



TRUSTEESHIP COUNCIL

Twelfth Session

OFFICIAL RECORDS

Thursday, 25 June 1953,
at 2 P.M.

NEW YORK

CONTENTS

Page

Examination of the annual report on the administration of the Trust Territory of the Pacific Islands for the year ended 30 June 1952 and of the report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, on that Territory (T/1047, T/1055, T/1062 and Add.1) (continued)	
Questions concerning the Trust Territory and replies of the special representative (continued)	109
General debate	123

President: Mr. Leslie Knox MUNRO (New Zealand).

Presents:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, Dominican Republic, El Salvador, France, New Zealand, Syria, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representative of the following State non-member of the Trusteeship Council: Italy.

The representative of the following specialized agency: United Nations Educational, Scientific and Cultural Organization.

Examination of the annual report on the administration of the Trust Territory of the Pacific Islands for the year ended 30 June 1952 and of the report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, on that Territory (T/1047, T/1055, T/1062 and Add.1) (continued)

[Agenda items 4 (b) and 7]

At the invitation of the President, Mr. Midkiff, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, took his place at the Council table.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE (continued)

1. Mr. ZONOV (Union of Soviet Socialist Republics): I should like to ask a question which I believe is not dealt with in the Administering Authority's report,¹ although it is referred to in paragraph 139 of the Visiting Mission's report [T/1055]. It concerns the population of Bikini, which was moved from there and resettled on another island in the same group, Kili Island. In paragraph 140 of its report, the Visiting Mission states that the Administering Authority has taken steps to ensure the satisfactory settlement of the Bikini population; nevertheless, there are still some complaints by the island's inhabitants which have not yet been settled and the Administration is studying

¹ See Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1951, to June 30, 1952, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations, United States Department of the Interior, Washington, D.C., 1953.

plans for the satisfaction of their demands. The Visiting Mission's report states that those plans "were not available to the Mission at that time". I should like to be informed how matters stand with regard to satisfying the requests and demands of the Bikini population which was resettled by the Administering Authority.

2. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): Before the people from Bikini were settled on Kili, a careful study of Kili was made to determine whether or not it would be satisfactory. Navy representatives took some of the elders of the Bikini people to Kili in order that those elders might see it for themselves. Formerly, Kili was used by the Germans as a coconut plantation. No one lived on it regularly. From time to time, the coconut workers would come to harvest the copra, and so forth. The people of Bikini thought that Kili would be satisfactory, since it was a good coconut island, had breadfruit trees, and so forth, and particularly since it was to be made possible for the Bikini people to sail across into the Jaluit lagoon and establish on two small unoccupied islands headquarters for their fishing enterprises.

3. Since the occupation of Kili, however, the people who formerly lived on Bikini have found that it is difficult to traverse the thirty miles of open ocean between Kili, which has no lagoon, and the Jaluit atoll. They therefore now wish to be transferred to an atoll island. We are trying to find a suitable atoll island. We hope to arrange for the co-operation of the Pacific Science Board in a study of an atoll which we have in mind for the Bikini people. It must be ascertained whether it would pay to transfer these people from Kili to the other island. The transfer would not be a small undertaking. The Navy went to great expense to construct buildings and make the transfer to Kili.

4. Mr. ZONOV (Union of Soviet Socialist Republics): My question concerns the tax situation in the Trust Territory. It is stated in the Administering Authority's report that various types of taxes are levied which may be divided into two groups, one collected by the Administering Authority, the other by the municipalities. More particularly, it is indicated that the municipalities levy a head tax of 2 dollars from each male resident between the ages of 18 and 60 years. I am interested to know whether the Administering Authority intends to introduce a suitable unified system of taxes, since it would seem from the Administering Authority's report that these taxes are extremely diverse and the existence of a head tax is, in my opinion, somewhat abnormal. Does the Administering Authority intend to recommend that the municipalities should change this system of taxes or does it perhaps propose to introduce some single tax for the whole Territory? I should like to know what the Administering Authority has in mind with regard to introducing a new tax system or improving the existing one.

5. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The situation could perhaps be better understood if I explained that there is a large number of very small islands in the

Territory. About 20 per cent of the islands have less than 200 persons on them. Generally, only the larger islands near the five district centres have at present what might be called a money economy. Most of the income is from the copra offered to the Island Trading Company, which establishes credits. The whole family— young and old, women and children— works together to produce the copra. There is not an individual money transaction. That has always been the practice on the islands, and some time will be needed to change it. Also, it has always been the custom for the members of the family, extended family or community to contribute their labour and to work together in community undertakings, such as improving a road, building a boat, building a church, and so forth. The people understand how to undertake what might be called government activities, such as constructing a road or a wharf or erecting a school building, hospital or dispensary. They get together, co-operatively, and supply a certain number of days of work until the project is completed.

6. That, I think, somewhat explains why the tax which we describe as a head tax now exists in the Trust Territory. It is more or less a customary tax used by the leaders of the various small communities to ensure that their public buildings will be erected and their public improvements completed.

7. Among the Micronesians generally, there is still not a wide variation in individual income or in distribution of wealth. These people live in a very friendly fashion, as a family, and they have not felt the need or the justification—as have we who live in countries with a money economy—for a graduated, individual income tax.

8. Mr. ZONOV (Union of Soviet Socialist Republics): I have a question to raise concerning prices. On page 74 of the Administering Authority's report prices are given for various items of food and other consumer goods. The report states that these goods are sold by the Island Trading Company. I should like to know how these prices are established. Does the Island Trading Company fix them arbitrarily, is there any regulation by the Administering Authority, or are the prices established at the market on the basis of the usual free competition? I should like some clarification of this point.

9. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The Council, I believe, is aware that the Island Trading Company does not operate for profit to anyone except the Micronesians themselves. The company employs brokers in the United States and Japan and, through them, obtains prices for the different commercial goods, food, etc., that the Micronesians desire. It buys at the lowest available price, and then places a mark-up on the different commodities to cover what the costs are estimated to be and also to cover a reasonable amount for overhead. The prices are then fixed, based on the prices that have to be paid for the goods to the broker at the point of origin plus the freight, handling, insurance and other overhead costs and what might be called a very small profit for the Island Trading Company; it is really a matter of setting aside an amount to offset any possible losses which there might be. The profit made by the Island Trading Company is regarded as money belonging to Micronesians, to be distributed in due course among them; it is they who are to receive the benefit of any savings that can be accounted for.

10. Mr. ZONOV (Union of Soviet Socialist Republics): There is another question I should like to ask concerning the Island Trading Company. The special representative indicated that the very small profits realized by the company do not in fact belong to it. I cannot indicate the exact page at the moment, but if my memory serves, it was stated in that section of the report concerning the cessation of the company's operations at the end of 1953 that all its funds should be paid into the United States Treasury. I may be mistaken on this point, but I should like the special representative to clarify it. Inasmuch as the company receives no profits at all, or very small profits which do not belong to it, how can these two facts be reconciled?

11. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I think that is a very good point, and I shall endeavour to make some clarification. The High Commissioner regards all of these funds, apart from the \$1,801,000, as the property of the Micronesians. It is true that in the rather hastily drawn Appropriations Bill of 1953, the House of Representatives directed that all funds remaining after the debts of the Island Trading Company had been paid should revert to the Federal Treasury. During the present session of Congress, we are attempting to straighten that out and to establish the fact that, except for that \$1,801,000 which was advanced by the Navy on behalf of the Federal Government to start the Island Trading Company, all remaining funds, after debts have been paid and accounts settled, will be for distribution among the Micronesians. The matter is not yet entirely settled, but I believe that the life of the Island Trading Company is going to be extended for another year or more, and in that time I believe we shall have no difficulty in working out the problem suggested by this question.

12. Mr. ZONOV (Union of Soviet Socialist Republics): This question relates, on the one hand, to the prevailing prices of essential commodities, which I have already mentioned in reference to the table on page 74, and, on the other hand, to salaries. On page 60 of the Administering Authority's report, it is stated that certain categories of Micronesian teachers receive a salary of \$90 a year, or \$7.50 a month. It is therefore natural for me to ask about the relationship between the prices of essential commodities and salaries. A comparison between the prevailing prices (for example, a pound of rice costs 15 cents, a pound of sugar 14 cents) and a teacher's salary of \$7.50 a month reveals a considerable disparity between salaries and the prevailing prices of essential commodities in the Territory. I would therefore ask the special representative to explain how prices of essential commodities and salaries, which give rise to many questions and misunderstandings, are co-related and to account for the disparity between them.

13. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): If the people of Micronesia were entirely on a money economy, this would be a serious situation. However, in the preparation of copra for sale—which is the chief cash crop— everyone participates. The teachers work a part of the day at teaching; other people may work a part of the day at fishing; others, a part of the day at planting taro or harvesting bananas, etc.; but all, young and old, participate in the preparation of the copra, and the majority of the people do not receive the salaries that are paid to the teachers. Nevertheless, the copra

sales establish credits, and against the credits thus established the people draw their trade goods, including food. The trade goods are made available to all the people of the community. They share rice, in places where they depend on rice — in most places they do not depend on rice; it is only where coconuts and taro are too scarce. But where they have to depend upon these trade goods, a fair distribution is made and the people, in accordance with their traditions, see that all have what they need.

14. Mr. ZONOV (Union of Soviet Socialist Republics): I have no more questions on this section of the report. I should like to thank the President.

15. Mr. PETHERBRIDGE (Australia): I have just two questions on this section which I should like to ask. I had intended to inquire of the special representative as to whether the possibility of establishing a special agricultural department had been considered, a point that was raised in the Visiting Mission's report. However, I note from the statement made by the special representative yesterday [467th meeting] that a field agricultural division is being created in the economic programme of the Territory. Would the special representative please clarify this phrase for me? Does he mean, for example, that the field agricultural division will be a new division within the Department of Economic Affairs, and, if so, could I be told what other divisions this Department has?

16. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): At the present time, we have a general Department of Economic Affairs but only one special division, and that is agriculture. We are devoting attention to the study of how to develop a fishing industry, and the handicraft industry is being worked with all the time. Various things are being considered in the economic development field. However, with regard to agriculture, we are really of the belief that the possibilities justify a definite division. We have it quite well staffed and we are devoting considerable sums to the programmes set out by our experts in the field.

17. Mr. PETHERBRIDGE (Australia): My second question is a more general one and I should like a rather general answer to it. I should like to ask the special representative if he could give me some further details about the Administration's plans for increasing the shipping fleet. In this connexion, I should like some particulars both on the facilities that will be available for field trips and training services within the Territory and the shipping available to take products to foreign markets.

18. With respect to foreign trade, I have noted a comment in paragraph 124 of the Visiting Mission's report that the Administration hopes that commercial ocean-going steamers may be induced to make regular calls at a centre within the Territory. In the annual report also it is stated that there would be incentives for increased exports of copra if shipping were more regular. Could the special representative tell us how frequently commercial vessels call at the Territory, whether they make deliberate calls there or whether the trade relies on ships passing through the region en route to other parts of the world?

19. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): We have just recently acquired a second vessel of the AK type, a 4,800-ton ship which is going to be of great benefit in carrying on interdistrict travel and trade. These ships

also carry the collected copra and other products to the market and bring back the trade goods and leave them at the different districts.

20. In addition to the two interdistrict, and we might say intercoastal, ships that we now have, we are switching the AKL's, the small freighters that we have been using in the past, over to auxiliary schooners, and we expect to have six of those in operation to serve the various districts.

21. The transportation system therefore consists of these two larger ships which supply the districts and the six smaller types, the auxiliary schooners. In addition, we are assisting the Micronesians themselves to construct and own ships, and we pay them a premium for the copra which they bring in on these ships. Thus they are able to use the small schooners — about forty to fifty feet — that they are building to go to some of the islands in certain districts, and they make money in this way. These schooners supplement the ships owned and operated by the Administration of the Trust Territory.

22. With respect to the second portion of the question, we have no regular service of merchant vessels apart from the ones that we own that I have described. This is true throughout the Territory. We are able to carry on this activity and it is all done for the benefit of the Micronesian people. We hope that we may be able in our administration to set the whole thing up so that we shall always have a system that will benefit the Micronesian people and that will, as much as possible, be carried out by them in due time. So far, we have found no need to ask outside ships to come in. Merchant liners take loads of trade goods to Guam. We pick them up there in our larger ships and carry them to the district centres.

23. Mr. PETHERBRIDGE (Australia): I have just one question that arises out of this. I was wondering if it were possible to co-ordinate this shipping more. Would it then perhaps be possible to reduce costs, mine the bauxite which is there and perhaps build up the fishing industry?

24. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): We are not mining bauxite at the present time; we are mining phosphates on Angaur. That, however, is being carried on by a Japanese firm under a contract arranged some time ago with the Supreme Commander for the Allied Powers. They supply their own ships for this purpose. Bauxite is a separate problem that we are studying at the present time. We are approaching it with very great caution because of the low grade of the ore and the threat of losing the soil into the sea if the bauxite, which requires strip-mining processes, is mined. Therefore, we have not found it yet necessary to use any kind of ships for bauxite.

25. As to fishing, that is a possibility to which we are alert. The Japanese carried on this industry chiefly with Okinawan labour before the war. The Japanese are still taking fish from these areas and they still use the same system that they used before the war. Under that system the large 10,000-ton mother ships come out. Operating from the mother ships, numbers of smaller craft go out and run their drag lines. Then they bring the catch back to the mother ship where it is refrigerated and held until it is necessary to take it to market, either in Japan or even in Honolulu. The conditions of labour and wages are such that attempts which we ourselves made to compete with them were thwarted. The

Micronesians were not willing to go through the regular work rhythms for the small compensation that the Okinawans were receiving, and we were unable to place fish on the market and compete with that source of supply.

26. We have other ideas which may be used in connexion with developing the fishing industry. I assume that if we really go into this thing seriously, we shall have to do it in a way that will be competitive with the Japanese set-up, that is, to secure a mother ship and smaller craft, and attempt to secure the co-operation of the Micronesians in performing this arduous labour, which so far they have not taken to performing very well. It presents a great many problems.

27. Mr. RIFAI (Syria): I have one question which is in a sense a clarification rather than a question. There has recently been a tendency — I do not know whether it is recent but it existed a long time ago — among the people of Micronesia to depend more on imported goods than on goods which are produced in the Territory itself, namely, foodstuff. This tendency, which has been gaining momentum recently, was considered by the Visiting Mission as a rather unhealthy trend. In the annual report submitted by the Administering Authority, the last sentence of the third paragraph appearing on page 25 seems to differ from our own conclusions. The sentence reads as follows: "Rejection of local products for imported items places emphasis upon production for export and dependence upon world markets." Are we to infer from that sentence that the Administering Authority is really going to encourage exports in the future in order to import goods and thus sustain the Territory economically, or are they going to follow a different policy, namely, a policy of encouraging the production of goods which may develop the Territory along the lines of self-sufficiency in terms of foodstuff?

28. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I would say that it is our intention to use every possible means to increase local production, including the production of food. Of course there is a difficulty in the Palaus where coconuts are non-existent at the present time. I hope that is a temporary situation. We hope to increase copra production for export and for food, and to increase taro production and breadfruit production by selectivity, as well as the production of other food crops, including livestock.

29. The taste of the Micronesians was slanted during the Japanese occupation toward a number of imported foods, such as rice, sugar and other packaged goods. I would only say that if they desire those things and are able to pay for them, we would make no definite effort to stop their securing a variety of foods, even including imported foods. But we are striving, through the schools, to stress the value of the local foods from the dietary standpoint and to improve the seasoning of local foods which, for the most part, are quite bland. It is possibly due to the bland quality and lack of variety and flavour of the local foods that the Micronesians have developed a desire and a taste for the imported canned foods. We are therefore trying to combat that in constructive ways and I would say that every effort will be made to increase local food production and decrease the dependence upon imported foods, and at the same time, also to increase the production of cash crops for export, with which they may purchase

things that we hope will be of more lasting value than just food, which they can grow largely themselves.

30. Mr. KHOMAN (Thailand): I should like to come back, if I may, to the question of the Island Trading Company, because in the view of my delegation this company plays a very important role in the commercial field and also in the credit field. The special representative said that the company is due to be terminated on 31 December 1953 but that he hoped its activities might be extended for another year; at the end of that period, if it is replaced, he would like to see the Micronesians replace the Island Trading Company. May I ask whether, in such a case, the Administration might contemplate giving some financial assistance to the Micronesian firms which might take the place of the Island Trading Company?

31. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): That is one of the very reasons why we have been laying up a reserve in the Island Trading Company and why we are maintaining that reserve as the property of the Micronesians. We are aware of the fact that it would be advisable — and we now find it to be necessary — to terminate the services of the Island Trading Company as it is now constituted at such time as we can have it operated by the Micronesians themselves. We should like to see it continued until that time. It is for the purpose of providing working capital that we have been laying aside a reserve, and we hope, by careful guidance, counsel and supervision, to launch Micronesian organizations into the operation of the Island Trading Company and provide them with the necessities of the operation, including capital and guidance.

32. Mr. KHOMAN (Thailand): My second question refers to mining. On page 33 of the report of the Administering Authority, it is stated that on 25 April 1952 a new contract was negotiated between the High Commissioner and the Phosphate Mining Company. I wonder whether I may ask for how long this contract is valid.

33. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): Two years; but the negotiation under the contract is still in progress. We have had hydrologists and agriculturalists at work to determine the effect of phosphate mining upon the area. In general, phosphate mining has been carried on by the dredge process. This leaves a substantial lake; the phosphate is removed clear down to the solid bed of coral — limestone rock. Water rises through the limestone rock, but is estopped from going on by the phosphate. When the phosphate is removed, even though there is backfilling, which we require — backfilling with limestone — we are not certain that the fresh water lens, which is supposed to be under the entire island of Angaur, is going to be preserved. We have been watching that very carefully with test wells and test plantings. We have not gotten quite far enough with our test plantings to be sure that the removal of additional phosphates will be safe. We have to safeguard the fresh water lens underneath the island so that the people can depend upon agriculture permanently. The removal of the remaining tons of phosphate, while it would be of benefit temporarily, might create permanent damage to the agriculture and the living of the people on the island. We hope that we may safely remove a considerable amount of phosphate — we are not yet certain of the amount, and that is still being investigated — and at the same time retain the fertility of the island. This is a scientific and tactical matter. It is

being experimented with, and we are more or less wasting a little bit of time until we are sure what is going to happen.

34. Mr. KHOMAN (Thailand): I have no further questions to ask, and I should like to thank the special representative for the answers he has given.

35. Mr. S. S. LIU (China): In connexion with the land question, I notice that the Visiting Mission, in paragraph 87 of its report, expresses the belief that "every effort should be made . . . to associate indigenous representatives with the work of the Land and Claims Office and any other bodies dealing with this question". What is the reaction of the special representative to this suggestion of the Visiting Mission?

36. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): We have a number of competently trained attorneys assigned to prosecute the work of restoring the land to proper ownership and settling land claims. The start of their work is the testimony of old-timers. They call in the chiefs and the women — the latter being, in many cases, better informed even than the old men — and secure from them their impressions of the boundaries. They prepare maps, and these are gone over with the local representatives very carefully to establish boundaries and ownership. Thereupon we establish permanent markers and make maps from cadastral surveys. I think that that is the chief use that we are making of the Micronesians at the present time. But, of course, that is the start of the work, and our skilled attorneys have to use that testimony as the basis of the work.

37. Mr. S. S. LIU (China): I have no further questions on this section, and I wish to thank the special representative for his reply.

38. Mr. PERRY (New Zealand): Referring to the possible termination of the operations of the Island Trading Company, would it be correct to assume that at that date the Administration would continue to provide intelligence services on the state of world markets to the indigenous trading companies which will take the place of the Island Trading Company?

39. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I am sure that will be very necessary. The service of skilled and experienced management will be necessary, and it will have to be employed by the local organizations. I think the need for such management is already recognized.

