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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 representatives of the following specialized agencies: United Nations Educational, Scientific and Cultural Organization, World Health 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 a place at the Council table.

OPENING STATEMENTS

1. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I am happy to appear here before the Trusteeship Council as special representative of the United States to assist in its review of the report on the administration of the Trust Territory of the Pacific Islands for the year July 1951 to June 1952.¹

2. Almost a full year has elapsed since the period of the report. Although I have been in office only a little more than three months I shall endeavour — using

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 pursuant to Article 88 of the Charter of the United Nations, United States Department of the Interior, Washington, D.C., 1953.*

in part the experience of a recent five-week tour of the Trust Territory — to bring you up to date on developments regarding some of the major problems in which I am sure the Council is interested.

3. I should like to say that we derived much benefit from the presence of the Council's Visiting Mission with us at Honolulu and throughout the Territory. Their understanding of our problems and their thorough and patient examination of every phase of our administration has been most encouraging.

4. In the opening paragraph of chapter 1 of its report [T/1055], the Mission has stated the three factors that make our problem of administration of the Trust Territory of the Pacific Islands particularly difficult and challenging. These factors are, first, the vast oceanic zone over which the very small land areas are scattered; secondly, the negligible resources of the Territory; and thirdly, the diversity of the population. The Visiting Mission's report gives a concise description of each of these factors. I would emphasize that the problems arising from the geography, the meagre resources, and the diverse population are numerous. I feel, however, that continual progress is being made by the Administration in meeting these problems.

5. The Council in its examination, at its tenth session, of the previous report on the administration of the Trust Territory of the Pacific Islands² made a number of suggestions and recommendations in the political, economic, social and educational fields. The Visiting Mission has also commented on problems in these fields. I should like to review certain of these items.

6. In its report to the Security Council last year [S/2599], the Trusteeship Council expressed the hope that the Administration would foster local initiative for the purpose of creating additional regional organizations. The Government of the Trust Territory, in its programme of developing regional political organs, is attempting to enlist the widest possible support for these bodies throughout the areas they serve. In this process, and in the operation of the regional bodies themselves, guidance by the administrative staff is, of course, very necessary. This leadership, however, must be neither so persuasive nor so obvious that the members of the bodies themselves feel powerless and without independent voice. This danger has been recognized in the case of the Ponape Congress, which has been organized in the past year. Every effort is being made, therefore, to provide judicious administrative assistance in the form of advice to members and explanation of procedures for conducting meetings and of committee organization, in preference to direct leadership by the Administration on the floor at congressional sessions. Though the new organizations introduce methods new to the Micronesians, they can be expected to learn quickly by practice and experience.

² See *Report on the Trust Territory of the Pacific Islands for the Period July 1, 1950, to June 30, 1951, transmitted by the United States to the United Nations, pursuant to Article 88 of the Charter of the United Nations, Department of the Navy, Washington, D.C., June 1951 (OPNAU P22-100-M.).*

7. The Palau Congress presents a somewhat different case. There the emphasis must now be placed upon gradually reducing the reliance of the Congress upon leadership by the Administration. This problem was noted by the Visiting Mission and is recognized by the Administering Authority.

8. The Truk district is planning to conduct annual conferences of chiefs from all islands in the district as a step toward regional integration and eventual formation of a regional congress.

9. It is of significance to note that to date regional bodies have developed around existing groups having distinct cultural identities. Future bridging of traditional gaps to provide wide representation in the form of a territorial legislature will depend for success upon gradual and concurrent development of closer economic and social ties between the diverse population groups. The development of these ties and the breakdown of present localized loyalties and interests will take place only over a period of some time and, as the Visiting Mission observed, cannot be forced without a resultant disintegration of the age-old and normally evolved social structure that would have unforeseeable repercussions throughout the indigenous societies.

10. Conscious of the need for caution in this respect, the Administration is continuing its fostering of political development and as a part of this activity has planned a conference on self-government to be held this summer at Truk from 3 to 10 July. This conference will be attended by Micronesian and Administration representatives from each district to discuss problems confronting the local communities.

11. In the local communities, the trend of development is, I believe, in accord with the expressed recommendations of the Council last year. The electoral system of selecting magistrates and other local officials is now utilized by 97 out of the 117 municipalities. This is encouraging, although I think note should be taken of the statement made by the Visiting Mission that these figures do not necessarily indicate a drastic casting off of the traditional authority of the chiefs. The acceptance of electoral machinery reflects a willingness to try out democratic processes of government and recognition of the need, as the Mission stated, for local officials who, because of their education or acculturation, are more able to serve in a liaison capacity with the Administration.

12. I should like to suggest, however, that this is a desirable form of development. Until the Micronesians have made a fuller adaptation to the beneficial aspects of the new cultures they are meeting, they must rely in large part upon the old ways and the cultures they themselves evolved over a period of centuries in order to live in the unique situation of these small islands on a great ocean. Basically, theirs is a family organization, adapted to an economy of scarcity, wherein a strict observance of rules and of resource distribution must be observed. These rules were learned in infancy and childhood and were taken for granted as normal. Without such control enforced by responsible family leaders, the Micronesians even today would be faced with desperate economic and social maladjustments. The democratic changes that are being brought about must therefore be watched carefully and timed properly to avoid a serious dislocation which none would desire or advocate.

13. The Council, in its review last year, expressed the view that the Administering Authority should study

means of giving more effective participation to indigenous judges in the district courts and the Court of Appeals of the High Court. The report that is before you describes what has been done in this respect. As stated there, Micronesians have been appointed to all judicial positions in the district courts, and twenty-one special Micronesians judges have been appointed to assist in the trial division of the High Court. As the Council is aware, all judges in the municipal courts are Micronesians.

14. I turn next to the administrative machinery of the Trust Territory. One of our big problems, of course, is transportation, to which the Council and the Visiting Mission have called attention. The recent acquisition of a second vessel of 4,800-ton capacity will markedly improve the inter-district supply situation and the movement of copra to markets. Its presence should also materially reduce further disruption in the scheduling of district field trips. It is hoped that one auxiliary schooner will be in the service next month in the Yap District as a replacement for one district motor vessel (AKL) of 200-ton capacity now in use. Acquisition of additional schooners is planned as rapidly as possible. These sailing vessels are more economical and more in line with the experience of the Micronesians than the present motor vessels.

15. The Visiting Mission has commented upon the problem of obtaining well-qualified personnel to fill positions in the Trust Territory. I fully concur in the existence of this problem. We are aware of it and are giving it attention. Our people must meet standards as to education, training and demonstrated performance. On the whole, I think they do so, and the few who do not are being replaced by appointees of higher qualifications. I am pleased to say that there has been a steady rise in the quality and ability of our staff over the past two years. The trend will be continued.

16. The desirabilities of pre-service and in-service training for employees is appreciated by the Administration. Our staff members are now given an orientation course in Honolulu prior to assignment in the islands and attention is being given to an extension of this training to provide additional study in the fields of ethnology and anthropology of the Pacific Islands. On the subject of in-service training, I believe the Council would be interested in our training programme for Micronesian employees. We have had a training specialist in Truk for some months, with the purpose of establishing, as a pilot project in the Truk district, an in-service training programme of wide scope for Micronesian employees. The purpose of this programme is to accelerate the training of Micronesians to replace United States personnel wherever practical. I hope next year to be able to give you further details on the programme that will be established as a result of this undertaking.

17. The Council has on several occasions urged the passage of organic legislation for the Territory. I can say at this time that hearings are planned on this legislation early next month by the appropriate committee of the House of Representatives, in the United States Congress.

18. The Council and the Visiting Mission have both commented upon the location of the headquarters of the Trust Territory. As the Mission noted, presidential authorization has been given to locate the headquarters on Dublon Island in the Truk atoll. I should like to say frankly to the Council that no money is being requested at this time for the construction of the facilities that

would be needed to make such a move of the headquarters possible. The location of the Trust Territory headquarters is one on which there is considerable difference of opinion. Some of the disadvantages of a move at this time to Truk were noted by the Visiting Mission. The factors must be carefully weighed and considered before a final move is made. Recently we have moved a large part of our staff forward to Guam and Truk. Our central staff, whether stationed in Honolulu or in the field, must be on the move from district to district, like circuit riders. There is no one place — even a central spot in the Truk atoll — that is near the other districts or convenient as a centre of transportation and communications. It would be over 400 miles to the nearest other district centre and over 1,100 miles to the next nearest district centre.

19. In the economic field, as the Mission has observed, agriculture is the Territory's principal activity. In our agricultural programme we are encouraging and assisting the islanders in the improvement of their subsistence and cash crops and are conducting experimental work with new crops, in an effort to diversify those crops. The introduction of cacao is progressing satisfactorily in Palau, where several thousand seedlings have been set out on the plantation on Babelthuap and further clearing of trees is under way. Similar experimentation with cacao is in progress at the Metalanim plantation on Ponape.

20. I wish to comment on the Visiting Mission's suggestion that there should be a separate department of agriculture in the Trust Territory organization. I should like to point out that the chief agriculturist of the Territory is stationed in the field and has broad responsibilities in respect to a programme of agricultural development. Organizational changes which were effected on 30 June will create a field agricultural division within the economic programme of the Territory, and it is believed probable that this organization will meet present needs.

21. Currently, the Government of the Trust Territory employs seven district agriculturists and five inter-district agriculturists. The district agriculturists spend the greater part of their time administering the agricultural programme of their districts; another part of their time is devoted to teaching and supervising indigenous teachers of agriculture. In addition to these activities, there are special agricultural projects under the inter-district personnel. These projects include cacao development, the Metalanim plantation, the agricultural experimental station at Ponape and the cattle-introduction programme. Moreover, the work of the entomological specialists is primarily concerned with agriculture. The combined expense of these agricultural activities is 90 per cent of all expenditures in the past year on economic development. This, I believe, illustrates the emphasis which agriculture is — as it should be — receiving.

22. The Visiting Mission drew attention in its report to methods of land utilization and conservation. The indigenous methods of shifting cultivation are being changed, through education, to the rotation concept, and through regulations — which are admittedly difficult to enforce — governing the burning off of land. Projects have been approved for the reclaiming of swamp land for giant taro, and also for the reclaiming of tracts of land by re-establishing coconut culture where intensive cultivation has robbed the land of its fertility. Commercial fertilizers will be used to establish leguminous plants, which will be used as green manure for the coconut culture.

