not believe that the people are as yet capable of improving present standards of production without instruction and guidance, and it considers that this can best be provided through the establishment of community development programmes with the assistance of personnel provided by the Administration, and it recommends that the Administration should give this matter its prompt attention.

TRANSPORTATION AND COMMUNICATIONS

117. The maintenance of adequate and reliable transportation services is an essential condition for the development of the Territory. Transportation provides not only the main method of communication between the

peoples of the widely scattered island communities of the Territory, but it also enables Micronesians to maintain contact with the outside world, on which they much depend for obtaining supplies essential to their requirements and for marketing their products. In the absence of adequate indigenous means for providing the required shipping and air services, the Territory's needs are being met in large measure by the Administration, which, during 1958, spent a total of \$1,596,000, or roughly 30 per cent of its budget, on transportation facilities.

118. The surface transportation system of the Territory is divided into three categories: (a) inter-District, (b) intra-District and (c) local shipping.

119. Inter-District shipping is wholly owned and subsidized by the Trust Territory Government, which has entered into a contract with the Pacific-Micronesian Line, a private shipping company, to operate and to maintain the vessels in accordance with Government instructions. These vessels, totalling 9,856 gross tons, include two 3,805-ton logistic supply ships, two 558-ton AKL-type vessels, one 270-ton seagoing tug, one 228-ton powered lighter and a 632-ton auxiliary tanker. The two logistic supply vessels, which cruise at about ten knots, call at the various District centres every forty-five to fifty days.

120. The intra-District field-trip service 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 anywhere within the Districts.

121. The Yap and Palau Districts are served by a 558-ton AKL-type ship which uses Guam as its home port. As the harbour and channel at Yap are too dangerous for use by the larger logistic supply vessels, the District must be serviced instead by the smaller AKL-type vessels. Trips are made from Guam to Yap and its outer islands approximately every sixty days; the ship provides local services and loads cargo which is subsequently discharged at Koror, in the Palau District, for trans-shipment on the regular logistic supply vessel. The intra-District ship then proceeds for the field trips to the southern islands of the Palau District and on completion of its trip returns to Palau and thence to Guam via Yap.

122. The Truk District with its 19,000 people living on thirty-nine islands and atolls is also served by an AKL-type vessel. This service is supplemented by three privately-owned ships operated by a Micronesian-owned trading company. The District has been divided into three sections, and station vessels are making every effort to service each section every six weeks. Service in the Ponape District is provided by a recently acquired ship, the *Kaselehlia*, a vessel of 362 gross tons, which was built by a shipyard in Japan under a contract with the Trust Territory Government. When required it provides occasional supplemental service to the Truk District.

123. In the Marshall Islands District an AKL-type ship is operated in conjunction with a motor vessel owned and operated by the Marshall Islands Import-Export Company. Approximately every sixty days a 10,000-ton American-flag-line cargo vessel calls at the port of Majuro to bring supplies and load copra. These vessels are privately owned and are not registered with the Trust Territory.

124. In the Marianas a ship of 270 gross tons owned by the Saipan Shipping Company provides a weekly service between Guam, Rota, Tinian and Saipan, and every six weeks the ship visits the northern islands of the Saipan District. In 1956, the Saipan Shipping Company, with a capital of \$30,000 raised locally and a low-interest loan of \$25,000 granted by the Administration to enable it to begin operations, was formed by local Saipanese. The Mission was told that to date the Company had not missed a single instalment on the loan and that nearly half of it had been amortized. Except for periodic dry-docking and repairs, the ship has maintained a fairly reliable schedule. Plans were also being made for the purchase of an additional vessel, which would greatly increase the services rendered to the area. The Navy authorities felt, however, that these plans might be delayed owing to lack of funds, the necessity of training crew members and the need for finding a suitable vessel available.

125. Local transportation in the Territory consists largely of outrigger canoes and small wooden boats which ply within the lagoons and on the open sea for short distances. There are also a number of privately-owned 40- or 50-foot schooners operating within the islands and some thirty-five 40- or 50-foot former Navy Liberty ships which have been converted for local use. Each of these vessels has a capacity of from 10 to 15 tons of cargo and operates within the various Districts.

126. Financing of a vessel which was acquired by the Micronesian-owned Marshall Islands Import-Export Company was obtained through a fund established by the Administering Authority for the purpose of making loans to local trading companies. A Japanese fishing boat which had run aground at Ponape was purchased during 1958 out of its own funds by the Kwajalein Importing and Trading Company, another Micronesian-owned company, which intended to convert the boat for use in its intra-District operations. The Administration pointed out that it was willing to provide the finance for vessels for intra-District trade run by local companies interested in the development of those areas. It also stated no survey had been made of the shipping situation in the Territory by outside agencies since the 1956 United Nations Visiting Mission had visited the Territory, but that the shipping needs of the various Districts had received its attention and review.

127. 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, which are operated and maintained under contract by Transocean Airlines, a privately-owned firm. Emergency flights for medical and other reasons are made between the outer islands, the district Centres and Guam. In the Saipan District, air transportation is furnished twice weekly by the United States Navy.

128. The Mission received a number of complaints from Micronesians and Administration officials in several Districts that the present shipping facilities were inadequate to meet the needs, particularly those of the outer islanders. On several occasions, officials of District Administrations pointed out that copra production on the outer islands could be considerably increased if shipping were to be made available for loading copra at regular intervals. They stated that on more than one occasion copra had been left to spoil because present shipping facilities had been curtailed for lack of funds. The Mission was told also that more shipping facilities

were needed to transport excess food and lumber from Kusaie to the Marshall Islands. The Mission discussed this problem with the High Commissioner of the Trust Territory, who stated frankly that the situation left much to be desired, but that through the better utilization of existing facilities the present position was better than in past years. He pointed out that more than one-fourth of the Territory's budget was already being spent on transportation and stated that he did not feel free to increase that amount. If he did so it would be at the expense of other activities unless the Territory obtained more money. He was hopeful that within the next two years the Territory could place into service another 270-gross-ton vessel of the *Kaselehlia* type which would replace one of the relatively uneconomical AKL-type ships. He also pointed out that five years ago the Territory had six AKL-type vessels in service. Only two of these had remained which, together with other types of ships, were carrying more tonnage at lower cost than ever before.

129. Although the Mission fully appreciates the difficulties inherent in the development of an adequate transportation system for the Territory and recognizes the fact that the Administering Authority is already making considerable financial contributions to the maintenance of present facilities, it feels that even greater efforts will be required if present needs are to be fully satisfied. The Mission, therefore, suggests that the Administration should undertake a comprehensive survey of the Territory's shipping requirements taking into account the need to replace some of the outdated and uneconomic equipment at present in service. It also suggests that in the meantime, in order to correct present deficiencies, every effort should be made to provide better shipping facilities for the outer islands.

130. Like its predecessor, the Mission noted that the roads of the Territory, particularly those in Palau and Ponape, continued to be in poor condition and required constant attention and repair. The Administration estimates that it would cost approximately \$20,000 per mile to reconstruct and surface the estimated thirty miles of road of the Territory, exclusive of equipment costs. Owing to the lack of funds for the purchase of the equipment and materials needed to place the roads in serviceable condition, and in view of the fact that there is a more immediate need to utilize available funds to reconstruct and build hospitals, schools, power plants and other installations, the Administration decided as early as 1957 to repair the roads as well as possible with its available equipment. The Administration intends to purchase some equipment as required each year and, conditions permitting, it proposes at a later stage to construct permanent roads in each District. The Mission is of the opinion that the funds which continue to be expended on constant road repairs and the maintenance and replacement of vehicles operated over them will eventually exceed the expenditures required to rebuild the roads and that considerable savings could be made if road construction were to be started at an early stage. The Mission also believes that the maintenance of existing, and construction of new, roads on islands of relatively large size, such as Ponape and Palau, are a prerequisite for further economic development and would encourage the exploitation of the natural resources of those islands. Better inland communications 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.

131. It will be recalled that between 1947 and 1954, most of the trade of the Territory depended on the Island Trading Company of Micronesia, which was a non-profit trading agency in the area controlled by the Government of the Trust Territory. The Company which maintained branches throughout the Territory had originally been financed by the Government of the United States and provided essential imports to the Territory and assisted in fostering the establishment of local business enterprises. Its profits were utilized to repay the original loans and to further the economic development of the Territory. In 1950, the Company was made the sole exporting agent for copra. In the Saipan District the Northern Marianas Development Company carried out operations similar to those of the Island Trading Company. It is also recalled that from the outset it had been made clear that the Island Trading Company of Micronesia should withdraw progressively from operations as indigenous enterprises became capable of supplanting it, and that the Congress of the United States decided in 1953 that the Company's operations should cease on 31 December of that year. However, by a later decision, the life of the Company was extended for one year and it was formally liquidated on 31 December 1954. In view of the important functions which the Island Trading Company had carried out in practically every phase of the Territory's economy, the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, and the Trusteeship Council expressed concern regarding the ultimate effect of the company's cessation on the life of the Territory and found it difficult to envisage the effective transfer of its primary and ancillary functions to locally operated companies. Subsequently, the 1956 Visiting Mission found that these apprehensions were unfounded and that the successor companies were operating successfully.⁹

132. At the present time, there are twenty trading companies located throughout the Territory, of which seven, one in each District, have the exclusive right to handle copra (see paras. 76-79). With the exception of two firms which are in the hands of Belgian nationals who have resided and operated their trading establishments in the Territory for many decades, all trading companies are joint-stock companies chartered under the laws of the Trust Territory and shareholding is restricted to Micronesians, who elect a Micronesian board of directors to supervise and control the operation of each company. Some of the larger companies are managed by Americans, who are employed under terms established by the Micronesian board of directors.

133. Since 1955 three trading companies have been chartered by the Administration to transact business within the Territory. The Nama Trading Company in Truk was originally established for the primary purpose of purchasing yard-goods and manufacturing men's shirts for sale in the outer islands. As this company grew it branched out into general lines of merchandise and has moved its headquarters from Nama Island to Moen within the Truk Atoll. This company became the first competitor of the Truk Trading Company, which was until then the only wholesale importing organization in the District. The Truk Co-operative Company has since established its trading headquarters on Moen Island and has recently completed a large store and warehouse. The Administration considers the

company to be on a firm financial footing. The third company, the Nam Trading Company of Yap, was formed in 1957 by a former employee of the Island Trading Company of Micronesia. The Mission was informed that this company, while still very small, has good prospects of expanding its operations in view of the fact that the majority of its shareholders are inhabitants of outlying islands and that a large portion of its business consists in supplying basic commodities to these islands.

134. The Mission was informed that, since the inception of the local trading companies, several of the companies have tried branch operations by establishing retail stores, connected with the wholesale parent company, on outer islands. In the main, the companies have been unable to make a success of branch operations because of the distances involved and the consequent poor supervision. At the present time only the Western Carolines Trading Company in Palau continues to operate branch stores on Babelthup Island just north of the island of Koror.

135. During the past three years only one of the chartered trading companies has suffered a loss in operating capital. Due to over-expansion and poor management, this company dissipated its liquid assets to the point where the Administration was required to step in to save the company from bankruptcy. The manager was subsequently removed and the new management has been making great strides in restoring the company to a firm financial basis.

136. Upon the dissolution of the Island Trading Company, a portion of that company's profits was made available by the United States Congress in the form of a loan fund for the locally-owned trading companies of the Trust Territory. This fund has been used extensively by the majority of the trading companies to finance long-term capital improvements, build up inventories, purchase ships, and on a short-term basis, purchase trochus shell. Several attempts to interest foreign commercial banking companies in making money available to local trading companies have proved unsuccessful. Each of the trading companies has stock available for sale to the indigenous population of the Trust Territory. The Administration, as a matter of policy, insists that all trading companies having exclusive rights in the export of copra from their District shall always have sufficient numbers of shares available for purchase by the copra producers, who must sell their product to that particular company. In this manner the producer is able to share in any profits the company might make in the handling of his product.