40. I may illustrate it with one or two examples. The Truk Trading Company, which does a considerable amount of business in the Truk district, is a corporation the shares of which are owned by the Micronesians only. The members of the board of directors are leaders in the Truk district. The board of directors meets monthly or at such other times as may be desirable, and they employ a manager at a very substantial salary — a considerably higher salary than we pay any of the personnel on the payroll of the Trust Territory. This man is a very competent manager. Other Micronesian trading companies are following suit and are acquiring experience in how to carry on the collection of copra and the purchase of trade goods and so forth. So far, the Island Trading Company has been the sole marketing agent for copra. It is advantageous to market copra in large quantities. If it is offered in small quantities, the market is not very responsive, the price is much lower, and buyers rather take advantage of the sellers in that case.

41. In direct answer, I should say that we plan to assist in the marketing of the copra and assist the Micronesian organizations in that important activity and also in the wide-scale purchase of trade goods if that is found desirable by them.

42. Mr. PERRY (New Zealand): The special representative has just referred to the Truk Trading Company. I note from the report of the Visiting Mission that in its opinion that company is the only one that appears at present to possess the necessary competence and business enterprise to assume responsibility for the commerce of the district. Would it be fair to assume from what the special representative has just said that he is optimistic that the other indigenous companies can achieve the necessary competence within the time factor that may be allowed?

43. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I heartily agree with the conclusions of the Visiting Mission in that respect. As to whether or not the other corporations will be competent to take over, we are not absolutely certain. We hope that when it is necessary to call upon them to take over, they will be able to do it, and we shall assist them in every possible way. We are quite aware of the dangers and difficulties in the economic operations, and we are aware that they will stub their toes many times and will have losses, but we hope they will learn as rapidly as possible to carry the thing through successfully. We do not wish these activities to be carried on by foreign organizations for the benefit of foreign areas if we can possibly avoid it.

44. Mr. PERRY (New Zealand): I notice on page 30 of the annual report that the Saipan agricultural experimental station has distributed proven varieties of various plants, and subsequent sections of the report give further information on the Administration's agricultural extension services. I should like to know whether the Micronesians recognize fully the advantages of using proven varieties of seeds and plants and adopting scientific methods of animal production.

45. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I feel sure that the answer would have to be in the negative if the adverb is "fully". I am sure that they do not yet fully recognize those advantages. There are many of them who do recognize it, but much experience and education will be necessary to establish in practice good agronomical practices, good animal-husbandry practices and so on. It takes a long time to do that anywhere. As a matter of fact, looking back over many decades, I have seen how slow it was in my own country. We have made great progress in these fields in my own country, but I recall the time when, even in our best agricultural areas, matters of that sort were pooh-poohed and it took quite a long time to convince the old-time farmers that scientific agriculture amounted to anything. It might take some time to convince the rank and file of the Micronesians of the value of these things, but by earnest efforts, with the chiefs and leaders especially, and then in the longer run with the young people in the schools, the establishment of 4-H Clubs and so on, which is new in progress, we hope to accomplish results.

46. Mr. PERRY (New Zealand): My last question relates to the islands of Saipan and Tinian, which were returned to the Navy administration on 1 January last. I must first say that I am not quite clear, from the answers given to questions yesterday, on the measure

of the responsibility of the High Commissioner for these two islands now. I would note that, after the return of these islands to the Navy administration, the Visiting Mission visited them and its report includes comments and recommendations on the state of affairs there. The special representative might wish to clarify this question of responsibility but at this particular point, on the question of economic advancement, I am interested to know what is the effect on the economy of the Territory and the finances of the Administration of the return of these two relatively important islands to the Navy administration.

47. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): As I understand it, the Administering Authority in its agreement with the United Nations is not limited in the designation of its own internal agency to carry out the terms of the Trusteeship Agreement. At first the Administering Authority used the Navy entirely, and then the Department of the Interior was used entirely. Then two islands were taken back, for strategic purposes and under the terms of the Trusteeship Agreement, by the Navy. There is the fullest co-operation and liaison between the Commander in Chief of the Pacific Fleet and the High Commissioner, and the programme established under the Department of the Interior is being carried on as far as the people of Saipan and Tinian are concerned. However, the High Commissioner has no responsibility at the present time on Saipan and Tinian, because these two islands are entirely under Navy administration and surveillance. Assurance is given that the programme of activities in the fields of health, education, economy, welfare and transportation will be carried on as it is already established and in operation. These two islands contain substantial amounts of flat land, and they constitute a very large part of the productive flatlands of the high island group of the Trust Territory. It was a serious loss, from the standpoint of the economy of the High Commissioner's administration, to lose these two highly productive islands. Therefore, our income in reference to total costs will be a lower percentage during the coming year than it would have been had we been able to keep the islands of Saipan and Tinian under the High Commissioner. But, from the standpoint of the Administering Authority, I suppose it will work out about the same and the Navy administration will carry on the programme in such a way that the Trust Territory Government will receive the benefits of the production in Saipan and Tinian.

48. The PRESIDENT: Since there are no further questions on that section of the report, we shall turn now to the section of the report which deals with social advancement.

49. Mr. RYCKMANS (Belgium): It is stated on page 45 of the report that the only restriction on the right to strike in the Territory is the prohibition against striking against the government. It is stated on the following page that a work stoppage developed at Majuro during the year, which was resolved by bringing wages into closer agreement with those paid by the military at Kwajalein. It would seem from what is said in paragraph 133 of the Visiting Mission's report that the work stoppages resulted from demands by indigenous personnel of the Administration for wage increases. Consequently these were strikes against the Administration. Were any penalties inflicted because of the violation of the prohibition?

50. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): There were no penalties and no punishment that I know of. I think I am quite safe in saying that the matter was a misunderstanding and that there was a fair ground for complaint. The whole matter was settled amicably. In a way, it must, I think, be charged as a strike against the government — that is, there was a stoppage of work until an understanding was reached. There was a misunderstanding which it was important to clear up. Although I did not participate in that particular discussion or conversation or settlement, I do not feel that the Administrator of the Trust Territory would have desired to punish anyone. I rather think that we all learned something in negotiating the difficulties that had arisen.

51. Mr. RYCKMANS (Belgium): I see on page 44 of the report, under the heading, "Equal Remuneration", a mention of the principle of equal pay for equal work. Does this principle apply to all employees, regardless of their sex, race, religion or clan? In that case, when an American official is replaced by an indigenous official, which is what the Administration wishes to bring about, does the indigenous official automatically receive the same salary as the American who held the post before him? If that were so, the replacement of Americans by indigenous officials would have serious budgetary consequences.

52. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): That observation is certainly correct. We are working towards a situation ultimately where, as far as possible, the Micronesians may be able to finance their government. We do have to pay United States personnel relatively higher salaries than we ever expect to pay the Micronesian personnel out there. We do that on the basis of their long period of training and their long experience by means of which they are able to do a different type of work with less supervision and also to do a considerable amount of teaching of the Micronesians at the same time; they are therefore entitled to a higher salary. As a matter of fact, it would be impossible for us to operate and to secure the services of trained United States personnel — carefully selected persons — to go out there unless we paid reasonably high salaries. It would be impracticable to pay such salaries to the Micronesians. They could not support such salaries when the Administering Authority's funds are reduced and when the transfer of the government is gradually made to the Micronesians. Thus, we try to be reasonable in these matters and to see that the income of the Micronesian employees is such that it corresponds to the income of other Micronesians in the area, to wit, chiefly the copra producers. Most of the men are copra producers and it is pretty well known what their income is, and we like to have the income of the Micronesian employees at about the same level at least — possibly a little higher than they would make if they were not employed by the government. It is a very delicate matter. So far, it seems to be thoroughly understood and seems to be agreeable to the Micronesian people. There is no attempt to hide anything from them and, so far as I know, there has been no objection to the system that we have to maintain in this particular matter.

53. Mr. RYCKMANS (Belgium): I had not meant to criticize; I think, on the contrary, that this is a very reasonable policy. If I understand correctly, when

an American official is replaced by a Micronesian official, the result is a saving in the budget.

54. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): That is true. It also is of benefit to the Micronesian economy that the Micronesians can take over the work and receive a suitable salary for it, and it is of benefit to the morale of the Micronesians that they may fill, as rapidly as possible, the positions which seem to them to be preferred positions. They want to fill them, and we are trying to train them just as rapidly as possible to fill the positions.

55. Mr. RYCKMANS (Belgium): I wish to draw the special representative's attention to a point I find difficult to understand — the medical personnel trained at Suva. On page 75 of the annual report, in the table entitled "Indigenous Medical Personnel", I do not find the number of students trained at Suva. The table mentions licensed medical practitioners (Trust-Territory trained), assistant medical practitioners (trained prior to 1945), medical interns (Trust-Territory trained). I should like to know whether these medical practitioners, assistant medical practitioners and interns were trained at Suva, because I do not quite understand the table in question. I am not asking the special representative for a specific explanation on this point, but I should like a clearer table in next year's report.

56. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): When the Navy first took over the administration of the Trust Territory, the training of indigenous medical practitioners was carried on at Guam. The Navy set up a school similar to the Suva school right in Guam; they provided a shorter course, and their graduates are the ones who are listed here. When the Department of the Interior took over, that school was discontinued. We felt that it was much more economical and constituted a better system to send these young people to Suva, where the school for indigenous medical practitioners was located. We are now just beginning to get back from Suva some of their graduates. They are excellently trained personnel. I think that in next year's report we can have an additional column that will show the Suva personnel.

57. Mr. RYCKMANS (Belgium): Page 9 of the report states: "There were fifty-six students from the Trust Territory registered at Fiji this past year. Five graduated and returned to their home districts last fall". But they have disappeared. I do not see them on the table on page 75.

58. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I am afraid I am unable to give an explanation of this point. I was under the impression that these students had not returned when the table in question was prepared. The headings in the table — Saipan, Palau, Truk, Ponape, Marshalls and Yap — indicate the present location of the medical personnel. I do not think they refer to the places where the personnel was trained.