23. So far as agricultural research to serve low islands is concerned, experiments are being conducted to Ngatik in Ponape, and an allotment of funds has been made for the conduct of low-island agricultural experiments in the Jaluit atoll.

24. The in-service training programme, which I have previously mentioned, will include the training of indigenous agricultural personnel. This programme is to be given emphasis in our future operations.

25. A long-term agricultural programme which is being formulated includes an agricultural survey, the rehabilitation of indigenous agriculture, plant and animal introduction, conservation and reforestation, agricultural extension education and increased effectiveness in the enforcement of quarantine regulations. This programme should help in placing agricultural development in the Territory on a sound footing.

26. The Island Trading Company and its projected termination have been of concern to the Visiting Mission. I might say that the Government of the Trust Territory recognizes and values the help that the company has been to the people of the Trust Territory. Its services filled the tremendous vacuum caused by the war and have made an invaluable contribution to maintaining the flow of trade and developing local private enterprises in the area. Since the determination by the Congress last year that this company should be liquidated as from 31 December 1953, considerable thought has been given to how the services of the company could be replaced — and, I might add, we should like to see them replaced, if possible, by the activities of the Micronesians themselves rather than by outside companies — in order that the greatest possible monetary return might accrue to the people of the Territory. This replacement, I venture to hope, will be possible, but it may be more surely and more satisfactorily accomplished if the Island Trading Company's activities are temporarily extended. The question of extending the life of the corporation is now under consideration. Every effort will be made to protect the economy of the area when the company is finally liquidated.

27. I found on my trip through the Trust Territory, as did the Visiting Mission, that land problems exist in all districts and that the people are anxious that those problems should be settled. The land problems centre around three principal issues: first, the public domain with respect to which there are claims for land alienated by the Japanese; secondly, claims arising of the use or deterioration of lands as a result of war activities; and, thirdly, use of some lands for current Trust Territory administrative installations.

28. The first of those — claims with respect to the public domain — is being dealt with promptly by the land claims personnel, which is now being reconstituted as the Division of Land Titles and Claims. Considerable work has been done in Saipan, as is revealed in the Visiting Mission's report. That work is now being extended to the other districts. Difficulties lie in the fact that many land records and survey markers were destroyed during the war years. There is the further necessity of translating from Japanese such land records as do exist. I assure the Trusteeship Council that this work of settling land problems is being given a high priority. I should like to add that it is anticipated that islanders now holding revocable permits to public domain lands — if those islanders are not otherwise claiming title to particular lands — will be afforded the

opportunity to homestead permanently the public domain at present under their cultivation.

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

30. The third category of land claims — those resulting from use of public land by the Trust Territory Administration — is also one that the Division of Land Titles and Claims will investigate. On Uliga Island in Majuro, discussions have been in progress for some months with the owners of land occupied by the district headquarters. The land claims here were established in 1952; and in April 1953 a committee of the Marshallese claimants undertook to propose a fair rental value for use of the occupied land. As yet there has not been agreement between the Administration and the claimants on the amount of compensation. This agreement, however, will be the last step to settlement of this problem at Majuro.

31. Another type of claims problem which is currently under consideration by the Administering Authority is that involving claims against Japan and Japanese nationals. Members of the Council are no doubt aware that article 4 (a) of the Treaty of Peace with Japan provides, in part, that claims of the residents and administering authorities of certain areas, including the Trust Territory of the Pacific Islands, against Japan and its nationals shall be the subject of special arrangements between Japan and such authorities. The United States is currently giving consideration to the type of claims which may be appropriately included in any special arrangements to be negotiated with Japan on behalf of the residents of the Trust Territory pursuant to the provisions of article 4 (a) of the Treaty. The Council will appreciate that the problems raised by these claims are numerous and complex. The Administering Authority is acutely conscious of the importance of this problem to the people of the Trust Territory and plans are under study looking towards the disposition of these claims.

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

33. The United States will, of course, keep the Council informed of the progress made in dealing with the various types of claims of the people of the Trust Territory.

34. The Council asked last year for additional information regarding those repatriated Japanese who have Micronesian wives or families in the Territory. This question has been carefully considered. The Administering Authority considers, as previously stated to the Trusteeship Council, that the return *en bloc* of former Japanese or other foreign residents is undesirable for social and economic reasons. Nevertheless, subject to appropriate security clearance, the Government of the Trust Territory would be willing to permit the return of Japanese spouses and children of mixed unions where the members of the family concerned are agreeable and when prior investigation reveals in each case that the returnees would be acceptable to the particular

Micronesian community and their return would not create serious social and economic situations.

35. The Council asked last year that we should continue to accelerate the training of Micronesian medical personnel. That has been done. As the Visiting Mission noted, thirty-eight are attending the Central Medical School at Suva, Fiji, and three are being given advanced hospital training at hospitals in Hawaii.

36. The training of teachers is always a key factor in any educational system. Accordingly, we are strengthening our teacher education programme in the direction of training teachers to meet the needs of their own community and are concentrating effort on teacher education. An eight weeks' summer-school programme is held each summer in each of the districts and is attended by all indigenous teachers in the district. In most districts demonstration schools, where teachers attend and practise teaching under competent supervision, are part of the summer teacher-education programme.

37. Throughout the rest of the year, the supervisor of teacher education in each district visits elementary school teachers in their island schools and works with them on the job for extended periods of time, ironing out difficulties which the teacher may be having and helping the teacher to prepare materials locally to enrich the teaching programme. In the Palau district this year several teachers were called in for a six-week teacher-training period in the fall, while in the spring others were called in for a twelve-week programme. Through such training we are continually improving the quality of our teaching staff.

38. The Visiting Mission points up a real problem in the difficulty which graduates of the Pacific Islands Central Schools face in obtaining scholarships for advanced training overseas, owing to the fact that the level of education provided by that school is not quite sufficient for scholarship requirements. Experience has shown that carefully selected students from the Pacific Islands Central School have been able to enter the senior year at the University of Hawaii High School and then to go on to the University during the second year of residence in Honolulu. This attendance at an accredited high school in Hawaii or elsewhere for a year may well be the most practical solution to the problem. Often very intensive preparatory coaching in the fundamentals of learning and in background material is required.

39. Continued attention has been given to scholarship possibilities for Micronesian students to study abroad. As stated in the annual report, a Micronesian scholarship committee administers a scholarship fund. This committee met just recently and acted upon seven scholarship appointments for study in Hawaii.

40. A teaching function is central in all our efforts. We are trying to train and develop the Micronesians and to help them to become as effectively self-governing in meeting the challenges of the modern world as their traditional social organization proved to be long ago. We are working to develop democratic institutions in such a way that they may rest upon and be sustained by a sound economy that will support standards of living such as they desire and can become able to pay for. Nearly all new ideas in these fields should be subjected to patient testing to see whether or not they are really beneficial and, by such testing and possible subsequent adjustments, to avoid serious disappointments and discouragements that result when visions

turn into mirages. By wise guidance and cautious approach, the Administering Authority is certain that sound and enduring progress can be attained.

41. The PRESIDENT: I wish to thank the special representative, who is also the High Commissioner of the Trust Territory, and I am sure that we shall derive great value from his presence here.

42. I think that it is appropriate at this moment for me to mention the fact that the special representative's predecessor, who is well known to the members of this Council, died suddenly some time ago, and I am sure that the Council would like me to express to Mrs. Thomas its profound sympathy on the death of her distinguished husband.

43. It is now my duty to call on the Chairman of the Visiting Mission, the representative of the Dominican Republic, who has transmitted the report of the Mission to the Secretary-General, that report now being in the hands of representatives on the Council.

44. Mr. DE MARCHENA (Dominican Republic): I should like to thank the President for the opportunity accorded me as Chairman of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, to present the report unanimously adopted by the Mission on 26 May on the Territory under United States administration.

45. The Mission left New York on 12 February last and returned to Headquarters after completing exactly three months of its work, during which it travelled about 30,000 miles, mainly by air, and met thousands of the inhabitants of the Territories visited: the Pacific Islands or Micronesia, Nauru, New Guinea and Western Samoa.

46. As we are beginning today the examination of the annual report on the islands under United States administration, we should like to concentrate on that vast Territory, with its great stretches of ocean, reserving the right to speak again when the Council considers the other Territories included in the Mission's route. It would appear illogical for us to give the general impressions of the Mission at this stage, as we shall not examine the reports on the remaining Territories at the present time.

47. However, in order to assist the Council in its future decisions, we wish to draw attention to some general points on the procedure and itinerary of the Mission which are the results of an exchange of ideas among the members of the Mission—Mr. Pignon as representative of France, Mr. Rifai as representative of Syria and Mr. Mathieson as representative of the United Kingdom of Great Britain and Northern Ireland—with the co-operation of the United Nations Secretariat. In drawing up the four reports which the Council is to consider, the Mission started from the need to show the problems of the Administration and the inhabitants in a completely realistic light, although the form of the reports follows that normally used for the reports of visiting missions. In the case of Western Samoa, there have been some interesting developments in the progress of its status and in every field, and in due course I shall point out to the Council the parts of our report having particular reference to that Territory.

48. The Mission wishes first of all to inform the Council that after staying sixteen days in the Pacific Islands, three days in Nauru, thirty days in New Guinea and ten days in Western Samoa, it considers that this method of allotting the time is suitable to enable a

mission to carry out its duties of inspection and study and the other functions generally assigned to it by the Council. This period is of course subject to variations in the time spent on air travel from island to island throughout the vast extent of the Pacific Ocean. The distances are inevitably immense. The present Mission, for example, travelled, as I said, approximately 33,000 miles, which included more than 100 hours' flying time, besides journeys using other modes of transport. Any suggestion for a reduction of distance in the future, without affecting the amount of ground covered by the visits, should receive favourable consideration from the Trusteeship Council when planning the itinerary of a future mission to that area of the Pacific.

49. The Territory most difficult of access is Nauru, under Australian administration, as its airport does not possess adequate landing facilities for aircraft of the size normally used by trans-oceanic lines. As a result the Mission was obliged, in order to travel from Nauru to New Guinea, to change its itinerary and return to the islands under United States administration, moving on to New Guinea from there. Hence, the Mission's suggestion for the future is that the programme should provide for the visit to Nauru immediately after the Marshall Islands and before the visit to the remaining districts under United States administration. This would reduce the distance by about 1,000 miles and perhaps, if other modifications could be found, by even more.