137. The various trading companies within the Districts are organized as limited liability stock companies and differ from true co-operatives principally in matters of voting and in the distribution of profits. Under the present arrangements, each share of stock is voted individually, in contrast with true co-operatives in which each individual has only one vote regardless of the number of shares of stock held. The local trading companies make distribution of profits only to stockholders in accordance with the amount of stock held in the company as against profit-sharing on a patronage basis in co-operatives. Aside from these differences, the trading companies tend to follow co-operative practices. Any person becoming a stockholder is restricted to a limited number of shares.

138. Local trading companies are engaged in economic development projects in various fields. In one

⁹ *Ibid.*, paras. 328-330.

District, a company has purchased a 108-foot motor vessel and operates an inter-island shipping service. Companies in other Districts operate 40- and 50-foot boats between islands to transport passengers and freight. The Nama Trading Company received its start by hiring a number of women on Nama Island in the Truk District to manufacture men's shirts out of imported material. Trading companies are spending some time on the development of local handicraft articles acceptable on the world market and are exporting these items in limited amounts. In the Palau, trochus shell and tortoise shell jewelry is being manufactured and marketed through the local trading company. The Administration feels that the local trading companies are adequate to meet the basic needs of the areas which they serve.

139. There can be no doubt that the trading companies in the Territory have demonstrated a remarkable ability to maintain and even widen markets for their products. More important still is the fact that over the years these companies, capable of gaining business experience and of accumulating sums of surplus funds, could form the backbone of greater economic development of local industries in the future. In this connexion, the Mission 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 stocks to their stockholders. Although the Mission was told that the par value of the shares was generally far below their actual book value, it is nevertheless a fact that Micronesians do not buy shares on the basis of fluctuating or book values but at par. Consequently, shareholders have come to accept the high dividend returns as a matter of course. One such case was noted by the Mission in Palau where in 1958 the Western Carolines Trading Company, owing to changes in management, business policies and reduced commercial activity, was forced to incur exceptionally high expenses and found it difficult to pay the usual dividends out of current earnings. The president of the company told the Mission that shareholder demands for the regular dividend were so insistent that, if the board of directors were to approve the payments, the Company would be forced to use accumulated cash reserves to meet them. While the Mission feels that the circumstances in this case were rather unusual, it believes that it demonstrates the need for more conservative policies to be adopted by the trading companies. Since these companies provide the main opportunities for the investment of local indigenous capital and may from time to time be called upon to finance local economic development, the Mission believes it would be advisable for the companies, in co-operation with local government bodies and members of the Administration, to persuade the people to accept lower dividend rates on their investments in the interests of conserving funds for long-range economic expansion and development.

140. The Mission feels that one area where local trading companies might play an increasing role in stimulating local industry and at the same time help to reduce the prevailing unfavourable balance of trade of the Territory is that of ready-made clothing. During 1957, the Territory's importation of textiles accounted for nearly 10 per cent of the total amount of all imported goods, with \$317,000 coming from the United States, \$102,000 from Japan and \$10,000 from all other areas. In reply to the Mission's inquiry whether expenditures on importation of textiles could not be reduced if similar quality goods were to be purchased in

South-East Asia and Japan, it was informed by the Administration that the major portion of ready-made clothing was imported from the United States and that Micronesians considered it superior to all others. The Administration also stated that to a large extent ready-made clothing was purchased in off-season sales in the United States and that the prices paid for it were comparable to those in Japan. During its discussions with several of the managers of local trading companies, the Mission was told that the establishment of local manufacturing, initially on a small scale, might be attempted and that expenditures for acquiring equipment might be relatively low. The Mission feels that the potential savings to be derived from such a scheme and the attendant benefits to inhabitants from additionally earned income might justify the initiation of clothing manufacture on a small-scale experimental basis.

141. The Mission was informed that trochus production during 1958 had remained at about the same level as in 1957 and that the net return to the trading companies which market the trochus had also remained steady. During 1958, sales of trochus amounted to 389,988 pounds, valued at \$144,347. The trochus harvesting season, which is limited to a period of two weeks during each year, between the months of May and September, has been established as a conservation measure and is enforced under the provisions of the Code of the Trust Territory. As a result of more than two years of research conducted by the marine biologist of the Territory, consideration is being given by the Administration to the possibility of abolishing the two-week limit. The High Commissioner informed the Mission that it is contemplated to establish at least a trial period of open season on trochus limiting the size of trochus that can be harvested, but that no definite decision had been reached. The establishment of an open season, if it is found to be feasible, would permit the inhabitants to gain a steady income from this product throughout the year and the Mission was pleased to note that the development of the trochus industry was receiving constant attention. In an effort to widen the base of cash crops from the Territory, the Administration has been developing a programme of transplanting live trochus onto all the reefs where trochus can grow and thrive, and trochus sanctuaries have recently been established in several Districts of the Territory. A great deal of time has also been devoted to teaching Micronesians the ecology of trochus and methods of transplanting live shells from one reef to another. Nevertheless, it should be noted that the button industry, which is a major user of trochus, has made steady progress in improving plastic materials, the use of which has resulted in a drop of demand for trochus. The long-range prospects for trochus shells on the world market are therefore a matter of conjecture. The Administration pointed out that, while there would still be a small demand for trochus in the manufacture of ornamental jewellery, the button industry, which in the past has purchased the major portion of the production, would ultimately decide the fate of the trochus industry.

142. The Mission received a number of requests for the establishment of banking facilities within the Territory. During 1957, the Bank of America made a survey of banking possibilities within the Territory at the request of the High Commissioner. On the basis of the report made on this survey the Administration did not believe, in view of the limited resources of the area and the lack of liquid capital, that the establishment of bank branches was feasible. At present, most banking

in the Territory is done by mail through the Guam branch of the Bank of America. Even if a bank branch were to be established at any one of the District centres, the major portion of banking would still require the use of the mails, and the Administration feels that this can be better accomplished through continuing present practices which are more economical. The High Commissioner told the Mission that the present problem is essentially one of providing safekeeping facilities. Banking needs are partially satisfied through the post offices, where people can buy money orders for transfer of cash, and partially through the District administrations. The trading companies could possibly set up a savings system, but the High Commissioner had some misgivings on that account. The people had ample opportunity to purchase shares in these trading companies with excess funds on which they could expect a fair interest return. At any rate the Administration was ready to continue to assist the inhabitants in making bank deposits at Guam and elsewhere. The Mission appreciates the difficulties which stand in the way of developing an adequate banking system in the Territory, but it would suggest that further consideration should be given to improving banking facilities for the inhabitants of the outlying islands who, by reason of their remoteness from the District centres, are in need of better and more frequent banking facilities than are now available to them.

JAPANESE POSTAL SAVINGS AND BONDS; WAR DAMAGE CLAIMS

143. 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 will be recalled that, in 1957, funds for this purpose had been set aside by the Administering Authority, and the District administrators were instructed to request the people to submit to them all securities for settlement. As of 31 December 1958, it was estimated that 95 per cent of all outstanding claims had been paid, at the rate of 360 yen to \$1. It was anticipated that by 30 June 1959 the remaining claims, totalling approximately \$250, will have been redeemed. Although the Administration has not set a time limit within which claims would have to be sub-

mitted to it, it has urged the people to submit all certificates as soon as possible. The Mission was informed that 1,461 claims involving a total of \$2,332 had been settled and that in nearly all cases very small sums, few exceeding \$50, had been involved.

144. 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 the Second World War. During its visit, the Mission, like its predecessors, received numerous requests from the people for the early settlement of damages which had been inflicted on them (see annex IV, sect. (a), resolution 3). The Mission wishes to recall that the 1956 Visiting Mission had already noted that this matter was of deep concern to the people, who were reluctant to accept further delays of the settlement of their claims or to renounce them outright, particularly in view of the fact that during the past decade no clear indication had been given them that their claims would not be met.¹⁰ The Mission felt that these claims, which had been pending for a long period, warranted urgent consideration by the competent authorities. It also recalled that, before the Territory had been placed under the Trusteeship System, the people of Micronesia had been administered under Japanese Mandate and had been guaranteed protection of their welfare by the international community. The claims arise out of conditions over which they had no control and as a result of which they had suffered considerable hardship, and the status of their Territory under the Trusteeship System did not enable them to negotiate on their own behalf any claims arising out of the war. For these reasons the 1956 Mission felt strongly that every effort should be made by the Administering Authority to reach a settlement of this problem at the earliest possible moment. 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 urges the Administering Authority to take a prompt and definite decision on its policy in this matter and inform the people of the Territory accordingly.

¹⁰ *Ibid.*, para. 324.

CHAPTER IV SOCIAL ADVANCEMENT

MEDICAL AND HEALTH SERVICES

145. Aside from nine well-equipped hospitals, varying in size from 10 to 169 beds, which serve the seven Districts of the Territory, the Administration also maintains approximately 125 dispensaries on the outer islands of which a few have facilities for the care of two or three in-patients. The Department of Public Health is responsible for the administration of these installations as well as for the supervision of all public health and sanitation activities and the training of medical, dental, sanitation and nursing staff. During the fiscal year 1959, over \$730,000, representing 10 per cent of the total budget of the Territory, was expended on public health activities.

146. A hospital rebuilding programme, begun nearly four years ago, is so designed as eventually to replace all the existing quonset-type structures originally erected by the United States Navy shortly after the war. At Rota, Yap and Ponape, hospital reconstruction has been completed, and at Truk and Palau the construction of additional buildings is under way. In the Marshall Islands, the badly needed replacement of existing District hospital facilities has been held up for lack of funds, and the Mission hopes that such funds can be made available in the very near future. Until recently, a medical field-trip ship, the *Frela*, provided year-round services in the Marshall Islands District, but, owing to its poor condition, it became necessary to withdraw it from service. The Mission was told that

the ship could not be reconditioned and that consequently it had been put up for sale.

147. The medical services of the Territory are supervised by an American Director of Public Health and his American deputy. As was stated in paragraph 68, except for Saipan and Yap, where American doctors are in charge of the public health services in the Districts, all American doctors in the Rota, Palau, Truk, Ponape and Marshall Islands Districts have been replaced by Micronesian directors of public health, who are accorded the same authority as that granted to American medical personnel in the other Districts of the Territory. In addition, one American dental officer supervises the work of the Micronesian dental practitioners throughout the Territory. The Mission was informed by the Director of Public Health that he expected the replacement of the American doctor at Yap by a Micronesian director of public health toward the middle of 1959, and that the American Director of Dental Services, whose retirement was expected in the very near future, had recommended that, in view of the high degree of skill demonstrated by Micronesian dental practitioners, he should be replaced by one of their number.

148. In addition to providing medical services without distinction to all Micronesians as well as to Americans living in the various Districts, the hospitals also serve to supervise the work of the medical dispensaries on outlying islands which are normally staffed by health aides. Every three months medical and dental teams from the District centres accompany field-trip ships on visits to the outer islands. Radio transmitters enable health aides to call for emergency help from the District centres.

149. The Mission was told that continuous teaching and training programmes designed to improve the quality and competence of health aides in the dispensaries are conducted at all District hospitals. Training courses are held at the hospitals where supplies of clinical material are readily available, and further instruction is given at the three health centres of the Territory, which normally provide protective as well as curative care for Micronesians. Such instruction is chiefly a public health function concerned with tuberculosis control and follow-up care in tuberculosis cases, home obstetrics and the care of new-born babies. Public health and vital statistics, as well as tuberculosis registers, are maintained and analysed by the Department of Public Health on the basis of information furnished to it by the various District hospitals. The Department also maintains registers on vital statistics and the Mission was informed that, although reports from the Districts did not include actual totals of births and deaths, improvements had been made which were aimed at obtaining completely accurate statistics. Hospital reports also furnish data for other statistical analyses designed to enable the Department to compile information regarding the effectiveness of medical and dental services. Such analyses are produced every three months and cover all in- and out-patient hospital and dental services.

