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**President:** Mr. Mason SEARS (United States of America).

*Present:*

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, New Zealand, Syria, 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: International Labour Organisation; Food and Agriculture Organization of the United Nations; United Nations Educational, Scientific and Cultural Organization.

**Examination of the annual report of the Administering Authority on the administration of the Trust Territory of the Pacific Islands for the year ended 30 June 1954 (T/1173, T/1179, T/1181) (*continued*)**

[Agenda item 4 (e)]

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

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

1. Mr. NUCKER (Special Representative) said that he was now in a position to reply to a question which the USSR representative had asked him at the 617th meeting. Of the 102 municipal magistrates in the Trust Territory, excluding Saipan, where there were no chieftains, only twenty were also chieftains; twelve of them were elected and eight were appointed by the district administrator.

**GENERAL DEBATE**

2. Mr. DORSINVILLE (Haiti) admitted that the fact that the islands were scattered over a wide area was a source of difficulty for the Administering Authority,

but also believed that the dual civil and military nature of the Administration and the resulting complexity of laws, decrees and regulations were not calculated to promote the establishment of a simple system to which the population might easily adapt itself. It remained to be seen what would arise in the event of conflict between the High Commissioner and the Civil Administrator of Saipan, supported by the Commander-in-Chief, United States Pacific Fleet. It might be wondered to what extent the military administration ran the risk of holding back the civil administration.

3. With regard to political matters, the Haitian delegation noted that the legislative and advisory organs of the Territory played only a restricted part. It would like the indigenous inhabitants to participate in the management of their affairs, so as to be able to ascertain whether the fundamental principles of self-government and democracy were as vague notions to them as the Administration alleged. According to the indigenous inhabitants whom the Haitian delegation had had occasion to hear, it was obvious that there were many people in the islands who could become excellent administrators, although they held no diplomas. Furthermore, the principles governing the establishment of the representative institutions varied far too much from one district to another.

4. In economic affairs, there was a striking contrast between a highly developed administration and an economy which by no means met the needs of the Territory and the potentialities of which were limited. The Territory seemed to be doomed to remain a tributary of the Administering Authority. Nevertheless, the Haitian delegation was following with interest the experiments relating to cocoa plantations, and hoped that the Administering Authority would continue its studies of the soil and climate, with a view to introducing new crops.

5. With regard to social matters, the Haitian delegation could see no obstacle to the application of the conventions and recommendations of the International Labour Organisation to the Territory, although the question did not seem to be urgent, in view of the fact that the Administering Authority was in practice the chief employer. It noted that, despite an appreciable improvement in health conditions, tuberculosis was still the main cause of death and that pneumonia and influenza were prevalent. It might well be that the Micronesians were physiologically predisposed to those diseases, or such organic weakness might be largely due to protein deficiency in the diet of the population. Nevertheless, the measures taken by the Administration in that connexion were commendable.

6. With regard to education, the Haitian delegation noted with satisfaction that attendance in primary and secondary schools had increased, but deplored the absence of certain subjects of general interest from the curricula. Of course, curricula must be adapted to the environment of the pupils, but education must not be kept at such an elementary level that the pupils would be unable to follow advanced courses in universities abroad.