50. The Visiting Mission feels that it should stress another point. As a result of its experience in the field and its discussion of the reports, the Visiting Mission believes that it is most desirable, and advantageous both for the Trusteeship Council and the United Nations, that these missions should be composed of persons who represent their governments in the Trusteeship Council: in other words, that the principle of using for the work of visiting missions, members directly associated in our work, should be observed. This procedure offers considerable advantages, including guaranteed opportunities of personal contact and a more ample exchange of ideas. This was the experience of the present Mission throughout its journey.

51. I shall turn now to individual points in the report on the islands under United States administration, and first to the political aspect. The Mission covered the six administrative districts spread out over the vast expanses of the Pacific Ocean: first of all Palau, then Yap, Saipan, the Truk district, Ponape and lastly the Marshall Islands. The mere act of covering this area by the only possible means of transport—our expertly-handled and pleasantly-manned amphibious Catalina—gives an adequate notion of the problems which, the Mission feels, vitally affect the execution of the constitutional and administrative plans which the United States Government seeks to develop in the islands. The geographical isolation of the districts contributes to the absence of what we term the "political consciousness" of a Trust Territory; it is difficult to imagine a solution to the problem, which is aggravated by the existence in one and the same Territory of two separate centres of administration, fortunately without adversely affecting the life and progress of the inhabitants or indeed the obligations to the United Nations undertaken by the Administration.

52. The Visiting Mission devoted all available time to the study of the political aspects of the Territory. I beg to draw the attention of the Council to paragraphs

27 to 40 of the report, containing factual information on the tendency to encourage municipal government and the so-called island congresses, which, once the problems of reconciling democratic development with the family customs and traditions of the Micronesian people are solved, will provide an excellent body of legislators for the Territory.

53. The Mission discussed with the greatest interest the problems of administrative staffing, and the impressions it formed are given in paragraphs 51 *et seq.*; we also point out a factor of particular difficulty in the administrative system, namely the immense distance separating the offices of the High Commissioner from the scene of operations in the Territory itself. The plan to set up an administrative capital for the Territory at Dublin, in the Truk group, would bring additional problems, which must be set against the present difficulty.

54. With regard to economic development, the Mission hopes that, in studying the report, the Council will concentrate its attention on the paragraphs that describe the economic problems of the various districts that make up the Territory of the Pacific Islands.

55. While expressing its admiration for the way in which the Administration has approached the various economic problems and for the assistance it has rendered in all fields, as is characteristic of North American policy, the Visiting Mission has no hesitation in stating that, however difficult local political problems may be, the economic problems present greater difficulties, mainly on account of the geographical dispersal of the Territory and its distance from world markets, two factors which stand in the way of systematic and progressive development of its resources.

56. The Mission concentrated its attention on some of the matters that the Council considered earlier, such as the land question and the question of pre-war bonds and savings, and it was very pleased to hear the High Commissioner's impressions when he spoke on this subject just now. Finally, the Mission endeavoured to investigate all the aspects of trade and its development from a realistic angle, particularly the activities of the Island Trading Company, which is at present going into liquidation for constitutional reasons which the Mission explains. A suitable substitute must be found for it if the commercial and economic relations of the Territory are not to be impaired. The Council has just heard, with much pleasure, the comments of the High Commissioner and the Administering Authority on the views of the Mission.

57. In the matter of social and educational advancement, the Visiting Mission notes the benefits that a comprehensive policy is introducing in the islands despite the diverse and complex nature of society there and the problems of education.

58. After visiting a large number of islands, but perforce missing others, which will have to be visited by a later mission, we can say that the Trusteeship System as applied, with the requisite flexibility, in the Pacific Islands compares very favourably with that applied to regions and inhabitants of similar places in the same zone.

59. The Micronesians are undoubtedly developing intellectually as a result of their being brought into contact with our civilization, and especially with governmental and sociological provisions which are characterized by

a broad spirit of democracy. There is no doubt that there is in these islands a concept of pure democracy, which was so finely described yesterday by the representative of the Marshall Islands. The latter is a member of the United States delegation, and her presence here is an example of the greater association of the indigenous inhabitants with the Trusteeship System established by the Charter. The impression we gained is that in some districts of this Territory there is a form of self-government based on natural right which is perhaps more effective and more realistic than other systems based on the science of law or on governmental experience. Hence we find in the local government a marked nationalist trend, to which the Mission refers in its report when it speaks of the difficulties in the way of preparing a federal consciousness in the Territory.

60. The Visiting Mission, of which I was Chairman, wishes to thank the Trusteeship Council for its mark of confidence in appointing us. It would like also to thank the Secretary-General of the United Nations and particularly the staff of the Division of Trusteeship for its frank and loyal co-operation and its invaluable work under the direction of Mr. Wieschhoff, the Principal Secretary. We may say that there was a spirit of solidarity and that everyone who took part in the Mission was guided by the ideals of the United Nations, its flag and its principles.

61. We, the members of the Mission, feel that the statement of Mr. Midkiff, the High Commissioner, who represents the United States Government, shows a clear understanding of the problems we have studied. This cannot but be an encouragement to those who, in our short visit to the Pacific Islands, have worked with such sincerity, together with all the officials of the United States Administration, to fulfil the mission entrusted to us by the Trusteeship Council.

62. In conclusion, we place our report on the Trust Territory of the Pacific Islands before the Council in the hope that our conclusions will be duly considered. Thus we discharge the responsibilities entrusted to us, which have also bound us to the people of Micronesia, whose spirit and tenacity of purpose we understand, with whose aspirations we are in sympathy and whose future is now part of our work. We wish the people of Micronesia progress and lasting happiness.

63. Mr. PIGNON (France): I have no desire to delay our debate by this statement. I have only a few words to say. I merely wish to associate myself with the remarks of my colleague and friend, Mr. de Marchena, as well as with his expression of gratitude to all those who gave us such a warm welcome in the Pacific Islands. In particular, I also want to pay a very sincere tribute to the very great co-operation which our Mission received from the Secretariat staff under the very able and devoted guidance of Mr. Wieschhoff. This staff was composed of highly cultivated men, who scrupulously carried out their duties as international civil servants, and at the same time were always cheerful and good-humoured, whatever the circumstances. The success of our work owes a great deal to their splendid collaboration and selfless efforts. I felt I had to say this.

64. The PRESIDENT: I wish to thank the Chairman of the Visiting Mission and the representative of France for their comments in respect of the report. I am quite sure that we owe a debt of gratitude to all the members of the Visiting Mission and to the staff associated with them.

65. The PRESIDENT: We shall now proceed to the examination of questions arising out of the report of the Administering Authority. I shall ask the members to address questions to the special representative on the section of the report dealing with the political advancement of the Trust Territory.

66. Mr. PERRY (New Zealand): May I first express appreciation for the valuable and comprehensive statement made to us by the special representative, who has answered a number of the points which I had in mind in reading through the annual report and the report of the Visiting Mission.

67. The first question I should like to direct to the special representative concerns the role of magistrates. The annual report, on page 14, states that each municipality is required to designate a minimum of two officers, and it indicates that one of those is the executive head, who is usually called the magistrate, and the other is the treasurer. Then, on page 21, the report says that in some localities, especially in the smaller islands, the local headmen or chiefs serve as both magistrates and community court judges. I wonder if the special representative could, for my own information, clarify first the responsibilities of the magistrate — I take it that that word is not necessarily used in its judicial sense — and then perhaps indicate in how many islands the one person is both magistrate and judge, and whether this linking of administrative and judicial functions can be eliminated in due course.

68. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): As to the exact figures, I shall try to provide them tomorrow. I think I may be able to obtain them. As to the necessity, in some places, of the leaders of these extended families continuing to act in their age-old capacity as heads of the extended family, both to give direction, administration and to act as judge, I can only say that it will probably take some time to make a gradual change in certain areas from that situation to a situation where a separate judge, with proper authority and recognition, if duly selected, would qualify. I am a little at a loss to attempt to give any date, in many of the places, where that change is to be made. I think it will have to be slow.

69. The general situation is, I think, recognized, that the customs of the people in most of these places were learned in infancy and childhood, and were thoroughly learned. The elders, the older brothers and the older sisters, taught them to the younger ones and they came to be taken for granted, and there was very little deviation, as we know, from a norm that more or less had to be taken under the limited conditions of the economy there, limited as to food, water, facilities for transportation, etc. Those things had to be carefully worked out by the experience of the people and they were expressed in very customary ways by the elders, and acted upon normally by all the members of the extended family. It is more or less normal that one individual, after conference with a number of his fellow chiefs — both men and women, in many cases — would express a conclusion which would be, in effect, law, and then he might be called upon to see that the regulation or the law was carried out.

70. We have in mind the desirability of separating those functions. I think that in some places it will probably be many years before we wish to destroy what

is regarded as well-established custom, when it is working well, in order to impose the newer ideas of democracy. I think that education in due time, and the observation of the Westerners who are living amongst those peoples, will tend to effect the shift in the normal way. I think it might be said that the Administration is not attempting to rush matters of that sort but to observe them and to co-operate with the leaders of the community and the people of the community in making improvements and modifications in those areas.

71. I may possibly be able to give some definite figures tomorrow. I am not sure, but I shall endeavour to do so.

72. Mr. PERRY (New Zealand): I wish to thank the special representative for his very full and frank statement on the situation.

73. I should like to turn next to the question of the headquarters, and first I should like to clarify the exact position. Authority has been given, as I understand it, for locating the headquarters in the Truk atoll, but I interpret the special representative's statement this afternoon as meaning that no final decision has yet been taken. May I ask the special representative whether that is the position: that it is at present still under consideration?

74. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I think it may be said that there are many arguments, pro and con, concerning the proper location of the headquarters of the Administration. The Visiting Mission pointed out the difficulties of selecting a location out in the field that really could be classed as a convenient centre or headquarters. It is true that, during the preceding administration of the Administering Authority, permission was given to locate the headquarters on the island of Dublon, in the Truk atoll. Funds have never been provided, however, to accomplish the transfer. It would be necessary to erect a substantial number of buildings, for one thing. Improvement of wharves and warehouses and the development of a very substantial city, I think — or small town, at any rate — out there in the middle of the Trust Territory would have been contemplated. There are some who think that possibly the construction of a substantial headquarters out there, with many buildings and many additional families, would be good. There are others who think that it might have some drawbacks. At any rate, it is recognized that even in Dublon one is a long way off from every place except the centre of the Truk atoll. Whether or not it would be more convenient and efficient to have the small staff of the High Commissioner located there is really still being studied. Personally, I have no strong feeling one way or the other, and I am very anxious to go into it very carefully and, when we all reach a decision that we think will be wise, to try to get the money to construct the establishment that would be called for.