150. Tuberculosis continues to be the most serious disease in the Territory. Under a plan initiated in 1956, the Administration has embarked on a programme to control and reduce the incidence of tuberculosis. All persons in the Territory are being examined and tested for the presence of sensitivity to tuberculosis bacteria. Individuals showing negative reactions are vaccinated

with BCG vaccine, while positive cases must undergo extensive treatment at the District hospitals. Once the disease has been arrested, patients are released from the hospital to return home, but must have periodic follow-up checks of their health. Since the housing habits of Micronesians facilitate the transmission of the disease, constant efforts are being made by the public health services to improve existing conditions through health education programmes which stress the need for greater personal care and provide instructions for the taking of preventive measures as regards not only tuberculosis but also other communicable diseases. The past year saw the outbreak of a number of epidemics in the Truk and Ponape Districts which have greatly taxed the local medical services and, in some cases, required the assistance of medical practitioners from other Districts. Whooping cough and measles outbreaks, first at Truk and later at Ponape, were soon brought under control and inoculations were administered to all children in the affected areas. A number of children died of whooping cough in both Districts, and medical officers informed the Mission that in most of those cases the children could have been saved if the parents had informed the medical authorities in time.

151. The Mission had an opportunity to discuss public health activities with the Director of Public Health, who maintains his headquarters at Majuro in the Marshall Islands. He told the Mission 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. Similar replacements in the dental and nursing services had proved to be equally successful. To supplement the present staff of fifty-one medical and dental practitioners and assistants, six Micronesians were undergoing training at the Central Medical School at Suva, Fiji Islands, 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. Upon graduation from the Central Medical School, prospective practitioners are required to return to the Territory to undergo a two-year period of clinical training, at the end of which they must pass a number of written, oral and clinical examinations, given by a medical board of the Trust Territory, before they can receive their licenses as medical practitioners. They are then sent for an additional year of post-graduate training to Hawaii, and on their return to the Territory are assigned to positions in the medical service. The Director of Public Health stated that it was the policy of the Administration to assign an increasing number of Micronesians who had undergone the full course of training to the outer islands and to supplement their services by trained sanitarians. 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.

152. In view of the considerable efforts being made to send additional Micronesians for medical training to Suva, the Mission inquired whether it might not instead be possible to send Micronesian students for training as fully qualified medical doctors to medical schools in the United States or elsewhere. It also desired to know whether it might not be possible to enable some of the Micronesian medical practitioners to obtain full medical degrees through additional training in medical schools abroad. The Director of Public Health

told the Mission that the financial aspect of this problem could be solved with funds which were available from a medical scholarship fund especially established for this purpose. The Administration had asked a number of universities in the United States, the Philippines and India to permit a select number of medical practitioners to complete their studies, but unfortunately, none of these institutions was prepared to lower its entrance requirements to accommodate the candidates. To qualify for admittance into medical school for the standard eight- to twelve-year study period leading to a medical degree, the candidates would first need to make up certain deficiencies in their basic education. This was not considered practical by the Administration in view of the average age of the already certified medical practitioners. The Director stated, however, that one or two young Micronesians were prospective candidates for an award of a medical scholarship, but he pointed out that great care had to be exercised in selecting a student since he was expected to spend twelve years away from the Territory; there was always a danger that he might not return upon the completion of his training. Another factor to be taken into account was the fact that higher education in the Territory had only recently been raised to meet the standards required by leading universities for studies leading to a medical degree. Thus, in earlier years, it had not been possible to consider students for medical studies at a medical school other than the Central Medical School at Suva, which was designed to meet the immediate medical needs of the Pacific area. It was unfortunate that the Central Medical School could not provide full medical degrees at this point, but he hoped that the time would come when it could meet this requirement. In the meantime, the Territory would have to rely on the services of its practitioners, who were fully equipped and competent to perform their tasks.

153. The Mission fully appreciates the reasons which have prompted the Administration to train Micronesians as medical practitioners who are now doing commendable work throughout the Territory. Nevertheless, the Mission received several requests from Micronesians in the Territory that American or other fully qualified doctors should be assigned to the Districts until fully qualified Micronesian doctors could take their place. In view of the fact that at the end of 1959 only the Director and Deputy Director of Public Health will remain as fully qualified doctors in the Territory and that they are expected to exercise essentially supervisory duties, the Mission feels that the assistance of several additional qualified physicians might still be required until such time as fully trained Micronesian doctors can relieve them of their responsibilities. As the Administration has found it difficult to recruit suitable doctors from the United States or abroad, the Mission would suggest 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. In this connexion, the Mission wishes to point out that there are examples in many parts of the world where students, under conditions not dissimilar to those prevailing in the Trust Territory, have been sent for full medical studies to universities abroad. In view of the fact that the present 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 Islands Central School, the Mission sees no reason for the delay in selecting a number of Micronesians for full medical studies abroad.

154. The Director of Public Health also informed the Mission that plans had been prepared calling for ten small field hospitals to be built on outer islands throughout the Territory. The hospitals are designed to provide the same medical service as that given at the District centres. The advantage of the field hospitals lies in the fact that patients from outer islands will have easier access to hospital facilities, that considerable savings will be made by reducing transportation costs, and that the present pressure on the District hospitals will be relieved. The Director of Public Health also requested three new medical ships to be placed in service in the Marshall Islands, Truk and Yap Districts which would augment existing facilities, and he was confident that funds would be made available for both these projects. The Mission noted that there was need for expanding the medical facilities on the outer islands, which had to rely largely on the services provided by the District centres. To ensure the regularity of such services, adequate transportation facilities were essential. The Mission heard a number of complaints that medical field-trip visits to the outer islands had been delayed for lack of adequate funds for transportation, particularly during the past year. While the Mission appreciates the problems occasioned by last year's typhoons and the resulting strain on all the services of the Territory, it feels, nevertheless, that the implementation of the present plans, particularly the provision of three medical field-trip ships, would lessen the dependence of the outer-islanders on regular transportation and other services at the District centres and assure them of adequate medical attention. The Mission hopes, therefore, that the Administration will make every effort to give early effect to its present plans.

155. The Mission also discussed with the Director of Public Health a problem which had been brought to its attention by a number of Micronesians. All medical and dental services are provided at a nominal fee, but inability to pay does not prevent anyone from obtaining the necessary care. The Mission received several complaints charging that medical and dental fees were too high or had been collected from people who had claimed financial hardship. In one case, the clerk of a municipality in Ponape was accused of having read out at a public ceremony a list of individuals who had defaulted in their payments, causing considerable embarrassment to the persons concerned. According to the information given to the Mission, medical and dental fees vary somewhat from District to District and are determined on the basis of income. Local officials usually decide whether an exemption should be granted. In no circumstances are officials empowered to make public announcements on this subject. The Mission was told that the nominal fees charged for medical and dental services were not intended to provide a major source of revenue, but were rather an educational measure, designed to reduce the abuse of medical facilities and to create a sense of responsibility among the people. However, the Mission believes that, unless existing fees and methods of collecting them are standardized, they are likely to have little, if any, educational value. It suggests therefore that the Administration might consider abolishing medical and dental fees unless a more equitable system can be put into effect.

156. The Mission was greatly impressed by the attention devoted to the improvement of the sanitation services. The Department of Sanitation, a division of the Department of Public Health, is directed by an American sanitation officer who is stationed at Truk. All Districts are headed by Micronesian District sanitarians, who are graduates of the Pacific Islands Central School and most of whom have had advanced training in sanitary science abroad. The Department maintains an in-service training programme and its field work is directed to encourage Micronesians to accept modern methods of disease prevention through sanitation. The Mission was informed that the Department had placed major emphasis on educational approaches to improving health conditions rather than relying on police power. To test educational techniques in improving sanitation on the outer islands a pilot project was first established in 1958 on the island of Puluwat in the Truk District, which subsequently became a model for similar projects elsewhere. The Mission visited one of the villages where work designed to improve environmental sanitation had recently been started. The Mission was told that, over a period of several months, numerous visits of several days' duration had been made to the village by members of a health team. Through lectures, visual aids and demonstration, instruction was given to the villagers in personal hygiene, methods of construction and use of sanitary facilities. Subsequently, they improved and protected their water wells with locally available materials and constructed garbage disposal pits, bath houses and other sanitary facilities. The results of the village health programme were quite apparent. The village was clean and presentable and villagers pointed with pride to their accomplishment. The Mission was told that adjacent villages had followed the example set by the first. Similar projects are now being carried out in other Districts of the Territory.

157. The Mission was also impressed by the work done at the Trust Territory School of Nursing at Koror in the Palau District. The school, which is located in a modern, well-equipped building, has at present four full-time instructors and medical practitioners and the pharmacologist from the Palau hospital provides part-time instruction. The school has at present a total of eighteen student nurses from Palau, Yap, Truk and Ponape, four of whom are expected to be graduated next year. The Mission was told that, since the inception of the school in 1953, it has graduated thirty nurses, of whom twenty-one were also graduates of the Pacific Islands Central School. Past difficulties in finding suitable candi-

dates for nurses' training are rapidly being overcome as a greater number of pupils are graduated from the Pacific Islands Central School with the equivalent of a full high school education. In 1958, a Palauan nurse was appointed Dean of the Nursing School and two other Palauan nurses, who had received graduate training in Hawaii, have been added to the staff as nurse-training specialists. The school at present provides a basic nurses' training course lasting approximately twenty months, following which nurses are assigned to District hospitals for further training and, if qualified, may later be sent to Hawaii for graduate training.

ENTRY OF JAPANESE NATIONALS

158. During its visit to the Palau District the Mission received a request from the people of Peleliu that permission should be granted to a Palauan woman who had married a Japanese and was now living with him and their seven children in Japan to return to Palau. The Mission was told that the request for her return was made through the District Administrator of Palau to the High Commissioner. The request had been turned down on the grounds that Japanese nationals were not permitted to immigrate into the Trust Territory, but it had been suggested that the persons in question might be permitted to visit the Territory for a limited period during which they could apply for Trust Territory citizenship. The people of Peleliu were prepared to pay for the woman's fare to the Territory, as she had no funds of her own, but for their part they wished to be assured that she could obtain permanent residence as they were unable to spend the money merely for a visit. They stated that a number of similar cases were also pending.

159. It will be recalled that previous Missions had received similar requests for the return of Japanese nationals to the Territory and that under existing procedures requests of this nature were being forwarded by District Administrators to the Government for security clearance. During the early years of the present Administration, negative decisions had been given and no permits had been granted. During recent years, however, several requests had been considered and in some cases permission had in fact been granted for the return of the persons in question. In the present case, the Mission suggested to the people of Peleliu that they should again discuss the details concerning the woman's return with the District Administrator of Palau, who stated that he was prepared to give the matter further attention.

CHAPTER V

EDUCATIONAL ADVANCEMENT

GENERAL

160. The educational system of the Territory is described at length in the annual reports of the Administering Authority and the Mission intends to note only the more general aspects of education in the Territory. The main objectives of the educational policy of the Administration are: (a) to develop skill in reading, writing, speaking, listening, discussing and calculating; (b) to develop the vocational skills necessary for the economic progress of the people; (c) to improve home-

making skills; (d) to stimulate people's self-expression in their indigenous arts and crafts; (e) to promote better health education through personal and community hygiene; (f) to impart more knowledge and better understanding of the physical environment and natural processes (science, geography) and of the human environment (economic and social organization, law and government); (g) to impart knowledge about other areas of the world and the people who live in them; (h) to develop qualities to fit the people to live in the

modern world (civic responsibility, understanding of human rights, respect of other people's views, personal integrity, the meaning and exercise of freedom and its relation to the general welfare, etc.); and (i) to develop spiritual values and ethical ideals by promoting understanding between peoples, by the development of a sense of social responsibility and individual self-discipline, and by encouraging respect for the good features of the traditional beliefs and customs of the people.

161. To promote these aims, the Administration has recognized the necessity of rooting the school system in the community where it could respond adequately to the needs of the people. But, owing to considerations of diversity of cultural and linguistic backgrounds, variations in degrees of advancement of the people and differences of standards of the Micronesian teaching staff, the Administration was required to delegate a substantial degree of autonomy to the District Directors of Education in the implementation of its educational policies. In developing the educational system in accordance with its stated principles, the Administration was faced with two chief problems. One of these was the need for developing among the peoples of the Territory a sense of responsibility for education which the previous Administration had failed to impart to them. The second, and equally important, problem was that of training as rapidly as possible Micronesian teachers who could staff the schools of the Territory.