59. Mr. RYCKMANS (Belgium): It is really not my intention to conduct an examination of the special representative. This is an example of what I meant when I said that the time spent in questioning special representatives was often wasted. I am merely asking that in the next annual report the tables should be clearer; that is all. I do not understand the tables in this annual report, and I am sure the special represen-

tative will not understand them, because they are not clear. I am not asking for a reply now.

60. Mr. ZONOV (Union of Soviet Socialist Republics): Nevertheless, I propose to ask the special representative a number of questions on this section.

61. My first question relates directly to one of the points raised here by the Belgian representative on the matter of equal pay for equal work for Europeans and indigenous inhabitants. The special representative stated in reply to that question that the indigenous inhabitants should receive lower salaries than Europeans doing the same work. I should like some clarification on this point and would ask whether there is any legislation regulating the salaries of Europeans and the indigenous inhabitants. If so, what are the rates and scales and what differences are there in wages? If there is no such legislation, I should like to know how the salaries of the indigenous inhabitants and the Europeans or Americans are established.

62. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): So far as the American personnel is concerned, we must use a salary schedule similar to the Civil Service classification of salaries. We engage persons who have positions on the mainland of America and take them to the Trust Territory. Hence, we must pay them the salaries which they would receive if they were able to continue their employment on the mainland, where they would be assured of promotion in their companies or, in the case of government work, in their Civil Service classification. I think that is the explanation of the salary schedule for Americans in the Trust Territory.

63. So far as the Micronesians are concerned, we have adopted a salary schedule which has been discussed with the Micronesians generally and which, I think it is fair to say, has so far been satisfactory to them. The schedule is published, and the Micronesians know that it is different from the salary schedule for Americans. I think the Micronesians understand the reasons for the difference. As I tried to explain a moment ago, the salary schedule for the Micronesians is based on the income of other Micronesians in the area. That has been done so that there will not be a serious disturbance of the area's economy; the time will come when the Americans will leave and, to a very large extent, the Micronesians will be expected to bear their own costs of government.

64. In justification of a different salary schedule, it may be repeated that the Americans who come to the Trust Territory have had long periods of training and have teaching and supervisory functions in the Territory for which the Micronesians are not as yet qualified.

65. Mr. ZONOV (Union of Soviet Socialist Republics): I should like some further clarification of this question. Could the special representative tell us what difference does exist? Let us suppose that an American and a Micronesian are doing the same work. This is, at any rate, a not impossible assumption since plainly there are literate people in the Territory, judging by the representative who has addressed this Council in excellent English [466th meeting]. It has already been stated that some of the indigenous inhabitants are educated, even though the proportion is very small. Assuming, then, that an American and a Micronesian are doing the same work, what will be the difference in their salaries? I should like to be given at least a few examples. If, for instance, an American received \$100, what salary would a Micronesian receive? I should like,

if possible, to have an answer to that question so that the matter may be finally cleared up.

66. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I think we can submit figures giving the salary schedules for American and Micronesian personnel, based on the different classifications. These figures will probably answer the question. They will simply illustrate what I have already said, namely, that there is a very substantial differentiation. Of course, if a well-trained and well-qualified Micronesian were to come to the American mainland and secure a position, he would receive the same salary as an American receives. The Micronesian, however, would have to spend a considerable sum of money in coming to the mainland and in acquiring the training which would enable him to secure the confidence of his employer. In that case, there would be no disturbance of the American economy.

67. On the other hand, if an attempt were made to scale the salaries of the Micronesians to those of the Americans, there would be a very serious disturbance, and, in so far as the positions were available, the Micronesians would desert the production of copra and other occupations, including food production, and the whole economy would be threatened, in my opinion. At any rate, the present system is working out very satisfactorily and agreeably to all, and the Micronesians who heretofore had no salaries and very little money are now receiving salaries and are performing a very fine service in the work of the government. In due time they will perform more and more of the work of the government, and they themselves will have to pay for it, and I think they will see to it then that the positions are not paid according to American standards if they are running it themselves.

68. Mr. ZONOV (Union of Soviet Socialist Republics): I have not received a reply to my specific question. As I have already stated, I should like to be given some comparative figures. If this question cannot be answered, then let us leave it aside; but if it can be answered, I should like the reply to be based on comparative figures.

69. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I do not have the salary schedules with me at the present time, but if it is agreeable, I can give them to the Council tomorrow.

70. Mr. ZONOV (Union of Soviet Socialist Republics): I should like to ask a number of questions concerning social welfare in the Trust Territory. On page 41 of the Administering Authority's report it is stated that the social welfare of the people is assured by the system of relationships which exist within their society. I should like to know the meaning of this "system of relationships". Are there special funds for this purpose or is the work carried out by families?

71. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): There, again, it may be well to stress the fact that the Micronesian subsistence economy is not monetary. From time immemorial old and young have lived together and worked together. The elders assist in taking care of the children, and the younger people assist in the care of the helpless and the aged. Much of the work in Micronesia is such that even quite elderly people can assist, and they enjoy taking part in such work. It is perfectly normal, in the extended family system, for the extended family to take care of the aged just as they care for the infants. There is nothing abnormal

about it. It is not done on a basis of so much money per month for the care of an individual; it is on the basis of normal care according to the experience of generations. I think it is working out very well indeed.

72. Mr. ZONOV (Union of Soviet Socialist Republics): On the same page of the Administering Authority's report it is stated that the Administration does not take part in social welfare. If that is so, I fail to understand how social assistance is afforded to persons employed by the Administering Authority if they are members of the indigenous population. Is there some system whereby such persons are afforded assistance? As I understand it, community assistance is afforded only to persons belonging to or working in the community concerned. But what of the persons employed by the Americans, who may be members of the indigenous population? It is very possible that they are covered by some system of social welfare.

73. I should like to have this point clarified since the report goes on to say that assistance in social work is given the indigenous population by religious missions and the American Red Cross. The religious missions, however, and the American Red Cross are no more than philanthropic organizations. Does this mean that social welfare work in the Trust Territory is carried on only by philanthropic organizations or is there also some system of social security provided by the Administering Authority?

74. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The assistance given by the American Red Cross and the missionary societies is, of course, of very great importance, but I think it pales into a very small percentage when compared to the normal assistance and care given by the extended family. It makes no difference what the various members of the family are doing; they still belong to the family, and if a time comes—which, by the way, has not yet happened in our limited experience—when employees are no longer able to work for the government, they will return and live among the other members of their families. There they will undertake some sort of service and help in the normal economy of the extended family, assisting in the care of others and being cared for by others when they reach the stage of needing help themselves. That is the system, and I think it will be a long time before a monetary basis will be substituted for that tried and proven system of care for the elderly and the physically incapacitated. At the present time the hospital charges for caring for the sick are very small as we feel that they have not the money to pay any substantial amount. American personnel, of course, pay a much higher charge for hospital care than the Micronesians pay because they have substantially higher incomes.

75. Mr. ZONOV (Union of Soviet Socialist Republics): I understand from the special representative's reply that the Administering Authority does not provide any social welfare services, even for the persons it employs. I am referring, of course, to members of the indigenous population. I think I am right in saying this, as I listened carefully to the special representative's reply. I have no further questions on this point, but there is one question I should like to ask concerning public health.

76. The Administering Authority's report indicates that there are no doctors with higher education in the Territory and that the indigenous medical personnel cannot cope with the normal work of the public health

services. According to page 75 of the report, there are only thirty graduate nurses among the indigenous personnel. In this connexion I should like to ask the special representative what steps the Administering Authority proposes to take in order to bring about a decisive improvement in this situation. I do not imagine that there are no doctors with higher education in the whole Territory. Perhaps the special representative could clarify this point and, in particular, tell us what the Administering Authority plans to do in this connexion.

77. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): In each district, there are two or three well-qualified mainland American or foreign-born physicians and surgeons. There are no thoroughly trained doctors of medicine of Micronesian lineage. There are, as the statistics show, several indigenous medical practitioners who are indeed unusually well trained, very skilful and helpful, considering the amount of training which they have had. This is particularly true in connexion with the graduates of the school for indigenous medical practitioners at Suva.

78. If I may, I will tell of an incident that occurred while we were making our trip through the Trust Territory. A Micronesian was fishing. He was walking on a reef and there was only about six inches of water there. A barracuda attacked him, which is unusual, and slashed his leg just above the ankle, both sides of it very seriously, severing the skin, the flesh and the tendons. The trained American medical man was away and not available at the moment. The man was brought to the hospital. The indigenous medical practitioner, who had never been confronted with quite that serious a situation before, nevertheless cleaned the wound, drew the tendons together and secured them, drew the sheaths of the tendons together and secured them so that the tendons would move within the sheaths, removed the surplus torn flesh, grafted skin and flesh in the place and sewed the thing up in such a way that the skilled doctor, when he saw it, was very high in his praise for the operation and declared that the man would walk again.

79. So it is true that there is great native ability in many lines. Some of the Micronesians who have had the training for indigenous medical practitioners are now going on for further training. It is possible that they will be able to qualify as doctors of medicine, and we hope that they will return to Micronesia and function there as full-fledged doctors of medicine. We are certain that the services rendered by the indigenous medical practitioners are very, very acceptable, and we highly approve of that idea of training such practitioners so that they can render so many types of needed services in a way that it would be impossible to provide if we had to search through the mainland and secure regular doctors of medicine. Our funds would not permit it, and we could not cover the field except through this system of indigenous medical practitioners. Certainly the Micronesians cannot pay private fees that would justify a doctor of medicine from the mainland going out there and setting up a private practice. The indigenous medical practitioners, however, can get along very well on the limited fees that the people can pay. Of course, at the present time, we do subsidize and pay salaries to the indigenous medical practitioners. In due time, they will be more or less on their own and

probably paid by the Micronesians themselves for services rendered.

80. May I make one little reference to the previous question concerning hospitalization for the aged. When the aged are found to require hospitalization, then the hospitals that we have set up take care of them. If they are able to pay a small amount per day, fifty cents or so, or less, why they or their families pay it. But we would not deny hospital care and hospitalization to an aged person because of the fact that he was unable to pay for it. There is that little modification of the care that we provide for the aged at the present time which I thought should be mentioned.