75. Mr. PERRY (New Zealand): I am sure the Council will look forward to hearing next year a full report on the result of the further consideration of the question of the headquarters and also on the steps which may be taken to overcome these disadvantages if the headquarters are in fact moved to the Territory.

76. I should like to turn next to the question of personnel, to which the special representative referred in his opening statement. On that occasion, I took note with particular interest of his description of the training and other procedures which are being adopted. I am not quite sure whether he went so far as to indicate

that conditions of employment are being created which would be comparable to those in a career service—a point made by the Visiting Mission. I would ask him to comment on whether it is possible to establish conditions along that line.

77. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): We have found some difficulties in securing qualified personnel under the strict and somewhat limited provisions of the Civil Service Act. We have been permitted some liberties in selecting personnel because of the difficulty of getting people to go out there and stay there. We have been giving particular consideration to that very question during the past few weeks, without having reached any full conclusion at this time.

78. The advantages of a career service are recognized. All those details have not been worked out yet. At the present time, we feel very fortunate in that we have been able to search over the width of the United States and we have been able to secure applications for the service from many people who seem to have the proper missionary zeal and the willingness to make the sacrifices that are necessary in going out to remote islands and leaving many of the comforts and facilities and securities of our own modern way of living.

79. I think that I should like to have the question pointed up further if I have not yet given an adequate answer to it.

80. Mr. PERRY (New Zealand): I think that the comments made by the special representative in his opening statement and his reply to the question carried the matter as far as it probably can be carried at this stage. That is the last question I desire to ask at this time, and I thank the special representative for his answers.

81. Mr. ZONOV (Union of Soviet Socialist Republics): I should like to ask a few questions on the chapter dealing with the political situation in the Trust Territory. On page 4 of the report it is stated that in the community, power is in the hands of hereditary chiefs and councils consisting of elders and heads of families, while on page 13 the report speaks of the development of local self-government through the organization of municipalities. I should like to know how it is that there are two political systems or authorities in the communities. I do not quite understand the situation.

82. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I think it is fair to say that two cultures exist throughout the Trust Territory. There is the old island culture and there is the Western culture. We see the latter fairly well established round the centres where the Japanese had their chief activities and where the Japanese were in very large numbers and had built well-developed towns before the war. These towns, of course, were destroyed during the war. These two cultures do exist, and the Micronesians are confronted with the necessity of looking in two directions. In the more remote islands, where the influence of the Japanese activities and of our own activities at the present time has not been so immediate and so evident, naturally there has been only a slight shift from the old culture to the new. This much might be observed. The missionaries have been in the Trust Territory for more than one hundred years, and there has been a very nearly universal adoption of the Protestant and the Catholic religions in preference to the old religions of the Micronesians.

That is a fairly general shift in culture in one aspect, but otherwise the change from the old culture to the new has been only partial and very slight indeed in many of the remote islands where the people seldom see people from the Western countries. I feel, therefore, that it is fair to say that both these conditions in the social structure continue to exist, and will do so for some time.

83. Mr. ZONOV (Union of Soviet Socialist Republics): In connexion with my question and with the special representative's reply, I should like a little more precision on one point. Am I to understand that these different forms of self-government are to be found in different communities, or does it happen that the two forms co-exist in one and the same community? I should like some clarification of the situation.

84. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): To a certain extent, I think, the old ways do obtain in certain areas where also the modern forms of culture and government are accepted and are practised. There may even be localities where the magistrates are elected, where the officials are elected, and yet where there is a continuing deference to the hereditary chiefs and to the old culture and society. It will be some time before that disappears. I have stated before that we are not attempting to rush a change but letting it come normally and in an evolutionary manner. It would be fair to say that if there is any place in the world where the people have a form of self-government without imposition from outside authority, it is in many of these small family villages where the affairs of the locality are carried on by the people in agreement from top to bottom and in a very happy and contented manner. That obtained for generations and generations, and we are not yet in a position to insist upon any radical shift; we are there to point out and to show what democratic processes will do and to assist in the attainment of a democratic method and process. We feel that we must let the people acquire the need and observe the benefit that would accrue to them in affairs of that sort without attempting to issue a fiat from above or to rush matters.

85. Mr. ZONOV (Union of Soviet Socialist Republics): I should like to continue with my question. I agree with the special representative that the process may be long drawn out and that it is difficult to change suddenly, but it occurs to me to ask what assistance the Administering Authority is giving and what steps it is taking to help establish new and modern forms of local self-government. Further on, the report states that there are municipalities and elected bodies. I shall return to that point later, but I should like now to ask what kind of measures the Administering Authority is taking to help the indigenous population pass, gradually no doubt, to democratic forms of self-government from the old tribal forms of self-government—if they can be called that, although it is hardly possible, since they were founded on the existence of hereditary chiefs. The question interests me and I should like to know what practical steps have been taken to bring about a democratic form of self-government.

86. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): During the occupation of the Trust Territory by the Japanese and prior to the conclusion of the Second World War, practically no attention was paid by the Japanese to the political life and practice among the Micronesians. Anything that has occurred in the field of democratic

process, for example, elections and representative government and so forth, has come about through the assistance, without undue haste and without pressure, of the Administering Authority, the United States. Very definite progress has been made, I think, and this progress will continue in the same manner as it has in the past, namely, by the Administering Authority's providing advice and counsel. When the Micronesians in any village wish to participate in an election and whenever the people wish counsel or assistance in carrying out the democratic process, we shall be most happy to assist them. They are observing how it is working now in many places and this will doubtless spread. That is a favourable contagion, I think, and I hope and believe that this will continue as a rather normal process of evolution. That is approximately the extent of the programme at present.

87. Mr. ZONOV (Union of Soviet Socialist Republics): I should like to ask some further questions. The Administering Authority's report states on pages 13 and 14 that in the Trust Territory at the present time progress has been made towards local self-government through the organization of municipalities. The officials in these municipalities are elected from among the local population. However, if we look a little closer, in this same report it is stated that in twelve of these municipalities the officers are appointed by the Administering Authority. Finally, page 14 refers to three methods of selecting municipal officers. Under the first method the community directly selects as magistrate a chief who must be recognized by the Administration; under the second the Administration itself appoints a magistrate; and, finally, under the third, the people elect municipal officers by secret ballot.

88. I should like to know why there are all these different ways of forming the municipal bodies and under what conditions the Administering Authority appoints officials. In other words, the Administering Authority to some extent interferes in the democratic process of selecting municipal officials by election. I should like the special representative to tell me how many officials are elected and how many are appointed by the Administering Authority or are approved by it after their election.

89. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The figures are shown on page 14. Eighty-six are elected, twelve appointed and nineteen are hereditary. I think that the figures for elected and hereditary have probably been explained, that is, in the old culture all such offices were hereditary. Now there is a wide variation in that respect among the different islands and ethnic groups. Some of the hereditary chiefs were nevertheless selected from amongst the members of the family by a process of election. That is the old way that generally obtained, the handing down of the positions of authority by inheritance. It has been shown that in recent years there has been a shift so that instead of having all 117 selected by the hereditary process, eighty-six of the posts are now held through elections. This is just a normal evolutionary process in response to the opportunities that have been provided and the assistance that has been given.

90. As to the twelve in this table which are appointed, that may be a little more difficult for me to answer because I do not happen to be certain just which villages are represented by those twelve, but I have an idea about it. In the villages during the period preceding

our occupation, the customs were fairly well broken down and the democratic process was not followed; the people were still somewhat dependent on the government and were a little backward in taking the lead. So far as I am concerned, it would be my hope that in any village or any municipality where an election is desired we could assist them to arrange for it if they wish to change from the process in which appointments are made by the Administration to the elective process; it will be a very happy occasion so far as I am concerned.

91. Mr. ZONOV (Union of Soviet Socialist Republics): I have another question, concerning the district advisory congresses or councils, with particular reference to the Saipan district. The report states that a congress has not yet been formed in that area. Something of the sort was said in last year's report. I should like to know why there is no congress in this district. It seems to me that Saipan is one of the most important districts in the Trust Territory. I believe that the people of the Island of Saipan in fact requested the setting up of a congress in the Territory as a governing body with full powers; in other words, the people of Saipan demanded rather more than the establishment of a purely advisory congress. I should be glad to know what the present situation is and what are the Administering Authority's intentions.

92. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): During the past year, there has been a change of administration in Saipan — from the Department of the Interior to the Navy — but the Navy is continuing the policies of government and administration established by the Department of the Interior; in fact, Interior originally took these policies over from the Navy, developed them for a period of time and then returned them to the Navy. The process is therefore still taking place.

93. I am told that the outlying areas — that is, the smaller islands — have objected to the formation of a congress with representation based upon population, which is the normal system. I believe they are afraid that their affairs would simply be managed by Saipan Island, and they have not as yet agreed to such a situation. An analogy could perhaps be drawn between this position and that of the people of upstate New York *vis-à-vis* the great population of New York City. I am sure the analogy applies to the Hawaiian Islands, where the so-called neighbour, or outside, islands have steadfastly resisted basing representation on population. I believe that that in some way explains the delay in establishing the congress in a way which the Island of Saipan might desire.

94. I believe the matter will have to be given careful and patient study. The problem can, I am sure, be solved in due time. Meanwhile, the people of the northern islands are not restive under the present situation. They might be more restive if a change were made to proportional representation, with Saipan controlling the entire Marianas group.

95. Mr. ZONOV (Union of Soviet Socialist Republics): I believe that as early as the beginning of 1950, the people of Saipan presented to the Administration for its consideration a draft charter for the setting up of a similar congress. It seems to me that the Administering Authority, in its last report, made the point that the political aptitude of the indigenous population of Saipan was not yet sufficient to warrant granting them such wide powers in the government of the territory. Now, however, the special representative explains the

delay in deciding this question by reference to the objections raised by other areas, that is, the small islands. I should like to know exactly which of these explanations is the basic and correct one. Would the special representative please tell me?

96. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): In this connexion, the Visiting Mission made the following statement in its report:

"The Mission was informed that the establishment of the municipalities" —

I am not sure which municipalities are meant; I believe it is the municipalities of the Northern Islands, to which I referred a moment ago —

"pending decision upon a number of matters, which include the reorganization of the Saipan municipality into a unicameral body, a subject upon which interesting views were expressed to the Mission by members of the Saipan municipality council." [T/1055, para. 37].

97. Since this assignment is somewhat new to me, I should like to be given permission to reply tomorrow to the last question put by the Soviet Union representative.

98. The PRESIDENT: That will be perfectly convenient.

99. Mr. ZONOV (Union of Soviet Socialist Republics): I have just two more questions and I think that will be all.

100. The first question is in the following connexion. According to the Administering Authority's report, all the bodies of interest to the local population — that is, the municipal organs, whether subordinate or district bodies — are of an advisory nature. I should like to know what measures the Administering Authority has taken or intends to take in the near future so that certain organs may be established which are not merely advisory in character but are able to bring their influence, perhaps through the exercise of legislative powers, directly to bear on the direction of the Territory. I should like to know whether the Administering Authority has already done something in this direction or, if not, whether it has any plans of the sort for the near future. I should like this situation to be clarified.

101. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): During the past three months, while I was travelling through the Trust Territory, I made inquiries as to the relation of the district congresses with the Administration. I found that the district administrators are exceedingly attentive to the expressed wishes of the people, to the opinions and desires manifested in the congresses. I think it may be said that no district administrator would set aside a well-crystallized desire of a congress. There may be cases where he would caution against certain conclusions; but, on the whole, the congresses — which are still advisory bodies — are becoming gradually, and properly, more effective. Just when the congresses can become legislative organs, I cannot say at this time. That will happen when it is deemed wise by the High Commissioner, with the approval of the Secretary of the Interior. I think the status of the different districts differs considerably. In my opinion, we are not ready at the present time to establish the congresses of the districts — any of the districts — as the official organs for enacting legislation.

102. I feel that the Council would be gratified, however, to observe the extent of the change which

is being made and the increase in interest which is evident on a district-wide basis. These things, I believe, are developing in a natural and satisfactory manner, and certainly no effort will be made to check such development. But it would be desirable, in my opinion, to make sure that conditions are such that legislation, when made by a congress, has at the same time the force and effect of law, unless it is vetoed by the proper authority and then passed over his veto. I think it will take some time — how many years I do not know — but I am certainly in sympathy with the idea of the development of a full-fledged legislature and of its being established and put into action when conditions are suitable.

103. Mr. ZONOV (Union of Soviet Socialist Republics): I have another question to ask concerning the headquarters of the High Commissioner of the Trust Territory.

104. Although a number of questions have been asked on this subject and the special representative has said something about it, I should nevertheless like him to explain why it is that the headquarters are still outside the Trust Territory and what cogent reasons there are for this. This is a somewhat unusual situation, since the High Commissioner has no contact with, and is far away from, the local population. The Chairman of the Visiting Mission has told us, quite correctly, that distances in the area in general are enormous, but it seems to me that it is difficult to explain why the headquarters are situated at an even greater distance. I shall be glad if the special representative would explain why the headquarters are situated outside the Trust Territory.

105. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I think that is a very natural and proper reaction. However, there are several reasons why the headquarters of the High Commissioner have been maintained in Honolulu up to the present. In the first place, we lack adequate housing for the personnel who are in the field at the present time; they are occupying war-time quonset huts. We have a substantial programme of new construction before us. Adequate funds are required for such construction, which should be for the use of the people who are already in the firing-line and living in the forward areas before we undertake to build what might be regarded as a rather elaborate system of dwellings and offices for the headquarters of the Administration. That is the first problem. We have not yet been able to construct a physical centre in which to house the headquarters.

106. There are many other reasons. The convenience of having the Administration located in Honolulu is actual, and not merely theoretical. We must have contact, on the one hand, with the district administrators and the people of Micronesia and, on the other hand, with Washington, and also with the Commander-in-Chief of the Pacific Fleet, since this Territory is a strategic one. These contacts would be difficult to maintain from, for example, Dublon in the Truk atoll. If the headquarters were located in Dublon, it would indeed be close to the headquarters of the Truk district, but whether that would be so good or not is a question in some people's minds. Also a headquarters in that district would be far out of the line of the centre of the path of communications and transportation. There would be some inconvenient features in a location which is almost at the centre, geographically speaking, of the Trust Territory, and it is not certain that the ends sought in improving the Administration would be served

by having a central establishment in the island of Dublon in Truk. For that reason, the matter is still under consideration, and the officers and staff of the High Commissioner, as well as the High Commissioner himself and his deputy, make trips through all the districts and side trips to the islands, keeping in touch in that manner. Whether they could keep in closer touch if they were situated on Dublon in the Truk atoll is really a question. This, I think, explains some of the causes of the delay in establishing the headquarters in the forward areas.

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

108. Mr. S. S. LIU (China): In connexion with the number of elected municipal officials, referred to on page 14 of the annual report, I find that paragraph 31 of the Visiting Mission's report reveals that the number of elected magistrates has been increased from eighty-six to ninety-seven, while there has been a proportionate decrease of hereditary magistrates from nineteen to eight. I suppose that the increase in the number of elected municipal magistrates has taken place since the report was written?

109. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): That is true.

110. Mr. S. S. LIU (China): That, to my delegation, is a very satisfactory development, and I should like to express our gratification, particularly in view of the very brief period of time which has elapsed between the submission of the annual report and that of the Visiting Mission.

111. My next question also relates to the council at Saipan. On page 15 of the annual report, it is stated that a change in the structure of the council is now under consideration aiming at the creation of a unicameral body instead of the present bicameral system. I wonder what has been done in regard to the proposed change since the report was written.

112. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I do not think that I could say that anything definite has been accomplished. In fact, I am not certain to what extent the study described here aiming at the creation of a unicameral body instead of the present bicameral system has gone on. I should like to refer to our reports and see if I can have something a little more definite tomorrow for the benefit of the Council.

113. The PRESIDENT: I take it that that will suit the convenience of the Council.

114. Mr. S. S. LIU (China): My next question relates to the district of Truk. On page 16 of the annual report we read: "In order to promote a closer understanding amongst leaders of the different island groups, a meeting of all island chiefs has been called to convene some time in the fall of 1952 for the purpose of discussing district-wide problems". The Visiting Mission tells the same story in paragraph 36 of its report, where it stated that a conference was held in October 1952. I wonder if the special representative can tell the Council some of the things that were done at that conference.

115. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): That first conference, though very interesting, was a preliminary one and resulted in an understanding of the scope of the problem; that is, getting together the representatives of all sections of the district. In this district there is considerable variation both in race and in dialect. That

first meeting of the chiefs with the Administration did not result in a definite organization of a congress.

116. There will be a second meeting held this year. It is possible that conditions may have been advanced well enough so that the chiefs and representatives of the organization who will discuss the subject at that time will be willing to accept some form of organization that will satisfy the Micronesians and all concerned; in that case, I think we should be able to proceed with the congress in the Truk district the same as we have in the Marshalls and in Ponape.

117. Mr. S. S. LIU (China): May I now turn to the territorial government and the possibility of establishing a Territory-wide legislative body in the future. We know that a preliminary step has been taken toward this end in the establishment of a legislative advisory committee appointed by the High Commissioner from among the heads of his department staffs. I wonder if the special representative can inform the Council of any new developments in this scheme of establishing a Territory-wide legislative body.

118. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): In calling a conference of representatives of all the districts, the careful selection of representatives, arranging for their transportation and for their assembly, as well as for the agenda and so forth — those things usually relate to economic and social factors. I think they are uppermost in the minds of the people when they come together to talk over their affairs and their needs — how they can improve their standard of living and their income, reduce disease, improve education and so forth. Just how soon it will profit us to bring together representatives from all the different districts with their varying problems and methods of attacking them so that the one may add something to the other, we have not decided. At any rate, I do not know of any definite plan and I think there is no plan to bring them all together for discussion of the quite diverse economic and other problems that are the bases upon which political action in many cases rests. A period of time will be required for us to confer with the districts and secure explanations of how things are being handled in the different districts, and to develop a desire for the representatives from the districts to meet in order to see for themselves. Interpreters must be secured, and so forth. We have those things in mind. As the years go by we shall be able to make good progress in assembling the people and having them counsel each other on the varying problems. In that way, I think we will arrive at a meeting of minds with respect to securing a Territory-wide organization.

119. As I think I stated in my report, this meeting from 3 to 10 July is the first meeting in one place of the representatives of all the districts with the administrative leaders of the various districts. It is hoped that it may be productive in its purpose, which is the discussion of problems of local government.

120. Mr. S. S. LIU (China): I thank the special representative for his replies.

The meeting was suspended at 4.10 p.m. and was resumed at 4.30 p.m.

121. The PRESIDENT: As there are no further questions on the political section of the annual report, we shall now turn to the economic section of the report.

122. Mr. RYCKMANS (Belgium): There is as yet no mention in the annual report of the decision taken by the United States Congress to put an end to the

activities of the Island Trading Company. That decision was, however, apparently reached some time in 1952. Exactly when was that done?

123. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The decision was made by the Appropriations Committee of the House of Representatives. Apparently, there is some apprehension concerning corporations that require support by the government and become the charges of the government, and it was felt that it might be better to terminate the Island Trading Company before it became a government operation and organization. For that reason, the action was taken to terminate it on 31 December 1953. An endeavour has been made to point out the service that the corporation is rendering to the people of Micronesia, the fact that it has never been supported by any federal funds or subsidized in any way, and the fact that it is an administrative device of the High Commissioner in carrying out his economic responsibilities towards the Micronesians. A request is being made for the extension of the life of the corporation for three more years. It is believed that the request will receive favourable consideration. Whether the full three years will be allowed, or whether a shorter time will be decided upon, is yet to be seen. We hope that we may have the opportunity of continuing this very useful device for a while longer, until we have had an opportunity to develop indigenous enterprises to the point where they are capable of carrying on the activities now carried on by the Island Trading Company—the collection of copra, maintaining a steady annual income for the producers and, in turn, supplying the trade goods for the Micronesians. Our hope is to terminate the Island Trading Company just as soon as we can develop local Micronesian organizations competent to carry on those functions. We should prefer to have these activities carried on by the Micronesians for the benefit of the Micronesians rather than to entrust them to organizations based on the mainland of the United States, which might render the service but which would do it in such a way possibly as to skim off the cream, and would pocket the profits, with the benefits going to areas outside the Trust Territory and not accruing to the Micronesians, as we would hope to be able to have them accrue in the future and as they have accrued in the past.