7. The Haitian delegation noted with satisfaction that the problems created by the evacuation and resettlement of the inhabitants of Rongelap, Utrik and Bikini had been or were being solved and it hoped that the report for the following year would state that they had been finally solved. It also noted with interest that claims relating to payment of debts in yen and to land previously occupied by the Japanese authorities had been satisfied.
8. In conclusion, the Haitian delegation considered that the Council should recommend the Administering Authority to standardize the representation of the indigenous inhabitants in political institutions and ensure their effective participation in the management of public affairs, to pursue intensive pedological studies with a view to remedying the deficiency of agricultural resources by introducing new crops, and to raise the standard of education.
9. Mr. SCOTT (New Zealand) expressed appreciation of the purposes of the Administering Authority, as defined by the special representative at the 615th meeting. The task would take a long time to perform, in view of the diversity of languages, the vast area of the Territory and the problems of communication. Development might also be retarded by the Micronesians' customary reticence in expressing their views.
10. In those circumstances, the Administering Authority had wisely concentrated on the development of representative organs in the municipalities and districts. It would undoubtedly not overlook the desirability of holding periodic conferences of representatives from all districts, similar to that held at Truk in 1953, which might promote a sense of territorial unity.
11. The New Zealand delegation accepted the decision to place Saipan and Tinian under naval administration, on the understanding that the Administering Authority would continue to pay close attention to the co-ordination of policies and administrative practices between those islands and the rest of the Territory. The immediate relations between the Administration and the various districts were extremely significant from the point of view of the future unity of the Territory and the political advancement of the people. The decision to transfer the headquarters of certain government departments to sites within the Trust Territory was therefore wise.
12. It was gratifying to hear of the measures taken by the Administration on behalf of islanders affected by nuclear radiation; the Administration would undoubtedly spare no effort to ensure that they would suffer no ill effects from latent radio-activity and that those who had not yet done so would return to their home islands as soon as possible.
13. With regard to economic matters, the Administration was to be congratulated on its efforts to diversify resources by introducing new crops, such as cocoa, and improving cattle strains, and to rid the Territory of harmful animals and plants. The arrangements for the marketing of copra by a successor company to the Island Trading Company seemed to be satisfactory. The Administration might derive additional revenue from copra production by imposing taxation both on the marketing company and on the local trading companies, though such a measure might have an adverse effect on the prices paid to the copra producers. The New Zealand delegation thought that the Administering Authority might consider promoting co-operatives both for producers of such marketable products as handicrafts, trochus shells, copra and vegetables, and for consumers, since the traditional social structure seemed to favour the establishment of such enterprises. The fishing industry too might lend itself to co-operative organization. The Administration was rightly encouraging boat-building in the islands and it might consider setting up a training school for seamanship. The establishment of a trading fleet of small vessels owned by the Micronesians would certainly have economic and social advantages.
14. From the social point of view, the New Zealand delegation noted that the people were enjoying reasonably good health. The Administering Authority recognized the deficiencies and was trying to remedy them. It would be desirable to apply in the Territory such conventions of the I.L.O. as could be regarded as suitable, although Micronesian workers already seemed to enjoy many of the benefits conferred by the conventions.
15. With regard to education, the New Zealand delegation considered that the situation was promising. The Administration was to be commended for having adapted the curricula to local needs, for having drawn up a school building plan and for having encouraged the Micronesians to carry it out. The Administration should, however, endeavour to eliminate disparities in teachers' salaries; that might be achieved by granting subsidies to municipalities which were unable to pay teachers in cash.
16. Mr. JAIPAL (India) referred to the results of the atomic tests held in March 1954 in the Marshall Islands. He noted with satisfaction that the inhabitants of Utrik had returned to their island and that the people of Rongelap would return to theirs as soon as it was no longer radioactive. Quite apart from the question of the Administering Authority's right to carry out such tests in a Trust Territory, two points had to be borne in mind: first, inhabitants evacuated to other islands found it difficult to resume their way of life in an environment very different from their own. Secondly, the inhabitants concerned would have to wait a very long time before they could return to their homes. Those two arguments alone should be enough to put an end to evacuations, which, it was to be hoped, would no longer be necessary.
17. Turning to political advancement, he found the situation encouraging. Despite the difficulties that had to be overcome, the Territory possessed a certain unity. The islands, united by the sea, straddled the lines of communication between the great industrialized countries of the American and Asian continents and would inevitably come into increasing contact with the modern world. The Administration's policy was realistic and democratic and bore no traces of colonial tradition or paternalism. It did not seek to perpetuate the feudal system, and plans were being made for the time when the council of hereditary chiefs would be abolished. Thus the Territory seemed to be taking decisive steps towards democracy, self-government and possibly federation. The Administration might test the advantages of federation by developing closer political, economic and other ties among a group of islands situated close to each other. An experiment of that kind would have practical advantages and would also help to develop a territorial consciousness among the people.
18. Examining political institutions more closely, he noted that the powers of the advisory councils should

obviously be extended and experiments in certain areas could be carried out. Special attention should naturally be given to those parts of the Territory which were less advanced than the others. The Administration should consider the establishment of inter-district machinery in the near future as well as the appointment of qualified Micronesians to higher administrative positions. The obstacles which, according to page 13 of the Administering Authority's annual report<sup>1</sup>, hampered progress towards self-government were not insurmountable because they were the result of geographical and historical factors. His delegation considered that the solution was to be found in the development of communications and education. A feeling of territorial consciousness should be fostered by encouraging the Micronesians themselves to take action and by the use of English, which was at present a kind of common denominator, though of limited value. The Administration could, for example, publish a monthly illustrated newspaper in English, in which the common problems of the Territory could be discussed and solutions proposed. Regional newspapers could translate the newspaper into the various dialects. Contact between educated Micronesians from all districts could be encouraged, inter-island visits by school children organized and a uniform history of the islands compiled and used.

19. He congratulated the Administering Authority on its appointment of Mr. Sablan, a Micronesian, as a member of its delegation; Mr. Sablan's statement at the 616th meeting had been very impressive. He hoped that other Administering Authorities would follow the example of the United States.