162. There is evidence that the first of these problems is gradually being overcome. Local municipalities which are responsible for the maintenance of elementary schools and for paying the salaries of local school teachers have taken increasing initiative for building new schools, for raising teachers' salaries and for demanding higher standards of teacher training. The Mission noted that many new elementary schools had recently been built by local communities with the assistance of funds provided by the Administration under its grant-in-aid programme for matching local expenditures. The Mission was told that in a number of cases, particularly in Yap and Peleliu, municipalities had actually begun the building of new schools without prior requests for funds, which subsequently were supplied by the Administration when the municipalities asked for them. Everywhere it went, the Mission received requests for better trained teachers, more scholarships and more education in every field. Such demands came not only from the younger people of the community but also from older persons, who stated that they regarded education as a prerequisite to the ultimate improvement of the community.

163. To operate all phases of its educational programme, the Administration spent a total of \$596,000 in 1958, a sum which the Mission found to be too modest to meet the needs of the educational establishment. District Directors of Education everywhere repeatedly told the Mission that present programmes suffered from an inadequacy of funds and that improvisation was needed to meet the most urgent local requirements. Replacement of secondary school buildings in whole or in part is urgently required in Palau, Truk, Ponape and the Marshall Islands, where existing structures were found by the Mission to be in an advanced state of disrepair. Similarly, the Mission noted that curriculum materials were largely produced at the District level. It was informed that work on curriculum development and the production of curriculum materials were some of the greatest problems that had to

be faced by the Department of Education. Since there were no professional agencies which produced such materials for the Territory, it was necessary to develop, produce and print such materials locally. The Administration pointed out that, despite budget limitations and lack of adequate equipment, progress had been made during the past year in supplying the ever-increasing needs of the educational systems of the various Districts. The Mission agrees with its predecessor that finding a happy mean between flexibility and standardization in applying any educational policy is perhaps one of the most difficult tasks confronting the educator, but it is one which, when achieved at the elementary level, facilitates the development of sound secondary education. To achieve this objective the educator must also depend on the Administration's supplying adequate funds. The Mission considers that the conspicuous absence of standardized texts at the levels of elementary and secondary education and an inadequacy of funds to develop and produce them are in some measure responsible for the lack of uniformity in the achievement of knowledge of the students in the different Districts, concerning which it heard numerous comments both at the Pacific Islands Central School and in Hawaii.

164. The need for achieving uniformity is also apparent in other phases of the educational system. As the municipalities have full responsibility for paying the salaries of elementary school teachers, it has been found that teachers' salaries tend to vary from District to District, and even within the Districts themselves, depending on the financial circumstances of local governments. The Mission was informed that in Ponape, for example, teachers' salaries were lower than comparable Trust Territory positions and that the payment of salaries was very sporadic; in some of the other Districts minimum salaries had been established by District congresses. The Mission drew the attention of the Administration to the fact that the previous Mission and the Trusteeship Council had cautioned against placing too great a strain on the financial capacities of the municipalities. It was informed that the Administration had given consideration to these suggestions but, with the exception of grants-in-aid for new elementary-school buildings, subsidies and assistance to municipalities for the maintenance and operation of elementary schools had not been increased. The Administration 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 the costs for elementary education and that Micronesian communities should assume as much of the cost of education as they could afford. The Administration also stated that it had found little evidence that too great a strain had been placed on the financial resources of local governments to support their schools. Whenever such evidence was found, as in the case of typhoon-devastated areas, the Trust Territory Administration had loaned local governments funds with which to pay teachers' salaries. The Mission appreciates the considerations which have 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 the Mission found sufficient evidence to indicate that the ability of many communities to meet their financial obligations might be excessively strained at the present stage of their economic development and might require, until they are fully capable of providing them, additional funds from

the Administration if the desired standards of uniformity are to be achieved. The Mission also considers 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.

165. The problem of training more and better qualified teachers has received considerable attention during the past few years. The Administration informed the Mission that each District had spent much time and effort in training Micronesian teachers for elementary and intermediate schools, but they were still hampered by problems of transportation, budget, lack of personnel, books and instructional aids and physical plant facilities. During 1958, each District offered similar courses, lasting from six weeks to six months, for the training of teachers in subject matters and teaching techniques. During each of these sessions, new curriculum material was developed through the joint efforts of the student teachers and the American teacher trainers. In the Marshall Islands all elementary school teachers in the district were brought to Majuro for a six-month intensive teacher's training session. Formal classes were held in language, arts, science, arithmetic, principles of education and social studies. At the end of these sessions, at least four weeks of practice teaching was given in three different areas of the Marshall Islands under the direction of an American teacher trainer. In Truk, a special teacher training session designed to improve skills of elementary school teachers was conducted at a model school where they received instruction in various subjects and participated in practice sessions. The Administration feels that owing to the lack of American personnel and to budget limitations, which makes the training of teachers a very slow process, a partial answer lies in the hiring of qualified Micronesians as teacher trainers. During 1958, the first Micronesian received a full college degree and returned to Palau, where he was immediately employed in training elementary school teachers and was placed in charge of developing a model school as Koror to aid the elementary teaching programme. As more Micronesians can qualify for such positions, teacher training will increase at a much quicker pace. The Mission was also told that American teacher trainers together with Micronesian assistants have spent considerable time during the past year visiting and working with elementary school teachers in outlying communities away from the District centres. The Administration feels that, although this programme is expensive and can reach only a limited number of teachers, it is well worth the expense since it is designed to reinforce the field efforts.

166. To exercise greater supervision over outer island elementary education, the Department of Education has sent American teachers more frequently and for longer periods of time than in the past to outer islands to assist local schools. These efforts, the Mission feels, should be accelerated. During its own visits to some of the outer island communities it found that the standard of local elementary school teachers did not appear to be fully adequate to the task. Frequently they lacked sufficient knowledge of the English language, in which they were expected to instruct students beginning with the fourth year of elementary education. It also noted that the standards of Micronesian teachers in the schools at the District centres were generally higher than those of the outer-island teachers.

Such deficiencies have, in turn, contributed in some measure to the prevailing lower standards of achievement among students on outer islands, where the Mission heard a number of complaints that lack of adequate preparation prevented students from qualifying for intermediate education at the District centres. These views were also shared by a number of American teachers at the District centres. The result is that outer-islanders, not having received their fair share of education, cannot compete on equal terms with pupils at the District centres. Yet the Mission was told that outer-islanders were just as capable of absorbing education, developing their local organs of self-government and initiating programmes for self help, as any other people in the Territory. A contributing problem is lack of adequate financial support for the maintenance of local educational establishments, except in token form. The fact that the Administration has constantly stressed the need for rooting the educational system in the community leads the Mission to conclude that the outer-island communities will require greater material and supervisory assistance from the Administration than they now receive if young Micronesians are to receive the preparation and training which will enable them to compete on equal terms with other students of the Territory for any educational opportunities that may be open to them.

167. The best hope for removing the apparent lack of uniformity in academic standards of achievement is offered by the Pacific Islands Central School, the only public school to provide full secondary education in the Territory. It is here that the greatest emphasis has been placed on preparing more and better qualified Micronesians to participate in the development of their communities and of the Territory as a whole. For the past three years, students with superior qualifications, together with a small number of graduates of earlier years, have been given a third year of post-graduate studies. During the present year no graduation programme was planned, as all successful second-year students continued for a third year, which has since been added as a regular part of the school's programme. Henceforth, all students, upon graduation, will have completed a twelve-year course of education, and the Administration hopes that the Pacific Islands Central School will obtain full accreditation as a high school comparable to similar schools in the United States. In that event, Micronesian students will be able to enter American universities on equal terms with American high school students. It is also planned to transfer the Pacific Islands Central School to Ponape during the middle of 1959. The Mission had an opportunity to visit the new site of the school and was greatly impressed by the spacious new buildings, dormitories and other facilities. The buildings, which are of cement construction, were nearly completed and it remained only to complete minor installations and landscaping work. The Mission was told that the move to the new plant would also permit the students to operate their own school kitchen and dining room under the supervision of staff members and to operate their own school store which, it was hoped, could be organized on a co-operative basis, thus giving the students experience in the principles and practice of co-operative enterprise.

168. During a meeting with the students of the Pacific Islands Central School at Truk, the Mission received a petition (see annex IV, sect. (b)) asking for the extension of the present two-year scholarships, which are granted to Micronesian students for studies

outside the Trust Territory, to a four-year course which would enable qualified Micronesians to obtain a full university degree. They also requested that the number of scholarships should be increased. A similar petition (see annex IV, sect. (a), resolution 2) was submitted to the Mission by the Saipan Congress, and other requests to that effect were made to it by many persons in the Territory and by Micronesian students at the University of Hawaii.

169. At present, a total of 235 students from all parts of the Trust Territory are studying outside the Territory under scholarships provided by the Trust Territory Government, the District administration, trading companies and other agencies within or outside the Territory. During 1958, eighteen students were awarded scholarships and in addition scholarships leading to a full degree were granted to four additional Micronesians during that year. As the number of qualified Micronesian graduates from the Pacific Islands Central School increases, the Administration expects to be able to extend the length of scholarships, which will enable Micronesians to obtain full university degrees abroad.

170. While in Honolulu, the Mission had an opportunity to meet not only the sixty-three Micronesians enrolled in the University of Hawaii under scholarships granted by the Trust Territory Government and two students who attended the University under fellowships granted by the United Nations Technical Assistance Administration, but also their student counsellor and members of the Advisory Committee on the Hawaii Training Programme.

171. The Mission was informed that, since the Hawaii Training Programme was a remote and detached segment of the Administration of the Trust Territory, its sole representative being the student counsellor, an advisory committee, composed of members of the faculty of the University and of community representatives was established in 1957, to assist in the development of administrative policy for the programme. The Advisory Committee, which was formed with the approval of the Trust Territory's Director of Education, is headed by the Dean of the College of Education of the University of Hawaii. Many of its members have intimate acquaintance with the Territory and its problems. The Committee meets on call by its Chairman, usually three or four times during a school year.

172. The Mission was told that a fundamental problem in training Micronesian students in Hawaii was that of fitting them into American schools, which were not designed to serve their specific needs. These students, coming from a very different cultural background and inadequately prepared for higher education, were required to work exclusively in English, a language which was essentially foreign to them. These difficulties could only be overcome in time. It was also pointed out that Micronesian cultures were oral cultures and that the lack of extensive reading habits was a considerable handicap to Micronesian students. It would be years before students were able to read the numerous and varied books which formed the normal background of American students. Lack of reading skills had also hampered the Micronesian students in their progress. One of the programmes which had been promoted by the Advisory Committee called for an experimental course devoted to speed reading. This course was begun in 1958 with the approval of and a subsidy from

the Trust Territory Government, but at the time of the Mission's visit, it was still too early to assess the results of the experiment. The Mission was also told that the Advisory Committee had made a number of other recommendations, including the establishment of minimum requirements which Micronesian students would have to meet before they could enter the accelerated teacher training programme; student selection based not only on academic performance, but also on the student's maturity, facility in English and adjustment to basic culture; the use of written evaluations of the student's performance to be taken into consideration together with the examination grades; and provision for six-week orientation courses to be given to all new students coming to Hawaii.

173. Although they recognized that the Trust Territory Government had given them opportunities for study which were far beyond the means of most Micronesians to support, several of the students felt that the present two-year programme of study was insufficient to their needs. They suggested that it might be advisable to decrease the number of scholarships, if necessary, but to increase the period of study to four years in order to enable them to receive full university degrees. The Mission feels that this suggestion has certain merits, particularly as the time has now come when Micronesian graduates from the Pacific Islands Central School will have received the qualifications necessary for entrance into universities abroad. The Mission is confident that the Administration is alive to this question and will make every effort to make the necessary improvements in the light of changing circumstances.