124. Mr. RYCKMANS (Belgium): I am not for a moment questioning the usefulness of the Island Trading Company. I asked why there is no mention in the 1952 report of the decision taken by the Congress to put an end to its activities. I asked why, since the decision was taken in 1952, the report made no mention of it.

125. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The action was taken by the Congress subsequent to the preparation of the report for the year ended 30 June 1952.

126. Mr. RYCKMANS (Belgium): On page 72 of the report I see that in 1949 dividends of \$100,000 were paid by the Island Trading Company to the Treasury of the Islands. Since then the Treasury of the Islands has received no further dividends. According to the Visiting Mission's report, the balance should be paid to the United States Treasury. I should like to know why there has been no payment of dividends since 1949 and why the balance is not retained by the Island Trading Company, unless, of course, the original capital was subscribed by the United States Treasury. In

other words, why are these sums paid to the United States Treasury rather than to the Treasury of the Trust Territory?

127. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): The Island Trading Company is not a corporation for profit. It withholds a portion of the difference between the selling price of the copra and the price paid to the producer and this is done for the purpose of creating a copra stabilization fund. The company also set aside the sum of \$1,801,000 for the purpose of repaying the United States Treasury for the services which the Navy, from United States Government funds, advanced for the purpose of getting the Island Trading Company started and on its feet. All the original capital required by the company had to be advanced by the Navy, and the Navy used its own funds, or Federal funds, to provide services with the understanding that the Island Trading Company would reimburse the Federal Government out of earnings. We have now paid back to the Federal Government \$1,200,000 of the debt of the Island Trading Company, and we will soon be able, I hope, to repay the remainder of the obligation. Meanwhile, so long as the Island Trading Company is in operation we shall set apart a portion of the returns from sales to build up the copra stabilization fund, if the selling price is high enough. During the latter half of last year and the first part of this year, the selling price of copra was below the cost of purchasing the copra from the producers and getting it to market. Therefore, in order to maintain a steady price to the producers, we had to disperse from the copra stabilization fund to the extent that it was practically wiped out before prices again became high enough to recoup some funds into the copra stabilization fund.

128. Mr. RYCKMANS (Belgium): If I have understood you correctly, dividends will be paid by the Island Trading Company to the United States Treasury only until the debt has been repaid. Therefore, when that has been done, the United States Treasury will cease to derive profit from the company.

129. My second question is, if the decision to wind up the company on 31 December of this year is maintained, will the stabilisation fund disappear or not?

130. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): It is true that when the obligation of \$1,801,000 is returned to the Federal Government, that will terminate our obligation to the Federal Government and the Island Trading Company will stand on its own feet and it will then use such portions of the selling price of copra as it deems wise to build up again the copra stabilization fund. It is desired, if possible, and if selling prices permit, to build up the copra stabilization fund to about half a million dollars, and whenever that point is reached, to build it up no further but then to cease taking away portions of the selling price of the copra and rather let it all go to the benefit of the producers. We expect to continue the copra stabilization fund and thereby provide a steady annual income to the producers as long as it is possible to maintain the Island Trading Company. When the time arrives when the Island Trading Company must be terminated, then any funds in the copra stabilization fund will be duly distributed to the real owners of the fund, to wit, the Micronesian producers themselves.

131. Mr. RYCKMANS (Belgium): Could the special representative give me some figures of imports of

livestock? It is stated on page 31 of the annual report that the production of livestock in the Territory has increased considerably during the year and that there have been large imports. Can the special representative give me any figures in this connexion?

132. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): A number of pure-bred Brahman bulls, a number of cross-bred Brahman-Holstein heifers, a number of cross-bred Brahman-Shorthorn heifers and a number of cross-bred Brahman-Angus heifers were imported and a very careful experiment in breeding to determine the best breeds and crosses adaptable to the conditions in the Trust Territory is being carried on. I think about sixty head were imported altogether for that carefully planned experiment, which was carried out with the advice of the United States Department of Agriculture and with experienced ranchers and with the agriculturists of the University of Hawaii. If I am not mistaken, we invested approximately \$60,000 in the basic herd. We do not plan to distribute the progeny for a while, but to keep them under control conditions and observe the effects of the climate and so on upon them.

133. Mr. RYCKMANS (Belgium): Is it known how much livestock there was before the war?

134. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I do not think that we have any figures whatsoever concerning the number of livestock before the war. I know that the cattle were referred to as native cattle, the swine as native swine and the chickens as native chickens. We have been attempting to bring in breeding stock of swine and poultry as well. I have no idea as to the numbers before the war. I think that the livestock of the islands just about disappeared during the food shortages of the war years.

135. Mr. RYCKMANS (Belgium): On page 33 of the report, under the heading "Currency", I read: "Financial dealings among the Micronesians are still carried on according to their customs". I should like to know what that means.

136. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): United States currency is legal tender in the Trust Territory. However, in the Yap district, the people are conservative and they value their stone money, which weighs several hundred pounds. They also value fine quarried stone money that is strung in *leis* or necklaces. They have such a high regard for their own money that they still trade and barter in those terms. It is against the regulations of the Trust Territory for anyone to remove that money from the Trust Territory. It is for their own use and understanding.

137. Mr. ZONOV (Union of Soviet Socialist Republics): I should like to ask a few questions concerning the Administering Authority's land policy.

138. The Administering Authority's report states that the land question in the Trust Territory has still not been settled and alleges that its solution is complicated by the fact that the records of rights to use land were destroyed during the war. That fact was confirmed by the special representative in his statement. It seems to me that the Administering Authority's previous report, submitted a year ago, gave as 434 square miles the area of land belonging to the Administering Authority both then and at the time of the previous report. Furthermore, it should be noted that the Visiting Mission's report and a large number of petitions from

this Territory mention numerous claims and complaints by the local population to the effect that these lands were unjustly alienated from the indigenous inhabitants long ago. I should like to ask the special representative what concrete action the Administering Authority has taken to return to the indigenous population the lands previously seized and what it intends to do in the future to satisfy these important and legitimate requests of the indigenous population.

139. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): Possibly, it would be well to get into the record right away that the Administering Authority, the United States of America, does not own any land in the Trust Territory. The Government of the Trust Territory has taken over from the Government of its predecessor — that is, Japan — the land that the Japanese described as "eminent domain". The Japanese are said by some of the Micronesians to have acquired portions of this "eminent domain" somewhat by force, at any rate, without, in their opinion, just compensation. The Trust Territory is trying to decide very carefully the justice of those claims. When one is settled, it will, in a way, affect all the others. Efforts are being made and studies are going forward constantly to settle these land claims, particularly on the question of "eminent domain". It is true that there are 434 square miles — or at any rate, that is what is in the report — in what is known as the public domain, taken and set up as such by the Japanese. It might be well to point out that there is no such amount of land that is arable or usable land. The land on the high islands was entirely set aside for the holdings of different organizations — that is, the chiefs or extended families, the high chiefs and so on. However, much of the land on the high islands was valuable only for an occasional tree or it might be used in the middle land for the planting of taro and bananas; only the lowland was lived on and intensively cultivated; so that a considerable portion of these 434 square miles held in "eminent domain" by the Japanese actually is found to be land that is not suitable for cultivation. The Micronesians are stopped from using land in very few cases; most Micronesians have the use of the land, and that is all they ever had, although, theoretically, they may have had title to the land. Actually they had just the use of it from their clans and chiefs, and the use of the land is still being provided for them now. Even the land which is called public domain is put to use by the Micronesians and is provided to them on revocable licences. We should be very glad to give them permanent licences in cases where they are not claiming other lands.

140. Except for the cases which I have mentioned, it is probable that, once the problem of titles is solved, the people who are now cultivating the public domain, and from whom certain areas which they formerly held were taken away, will be allowed permanently to occupy and use the land.

141. Furthermore, we have established in our Land Claims Division the equivalent of a land court, which would establish boundaries, most of which have been lost. After that, cadastral surveys and maps would be made. In that way, we shall be able to give the Micronesians possession of the land, in fee simple, where practicable and desirable — and I might say that the Micronesians do desire this.

142. It should be borne in mind that the amount of arable land is small. To invest title in individuals in

these small islands may not in all cases be desirable. These questions are not simple; they must be studied.

143. Mr. ZONOV (Union of Soviet Socialist Republics): This answer to my question is not altogether satisfactory. Unquestionably difficulties are being encountered, since in effect there are no undertakings in which difficulties are not met with. A number of years have passed, however, and it is therefore perfectly natural to ask how the Administering Authority proposes to solve this problem, which is of such great importance for the indigenous population of the Trust Territory. The Japanese authorities obviously acted wrongly in seizing the lands of the indigenous population, but this injustice can be rectified. That is the Administering Authority's responsibility. I should therefore be interested to learn what concrete steps the Administering Authority proposes to take to return these lands to the local population for their use, not on a provisional, but on a permanent, basis. This problem cannot continue to exist forever. A solution must be found; the indigenous population demands it. It is therefore natural to ask how and by what steps the Administering Authority proposes to solve the problem.

144. Further to this question of principle, I should like to compare two figures. In the Administering Authority's report it is stated that 434 square miles of land are in varying degree in the custody of the authorities. How much land does the indigenous population control as compared with this figure of 434 square miles? I should be glad if I could be given this figure, since it is not provided in the report. I should be glad if the special representative could answer this question, but, if he is unable to do so, the question will, I suppose, have to be postponed.

145. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): I believe there are 687 square miles of land in the Trust Territory. If 434 square miles comprise the area of eminent domain, then the balance is held in one way or another by the Micronesians. Of course, when we speak of ownership by the Micronesians, we mean something different from what we mean in the United States, at any rate. The Micronesians generally own land by families. Only a small amount of land was formerly owned by individuals. Let us take the example of an island having a population of about 2,000 persons per square mile—and there are some small atoll islands such as this in the Trust Territory. It is rather obvious that title could hardly be vested in individuals, because many people must use the land, where the area is so densely populated. In the democratic society we are establishing in the Trust Territory, ownership of land by the Micronesians will have a somewhat different meaning from that which it usually has.