20. In the economic field, the Administration's policy was to strengthen the agricultural basis of the economy by increasing production and improving and diversifying crops. A great deal had undoubtedly been accomplished, but continued vigilance appeared to be necessary to control the rhinoceros beetle and the giant African snail, which could be grave threats to the Territory's agriculture. The homesteading programme should do much to solve the problem of overcrowding. In that connexion the Administering Authority might consider the formation of agricultural production and marketing co-operatives, as the traditional social structure of the Micronesians would lend itself well to the development of the co-operative movement. In 1953 much land had still remained in the hands of the Administration. That was an undesirable situation in a Territory whose economy was predominantly agricultural. The progress made during the past year was commendable and it was to be hoped that within three or four years all land would be returned to the Micronesians.

21. His delegation noted with satisfaction that the Administration was encouraging the development of the Territory towards economic self-sufficiency, and the steps it had taken in that direction included the abolition of the Island Trading Company and the development of the local shipbuilding industry. The decision to turn Majuro into a world port was particularly commendable. The Administration should continue its studies with a view to the development of the bauxite and manganese deposits. The back-filling of land mined for

phosphate in the island of Angaur should serve as an example for the Territory of Nauru. The fact that such land could be re-cultivated within a year was clear proof that the problem was not insuperable, as was sometimes claimed. His delegation therefore reserved the right to revert to the question of the phosphate deposits in Nauru as their exploitation did not seem to be in accordance with the principles of the Trusteeship System.

22. His delegation had taken note of the special representative's assurance that the yen credits were the subject of negotiation between the Administering Authority and the Japanese Government. It hoped that the question would be settled before the consideration of the next annual report.

23. Turning to the budget of the Territory, he noted that the Administering Authority was granting an annual subsidy of \$5 million, an amount four times the local revenue. That proportion was too large and all possibilities of achieving a better equilibrium should be thoroughly examined. It would be well for the indigenous inhabitants to know exactly how the revenue and expenditure of the Territory were allocated; the Administration should consider the possibility of having two budgets, one in respect of local revenue and expenditure and the other giving an analysis of the subsidy and how it was spent.

24. In the social and educational fields progress has been uneven owing to the diversity of social groups. The need for improved communications and the value of education as a means of assimilation and modernization could not be over-emphasized. In that connexion the Administering Authority was to be commended on having reorganized school curricula with a view to their better adaptation to local conditions and Micronesian culture. Considerable progress had been made but unfortunately the general level of education was still somewhat low. The Administration should now try to develop secondary and higher education, and in that connexion it would find the suggestions in UNESCO's observations (T/1181) extremely useful.

25. He thanked the special representative for the clear and detailed explanations which he had always provided in reply to questions and emphasized that his delegation's criticism and suggestions were based only on a desire to assist the Administering Authority in its task.

26. Mr. BARGUES (France) said that his delegation had listened with satisfaction and interest to the statements of the Administering Authority's representatives, which had given a clear picture of the progress that had been made in the Territory while showing the complexity and scope of the work that remained to be done. It was impossible to ignore the difficulties facing the Administering Authority, which had taken over the heritage left by three completely different administrations. Those difficulties, inherent in the geography of the Territory, raised in particular problems of communication. The seven districts which constituted the Territory were scattered over vast stretches of ocean, and that made it difficult to form a cohesive unit and achieve uniform progress. In that connexion the Council should note with satisfaction the recent transfer of the seat of the Administration from Honolulu to Guam. Although the island of Guam was not part of the Trust Territory, it had the advantage of belonging to the same geographical area. The transfer had therefore made it possible to concentrate activities and efforts, and could not fail to be advantageous. At the same time the Depart-

<sup>1</sup> *Seventh Annual Report on the Administration of the Territory of the Pacific Islands, July 1, 1953, to June 30, 1954, Transmitted by the United States of America to the United Nations Pursuant to Article 88 of the Charter of the United Nations*, Department of State Publication 5735, International Organization and Conference Series III, 103, Washington 25, D.C., U.S. Government Printing Office.

ment of Education had been established at Truk and the Department of Public Health at Ponape. While it was to be hoped that their present isolation was only temporary, it should be noted that the departments in question were only technical services which had just been established.