174. The Mission also found two aspects of education which it considers require urgent attention. One of these is the need for the improved teaching of English, the other the need for accelerated vocational training. The Mission has already noted that many of the teachers, who were expected to teach English at the elementary school level, were poorly equipped to do so. This deficiency has had serious effects on students entering intermediate schools and the Pacific Islands Central School, where additional efforts must be made to bring their knowledge of English up to the required standards. It has been found, as was shown in the case of Micronesian students attending the University of Hawaii, that even further instruction is frequently required to enable students to participate fully in school programmes abroad. The Administration was aware of this problem, but pointed out that the clamour for more and better English instruction was so vociferous that its importance to the majority of Micronesians had often been thrown out of perspective in relation to other subjects. In 1958, with a view to meeting the demands made upon it, the Administration adopted the Fries technique and used texts which had originally been developed for use in Puerto Rico for the teaching of English as a second language. The system was found to be most satisfactory. All Districts of the Territory have now adopted the Fries method for the training of teachers. In 1959, the method was also introduced in all intermediate schools of the Territory and in the fifth and sixth grades of the elementary schools in Palau and the Marshall Islands. The results achieved to date through the use of the Fries texts and techniques have been so encouraging that the Administration intends to utilize them in all elementary schools of the Territory. The Mission welcomes these developments which, it hopes, will help remove existing deficiencies.

175. As regards vocational training, the Mission was told that a special commission had been appointed in 1958 to study the educational programme at the Pacific Islands Central School, with special emphasis on the vocational aspects of its programme. The Commission, which made its report to the High Commissioner in September 1958, was generally agreed that during the first year a modest but firm start should be made toward strengthening the vocational aspects of the school's curriculum. Vocational subjects should be designed to reach as many students as possible during the first year, but vocational education should not be made mandatory before the second year. The Commission was of the opinion that the vocational subjects to be offered during the first year should include business education, agriculture, home nursing, carpentry, motor mechanics and electricity. These courses in vocational training should be added to the present curriculum without eliminating any part of the curriculum at present offered at the Pacific Islands Central School.

176. Some vocational training continues to be provided through work shops at the intermediate school level, particular emphasis being placed on agriculture and carpentry, and some in-service training is provided in such fields as communications, agriculture, meteorology, business and government. In view of the many requests it received from Micronesians and the increasing needs of the Territory for better-trained personnel, the Mission feels that the Administration should give urgent consideration to increasing the vocational training facilities throughout the Territory. In particular, it recommends that consideration should be given to the establishment of an agricultural school in the Territory, possibly at Ponape, as part of the new Pacific Islands Central School. This School is located in the immediate vicinity of a large agricultural station and could serve as a convenient training area for its students. It also suggests that the Administration should make every effort to recruit qualified personnel from abroad to train Micronesians in specialized skills.

177. The Mission feels that any review of the educational conditions in the Territory would not be complete without a mention of the commendable work per-

formed by the religious missions—Catholic and Protestant alike—in the field of primary and secondary education.

DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

178. The Mission was greatly impressed by the efforts made by the Administration to disseminate information on the United Nations. The Mission noted that booklets and posters describing the purposes and functions of the United Nations and its specialized agencies were widely distributed in the schools and public buildings of the Trust Territory and that teaching about the United Nations forms a regular part of the curriculum of the educational system of the Territory. The flag of the United Nations is flown throughout the year from all public buildings in every District, and United Nations Day is one of the two public holidays observed in the Territory. The Mission was told that the observance of United Nations Day in 1958 was marked by even greater celebrations than in previous years. In all Districts plans and preparations for the celebrations were largely in the hands of the Micronesians, with financial and other material assistance provided by the Administration. The Mission saw several films of the celebrations held in Palau showing parades of children wearing the costumes of various nations and carrying the flags of all the Member States of the United Nations, flag-raising ceremonies and speeches. Athletic events marked the observance of the day by the people of Koror, and large numbers of school children had been brought to Koror from outlying islands. The Mission was told that United Nations Day celebrations had not only become increasingly popular, but were accompanied by a spirit of competition among the Districts, which endeavoured to surpass each other in their efforts. At meetings held throughout the Territory, the Mission encountered great interest in the activities of the United Nations and on more than one occasion was asked questions concerning the significance of various phases of its work. The Mission feels that the Administering Authority is to be commended for its efforts in the dissemination of information on the United Nations.

ANNEXES

ANNEX I

Summary of the four-year survey concerning the condition of the Rongelap people conducted by the Medical and Scientific Team of the United States Atomic Energy Commission

1. The medical survey of the Rongelap people in March 1958, four years after their exposure to accidental fall-out radiation, was carried out at Rongelap Island, to which these people had been returned in July 1957 after the radiation level of the island was declared safe for habitation. They were adjusting satisfactorily to life in their newly reconstructed village.

2. No apparent acute or subacute effects were found at this time related to the gamma dose of 175 roentgens received, with the possible exception of haemopoietic findings indicating a persisting lag in complete recovery of platelet levels of the peripheral blood. In the males these mean levels were 11 to 16 per cent, and in the females 9 per cent, below the corresponding mean levels of the comparison population. The lymphocytes had recovered to a level about the same as in the latter group. The stress of child-bearing and menstruation did not appear to be reflected in any lowered haemopoietic reserve in

the exposed women, [a finding] based on comparative studies of the levels of peripheral blood elements. The suggestive incidence, previously reported, of slight lag in growth and development of the irradiated children at two and three years after exposure, based on height, weight, and bone age studies, needs re-evaluation in the light of the finding that the ages of some of the children were not as firmly established as previously thought. History and physical examinations revealed no clinical evidence of any illnesses or findings during the past year or at the time of the present survey which could be related to whole-body exposure. Two deaths occurred in the exposed and one in the unexposed group since the last survey. The deaths in the exposed group did not appear to be related to radiation exposure. Diseases, infectious and non-infectious, were as common in the exposed as in the unexposed people. Nutrition appeared good except for slight hemeralopia in

several children ascribed to vitamin A deficiency. The birth rate was about the same in the exposed as in the unexposed group, and the babies appeared normal.

3. No late effects of exposure were noted. Shortening of life span has not been observed. The death rate has been about the same in the exposed as in the unexposed population. Premature aging of the irradiated group has not been grossly visible. No radiation opacities of the lens or differences in visual acuity have been noted. No malignancies have been observed, and the incidence of degenerative diseases was about the same as in the unexposed group examined. Genetic studies have not been carried out, but no difference in the incidence of congenital abnormalities has been noted in the first-generation children of the exposed compared with the unexposed populations.

4. The only residual effects of beta irradiation of the skin were seen in twelve cases which showed varying degrees of pigment aberration, scarring and atrophy at the site of deeper burns. In no case was there evidence of chronic radiation dermatitis or pre-malignant or malignant change in the lesions.

5. The return of the Rongelapese to their island (which has a persisting low level of radio-active contamination) is reflected in a rise in their body burdens and increased urinary excretion of certain radionuclides. Estimates of these body burdens of radionuclides were determined by gamma spectroscopy and by radiochemical analyses of urine samples. These estimates showed that the body burden of Cs¹³⁷ [caesium-137] had increased by a factor of 100 and of Sr⁹⁰ [strontium-90] by a factor of 10, with some increase in Zn⁶⁵ [zinc-65] also, since

the return to Rongelap. However, the levels were well below the accepted maximum permissible levels. Analysis of bone samples on one of the men who died showed 3.7 Sr⁹⁰ units/g calcium. Further detailed studies on the radiation ecological aspects of these surveys, including examinations of the food and human metabolism of these isotopes, is in progress and will be an important part of future investigations.

6. The survey team devoted considerable attention to other medical studies in the Marshallese not directly related to radiation effects, but possibly having some bearing on prognosis. Findings in those studies were common to both the exposed and unexposed populations. An extensive intestinal parasite survey showed that the people were infected with many types of protozoa and helminths, although this finding did not entirely account for the generally higher incidence of eosinophilia. Among other findings that need further explanation are the general anaemic tendency, the high plasma protein levels with increased gamma globulin, and the high levels of serum protein-bound iodines and vitamin B₁₂. It is hoped that some of these problems will be solved in future surveys.

7. Another group of investigations concerned the anthropological background of the Marshallese based on studies of genetically determined traits. Among these were determinations of various blood groups and of haemoglobin and haptoglobin types. These studies are shedding some light on the origin of these people and on the homogeneity of the population being investigated. Their blood groups resemble most closely those of people from South-East Asia and Indonesia, and the population appears to be relatively homogeneous.

ANNEX II

Charter of the Yap Islands Congress

PREAMBLE

Whereas the people of Yap, Western Caroline Islands, through their duly elected representatives, have expressed their desire for greater representation in the government of their islands in accordance with the principles proclaimed in the Trusteeship Council and under the laws of the Trust Territory of the Pacific Islands, and

Whereas their elected and entrusted representatives have met together to draft a charter for the establishment of an island congress, and

Whereas we have confidence in the demonstrated ability of these people to discharge certain responsibilities of government under our laws and the provisions of this charter,

Now therefore, I, Delmas H. Nucker, High Commissioner of the Trust Territory of the Pacific Islands, pursuant to authority vested in me, do hereby charter the people of Yap, Western Caroline Islands, to assemble a Congress of their elected representatives to be known as the YAP ISLANDS CONGRESS to assist in the government of their islands in accordance with the laws of the Trust Territory and the provisions of this charter.

ARTICLE I

Section 1. The legislative powers within Yap, Caroline Islands, herein granted by the High Commissioner of the Trust Territory of the Pacific Islands shall be vested in a unicameral assembly to be known as the Yap Islands Congress.

ARTICLE II

Section 1. The Yap Islands Congress, hereinafter referred to as Congress, shall be composed of two representatives, who shall be known as congressmen, from each municipality on Yap, chosen by the electors within each municipality to serve for a term of four years, except that in the first election of congressmen, to be held within sixty days after granting of this Charter, one congressman from each municipality shall be elected for a term of two years and one congressman from each municipality shall be elected for a term of four years. There-

after, elections will be held at two-year intervals to elect successors to the congressmen from the respective municipalities whose terms of office are due to expire.

Section 2. Any vacancy in the membership of Congress shall be filled by election held in the municipality concerned to elect a congressman to serve the unexpired portion of the term of office vacant, provided that, if less than three months of such term remain unexpired, Congress may determine that the position shall remain vacant until the next regular election of congressmen.

ARTICLE III

Section 1. Any person who is a citizen of the Trust Territory, not less than twenty-five years of age, resident for not less than three years in the municipality in which he or she is nominated, has never been convicted of a felony, has not been legally adjudged mentally incompetent, and does not hold office in a municipal government at the time of elections, may be elected a representative to Congress.

Section 2. Any congressman who retains the qualifications stated herein may succeed himself in office if duly re-elected by the electorate of his municipality.

Section 3. Any member of Congress may be impeached and removed from office by resolution of Congress for cause determined by a hearing before Congress meeting in closed session at which the impeached and all parties who are witnesses thereto shall be heard. An affirmative vote of three-fourths of the total membership of Congress shall be required for removal from office.

ARTICLE IV

Section 1. Qualifications of electors shall be as Congress shall establish by law, provided that no person otherwise qualified shall be denied the right of suffrage because of sex, race, or religious creed, and provided that qualifications of electors which prevail in the municipalities of Yap at the time of granting this Charter shall prevail in the first election of congressmen hereunder.

ARTICLE V

Section 1. As the first order of business at the first session of Congress following regular elections of members, Congress shall elect from among its members an officer to serve as President of Congress for a term of two years, provided that, at the first session of Congress after granting of this Charter, the District Administrator shall convene the Congress and preside until the election of a President as the first order of business.

Section 2. Following the election of President of Congress in accordance with Section 1, next above, Congress shall elect from among its members an officer to serve as Vice-President of Congress for a term of two years.

Section 3. The President shall appoint, and Congress shall confirm by majority vote of the members present, an officer to serve as Secretary of Congress for a term of two years or such shorter period as Congress may determine.