146. I have only recently taken up my duties in the Trust Territory, and I am therefore not entirely certain what would be the best way to give title to the land. I think we shall have to consult the "old-timers" among the Micronesians and ask them to assist us.

147. The main consideration is to enable the people to use the land. So far as I know, there is not a single Micronesian who does not have the use of some land. The island of Ebeye is somewhat of an exception. It is used by the people as a bedroom, so to speak, since they work for the Navy on the island of Kwajalein. Generally, however, every Micronesian has the use of some land. The situation is therefore about the same as it was before the Japanese came and occupied the

eminent domain. As rapidly as possible, we shall divest the government of the Trust Territory of this land and shall work out a system which can be continuously maintained, so that the land will be used perhaps not always to the benefit of particular individuals but to the best advantage of all the people living on the islands.

148. I repeat that this is not a simple matter.

149. Mr. ZONOV (Union of Soviet Socialist Republics): I have one further question to ask concerning the land in this Territory. The Visiting Mission's report and a large number of petitions received from the Territory refer to substantial claims lodged by the indigenous inhabitants against the Administering Authority in respect of lands taken from them and cleared for the erection of military installations of all kinds. The Administering Authority's report contains virtually no information on this point. The special representative, it is true, did say something about it today. I think that the question is of interest to the Council and I should like to learn what the Administering Authority proposes to do about these lands, which have been spoiled and are at present unusable.

150. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): Some areas have been used for airstrips and covered with concrete in front of warehouses and have been used on a warehouse basis, although they are not used for such purposes at the present time. Other areas, formerly used in coconut production, are being used by the Administration. The question arises as to whether it is more economical to remove the concrete airstrips and restore the land for the production of coconuts, or to maintain the airstrips in case they should be needed for our own transportation system. If the latter should be the case, compensation would be made to the Micronesians who formerly owned the land in the form of a fair rental. There are some areas where, it is believed by our agriculturists, that it would be quite impracticable to attempt to remove the concrete and restore the area for coconut production or other productivity. The cost would be so high that it would be better to provide other land and compensate the Micronesians. That is a practical question, and we have not yet decided upon a fair rental, as in the case of Majuro, for example, and as would be the case in Dublin. In those areas there is a great deal of concrete, particularly in Dublin, which was put there by the Japanese and which would be useful for us if the headquarters of the Trust Territory were to be established in Dublin. Therefore, we have not begun to tear up any concrete. Meanwhile we are going to compensate the Micronesians by means of a fair rental for such areas used by the United States or the government of the Trust Territory. We are now working out the basis of a fair rental.

151. Mr. ZONOV (Union of Soviet Socialist Republics): Perhaps the special representative could tell us the area of land which requires special treatment if it is to be made fit for agricultural use. How many square miles are involved?

152. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): In my opinion, the area of such concrete is very small—at the outside, possibly ten square miles. If I find that that figure is not correct, I shall give more accurate information tomorrow, but the public domain is, as I have stated, in regions which are chiefly forest reserves or areas that have been made available already for the use of the Micronesians who suffered the loss of the land now under concrete.

153. Mr. ZONOV (Union of Soviet Socialist Republics): I do not think that the report of the Administering Authority contains any reference to the question I wish to ask, although it is rather substantially covered in the report of the Visiting Mission. It is a question dealing with the appeals of the indigenous inhabitants to the Visiting Mission regarding the destruction of the coconut groves by insect pests. Could the special representative tell us what efforts are being made by the Administering Authority to destroy these insects and parasites, in order to aid the indigenous inhabitants whose plantations have suffered from such ravages? This seems particularly important since the coconut groves constitute one of the main sources of livelihood for the population.

154. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands): We have the co-operation of the Pacific Science Board, which is an established branch of the National Research Council. They have been assisting us by means of entymologists and by laying out proper studies and surveys and putting us in touch with what are known as predators of the rhinoceros beetle. So far, the only predators which we have had recommended to us are the *Scolia* wasps. These have been introduced, but there is no adequate information as to the success of the experiment. Entymologists are searching their collections and studying the situation wherever the rhinoceros beetle is found in order to determine the species of predators and parasites which should be introduced. The coconut groves of the Palau have been destroyed by this rhinoceros beetle, and we are using some of our funds to assist in this scientific war upon the insects. Also, we are assisting the Micronesians to clear up the logs which were damaged by bombardment and which are the places where the rhinoceros beetle breed. In this manner we are endeavouring to cope with the problem, but so far we have not found it possible to advise or to permit the replanting of coconut groves in the Palau. It would only mean additional food for the rhinoceros beetle, and so, for the time being, we are going ahead with the co-operation of the established scientific organizations. I think the Council would be interested to know that the South Pacific Commission is co-operating in this problem. Experts in the coconut field, who have had excellent experience in the copra industry and the cultivation of copra trees, are also co-operating. It is a splendid example of co-operation between the South Pacific Commission and the Trust Territory Administration.

155. The PRESIDENT: I wish to interrupt the interrogation of the special representative at this stage because the Council will recall that it was arranged that we should now hear the representative of the Philippines in respect of the administration of the Trust Territory of Somaliland. Of course, the representative of the Soviet Union will proceed with his questions later on, if he does not mind.

Examination of the annual report on the administration of the Trust Territory of Somaliland under Italian administration for the year 1952 (T/1048, T/1053, T/1059, T/1061 and Add.1, T/1062 and Add.1, T/1064) (continued)

[Agenda item 4 (a)]

At the invitation of the President, Mr. de Holte Castello (Colombia), Mr. Hammad (Egypt) and Mr. Pastrana (Philippines), representatives of States

members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration; and Mr. Spinelli, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

GENERAL DEBATE (continued)

156. Mr. PASTRANA (Philippines): In speaking for the second time—the last, I hope, in the current session of this Council—I should like to join the Chairman of the Advisory Council in expressing, on the part of my delegation, our appreciation of the generous acknowledgment made here of the work which the Advisory Council has endeavoured to do during the year under review. The solemnity that pervades the atmosphere of this chamber hardly calls for any indulgence in sentimental expressions, but I would be untrue to myself and I would be remiss in my sense of gratitude if I did not say here that to those of us who have borne the heat and the burden of the arduous labour in Somaliland, as is the preparation of the country and the people for their independence, such generous acknowledgment cannot fail to make up for what we have endured—difficult climate and other adverse conditions—during what I might describe as our solitary confinement in the Territory. In its larger and more lasting perspective, the acknowledgment made here can neither fail to spur us to still greater efforts to the end that the role of the Advisory Council shall, as of right, be more effective and more productive of the desired results.

157. It is in pursuit of this important objective—to make the role of the Advisory Council more effective and productive of the desired results—that I now ask the leave and indulgence of this body to speak on the relation of the Advisory Council with the General Assembly, including its right to attend the sessions of the latter whenever matters relating to Somaliland are taken up. It is not without reason that I am raising this question initially with this body since many of its members yesterday and the day before yesterday have shown the profoundest interest in the work of the Advisory Council in relation to the preparation of the Territory for its independence. My delegation is keenly appreciative of this interest and regards it as reflective of our common desire to ensure, if I may repeat again, that the role of the Advisory Council shall be more effective and productive of the desired results. In taking up this question here, I do so without prejudice to the right of my delegation to raise this same question at the proper time in the General Assembly, under whose competence the matter more properly falls.

158. Under the present practice, the Advisory Council does not have any relation, direct or indirect, formal or informal, with the General Assembly. Likewise, under the existing practice, the Advisory Council may neither submit to the General Assembly its reports on Somaliland nor may it communicate with the latter or attend its sessions even when matters affecting the Territory are considered at the sessions. This is not all, for I should also say that the Trusteeship Council, by established practice—and I refer to this most respectfully with no desire at all to criticize or complain—does not include in its reports to the General Assembly the Advisory Council's reports on Somaliland. Thus the Advisory Council, partly by sufferance and primarily by established practice, has in effect been reduced to a state of complete isolation from the General Assembly, the parent body. Between the two bodies, time strangely

enough has evolved a sort of a "no-man's land", a forbidden territory separating completely the one from the other.

159. In the view of my delegation, this situation appears to be illogical; not only illogical but also anomalous; not only anomalous but also untenable. The Advisory Council was created by the General Assembly to aid and advise the Administering Authority in the over-all preparation of Somaliland for its independence. Consequently, by and from the very fact of its creation, the Advisory Council acquired, as from its birth, not only the right but also the duty to report or communicate with the power that created it on all matters relating to the Territory, including attendance at its sessions whenever such matters are taken up. Indeed, the Advisory Council, in the view of my delegation, owes it to the General Assembly to place itself at all times at the beck and call of the latter for any report, opinion or information it might need on the Territory.

160. The silence of the Trusteeship Agreement on the matter, specially with reference to the right of the Advisory Council to attend the sessions of the General Assembly, has often been pointed out as a denial of such right. In the view of my delegation, this position overlooks the inherent nature of the right and the significant fact that the Advisory Council is a creation of the General Assembly, from which this right emanates, a relation which does not exist at all between the Trusteeship Council and the Advisory Council. Because of its inherent character, the right does not have to be expressly conferred; the right subsists notwithstanding such silence and may only be withdrawn by express withdrawal by the General Assembly itself.

161. In the view of my delegation, the recognition of the Advisory Council's right to be equally heard by the Trusteeship Council and the General Assembly, including the right to attend the sessions of the General Assembly whenever questions relating to Somaliland are included in its agenda, and also the right to report to the General Assembly or otherwise communicate with it on such matters, would prove to be of the greatest significance, since it would further enhance the prestige of the Advisory Council and enable it to make its role still more effective.

162. We should be able to see that any act or omission, whether wittingly or unwittingly committed, which could possibly be interpreted as ignoring the Council's existence or utility would not be conducive to the performance of the effective role it was designed to play in the preparation of the Territory for its independence. It should be crystal clear that the intensification of the work to be done in Somaliland as the crucial date of its independence closes in should strongly commend the necessity of promptly giving recognition to the Council's existence and utility whenever and wherever such revitalizing measure is called for.