81. Mr. ZONOV (Union of Soviet Socialist Republics): I have one further question to ask the special representative concerning public health. I gather from his previous replies that fees are payable in the Territory for medical assistance. At the same time, in replying to other questions, the special representative repeatedly observed that there was very little money in circulation in the Territory. In other words, I take this to mean that only a very small proportion of the population has any money. If, then, a person falls ill and goes to a hospital or a doctor, how does he pay for the treatment he receives? Where does he get the money? Or does he perhaps pay not in cash but with certain types of produce or goods? I should like the special representative to clarify this point.

82. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): These main hospitals are located in the centres of the districts. In the centres there is of course a certain amount of cash in circulation. In some cases the people have cash and make cash payments for the hospital care. They are very small charges. In other cases they pay in food and in services. In the evening one can see numbers of people approaching the hospitals, people who have relatives there, and they will be bearing taro or other items of food for use in a hospital. Therefore, there are two ways of paying — by cash or by providing food and services.

83. Mr. PERRY (New Zealand): May I refer to the section entitled "Nutrition", on page 49 of the report? The first sentence in that paragraph says: "Nutrition among the people of the Trust Territory continues to be generally satisfactory". The paragraph then gives the particulars of the diet and concludes with a reference to a nutritional survey in the Truk and Majuro districts which was made during the last year. I wonder whether we could be advised on the results of that nutritional survey.

84. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): If it is possible for me to obtain the results of that survey, I will make it available tomorrow. In general I would say that there are two difficulties in the nutritional programme of the people in the Truk district, as brought out by the survey. The first is that whereas the infants and the adults have a very good diet, there is a period shortly after weaning, for two or three years, when the diet seems to be inadequate. As contrasted with the old system, the present system, which, around the centres, has come to depend upon imported foods, a little more than it seems to me to be wise, results in a nutritional deficiency period of two or three years for the children after weaning.

85. The other thing that was brought out by the survey is the need for instruction in better ways of

cooking, to bring out the palatable quality of the local food so that there will not be so much dependence on imported food. The Micronesians and the people of the Pacific Islands in general have, from the first, had a wonderfully well-balanced diet and developed a marvellous race of people. But there has been a disturbance in their dietary and eating habits because of the mainlanders, the Japanese, who have lived among them and given them new tastes and decreased their industry and the production of their own foods.

86. I have been informed that the survey which was referred to has not been fully completed. I am therefore afraid that my tentative summary will be about all I can report at this time.

87. Mr. PERRY (New Zealand): I am sure that it would meet the position if the results of the survey were included in next year's report. I appreciate the information that has been given at this stage.

88. I have a final question, which refers to the problem of tuberculosis. There are references in the annual report and in the report of the Visiting Mission to hospitalization for tuberculosis. I wonder if the special representative would tell us whether any problem of morale is involved in going to a hospital with this particular disease, and if so, whether consideration has been given to the construction of special types of huts for the less serious cases, so that they may continue to live among their own communities.

89. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): May I state at first that the nutritional survey, when completed, will be reported to the Trusteeship Council, and I hope that it will be included in next year's report.

90. The subject of tuberculosis is a serious one. During the war years it was true that the availability of food was seriously reduced; because large numbers of colonists and other persons from Japan were brought in for the war effort, and because of the fact that United States submarines were quite active in the area, there was a serious reduction in the amount of food available per capita. Many of the Micronesians suffered first and many of them died of starvation. I think it may be said that nearly all of them underwent a period of partial starvation and during that time tuberculosis became more or less rampant.

91. We are still confronted with the situation today. We try to hospitalize as many cases as possible. We do not have adequate hospital facilities. We should like to hospitalize early cases and that is in our programme. How soon we can accomplish this is a practical matter depending upon the availability of funds. We hope to arrest the cases in the early stages hereafter and to restore the people to their communities when the cases are arrested. A very interesting development has taken place in the Trust Territory in that the villages are now erecting convalescent huts or houses and the people with arrested cases are sent back to the villages to live in those houses. The responsibility is placed upon the chiefs and the heads of the families to see that the people carry out the doctors' orders, and to see that they are supplied with food and water and adequate care, so that they may have a sufficient period to convalesce and so that they will avoid going back to the full responsibilities and labours that would be appropriate to one of their age. If they returned directly to their family, they would assume the normal duties of caring for children, and work, in the case of women, in the taro patches and so on, and work with copra. The men go out fishing,

etc. They do the hard work. Therefore, this system of setting up the convalescent houses under the direction and supervision of the heads of families or the chiefs is, to my way of thinking, quite an interesting development and I hope that it will prove to be one of the important factors in stemming the spread of tuberculosis.

The meeting was suspended at 4 p.m. and was resumed at 4.25 p.m.

92. Mr. S. S. LIU (China): On page 50 of the annual report it is stated: "The importation of spirituous beverages for the use of Micronesians is illegal except in the Saipan district where beer, without limitation as to alcoholic content, is allowed to be imported." What is the basis of the distinction that is made between the various parts of the Territory?

93. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The gradings in what I suppose might be called sophistication or adjustment to Western culture are very marked throughout the Territory. The Chamorros of Guam and also of Saipan and Tinian have been exposed to rather intensive doses of Western culture, if it may be called culture, and to all kinds of Western influences for many years. They have had much more contact with the people of the West, as they had during the war years with the people of Japan, than some of the other districts. At any rate, the use of intoxicating liquors, particularly of beer, has become well established in Saipan, and it is not thought advisable to make a change there. However, the effect of alcohol upon the Micronesians is not very good, and it is a very noticeable and definite effect, as a general rule. It has been thought best by the Administration — and I believe that this is concurred in by the Micronesians generally — to prohibit the importation of alcoholic beverages, the only exception being in Saipan because of the change in the customs that had become fairly well established while the Japanese were importing the Japanese beer and later during the war period when so many American soldiers and sailors were there. Because of that, it seemed practical to make that distinction.

94. The PRESIDENT: If there are no further questions on this section of the report, we shall proceed to the section of the report dealing with educational advancement.

95. Mr. RYCKMANS (Belgium): Is the curriculum of the mission intermediate schools the same as that of the official intermediate schools?

96. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The Administration of the Trust Territory reserves the right to approve the educational programme and to license private schools. The programmes of education in the missionary schools may very fairly be said to be on a somewhat higher standard than the programme in the public school system. The intermediate schools of the public schools are improving right along and have suitably high standards, but the missionaries, both the Protestants and the Catholics, have been at this work much longer and their personnel who come out to serve on the islands have learned over a long period of years how to educate the children. I think that in fairness I have to acknowledge the general superiority of the missionary schools as compared with public education at the present time.

97. Mr. RYCKMANS (Belgium): It is stated on page 56 of the Administering Authority's report that the students of the Pacific Island Central School

(PICS) "have been carefully selected from the best intermediate school students", and that there were 101 of them. But at the time the Visiting Mission was there, there were 135 students, which, by the way, constitutes substantial progress in a few months' time. But the report of the Visiting Mission goes on to say that these students "have been carefully selected from among the best graduates of the six public intermediate schools" [T/1055, para. 153]. Is that a slip of the pen or is access to PICS reserved to students from the public intermediate schools? Are the pupils from the mission schools admitted on an equal footing to PICS?

98. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I am not absolutely certain just what the facts are there. I shall inquire and see I can give you more definite information. My belief is that the missionary schools are able to take care of their own students even beyond the intermediate level and that they are willing to select their own students for advanced and secondary education. Some of them are selecting students for very decidedly more advanced education and are preparing them to go on for advanced education. I believe that there would be no objection to having any well-qualified graduate of the parochial schools attend the Pacific Island Central School (PICS), and I am informed that some students of PICS are actually from the parochial schools.

99. Mr. ZONOV (Union of Soviet Socialist Republics): The Administering Authority's report refers to three types of schools: elementary schools, schools at the district centres and the Pacific Island Central School at Truk. The report states that the elementary schools are primarily a municipal responsibility, but nowhere does it indicate who maintains the district-centre schools and the Central School at Truk. Perhaps the special representative could tell me who maintains these district-centre schools and the Central School. Are they borne on the Administering Authority's budget or does someone provide the funds for their maintenance?

100. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): Efforts in various ways are being made to acquaint the Micronesians with the problem of financing their own government. That, of course, will be a part of self-government. One of the things that the people are willing to undertake and that they did undertake from the beginning was the financing of elementary education. The people built the school houses in the villages or municipalities and paid the salaries of the Micronesian elementary school teachers. For the most part, we do have Micronesian supervisors and advanced personnel supervising elementary education. However, we also do a considerable amount of in-service training and bring in the elementary teachers for intensive training during the summer time. In other words, the Administration is very much interested in elementary education also.

101. As to intermediate education, the costs so far have been borne by the Administration. As far as the costs of providing advanced education in the school at PICS is concerned, that is borne also by the Administration. Occasionally, there are slight charges for subsistence, but it may be said that these charges are rather nominal in so far as the over-all budget is concerned; they are significant and important in

accustoming the people to thinking of paying for the cost of the education of their children.

102. Mr. ZONOV (Union of Soviet Socialist Republics): It is stated in the Administering Authority's report that \$430,930 was spent on education throughout the Trust Territory during the fiscal year 1952. I should like to know whether the sum shown in the report covers only the expenditure on intermediate education, including the two-year course at the Pacific Island Central School, or whether it includes expenditure on education borne by the municipalities. I am not quite clear from the special representative's explanations what exactly were the purposes for which this sum of \$430,930 was spent.

103. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The expenditure on elementary school education is not included in the budget of \$430,930.25. The only expenses which the Administration has in that respect are those of supervision, which I mentioned earlier, and of teacher training during the summer.