Section 4. When a vacancy occurs in the Presidency or Vice-Presidency of Congress, Congress shall elect from among its members, at the next regular or special session, an officer to serve the unexpired portion of the term of office vacant.

Section 5. Duties of officers shall be as determined by Congress, and shall include:

(a) That the President shall preside at all regular and special sessions of Congress, except that, in the absence of the President, the Vice-President shall preside, and in the absence of the President and Vice-President, the Secretary shall preside;

(b) That the Secretary shall make and maintain or cause to be made and maintained records of all sessions of Congress;

(c) That the officers of Congress shall comprise an Executive Committee whose function it shall be to prepare and publish before the convening of each regular session of Congress an agenda of business for the forthcoming session.

ARTICLE VI

Section 1. The President of Congress shall appoint from among the members a Legislative Committee, among whose functions shall be the drafting of bills and resolutions of Congress; other functions of the Committee may be specified by Congress in its rules of procedure. The Legislative Committee may employ, under the provisions herein, such employees as are necessary to perform its proper functions.

Section 2. The Congress may appoint or elect from among its members such other committees as are deemed necessary. Advisors and consultants not members of Congress may be appointed to non-voting membership on such committees.

ARTICLE VII

Section 1. Congress shall convene in regular session twice yearly, convening on the first Monday in May and the first Monday in November.

Section 2. Special sessions of Congress may be called by the President, the District Administrator, or by petition of a majority of members of Congress.

Section 3. In any session of Congress, regular or special, Congress shall be considered continuously in session from the date convened, but no session of Congress shall exceed ten days' duration, excluding Saturdays, Sundays, and official holidays established by Congress by resolution.

ARTICLE VIII

Section 1. Compensation for services of members of Congress shall be as Congress may determine and enact as resolutions, provided that all congressmen shall be compensated equally for actual days' service in attendance at regular or special sessions of Congress.

ARTICLE IX

Section 1. Congress may employ such persons as are deemed necessary to the proper conduct of its functions. Funds for the compensation of such employees shall be provided in an annual budget enacted by Congress as a resolution.

ARTICLE X

Section 1. At any regular or special session of Congress, each member shall have one vote on any resolution or representation introduced. Three-fourths of the membership of Congress shall constitute a quorum at any regular or special session. An affirmative vote of two-thirds of the members present at any regular or special session shall be required to pass a resolution of Congress unless otherwise specified herein.

Section 2. Congress shall, by a majority vote of its total members, establish its rules of procedure not otherwise specified herein.

Section 3. Any member of Congress may introduce a bill. Each bill introduced shall be read in its entirety before Congress, and Congress shall determine by a vote of the majority of the members present whether to accept it for deliberation or reject it. Each bill accepted shall pass to a Legislative Committee for drafting and shall be submitted to Congress at its next regular session for consideration. By an affirmative two-thirds vote of the members present, Congress may determine to consider a bill during the session in which it was introduced or at any subsequent special session prior to the next regular session.

Section 4. Upon passage of a bill by Congress, it shall be signed by the President and the Secretary and forwarded to the District Administrator as a Yap Islands Congress resolution.

Section 5. Any resolution not approved by the District Administrator shall be returned to Congress, together with a statement of his reasons for disapproval and recommendation for reconsideration by the Congress, copies of which shall also be forwarded to the High Commissioner. At any regular or special session, Congress may, by an affirmative vote of three-fourths of its total membership, confirm such resolution and forward it through the District Administrator to the High Commissioner.

Section 6. Resolutions approved by the District Administrator shall be forwarded to the High Commissioner by the District Administrator and Congress shall be notified of such action. Resolutions approved by the High Commissioner shall become the law of Yap, Caroline Islands, effective thirty days thereafter, unless otherwise specified within the resolution or approval, and shall be promulgated according to law.

Section 7. Any resolution upon which the District Administrator has not taken action within thirty days after the acceptance by him of an English translation thereof shall be considered as having the District Administrator's approval, and a copy of the resolution together with a translation shall be forwarded by Congress through the District Administrator to the High Commissioner.

Section 8. Any resolution upon which the High Commissioner has not taken action within one hundred and eighty days from the date of acceptance by the District Administrator of an English translation thereof shall be considered as having the High Commissioner's approval and shall become the law of Yap, Caroline Islands, in accordance with section 6 next above.

Section 9. No resolution or enactment of Congress shall have the force and effect of law except as provided herein.

Section 10. No ordinance of any municipality of Yap, Caroline Islands, which contravenes laws enacted under the provisions of this Charter shall be accorded the force and effect of law.

Section 11. Acts of Congress constituting opinions and not intended to have the force and effect of law may be presented to the District Administrator as representations of Congress.

ARTICLE XI

Section 1. Congress shall have the power to enact resolutions to provide for and maintain the welfare of the residents of Yap, Caroline Islands.

Section 2. Congress shall have the power by law to levy and provide for the collection of taxes and fees in conformance with provisions of the Code of the Trust Territory, amended.

Section 3. Congress shall establish by law an annual budget to provide for the use and disbursement of revenues collected under the authority contained herein, under the Code of the Trust Territory, amended.

ARTICLE XII

Section 1. Amendments to this Charter may be made by resolution upon the affirmative vote of three-fourths of the total membership of Congress or by order of the High Commissioner, provided that no amendment shall be made which shall deprive any municipality of Yap of representation in Congress.

ARTICLE XIII

Section 1. Nothing within this Charter shall be construed as contravening the Code of the Trust Territory, amended, or any other laws, orders, or directives promulgated by the High Commissioner of the Trust Territory of the Pacific Islands.

Section 2. No act of Congress which contravenes the laws of the Trust Territory shall be accorded the force and effect of law.

Given under my hand and seal this 9th day of February 1959.

(Signed) Delmas H. NUCKER
High Commissioner

Trust Territory of the Pacific Islands

ANNEX III

Charter of the Dublon Municipality

PREAMBLE

Whereas, by action of Council, the people of Dublon Municipality have expressed their desire for representation in the Government of their land in accordance with principles proclaimed in the Trusteeship Agreement and under the laws of the Trust Territory of the Pacific Islands, and

Whereas we have confidence in the ability of these people to discharge certain responsibilities of government under our laws and the provisions of this Charter,

Now therefore I, Delmas H. Nucker, High Commissioner of the Trust Territory of the Pacific Islands, pursuant to section 42 of the Code of the Trust Territory of the Pacific Islands and the authority vested in me, do hereby charter the people of Dublon Municipality to exercise the authority of government over the areas hereinafter described in accordance with the following articles and do hereby proclaim that their government shall be known as The Municipality of Dublon, the geographical boundaries of which are described as the entire land area of Dublon Island and Eten Island, Truk Atoll, Caroline Islands, together with all reef areas and hereditaments thereto appertaining, as appearing on United States Hydrographic Office Chart No. 6050.

ARTICLE I

This Charter and all amendments hereto constitute a part of the laws of the Trust Territory of the Pacific Islands.

ARTICLE II

Organization

The Municipal Government shall be composed of:

Section 1. A Magistrate who shall be the chief executive officer of the municipality, whose duties shall include but not be limited to:

- (a) Enforcing the laws of the Trust Territory;
- (b) Presiding as chairman of the Municipal Council; being responsible for keeping a record of actions by it and the promulgation of such enactments as may be required by law;
- (c) Supervising the preparation of municipal tax rolls and budgets as required by law;
- (d) Recommending to the Municipal Council, or to higher legislative authority, legislation in the interests of the municipality;
- (e) Appointing or recommending for appointment municipal officers as provided by law;
- (f) Exercising responsibility of the work of officers and employees of the municipality and for convening special meetings of the Council;
- (g) Representing and being responsible to the High Commissioner and the District Administrator and District legislative or executive authority for promulgation of the laws of

the Trust Territory and other information addressed to the people of the municipality;

(h) Maintaining or supervising the maintenance of municipal property and funds;

(i) Notifying the District Administrator when an election is to be held and the results thereof and of any changes in elected or appointed officers. He shall promptly notify the District Administrator of the enactment of ordinances and forward copies of all written ordinances to the District Administrator.

Section 2. A person or persons may be elected or appointed who shall be chief finance officer directly responsible to the magistrate for the collection of taxes and other dues, for the disbursement and custody of funds and for maintaining the records and preparing reports required by law.

Section 3. Such other officers and employees as may be necessary to exercise the functions of government.

Section 4. A council which shall act upon legislative matters of government.

Section 5. The initial meeting of the Council shall be convened at the direction of the District Administrator promptly upon receiving notice that a Charter has been granted by the High Commissioner, which Council shall determine its rules of procedure, and by ordinance its organization and functions; its membership, manner of selecting members and their tenure; and the frequency and manner by which it will be convened.

ARTICLE III

Qualification, selection, pay and removal of officers and employees

Section 1. In order to qualify for election to office a candidate must be an elector of the municipality. Unless prohibited by law an incumbent may be re-elected if otherwise qualified.

Section 2. The Magistrate and other elected officers shall be elected by plurality vote of the voting electorate to serve for terms of not less than one year or more than four years as may be determined by ordinance.

Section 3. Appointed officers and employees shall be appointed and shall serve such terms as established by ordinance.

Section 4. Officers and employees may be paid salaries as provided by ordinance.

Section 5. An officer or employee may resign at any time upon ten days' notice to the Magistrate, except the resignation of a Magistrate shall be submitted to the Council and shall not become effective until a successor can be appointed by the Council to serve the remainder of the unexpired term or until a new Magistrate can be elected, provided that no officer of the municipality responsible for funds shall be relieved of his responsibility until an audit is made of his accounts that is satisfactory to the Council.

Section 6. Upon the resignation of an elected officer or in the event an elected officer is incapacitated to the extent he is unable to discharge his duties, a successor may be designated to serve the remainder of the unexpired term as provided by ordinance.

Section 7. An elected officer may be removed from office for cause upon a two-thirds majority vote of the electorate and approval of the District Administrator. An appointed officer or employee may be removed for cause by the Council.

ARTICLE IV

Qualification of electors, voting and elections

Section 1. In order to vote in a municipal election a person must be a citizen of the Trust Territory, of sound mind, at least eighteen years of age, and must meet such other qualifications as may be prescribed by ordinance, provided that no person, otherwise qualified, shall be denied the right to vote because of sex, race or religion. Qualifications or disqualifications shall not be effective in an election unless promulgated by ordinance at least thirty days in advance of the election.

Section 2. A list of qualified voters shall be compiled by the municipality at least fifteen days in advance of an election and a record thereof shall be certified by the Magistrate and forwarded promptly to the District Administrator.

Section 3. Voting shall be by secret ballot supervised by representatives, not candidates for election, approved by the Council for that purpose.

Section 4. Any matter of legislation may be referred to the electorate by the Council or the Magistrate and, when so referred, shall be decided by majority vote of the electorate voting unless otherwise prescribed by law.

Section 5. Elections for municipal office shall be held prior to the expiration of the term of office and shall be decided by plurality vote.

Section 6. In the event of a tie vote of the electorate on a question or in an election, the matter shall be decided by majority vote of the Council.

ARTICLE V

Ordinances

Section 1. Municipal ordinances shall be enacted, amended, or repealed by majority vote of the Council and such enactments shall become law upon the written approval of the District Administrator, or his representative appointed for that purpose.

Section 2. Should a proposed ordinance be disapproved by the District Administrator or his representative, the District Administrator shall promptly state in writing to the Council his reasons for such disapproval. Should disapproval be based upon reasons of substance, the Council may, by unanimous vote, resubmit the proposed ordinance through the District Administrator for the High Commissioner's approval, in which case the decision of the High Commissioner shall be final.

Section 3. An ordinance shall become effective upon being approved in writing by the District Administrator, or by the High Commissioner as provided in section 2 of this article, and when promulgated as prescribed by law or at such later date as may be provided in the ordinance.