27. With respect to political advancement, the Trusteeship Council should welcome the Administering Authority's establishment of various representative bodies. An important part was at present played by municipalities, congresses and district councils, the activities of which had been described vividly and clearly at the 616th meeting by Mr. Sablan, who was responsible for education to the Saipan Congress; the French delegation wished to congratulate and thank him for his detailed and instructive information. With respect to the composition of such representative bodies, it should be noted that although the system of elections was widespread it was not yet standardized. His delegation considered that such diversity was to be expected at the present stage as it reflected a respect for local peculiarities. The ideas and traditions of the inhabitants differed from archipelago to archipelago as did their concept of democracy. The Administration had shown great wisdom in not violating local customs, but developing them gradually under careful supervision.

28. In the economic field, the Territory was undoubtedly severely handicapped; there was very little soil and it was often of coral composition, which limited agricultural possibilities. Mineral resources appeared to be very limited despite the prospecting carried out by the Administration. Under such conditions local resources could not play a decisive part in the development of the Territory. The chronic disequilibrium in the balance of trade and the inevitable budgetary deficit meant that the financing of investments and the cost of daily administration depended largely on assistance from the United States Government (almost 80 per cent of the budget). That assistance was necessary and it should not be criticized so long as the Administering Authority continued its planned development of the Territory. In that respect his delegation considered that the Council should note with satisfaction the progress achieved in agriculture, in the plant health campaign and particularly in its experiments with cacao trees, as well as in the development of handicrafts, from which the inhabitants derived a considerable income which had doubled in comparison with that of the previous year. With regard to trade, commendable efforts had been made to establish indigenous companies to replace the Island Trading Company; the Council could but hope that the experiment would be successful.

29. In the social field, significant results had been achieved in the training of indigenous health personnel. It was to be hoped that the centres for the semi-segregation of lepers would soon supplement the Tinian leprosarium, which was somewhat out of the way. The increase in population, due partly to the medical assistance provided by the Administration, would in future dominate the social problems of the Territory. In that connexion his delegation could only repeat the view it had expressed during the Council's fourteenth session (556th meeting) to the effect that despite the Administration's efforts to expand and diversify the activities of the population, the future of some of the inhabitants could be ensured only through emigration from the islands which were poor and had limited resources.

30. With respect to education, his delegation felt that the school attendance figures spoke for themselves. The Council should conclude that an earnest and methodical effort had been made in all phases of education. A slight criticism could be made of the variations, from one archipelago to another, in the remuneration of elementary school teachers in the various islands. The explanation was that the local communities were responsible for the operation of the schools. The current difficulties could probably be remedied through a system of subsidies to assist the poorer municipalities.

31. In conclusion, his delegation was sure that the Council would wish to note with satisfaction the considerable progress made in all fields. In the Territory, which was not a single unit but an aggregate of thousands of islands—many of them tiny—there was still a long way to go before the population would be able to live on the local resources and potentialities. Outside assistance, reflected in a budget far exceeding the possibilities of local economic development, would still be necessary for many years.

32. His delegation again thanked the special representative, whose able co-operation, very great competence and unfailing courtesy had been of valuable assistance to the Council in its examination of conditions in the Trust Territory of the Pacific Islands.

33. Mr. GRUBYAKOV (Union of Soviet Socialist Republics) pointed out that the characteristic feature of the history of the Pacific Islands was that they had for many years been under the political, social and cultural influence of European, Asian and now American masters. That contact should have yielded results. During that period, approximately four centuries, other countries had repeatedly altered their political and economic structure. History showed that where a nation had aspired to a larger measure of independence, the process of political, economic and social development had been quicker. The Territory was composed of a multitude of small islands. The Administering Authority should therefore attempt to unify them and give them a common political organization. The annual report, so far from disclosing any trend in that direction, showed that, on the contrary, an additional artificial barrier had been placed in the way of the establishment of a central, unified, territorial administration: the administration of the Territory of the Pacific Islands was still divided between two different organs of the United States Government.

34. So far as political institutions were concerned, he said the Territory still had no executive or legislative organs; there was not even an advisory organ for the Territory as a whole. The information supplied by the Administering Authority showed that the functions of the district advisory bodies were extremely limited and that they had no decisive influence. In his view, it was wrong that the seat of authority should be outside the Territory, a circumstance hardly conducive to the evolution of territorial unity. In the annual report, the Administration did not deny that the number of indigenous inhabitants holding higher posts in the Administration was negligible. It was impossible, therefore, to talk of political advancement. The Administering Authority claimed that the indigenous inhabitants did not possess the necessary knowledge or experience. The obvious inference he drew from that statement was that the lengthy period during which the Territory had lived under a colonial régime had hampered its political development, and that the evolution of its political institu-

tions would undoubtedly be hastened by the granting of self-government to the Territory. No real changes had been introduced in the municipal system in recent years. It was not democratic because the municipalities were still headed by officials appointed by the Administration or traditional chiefs. Such a policy did not encourage municipal self-government; on the contrary to some extent it encouraged the antiquated tribal system, and it was incompatible with the development of a democratic municipal government in the Territory. The Council should recommend that the Administering Authority take the necessary steps to create a central legislative body composed of indigenous inhabitants and responsible to the people. The district councils should be reorganized and their powers extended. It must also be recognized that, in adopting not a truly democratic system of self-government but the system of municipalities headed by a chief or an official appointed by the Administration, the Administering Authority was making the establishment of really democratic local government more difficult. It would therefore be better to abolish the system of municipalities completely.