163. From the larger and practical point of view, the need for the General Assembly to hear the Advisory Council in matters affecting Somaliland becomes even greater, if not more compelling. The General Assembly itself is authority for the statement contained in resolution 656 (VII), adopted at its 410th plenary meeting, that "the authoritative opinion of [the Advisory Council] should be heard [by the Trusteeship Council] for a better understanding of the Territory's problems". Should it not follow that the General Assembly, which has the final and supreme authority over Somaliland,

should itself hear the Advisory Council "for a better understanding of the Territory's problems", to quote its own words. Verily, to ask the question is to answer it, and I should say that there is no adequate substitute for such a direct confrontation between the General Assembly and the Advisory Council as regards questions affecting Somaliland.

164. The Advisory Council, for its part, has left no stone unturned in this vital direction: to make the Council the effective instrument of the United Nations that it was intended to be. Indeed, it was for this reason that my delegation took the initiative in the establishment of a permanent liaison between the Administering Authority and the Advisory Council. It was also for this reason that my delegation, as a follow-up, has proposed the creation of a joint co-ordination office whose function it will be to provide for a joint study and co-ordination of the ways and means to be adopted to solve a given problem or meet a given situation, in the confident hope that it would thereby minimize, in a practical way, the area of divergence or disagreement on this or that question or measure between the Administering Authority and the Advisory Council, but without necessarily limiting the Council's right to a further elucidation or alteration of the solution or measure arrived at when the matter is formally submitted to the Council for its consideration. It was also for this reason that my delegation has striven to foster the most cordial relations with the Administering Authority, in the honest and sustained conviction that only in such a cordial and friendly atmosphere may a counsellor — for such is the role of the Advisory Council — be enabled to do the greatest possible good for the permanent well-being and happiness of the Somali people.

165. This is the one fixed goal which my delegation has pursued without fear or favour. It was in consideration of this, that after mature reflection, I submitted in my first statement [463rd meeting] my delegation's observations and recommendations to complete the over-all preparation of Somaliland in the political, educational, economic and social fields. I am naturally tempted at this time to elaborate on them in the light of the judicious comments made by the members of this Council during the last two days, but I am afraid my time is running out. I will therefore confine myself to expressing the hope, which of course goes without saying, that this Council — and may I include the representative and the special representative of Italy — may, in the interest of better understanding and appraisal, give these observations and recommendations the benefit of their careful examination.

166. Mr. GUIDOTTI (Italy): I have listened with great interest to the various remarks and suggestions which, both during the debate and in the course of the final statements, have been proffered by the members of the Trusteeship Council as well as by members of the Advisory Council. I wish to assure the President and the Council that I shall not fail to report them very fully to my Government and draw its attention especially to those suggestions which were made in an objective and constructive spirit.

167. While listening to the final statements, I was happy to note that practically all — even if regrettably not quite all — the delegations have registered the remarkable progress which the trusteeship administration has accomplished in the year under review. This is, we feel, the main point, namely, that the unsparing

and loyal efforts that have been made during the first years of our trusteeship are now beginning to bear their fruits. While saying this, I am not forgetting, or ignoring, whatever inevitable shortcomings and errors may be discovered in our activity. But I think we are justified in saying that some remarkable strides forward have been made in all fields — political, economic, social, educational. If the distance covered is not the same for all, and if, as many representatives have remarked, the progress in the political and educational fields gives more cause for satisfaction than the achievements in the economic field, this is not due to a lack of determination on our part, but to the fact that in the economic sector the difficulties are the greatest. It has been a comfort to my delegation, and I am sure it will also be to my Government, to see that so many representatives realize both the magnitude of the task and the necessity of some sort of international assistance towards the attainment of our economic targets.

168. I regret that, owing to unforeseen difficulties, we were not able to submit to the Council at this session the economic plan the drafting of which has been entrusted by the Italian Government to one of our leading experts. I trust that, when available, this plan will afford us a clearer view of the problems we are confronted with, and that, therefore, the Council will in due course, be in a position to formulate its remarks and suggestions as to the extent of the international assistance I mentioned above, as well as to the ways and means to implement it.

169. Mr. SPINELLI (Special representative for Somaliland): It was truly gratifying to participate in this debate on the report for 1952,³ and I wish to thank the delegations for their words of appreciation for the work of the Administration in Somaliland.

170. I do not deem it necessary to consider at length the few remarks I heard which were based on preconceived ideas and unreal expectations. If the Administration had to follow some of those remarks and suggestions, it would have to request, for instance, that all foreigners who work in Somaliland — who are by the way very few — put a stop to their productive activities in the agricultural field, from which Somaliland as a whole derives an important part of its means of subsistence. Moreover, we would have to force the nomadic population — over two-thirds of the total — to change their ways of life in the shortest possible time. It is needless to add for the enlightenment of any informed person that steps on this kind would not only produce chaos in the country but would also remove all possibility of planning a serious economic development of Somaliland through the years to come.

171. Before expressing my views, however briefly, upon the many appropriate and constructive suggestions I have heard during this debate, I wish to assure the Trusteeship Council once again that the Administration will be glad to proceed to a friendly exchange of views with the Advisory Council on the provisions of article 8 of the Trusteeship Agreement, with the purpose of avoiding all doubts or misunderstandings in the future. In the same friendly vein, I wish to state that I believe that the cordial relations happily existing between the Administration and the Advisory Council would benefit if any remarks or divergent viewpoints were always addressed at first to the Administering Authority in

³ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1952, Ministry of Foreign Affairs, Rome, 1953.*

Mogadiscio. This, I submit, would be in keeping with the true spirit of the Trusteeship Agreement.

172. I turn now to some of the concrete suggestions that I have heard during this discussion.

173. I should like to state that all the requests for more detailed information on certain subjects, voiced so competently by the representative of Belgium, will receive close attention by the Administration in the preparation of its next report.

174. At the same time, I can assure the representative of the Dominican Republic that, in our efforts to form a political consciousness in the Territory, we have given and will continue to give the utmost importance to the development of the municipal institutions.

175. As to the problem of reforestation, which was referred to by the representative of New Zealand, I can repeat what I have already said, if I am not mistaken, before the Standing Committee on Petitions: as soon as new experts are available, the problem will be tackled as vigorously as possible in view of the favourable impact it may have on the economy of the country.

176. Referring now in a general way to the most important problems of the Territory, I should like to make certain comments in regard to education. In three years of work, the scholastic population has increased nearly ten times, considering the enrolment of pupils which is taking place in these weeks. These are concrete results which, as UNESCO has also pointed out, make us feel confident that our five-year plan for education will be fully carried out. In making that plan, we have considered the expenses involved in the instruction of pupils living in towns and villages. However, a financial problem might well arise when, with the help of UNESCO, we expand our programme in order to develop education on a large scale among the nomadic population. At that time the problem of the language should have been solved, because one must agree that it is not possible seriously to envisage the solution of the problem of mass education by means of a language different from the one that is spoken and understood by the entire population. In the report for 1952, we referred to the steps that have been taken in order to render the Somali language a written one. We shall continue along those lines, trusting also in the collaboration of those Somalis who are interested in the matter.

177. In the judicial field, no efforts will be spared to endow the Territory as soon as possible with the necessary tribunals and laws. I wish to take this occasion to assure the representative of El Salvador that before the end of the year all juvenile and women offenders will be housed in separate establishments.

178. The Administration considers that "Somalization" of public offices is one of the main problems to be solved in order to carry out the task that has been entrusted to it by the United Nations. We have done quite a lot in this field and we shall go on doing it in the future. I have just been informed that sixty Italian officials are being repatriated, and naturally many of them will be replaced by Somalis. I may add, in order to give an idea of how much the problem is being considered by us, that among other plans we are examining the possibility of completely entrusting, a few years before 1960, at least one of the six regions into which the Territory is divided to autochthonous administrators assisted by the barest possible number of technical advisers.

179. I have heard some remarks on the matter of granting a national flag to the Territory. As a matter of fact, this question was discussed on our initiative in the Committee of the Territorial Council in April 1951, but no decision was reached, also because the councillors expressed the opinion that to a certain extent it was premature to discuss the matter. However, it is a fact that the new Administrator is completely favourable to the idea — provided, naturally, that a great majority of Somalis agree on a national flag acceptable to all of them.

180. I shall now turn to the all-important matter of the economy of Somaliland. Some delegations have suggested that it would be advisable for the Administration to concentrate its efforts on agriculture and animal husbandry in order to attain a measure of economic stability. The Administration fully shares this view, and I can assure the Council that in our over-all economic plan such an effort is considered of the greatest importance. In the 1952 report, we have given an outline of the agricultural programme from which we hope about one hundred thousand Somalis may derive great benefit. We are convinced that, for the time being Somalis, although capable of improving their knowledge, under technical guidance, in the agricultural and zoo-technic fields, are not as yet prepared to take a leading part in industrial and wholesale trade initiatives. However, with the training they are receiving, they ought to be able, before too long a time, to enter with success also into those fields of human endeavour.

181. Since the outset of our work, we have always tried to envisage the solution of any problem on the basis of practical reality. It is encouraging to note that

quite a few delegations, while stressing the necessity of taking into account the few years that separate us from the time-limit of the trust administration, nevertheless share our realistic point of view. The educational plan that the Council has examined follows this concept, and I believe that for this very reason it has received a wide measure of approval from the experts. We shall pursue our task in this manner in all fields, as we are convinced that this is the only way towards the fulfilment, with hard work and financial sacrifices, of the basic undertaking of the Trusteeship Agreement, namely, to make the independence of the Territory effective at the end of 1960.

182. I should like once again to thank the President and all the delegations represented here for the courtesy that has been extended to me during this debate.

183. Mr. DE HOLTE CASTELLO (Colombia): I should like to know when the Trusteeship Council is going to discuss Somaliland again, because my delegation wishes to reserve its right to speak on the recommendations on Somaliland and on the report to the General Assembly, as it did at the eleventh session, when I remember there was a recommendation which contained criticisms of the Advisory Council, to which I objected [440th meeting]. I do not know whether my delegation will this time object to criticisms or to praises.

184. The PRESIDENT: The date of 3 July has been fixed tentatively for the adoption of the report of the Drafting Committee on Somaliland. I trust that this will give the representative of Colombia ample notice.

The meeting rose at 5.50 p.m.