Section 4. An ordinance may be enacted to meet an emergency affecting the welfare of the municipality by unanimous vote of the Council and approval of the Magistrate, in which

case it shall become effective when promulgated as prescribed by law and shall remain in effect until repealed by order of the District Administrator or his accredited representative; or as otherwise provided herein. An ordinance enacted in accordance with this section shall contain the word "emergency" or its equivalent in the title.

ARTICLE VI

Taxation

Section 1

(a) Municipal taxes shall be levied by ordinance.

(b) Municipality taxes may be levied on property or persons only in accordance with the laws of the Trust Territory of the Pacific Islands.

Section 2. Unexpended revenues shall not be accumulated from year to year except for funds placed and held in a separate account for a specified purpose. Such accounts shall be authorized by ordinance and their balances reported annually as a part of the budget. Except for funds held in separate account as authorized by this section, carry-over funds shall be applied to the budget for the following year.

ARTICLE VII

Budgets and the collection, disbursement and care of funds

Section 1

(a) An annual budget shall be enacted as an ordinance.

(b) The budget may be amended only by ordinance.

Section 2. The budget ordinance shall be prepared in advance for a calendar year, or fiscal year extending from the first of July through the following thirtieth day of June, as may be determined by the District Administrator and shall be presented for the approval of the District Administrator annually thirty days prior to the first day of the budget year.

Section 3. Municipal revenues shall be collected and accounted for by the treasurer, who shall maintain a record of all revenues collected and a record of all revenues due but unpaid. In the event there is no treasurer the Magistrate shall discharge these duties.

Section 4. Municipal records shall be made available to the District Administrator or those acting under his express authority for audit upon demand.

Section 5. Disbursement of municipal funds may be made only as provided by the annual budget.

ARTICLE VIII

No act of municipal government in conflict with District laws or the Code of the Trust Territory of the Pacific Islands shall acquire the force or effect of law.

ARTICLE IX

Amendment of Charter

Section 1. This Charter may be amended by ordinance and upon the written approval of the High Commissioner or by the High Commissioner on his own initiative.

Given under my hand and seal this 28th day of January 1959.

For the High Commissioner:
(Signed) J. C. PUTNAM
Acting High Commissioner of
the Trust Territory of the
Pacific Islands

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

Note. Under rule 84, paragraph 2, of the rules of procedure of the Trusteeship Council, the Visiting Mission decided that the following communications were intended for its own information and were not petitions to be transmitted to the Secretary-General. Comments on the substance of these communications appear in the present report as indicated in the respective footnotes; comments on resolution No. 4 from the Saipan Congress have been included in this annex.

(a) COMMUNICATIONS FROM THE ELEVENTH SAIPAN LEGISLATURE (1959—17th SPECIAL SESSION) TO THE VISITING MISSION¹¹

Resolution No. 1, relative to an expression of appreciation extended to the United Nations and the United States of America for the benefits, assistance and guidance rendered to the people of Saipan

Be it resolved by the Eleventh Saipan Legislature, Trust Territory of the Pacific Islands:

Whereas the people of Saipan fully recognize and deeply appreciate all protection, benevolence and assistance rendered to us by the United Nations and Administering Authority, the United States of America, for the development and progress towards self-government and independence of our people;

Now therefore be it resolved that this resolution do also serve as an expression of deep gratitude and appreciation from all the people of Saipan for the continuous efforts of the United Nations and the Administering Authority of the United States of America in the fulfillment of their humble intention instituted to the people of the Trust Territory of the Pacific Islands; and

Be it further resolved that on behalf of the people of Saipan, the basic objectives of the United Nations, and through the untiring effort of the Administering Authority, we shall continue the work well accomplished in the future development of our good will and the aspirations of our people in appreciation to the effectiveness of such plans and system now truly enjoyed and never to be forgotten.

Attested: (Signed) Olympio T. BORJA
M. T. Sablan Speaker
Legislative Secretary Eleventh Saipan Legislature

Resolution No. 2, relative to a request for the lengthening of scholarship and fellowship programmes, including training on the professional level

Be it resolved by the Eleventh Saipan Legislature, Trust Territory of the Pacific Islands:

Whereas the Trusteeship Agreement encourages the education of the people to the end that they may eventually attain self-government and independence, and

Whereas the people of Saipan, within their ability, are striving toward a future of self-government and independence, and

Whereas education plays a most important part to this end to achieve this objective, and

Whereas the people of Saipan fully recognize, acknowledge and sincerely appreciate scholarships and fellowships provided by the United Nations and the Administering Authority in all fields of education, and

Whereas it appears that some of these scholarships and fellowships are too limited in time to enable the students to become fully trained and qualified in their particular fields,

Now therefore be it resolved that the Eleventh Saipan Legislature does hereby on behalf of the people of Saipan respectfully request and petition the United Nations and the

Administering Authority to extend the tenure of scholarships and fellowships to interested persons in various fields for the necessary length of time to produce well-trained personnel who can return and assist the inhabitants to achieve the basic objectives of the Trusteeship System.

Attested: (Signed) Olympio T. BORJA
M. T. Sablan Speaker
Legislative Secretary Eleventh Saipan Legislature

Resolution No. 3, relative to a request addressed to the Visiting Mission to exercise its good offices in expediting the processing of war damage claims

Be it resolved by the Eleventh Saipan Legislature, Trust Territory of the Pacific Islands:

Whereas during the year of 1944 the island of Saipan was invaded by the armed forces of the United States, and

Whereas during the hostilities the personal property, personal injuries, death, trees, crops and buildings belonging to the Saipanese were almost totally destroyed, and

Whereas claims have been submitted by individual Saipanese against the Japanese Government for the above described damages, and

Whereas these claims were submitted by the Naval Administrator to higher authority in January 1957, and

Whereas none of the subject claims have been paid,

Now therefore be it resolved that the Eleventh Saipan Legislature does hereby on behalf of the people of Saipan respectfully request and petition the United Nations Visiting Mission to exercise their good offices in expediting the processing of the foregoing claims.

Attested: (Signed) Olympio T. BORJA
M. T. Sablan Speaker
Legislative Secretary Eleventh Saipan Legislature

Resolution No. 4, relative to the possible intercession of the Visiting Mission in the consideration of the transfer of any dispensable tariff collected by the Administering Authority

Be it resolved by the Eleventh Saipan Legislature, Trust Territory of the Pacific Islands:

Whereas cost of operation of the municipal governments are continuously increasing resulting in yearly deficits in municipal administrations, and

Whereas substantial revenues are being paid into the District revenue accounts in the form of internal revenue, copra and trochus taxes, and scrap royalties, and

Whereas a transfer of all such revenues derived from such taxes and royalties would enable the municipal governments to increase their services to the people and prevent municipal deficits,

Now therefore be it resolved that the attention of the Chairman and members of the United Nations Visiting Mission and the Administering Authority is invited to consider the transfer of such funds from the district revenue to municipal treasuries.

Attested: (Signed) Olympio T. BORJA
M. T. Sablan Speaker
Legislative Secretary Eleventh Saipan Legislature

¹¹ The five undated communications were presented to the Mission during its meeting with the Saipan Congress on 20 February 1959.

Comments of the local authority

Taxes imposed by section 1145, Code of the Trust Territory—Pacific Islands, are paid into the District Revenue Fund. Other moneys deposited in the District Revenue Fund are:

- (a) Fines collected by the Saipan District Court;
- (b) The nominal hospital fees paid by Saipanese (the hospital is financed completely by Navy-appropriated money);
- (c) Money collected from the municipality for utilities (water and electricity) furnished to the Saipanese by the Navy (the production and distribution of water and electric power are financed from Navy-appropriated funds);
- (d) Royalties from the salvage of scrap metal in the District.

To date the District Revenue Budget is prepared by the Naval Administrator and approved by the Chief of Naval Operations. The Naval Administrator is accountable to the Chief of Naval Operations for expenditures from District Revenue in just the same manner as for United States-appropriated moneys.

Expenditures from District Revenue are:

- (a) Salaries for the Insular Constabulary and the Fire Department;
- (b) Uniforms and other personal equipment for the Insular Constabulary and firemen (does not include vehicles and other major items which are furnished from United States-appropriated money);
- (c) Operation and maintenance of the prison (food, clothing, etc.);
- (d) A bi-weekly stipend of \$7.50 to each student from other islands of the District attending the Intermediate School on Saipan;
- (e) Scholarships for medical students attending school in Suva;
- (f) Procurement of seeds, fertilizers, insecticides used at the Agricultural Experimental Station;
- (g) Procurement of parasites and insecticides to control specific insects and/or disease harmful to agricultural crops;
- (h) Special projects approved by the Chief of Naval Operations for the direct and specific benefit of the Saipanese people and the economy of the District, i.e. the slaughterhouse.

The average annual expenditure equals the average annual income from all sources except scrap royalties. Scrap royalties have over the past five (5) years brought in approximately \$177,000, but this is no longer a source of income and therefore cannot be figured in future plans.

You will note that items for the direct benefit of the Saipanese, such as water, electricity, medical care (including hospitalization) and the Saipan Intermediate School, are supported not by municipal or District funds but by United States Navy-appropriated moneys. There are other items supported by United States Navy money that are properly chargeable to local sources at such time as the income will support. For example, the salaries of the Superintendent of Elementary Schools, the District Judge, the Clerk of Courts and his assistant, and all expenses incident to the operation of the Court and the salary of personnel in the Saipan Immigration Office.

An additional factor not yet mentioned is that a chartered District government is not yet in being in this District. An advisory body has been appointed with the assigned task of doing the work incident to establishing such a government. At such time as a District government is established, that government will be charged with the preparation of the District budget with such controls and supervision as is considered necessary and appropriate.

I think this petition was prompted by the following combination of factors:

- (a) The municipality does need more money to support the expanding elementary schools and other services;

(b) The individual Saipanese is learning more and more about the over-all administration of the government of the District as a result of work to establish a full-scale District government, but he does not fully understand the situation as yet;

(c) There is not yet a full understanding of the division of responsibility between the municipality, the District and the Administering Authority;

(d) There is an apparent feeling on the part of some municipal authorities that some of their powers and/or income will be usurped by a District government.

Resolution No. 5, relative to a request for the aid of the Visiting Mission in order to make possible an increase in the wage-scale for the Saipan District

Be it resolved by the Eleventh Saipan Legislature, Trust Territory of the Pacific Islands:

Whereas the Saipan District within the framework of the Trust Territory of the Pacific Islands has considerable unbalanced of the people culture, and economic, and

Whereas the economic system of the Saipan District is based primarily upon employment with limited scale of wages concurrently observed together with that which is promulgated and in effect with the other Trust Territory Island in the Pacific, and

Whereas that the stability and economy of the Saipan District lack the elements of the principal productions, such as copra, cocoa etc. like most extensively possible on other islands of the Trust Territory of the Pacific, and

Whereas with the existent of the economic pressure sustained upon the basic tendency of the people of the Saipan District, who are entirely dependent on payrolls, plus the high cost of the import commodities, and high cost of living,

Now therefore be it resolved that the Eleventh Saipan Legislature does hereby on behalf of the people of Saipan respectfully request and petition the United Nations and the Administering Authority to reconsider the possibilities of the increase of local wages at least 25 per cent to balance with the existent pressure of the unavoidable deficits derived from such nature, in order to meet at least halfway of our duties and just obligations.

Attested:
M. T. Sablan
Legislative Secretary

(Signed) Olympio T. BORJA
Speaker
Eleventh Saipan Legislature

(b) COMMUNICATION DATED 26 FEBRUARY 1959 FROM THE PRESIDENT OF THE STUDENT BODY OF THE PACIFIC ISLANDS CENTRAL SCHOOL TO THE VISITING MISSION

We the students of the Pacific Islands Central School have faced some problems which we request for your consideration and attention.

We also request for some other things which we think that they are worthwhile and we feel that they would be included in your consideration.

Our problems are followed:

1. We ask that the UN Visiting Mission would consider the fact that the PICS Budget is not appropriate to meet the needs of the students.