104. Mr. ZONOV (Union of Soviet Socialist Republics): I should also like to ask the following question. In connexion with elementary education the report says that elementary schools fall into several groups, depending on the length of schooling — there are five-year, four-year, three-year and even two-year schools — and that these divisions are due to the lack of qualified teachers and the inadequate means of certain municipalities. Is the Administering Authority giving any assistance to the municipalities whose means are insufficient for them to give the children of the indigenous population even an elementary schooling? Of course a two-year or even three-year school can give only a very insignificant education. I should be interested to know whether the Administering Authority is giving any kind of help to the municipalities with insufficient means, and what are its intentions for the future in this connexion?

105. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The question of educational improvement is, of course, essential to the problem of effective administration of the Trust Territory. We have undertaken to deal with the question in a practical way, by supplementing the education which the villages, municipalities and families have always provided for their children. The most important education which the Micronesians have is that which they receive in the family. There, the children learn how to do the things which they must do in their family life: how to assist in the preparation of food, how to take care of children, how to fish, and so forth. They receive such training in their daily lives. The older children teach the younger ones; the adults teach the older children. The Micronesians, however, desire further education in order to be able to make the essential adjustments to Western culture. They want to learn how to read and write and use numbers, how to apply the sciences, and so forth.

106. To the extent that funds are available, we assist the elementary schools with grants from time to time. We should like to do very much more than we are able to do at present. Within the limits of available funds, however, we are attempting to assist the elementary schools, as well as to operate the intermediate schools and the Pacific Island Central School. We are also hoping to improve the Territory's economy so that the cash crops and the income may be increased and

so that the people may have more money to devote to the improvement, first, of the elementary schools and, later, of the intermediate and advanced schools. There are practical limitations on what we are able to do. We should be very happy if we had further funds to carry on this work more rapidly. The situation is, however, gradually improving throughout the Trust Territory, and we believe the people themselves are gaining an appreciation of education which, if they are able to better their economy, will result in more support of their own educational activities.

107. Mr. ZONOV (Union of Soviet Socialist Republics): I should like to put one further and final question, concerning the percentage of children of school age who are actually attending the elementary schools. On page 55 of the report it is stated that there are 139 elementary schools in the Trust Territory, attended by 6,171 pupils aged between eight and fourteen years. Is it possible to learn what percentage of children of school age receives education in the elementary schools? I should be very grateful if the special representative could answer this question for me.

108. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): All children between the ages of eight and fourteen are required to attend school. However, we have no truant officers; we rely upon the village officials and the family leaders to see to it that the children attend school. I think the percentage of attendance is fairly high; I do not think there is much absenteeism. There seems to be an interest in attending school. This is illustrated fairly well, I think, by the effort which the students make to qualify for the intermediate schools. Only one out of four applicants can be accommodated in the district schools at the intermediate level, and there is considerable competition among the elementary students in this respect.

109. Mr. ZONOV (Union of Soviet Socialist Republics): Perhaps the special representative did not understand my question. I was interested not in the percentage of attendance, but in the percentage of children of school age actually accommodated in schools; the figure for last year was 6,171. Roughly how many children of school age were required to attend school? I am interested in the ratio between the number of children in the Trust Territory and the number attending school. That was the point I wanted to have cleared up.

110. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I am informed that 90 per cent of the school-age children are enrolled. I should have said that it was possibly a little higher than that because each village has erected its own school building and has a teacher. There may be a few exceptions, and there may be some reason why students are not enrolled, but on the whole they are all expected to be enrolled in the elementary schools between the ages of eight and fourteen. The fact that only 90 per cent happen to be enrolled at this time is something which we shall endeavour to correct. It will take time, and it will require the co-operation of the Micronesian people, to improve the percentage.

111. Mr. MATHIESON (United Kingdom): On page 68 of the report, in the table which indicates the administrative structure of the government, we see that on the headquarters staff in the Department of Education there is a director of education and an assistant director of education. It is within my knowledge that

the very able and enthusiastic assistant director of education is no longer in the service of the Trust Territory, and I wish to ask the High Commissioner if a successor to him has been appointed.

112. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): We are confronted with a very economy-minded national Administration at the present time and we have found it necessary, due to budget cuts, to make cuts in personnel accordingly and to reduce certain activities. This, of course, is always a matter of regret to the Administration and, although we have many superior people whom we have selected for various jobs, it is possible — in fact, necessary — that during the coming year we shall have to reduce the number and to reef sail, in several respects. We therefore believe that it will be impossible for us to secure a successor to the assistant director of education or to certain other members of our staff whose services will have to be dispensed with.

113. Mr. DE MARCHENA (Dominican Republic): I should like to ask the special representative whether the activities of the anthropologists who are working for the Administration are in any way co-ordinated with the work of the Federal Government institutions and whether their findings are communicated to recognized United States institutions which are interested in the various anthropological features of the Pacific Islands.

114. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The service of the anthropologists is a very important one, as was implied by the question, and our administrators rely upon their broad experience and understanding. They report to the administrators, and they also maintain a close liaison with the national scientific organizations. The Pacific Science Board, for example, sponsored the preliminary and first survey. It was a very outstanding survey of anthropology throughout the Trust Territory called *Coordinate Investigation of Micronesian Anthropology, 1947-1949*. More than forty of the nation's leading anthropologists took part in the survey, which was a wonderful contribution to the understanding of the peoples and their culture and was of great assistance to the Administration. Several of those skilled anthropologists have remained in the Trust Territory. Each district has one, and there is a head anthropologist at the office of the High Commissioner. We still have this very cordial and close relationship with the Pacific Science Board and with scientists of many institutions who assisted in that first survey, whose interest has continued and who continue to correspond with the anthropologists in the field and to receive reports.

115. In addition, the Bernice P. Bishop Museum in Honolulu, an outstanding scientific institution, the director of which was the world famous Sir Peter Buck, maintains a close relationship with the anthropologists in the field. Sir Peter Buck himself made one trip to study the island of Kapingamarangi and he made many trips to study islands south of the equator. Other anthropologists in the Bishop Museum have also made trips to the Trust Territory for study. I apologize for my long reply, but I think it should be stated that there is a continuing warm and close liaison between the anthropologists in the field and those of the leading universities of the country, as well as with the Pacific Science Board.

116. Mr. DE MARCHENA (Dominican Republic): I thank the special representative for his clear and complete answer. I believe this field is not only inexhaustible but is of deep significance for the social development of the Pacific Islands. During my stay there as a member of the Visiting Mission, I was much interested in the manifestations of indigenous culture, particularly in painting and sculpture. There are some very interesting examples of painting in Micronesia, especially in the Palau and the Marshall Islands. I should like to ask the special representative whether the Administration has any projects in mind for the preservation of the local culture and customs—in which the Trusteeship Council is interested—and whether any analytical studies have been made of the folklore, particularly folk music, and any steps taken for the preservation of the folk dances of the islands. There is a rich store of folk music in the islands. The people in these territories take to singing naturally, and the same is true of their typical dances. I should like to know whether the Administration intends, as part of its educational programme, to take steps to preserve, study and analyse these important aspects of Micronesian culture.

117. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The Administration is very much interested in that subject and is very sympathetic toward the idea. I think it may be said that there is a great deal being done in that field. I am not by any means certain that enough is being done.

118. At different places, I did enjoy demonstrations of the local art, including the dance, music, singing and displays of sculpture and painting. Those were shown to me by the intermediate schools. The heads of the schools and the teachers were manifestly carrying on rather substantial programmes in those fields and encouraging the local inhabitants. Whether or not the anthropologists would state that we are doing enough, I could not testify. However, I know that very great interest is shown in the indigenous culture and the arts, and I suspect that their preservation is fairly well attended to.

119. Mr. DE MARCHENA (Dominican Republic): I have no further questions. I am very grateful for the replies I have received.

120. Mr. S. S. LIU (China): In paragraph 165 of the Visiting Mission's report, the Mission makes an observation in regard to the unsatisfactory housing of some of the elementary schools visited by it, especially as compared with intermediate schools. Can the special representative tell the Council whether there are any plans to improve school buildings, especially elementary school buildings?

121. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I shall read part of an official report, if I may:

“Considerable progress is being made in school-house construction in elementary schools of the Trust Territory. Recently, a committee developed a set of principles governing elementary school building construction. Application of these principles will go a long way toward remedying the present poor situation.”

122. There is an admission there of the fact that many of our buildings are inadequate. They were constructed by the local municipalities or villages. I went into a

great many of them myself and found that the type of house in which the indigenous inhabitants live, which is the type of building constructed for the elementary school, is not particularly well adapted to educational purposes. The chief difficulty is that it does not have enough light. The study referred to is one to develop a building which can be constructed easily and understandably by the Micronesians in their villages and which will provide more light and better facilities for elementary education.

123. I feel that the people of the villages will vie with each other and there will be a friendly emulation amongst them to improve their villages. It is well known how much time and thought and effort they have given to the improvement of their church buildings. I dare say it will be possible to secure their interest in the improvement of their school buildings in due time.

124. Mr. PERRY (New Zealand): I should like to refer to paragraph 157 of the report of the Visiting Mission. It deals with the Pacific Island Central School and with the change which had been decided upon at the time of the Mission's visit in the curriculum of the school, so that instead of being primarily a teacher-training school, it would become a school devoted to general education. Those who were to take up teaching would then go into the districts for further training. I wonder if the special representative could indicate whether that decision, while perhaps of some immediate advantage both as to the number and quality of the teachers, is a firm long-term decision or a temporary one?

125. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): It was found that to attempt technical teacher-training without a very fair basis of general education, including a fair amount of secondary education, was quite difficult. We are proceeding, therefore, to try to improve teaching methods of the teachers who are now on the job by sending out the elementary supervisors to stay with them and work with them for a period of weeks on improving methods; and also by bringing the teachers in for a period of weeks during the summer and giving them special intensive instruction in methods and content in the preparation of materials. That is working out pretty well. However, we have come to the conclusion that, for a while, we will do better to develop the basic preparation and the general ability, intellectual and educational, of the young people who are to be teachers, and then to use the other methods we are employing for training them in teaching methods. In other words, the sound basic preparation in the fundamentals of education seems to be of great importance to success in teaching, and we are proceeding along that line for a while. I could not say whether we shall be able soon to have a separate teacher-training institution in addition. It may be that we shall be able to do so. I think that we shall be able to have a few persons go from the Pacific Island Central School to Hawaii to take intensive teacher-training there as a later course.

126. Mr. PERRY (New Zealand): I should like to turn, if I may, to the question of the languages of the Territory, in particular the section under that heading which appears on pages 61 and 62 of the annual report. On page 62 it is stated that during the coming fiscal year it is expected that this programme of standardizing orthographies, and so forth, will be resumed. Could the

special representative tell us whether a firm decision has been taken in that direction?

127. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): We are very much concerned with improving the orthography. We issue pamphlets and bulletins continually in the local languages. Very fortunately for us the people of the church, the missionaries, have done an excellent job. Although I am not a qualified judge, I feel sure that they have done an excellent job in committing the oral literature of the Micronesians to written form. When they arrived there, they at once committed the Bible to written form for the benefit of the Micronesians. They have made great contributions to the orthography of the entire area. We are building upon that good foundation. We have recently employed a linguist who will carry forward the work that has been going on.

128. For example, I might mention that in connexion with the consideration of the organic legislation for the Trust Territory, I felt it desirable, before expressing an opinion concerning the draft of a bill, to translate that draft into the several languages of the Trust Territory and take it with me on my field trip. Many mimeographed copies of simple translations of the content of the proposed organic legislation were made, and these were left with and discussed by the Micronesians. They discussed them with the administrators in the field. Therefore it is possible, even at the present time, to reach the Micronesians through the established orthography worked out first by the missionaries.

129. Mr. PERRY (New Zealand): My last question is possibly a rather difficult one. The annual report states that there are nine different languages, which are further divided into various dialects. I take it that that means that when this scientific work is completed, there will be nine separate sets of text-books for different schools; that will present some difficulties not only in administration but also in education. Does that mean that if there is to be a common language, it will have to be English; or is there a possibility of having a common language based on these different Micronesian languages and dialects?

130. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I should say that the former alternative is the one we shall probably adopt. I doubt whether there is any inclination among the Marshallese to go to the trouble of learning Yapese, or of the Yap people to learn Trukese. I think that we are able to provide texts for each of the nine ethnic groups, but I feel sure that the desire to learn English is growing and that it will become more or less imperative among the people of the Trust Territory. It happened exactly that way in Hawaii, to my own knowledge, and I have no doubt that it will become more and more of a necessity to prepare material, even at the elementary level, in English. At the present time almost all of the instruction at the elementary level is in the vernacular. But the instruction in the intermediate schools is carried on in English.

131. Although I could not give an estimate of the time when it will occur, I feel sure that in due course the families will send their children to the private or parochial schools, where they will have the advantage of English, or it will be necessary for the public schools to supply more and more instruction in English until it will become fairly universal.

132. Mr. PERRY (New Zealand): I have no further questions. Perhaps I could thank the special representative not only for his replies to my questions but also for the reference he made to the late Sir Peter Buck.

133. Mr. ZONOV (Union of Soviet Socialist Republics): I have no further questions relating to education or other sections of the report, but I recall that yesterday [467th meeting] the special representative did not answer some of the questions I asked him. I should like to know whether today he is prepared to answer my questions of yesterday, and in particular the question about the organization of the so-called congress on the island of Saipan, inasmuch as there was some discrepancy between the reasons given to explain why no congress with legislative powers had been organized on the island, as the local population had requested.

134. There were other questions, too, which were not answered. Perhaps the special representative would answer them.

135. The PRESIDENT: May I mention to the representative of the Soviet Union that I had made inquiries as to whether these answers were available. But I think it would be better if the special representative indicated what procedure he proposes to adopt.

136. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): Some of the information requested is not available to me. We have secured some of it by dispatches to the district centres, but it takes some little time to exchange dispatches and for the data to be assembled. If it is agreeable to the Trusteeship Council, I believe it would be better for me to supply that information as a portion of the final report. It may be, however, that I can shed some further light now on some of the questions.

137. The first question is with regard to why the organization of the congress has not been completed on Saipan. The information that I have indicates that an attempt was made to authorize the adoption of a charter which would give full legislative authority to the congress. That request was denied by the preceding High Commissioner and further efforts were authorized to prepare a charter and an organization that would lead in due time to the granting of full responsibility for legislation to such an assembly.

138. The people of Saipan have been working on that, and it has been found desirable to consider the development of the entire Marianas at the same time and not to have Saipan a place apart. The people of the northern islands are concerned with the development that takes place in Saipan. Originally, the plan was to have a bicameral legislative assembly or congress. Then a change was made, and the idea was advanced of having a unicameral congress. The people of the northern islands felt that they would probably lose out if there were a unicameral organization because it would be established on the basis of proportional representation based upon population, and Saipan would tend to swing all legislation. Further compromises are being considered by the people of Saipan and assistance is being given to them in working out their problem so that they may come up with something which will be deemed practicable and which can be agreed to by the people of Saipan and by the people of the northern islands.

139. The study is still in progress. Whether or not it will be possible in the very near future to make all the

changes that the people of Saipan wish is something that I cannot say. I have not gone into it personally. It is now a matter for the Navy administration to deal with, and I am informed that they are giving it very careful and sympathetic consideration.

140. That deals with the first question about as far as I am able to deal with it.

141. The second question, as I recall it, was with regard to the matter of appointed magistrates. Our population studies are quite interesting. We have ten groups of islands or islands that have less than fifty persons. We have six that have from fifty to one hundred persons. We have twenty-nine that have from one hundred to two hundred persons. In fact about 20 per cent of our islands have less than two hundred persons. Those are more or less family affairs. Usually they have been running their shows very well. They have worked out methods over long years and generations of experience, and they pretty well know who the leaders are. They sit in conference as leaders and they confer with all groups. It may be the old men's group; it may be the younger men's group. They have the younger men's groups—and in some places quite well organized, with very definite functions, including advisory functions for the older people.

142. To get the best results in allying the Trust Territory administration with the local or municipal administration, the High Commissioner, I think, is well advised to see how the thing is set up and how it is running and, in so far as practicable, not to violate the customs and the organization that are working well.

143. Usually, there is no difficulty. In many places, as has been noted, the people have been willing to resort to the elective process to select their magistrates. In others, it is perfectly normal for them to consider the hereditary ranking chief as the proper man to act as magistrate. In certain other places—I am not informed as to just why this is so in all cases—the magistrates are appointed. The magistrates that are hereditary are usually judges also. We have not reached the point yet where we expect all of the small villages to resort to the elective process or where we wish to disturb the hereditary authority that exists in the chief when it is working very well. I do know that there have been a few cases in which the combination of judge and magistrate has not worked out very well—and I know that, in those cases that I am informed about, an appointment has been made of a magistrate to take the place of the hereditary leader. It may be that it is because of that little difficulty—the deficiency that might be found in some local chief—that the Administration has found it desirable to make its own appointments in order to secure good results. Those cases are few.

144. It is my belief that that fairly well answers the question. But I have not looked into each and every one of those cases. I do know of a few of the cases in which it was deemed that the hereditary chief was not as fully co-operative as he should be or did not understand the necessity of acting judicially as well as in the executive capacity, and in which an appointment was therefore made. I suspect that if the cases were all studied, the answers could be found along that line to explain why there are appointments instead of elections, which is the rule, or the hereditary investiture of the office, as in the case of a few villages.

145. If there was another question, I am not aware of what it was, and I think that it would be beyond

my ability to answer it at the present time. Further details would have to be provided for the formal report, if that is agreeable to the President and the Council.

146. The PRESIDENT: As I understand the special representative, he proposes to give such further details as are available to him, and to answer such other questions as he may not have dealt with now, in his final address to the Council—and I take it that that is satisfactory.

147. We have now completed as far as possible the questioning of the special representative, and there is sufficient time left to hear comments on the report by members of the Council.

GENERAL DEBATE

148. Mr. MATHIESON (United Kingdom): It had not been my expectation that we would get through our business today with such dispatch that the representatives would be called upon to make their concluding remarks. However, as I had made a note of a number of points which my delegation wished to bring to the notice of the Trusteeship Council in connexion with the report on the Trust Territory of the Pacific Islands, and as I understand it would be in the interest of the dispatch of the business of the Council for some members to speak today, I am prepared to make a number of what necessarily must be improvised remarks on the report.

149. It was with a feeling of admiration and respect that I listened to the opening statement of the High Commissioner [467th meeting] and in particular to his subsequent replies to questions put to him by members of the Council. Mr. Midkiff has been in office, I understand, for only a few short months, but already he has clearly acquired an almost encyclopaedic knowledge of the affairs of the Trust Territory. What is more, he can place this knowledge within the essential framework of an intimate acquaintance with Pacific affairs in general from his long experience in Hawaii. Further, the manner in which the High Commissioner, with full frankness, has exposed his approach to the problems placed before him by the members of the Council has, I am sure, given all of us a striking assurance that his decisions will be taken with respect for the facts, with a balanced and mature judgment, and with a pervasive humanitarian regard for the welfare of the people of the Territory. In all humility, I offer him my congratulations, which extend also to the Administering Authority which has appointed so clearly qualified a person as the chief executive of the Trust Territory.

150. It has also given my delegation a great satisfaction to see present with us in the Council a representative of the people of the Territory. We listened with great interest to the statements made to the Council by Mrs. Kabua [466th meeting], and we should like to assure her and Mr. Kabua that we were delighted to hear them here and we hope that they will take back to the Marshall Islands both our good wishes and a good impression of the work of the Trusteeship Council.

151. In amplification of what was said yesterday by the Chairman of our Visiting Mission, the representative of the Dominican Republic, I should like to say a few words about the nature of the report presented by the Visiting Mission of the Council on the Trust Territory of the Pacific Islands. As our Chairman indicated yesterday, we attempted, in framing this report, to

produce a realistic picture of the Territory and its essential characteristics. It was our feeling that unless those essential characteristics, and the problems which necessarily follow from them, were clearly in the mind of the Council, it would be impossible for the Council to conduct a realistic and truly helpful discussion on the Territory. I should like to stress that aspect of our report.