2. We ask you to consider the possibility of extending the two-year course of study, which has been given to Micronesian students to study outside the Trust Territory, to a four-year course of study so that a Micronesian who has the intellectual abilities to complete a four-year course of study would be able to get a "bachelor degree".

3. We ask you to consider the fact that there are very few Micronesian students going outside of the Trust Territory for schooling because (we feel) that the scholarships granted to us are very few.

(Signed) Hans WILIANDER
President of Student Body

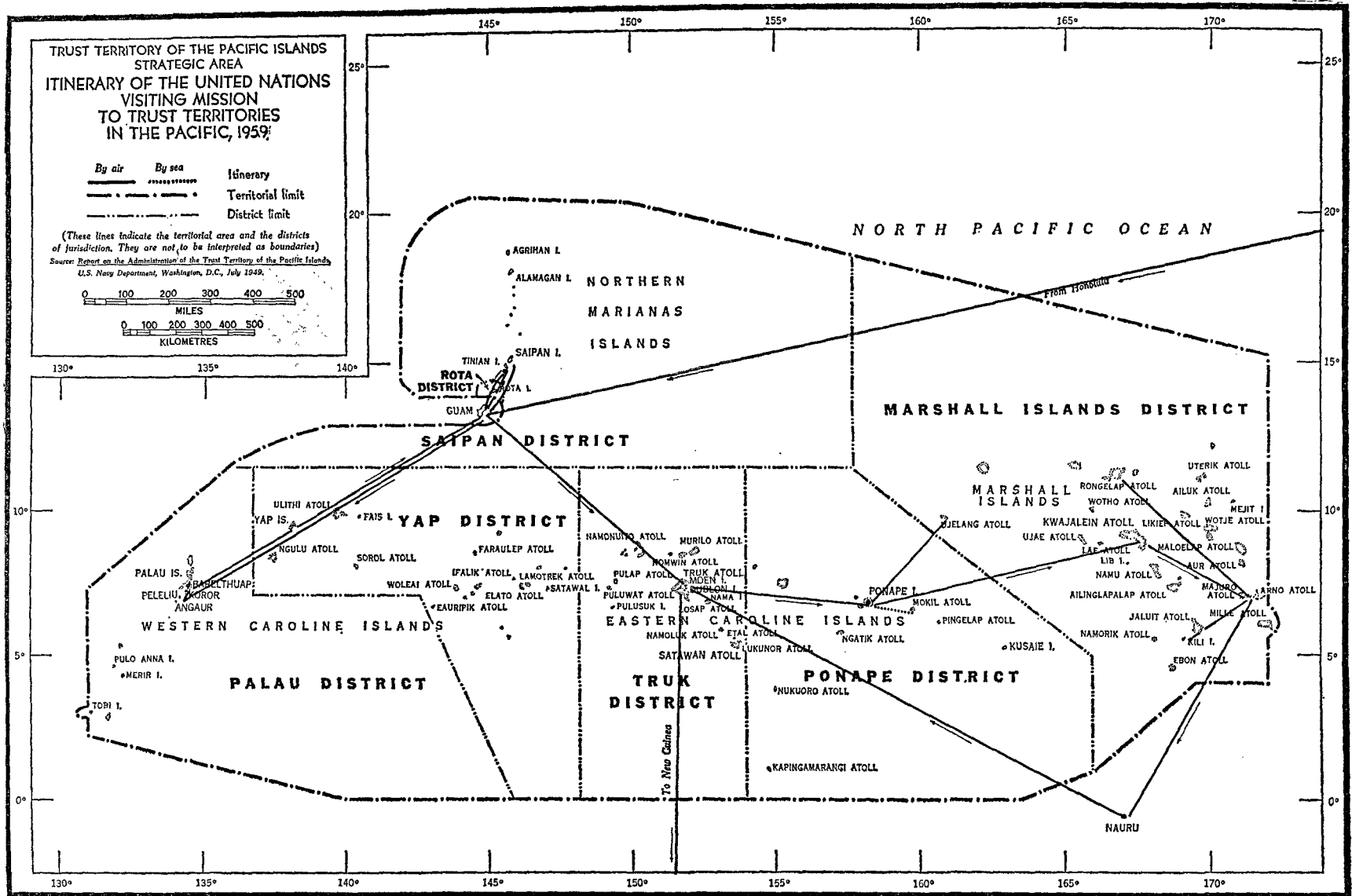
ANNEX V

Itinerary of the Mission

<i>Date</i>	<i>Place</i>	<i>Remarks</i>	<i>Distance covered (in statute miles)</i>
6 February	Honolulu	Arrived from New York.	5,595
7 February	Honolulu	Courtesy call on the Commander-in-Chief of the United States Pacific Fleet. Visit to the Bernice P. Bishop Museum.	
8 February	Honolulu	Meeting with the Advisory Committee on the Hawaii Training Programme for Micronesian Students. Meeting with forty-one Micronesian students attending the University of Hawaii and other educational institutions in Hawaii under United Nations Technical Assistance fellowships and scholarships granted by the Trust Territory Government and private organizations.	
9 February	Honolulu	Departed by air for Guam. Crossed international date-line.	3,795
10 February	Guam	Arrived by air.	
11 February	Guam	Meeting with the High Commissioner of the Trust Territory. Meeting with the Commander, Naval Forces, Marianas.	
12 February	Guam	Meeting with the High Commissioner of the Trust Territory.	
13 February	Koror (Palau)	Arrived by air from Guam. Meeting with District Administrator and his staff. Visited Koror intermediate and elementary schools, Palau Agricultural station, hospital and the Trust Territory School of Nursing. Attended session of the District Court and the Trial Division of the High Court of the Territory.	823
14 February	Koror	Visited the new subsistence fisheries installations, Palau Museum, municipal office, Ngarask Women's Market, Western Carolines Trading Company and the sawmill. Meeting with members of the Palau Council, the Palau Congress, magistrates and other officials from the Palau District. Meeting with a number of people from Palau. Attended traditional dances performed on the occasion of the dedication of a new men's house of Ngerkesoal hamlet near Koror.	
15 February	Koror	Free.	
16 February	Peleliu	Arrived by boat from Koror. Visited municipal dispensary with public elementary school and a new coco-nut plantation on Ngedebus Island. Attended public meeting at Peleliu.	27
	Koror	Returned by boat. Attended farewell feast given by the people of Palau in honour of the Visiting Mission and viewed films showing the United Nations Day celebration in 1958.	27
17 February	Yap	Arrived by air from Koror. Visited intermediate school and attended public meeting during which the Chairman of the Visiting Mission presented on behalf of the High Commissioner of the Territory the charter of the Yap Congress to its President.	303
18 February	Yap	Visited the agricultural station, Grant-in-aid elementary school projects and the villages of Giliman and Kamifay. Visited the mission school, hospital and the offices of the Yap Trading Company. Attended feast given by the people of Yap in honour of the Visiting Mission.	
19 February	Guam	Arrived by air from Yap.	523
20 February	Saipan	Arrived by air from Guam. Visited public elementary and intermediate schools, the Catholic Mission school, Civic Centre, Saipan slaughter-house, bakery, Guerres farm and farmers' market. Meeting with Saipan Congress, local officials and people of Saipan.	132
	Guam	Returned by air from Saipan.	132
21 February	Tinian	Arrived by air from Guam. Toured Tinian. Meeting with the Tinian Congress and people of Tinian.	121
	Rota	Arrived by air from Tinian. Toured Rota. Meeting with local officials and people of Rota.	66
	Guam	Returned by air from Rota.	55
22 February	Guam	Private meeting of the Mission.	
23 February	Truk	Arrived by air at Moen Island from Guam. Visited Truk Trading Company store and warehouses, Truk Co-operative, Nama Trading Company and agriculture station.	637
24 February	Dublon Island	Arrived by boat from Moen Island. Public meeting and presentation of charter to the Dublon Municipality by the Chairman of the Visiting Mission on behalf of the High Commissioner of the Trust Territory.	8
	Fefan Island	Arrived by boat from Dublon Island. Inspected Onogoch Village health project. Public meeting.	3
	Moen Island	Returned by boat from Fefan Island.	6
25 February	Tol Island	Arrived by boat from Moen Island. Meeting with Tol community at Tol community building. Visited Protestant Mission school.	21
	Moen Island	Returned by boat from Tol Island.	21

<i>Date</i>	<i>Place</i>	<i>Remarks</i>	<i>Distance covered (in statute miles)</i>
26 February	Moen Island	Visited Pacific Islands Central School, intermediate and elementary schools, and Truk District hospital. Public meeting at Moen Community House. Meeting with Pacific Islands Central School students.	
27 February	Ponape	Arrived by air from Truk. Meeting with District Administrator and his staff. Visited hospital, Ponape Co-operative store, new site of Pacific Islands Central School, and intermediate and elementary schools.	439
28 February	Madolenihmw	Departed by motor boat for Madolenihmw. Visited Temwen dispensary and elementary school. Meeting with local officials and council.	45
	Ponape	Returned by motor launch to Ponape. Meeting with members of the Ponape District Congress and with members of the judiciary.	45
1 March	Ponape	Free.	
2 March	Ponape	Visited Catholic Mission school; Kolonia electric power plant; agricultural station and constabulary station. Meeting with public officials and people of Kolonia town.	
3 March	Ujelang	Arrived by air from Ponape. Attended public meeting.	269
	Ponape	Returned by air from Ujelang.	269
4 March	Mokil	Arrived by motor vessel <i>Kaselehlia</i> from Ponape. Visited public school and Mokil village. Attended public meeting.	110
5 March	Ponape	Returned by motor vessel <i>Kaselehlia</i> from Mokil.	110
	Majuro	Arrived by air from Ponape via Kwajalein.	999
6 March	Majuro	Visited public elementary and intermediate schools; Catholic and Protestant Mission schools and hospital. Meeting with the Director of Public Health of the Trust Territory. Attended public meeting.	
7 March	Imrodj, Jaluit	Arrived by air from Majuro. Attended public meeting. Visit typhoon-devastated areas.	145
	Majuro via Kili	Returned by air from Jaluit. Attended Marshallese Community dinner given by the Marshallese people in honour of the Mission.	223
8 March	Majuro	Private meeting of the Mission.	
9 March	Rongelap	Arrived by air from Majuro. Attended public meeting. Meeting with members of medical and scientific research group of the United States Atomic Energy Commission. Visited Rongelap village.	420
	Majuro	Returned by air from Rongelap.	420
10 March	Nauru	Arrived by air from Majuro	606
10-14 March	Nauru		
14 March	Truk	Arrived by air from Nauru.	1,183
15 March	Truk	Meeting with the High Commissioner of the Trust Territory. Private meeting of the Mission.	
16 March	Truk	Departed by air for Momote, New Guinea.	720
16 March- 22 April	New Guinea and Australia		5,626
25 April	New York	Arrived by air from Sydney.	10,114
		TOTAL	34,038

ANNEX VI



RESOLUTION 1952 (XXIV) ADOPTED BY THE TRUSTEESHIP COUNCIL ON 28 JULY 1959

REPORTS OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORIES OF NAURU, NEW GUINEA AND THE PACIFIC ISLANDS, 1959

The Trusteeship Council,

Having examined, at its twenty-fourth session, the reports of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands,¹²

Having also examined the written observations submitted by the Government of Australia concerning the report on Nauru¹³ and the oral observations made by the representatives of Australia and the United States of America concerning the reports on New Guinea and the Pacific Islands, respectively,

1. *Takes note* of the reports of the Visiting Mission and of the observations of the Administering Authorities thereon;

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

3. *Draws attention* to the fact that, at its 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;

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

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

6. *Decides*, in accordance with rule 99 of its rules of procedure, that the reports of the Visiting Mission, together with the written observations submitted by the Government of Australia and the text of the present resolution, shall be printed.

¹² *Official Records of the Trusteeship Council, Twenty-fourth Session, Supplement No. 4*, document T/1448 and Add.1; *ibid.*, *Supplement No. 5*, document T/1451; *ibid.*, *Supplement No. 3*, document T/1447.

¹³ *Ibid.*, *Supplement No. 4*, document T/1460.