152. To turn now to the affairs of the Trust Territory, and to deal with the political field, as the High Commissioner himself has said and as the Visiting Mission suggested in its report, it is probably somewhat premature to talk about the development of central political institutions in the Territory. All that we have heard re-emphasizes the great diversity of conditions in the different parts of the Territory and also the vast distances which separate the island groups. In recent questions on language and education, it has again been brought out how culturally different the various districts are. It is, therefore, in my opinion, somewhat early to talk about the formation of a Territory-wide legislature. In his answers to questions yesterday, the High Commissioner indicated that he hoped that the district congresses might become the legislative organs for their districts in the not too distant future, but that it would take some time before he could contemplate the development of a full-fledged legislature—I assume that he meant at the centre of the Territory—although it was within the plans of the Administering Authority to work towards such a legislature. It is clear from what we read in the report, and from what has been told us by the High Commissioner and also from the experience of the Visiting Mission itself, that the quality of the regional organizations or congresses so far developed in the Territory varies very much from district to district. In the Marianas, as the High Commissioner has just explained to us, there is the peculiar problem of the possible dominance of Saipan over the rest of the island group and the necessity to adopt procedures which would ensure a truly democratic formation for any congress to be established in the northern Marianas. I am sure that the Council will agree that that is a desirable objective to bear in mind and that consequently the creation of this regional congress must be approached with some caution.

153. Coming down now through the Territory, we turn to the island of Yap. Here we find a district which is wedded perhaps more closely to traditional forms of organization than any other in the entire Trust Territory. There, no doubt, a different pace and a different approach to the problem of local political development must be adopted, whereas, though not really so very far away when one is considering distances within the Pacific, we find in the Palaus a much more advanced community which has taken very readily to ideas of democratic organization.

154. But even here, I think, we find an illustration of this same problem of diversity. In Koror itself, there is a fair degree of unity of thought and unity of purpose, but, after all, the mainland of Koror is only one of the many islands in the Palaus, and there may be a danger that enthusiastic development of self-government in Koror itself may lead to the creation of effective municipal organization without full regard being paid to the interests of the people in the less accessible islands of that district. I feel sure that the District Administrator in this and in other island groups must always

be on his guard against being too preoccupied with, or too impressed by, the possibilities of the headquarters of the district and must aim to develop the entire district as a whole.

155. Even within a district such as the Palaus or the Truk district, there is considerable diversity of language and, as the anthropologists would say, of the degrees of acculturation, and, in fact, of interest in the possibilities of political development. It would be unwise to neglect the need for a broadly devised development of political institutions throughout a district in spite of the manifest and admitted difficulties of communication and contact with the outlying groups.

156. These observations which I have made, although I started talking about the Palaus and Koror, would apply equally, I think, to the other main groups, to the Truk district, the Ponape district of the Eastern Carolines and even to the Marshall Islands, although the impression which I gained in the Marshall Islands was that there was a better developed sense of unity and what I might call Marshallese identity in that group than in the others. This impression, if it is correct, may derive from the fact that the Marshallese are perhaps more noted sailors and voyagers than the inhabitants of some of the other groups and they maintain a closer contact with their neighbours on the different atolls in this widely scattered district.

157. If it is envisaged that the district congresses should be developed with a view to their being granted legislative powers, it would appear that some thought would have to be given to the subjects on which such congresses could legislate. If these district congresses are to become district legislatures, then they can only become so, as I see it, within some form of federal structure for the Trust Territory. Otherwise, one would have legislation in one district which was different in many respects and on certain topics from legislation in another district, which would no doubt lead to difficulties in administering the Trust Territory as a whole and maintaining its identity as a Territory. How sharply in fact the identity of the Territory as a Territory can be defined is perhaps a matter for speculation, but I feel that care should be taken in encouraging the districts to develop very far, except either within some well thought-out plan for a federal organization or, in fact, with an admission on the part of the Administration that the Territory must be developed as separate groups. That is a point on which policy decisions clearly need not be taken now but which might well be borne in mind in planning developments over the next few years.

158. I should like to say a few words now about the site of the headquarters of the Administration. The High Commissioner has very carefully exposed to the Council the considerations which are operating on this important decision. I feel that one thing should be very clearly borne in mind, and that is that a decision of this nature is necessarily an administrative decision. It is not a decision on what is to be the capital of the Trust Territory; it is a decision on what is the geographical point or points within the Territory from which the centralized control of the Administration can best be exercised. I must admit that my delegation sees considerable remaining advantage in having at least the High Commissioner and his principal policy advisors in fairly close contact with Washington and the headquarters of the Commander in Chief of the Pacific Fleet in Hawaii. There may be

departments of the Administration, what I might call operative departments such as those concerned with supplies, with public works, with agriculture, which might well find a site somewhere in the Territory. However, on my visit to the island of Dublon, which is envisaged as a possible headquarters, I was much impressed by the vast works which would have to be undertaken to make it an effective headquarters, an effective centre of transportation and also a place where highly qualified officers would be prepared to come with their families and work happily amidst surroundings conducive to efficiency. These are certain serious problems to be borne in mind in any decision which is taken, and I am sure that the Council would be happy to receive any solution which made for the maximum administrative efficiency in the Territory.

159. Let me turn now for a moment to the question of the personnel of the Administration. I was happy to see from the opening remarks of the High Commissioner that some attention had been given to this staff problem in the Territory. I think it must be admitted — and perhaps should be recognized — by the Administration that the Administering Authority will be responsible for at least the centralized administration of this Territory for quite some considerable time to come. It is not just a job which is likely to be complete within a few years but a job which will last long enough to justify the recruitment and training of what I might call a professionally qualified staff. In order to attract people of this character, the terms of service of the Administration must provide for a certain security of tenure and the assurance of some possibility of promotion to higher responsibilities. I was much impressed, when I was in the Territory, by the high professional qualifications of the officers engaged in the health services and in education. These officers were drawn from similar professions in the United States, but hitherto I do not think it has been a tradition in the United States to regard colonial administration as a profession. For this reason, perhaps, it is difficult to find easily people well qualified for direction on the administrative side of districts, and perhaps some form of training programme or special recruitment programme would have to be undertaken to find people who are really admirably suited for those tasks. I agree that it is a difficult problem, but I think that the solution to it may lie in this question of terms of service and recognition of the fact that this is no short-term task to be completed in a few years, but one to which the energies and intelligence of a body of men might well be directed for a large part of their working lives.

160. In the period of questioning, the point was raised regarding the part to be played by anthropology in the administration of the Territory. This raises another point in connexion with the training of administrative personnel, and that is that it was striking — although of course not so surprising in view of the very short period in which the civil administration has been in charge of the Territory — how few officers of the Administration were conversant with the languages of the districts in which they served. In each district there was a district anthropologist who was acquainted with the language and customs of the people, and who appeared to be very qualified in his own profession. It is a very controversial subject, of course: the use of anthropologists in administration. I should not like to be dogmatic about it, but I feel that

a more broadly spread specialization in both the language and customs of the people amongst all officers of the Administration would perhaps ensure in some areas a more balanced approach to the problems of administration.

161. I turn now to the economic field. I was very gratified to learn that the transportation problem was well on the way to solution. I am sure that the Administration has found the correct answer to the problem in employing schooners for traffic within districts, thereby freeing the larger vessels for interdistrict traffic and contact with the outside world. We are very satisfied to learn that the Administration has now secured and placed in service a second vessel, as well as some schooners. I am sure that the use of the schooner is the answer to the problem of traffic within the district, since it can be operated by Micronesian personnel at a much lower cost than that involved in the operation of the vessels inherited by the civil administration from the Navy. The latter vessels were no doubt admirably suited for their naval functions, but were not perfectly adapted to the services for which they were used.

162. With regard to this transportation question, it is perhaps a pity that only United States ships are enabled to operate within the Trust Territory of the Pacific Islands, although it may be doubtful whether the lifting of that restriction would have any influence in promoting additional commercial traffic through the area, which is not really astride the main transpacific routes.

163. Again in the field of economics, I was interested to note that the Administration has given a markedly greater emphasis to agricultural development in the rearrangement which was mentioned by the High Commissioner in his opening statement. It was interesting to note that some 90 per cent of the total expenditure under the heading of economic development in the past year was devoted to agricultural activities. The figures for commerce, industry and agriculture in the estimates for 1953, as given in the annual report, amount to some 8 per cent of the total expenditure on the Territory, and 90 per cent of that figure is somewhere in the region of 7 per cent of the total expenditure. It may perhaps be asked whether devoting 7 per cent of the total expenditure to agriculture is sufficient, considering that agricultural production is the vital activity of the people of the Trust Territory.

164. I come now to the question of land. There is no doubt that, as the Visiting Mission reported, the land claims which have remained unsettled for so long are an important irritant to the people, and it is most encouraging to hear of the steps which are now being taken to settle them. It seemed to me when I was in the Territory that there was a fair degree of misunderstanding on the part of some sections of the population as to what was meant by public land. Public land, or the equivalent term, under the Japanese administration had been regarded as land owned by the Japanese Emperor and had been used as such. Under the code of the Territory, however, public land means land which belongs to the people, to be administered by the government in the interests of those people. We have heard from the High Commissioner and seen in the report statements as to the extensive use which is to be made of the public domain in homesteading programmes. It is perhaps even more important, however,

to decide how the land should be used, rather than to whom it should belong. I think that any land settlement policy should not be based solely on a legal approach, through the establishment of land titles branches, but should be closely connected with the land utilization survey to be undertaken as part of the programme of agricultural development. There will no doubt be need for the scheduling of certain areas of land as forest or water reserves and for reserving certain areas for public purposes in the future. Some plan

for land utilization should no doubt be drawn up before the Administration goes too far in assigning permanent, and perhaps individual, title to areas of public domain at present not so committed.

165. Since our hour of adjournment has arrived, I could continue my observations at our meeting tomorrow, if the Council so desires.

It was so decided.

The meeting rose at 6 p.m.