35. Economically, agriculture and fishing were clearly the principal occupations of the people; consequently, land questions were of special importance. According to the information submitted to the Council in recent years, out of a total land area of 687 square miles, 434 square miles were owned by the Administration, as compared with only 250 square miles owned by the people. Very little progress had been made towards restoring the land to the people. Anything that might be said concerning the disappearance, owing to the war, of documents or other evidence was only a pretext to delay the restitution of the land. The land must be returned to the indigenous inhabitants of the Territory. The report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953 (T/1077) mentioned numerous complaints. The Mission had received over a thousand petitions calling for the restoration of the land to the indigenous inhabitants. Partial restitution was no solution, nor was the removal of some of the people to other islands where the land shortage was less acute. According to the supplementary information supplied by the Administering Authority (T/1179), part of the land held by the Administration was leased to the local population, particularly in the Palaus. But it was no solution to the land problem to lease to the indigenous inhabitants land which had belonged to them. The Soviet Union delegation considered it essential that the Council should recommend the Administering Authority to take more energetic and determined steps to restore to the indigenous inhabitants the land which had been taken away from them.

36. The problems of public health were disturbing both to the population and to the Trusteeship Council. For the year under review, expenditure on health services had been reduced from \$675,000 to \$618,000. The number of medical staff had decreased considerably, dropping from 352 to 302. Only one American dentist remained, as compared with four in 1953. Admittedly, the annual report stated that the number of indigenous medical assistants had increased slightly, but they were not medical practitioners in the true sense of the term, as their certificates would not authorize them to practise outside the Territory.

37. In the matter of education, it was also impossible to talk of progress when there had been a decrease in

the appropriations from \$435,000 to \$386,000. UNESCO's report (T/1181) said that the number of students had dropped to 855, excluding the Saipan district, in 1954 as compared with 1,171 in 1953. Even the annual report stated that the Territory lacked schools and teaching material and that the number of fellowships had been greatly reduced. While the salary scales for teachers varied, they were consistently very low, being one-fifth or one-sixth of the salaries of teachers from the United States or other countries. The Trusteeship Council should recommend the Administering Authority to take energetic steps to remedy the state of affairs in education, which left much to be desired.

38. Mr. S. S. LIU (China) said his delegation had been gratified to learn of the Administering Authority's achievements during the year under review. It was unnecessary to comment on them in detail, and he would therefore merely associate his delegation with all those who had considered that the Trusteeship Council should congratulate the Administering Authority on its constant and fruitful work in the Trust Territory. True, many problems were still to be solved, and the Administration should continue its efforts and even intensify them at times in order to fulfil its responsibilities. It was those problems to which he intended briefly to refer.

39. The Trusteeship Council had been glad to learn that the headquarters of the Administration had been transferred on 29 September 1954 from Honolulu to Guam and that the Departments of Education and Public Health had been set up on Truk and Ponape respectively. Nevertheless, Guam was not part of the Trust Territory and it was to be hoped that in the near future the Administration would be set up on one of the islands of the Territory.

40. The Trusteeship Council had been given to understand that the organic legislation of the Territory would be promulgated before 1960. His delegation earnestly hoped that the Administering Authority would do everything possible to remove whatever obstacles might prevent it from adhering to that time limit.

41. The Administration had given some impetus to the development of a territorial consciousness by organizing the first territorial self-government conference in July 1953. The Administering Authority should continue its efforts in that direction in order to ensure that the Pacific Islands were organized into a true political entity as quickly as possible.

42. While he was gratified to note the activities undertaken by the district councils, it was to be hoped that their powers could be extended and that they would become increasingly effective. Perhaps the Administration might consider reorganizing the councils in the light of the experience gained in municipal affairs.

43. His delegation had noted with satisfaction the steps taken for the rehabilitation and compensation of the people affected by the nuclear experiments. As the Administering Authority had already demonstrated its keen desire for a speedy settlement of the question, the Council was justified in considering that the matters still pending would soon be disposed of satisfactorily.

44. The codification of indigenous customary law was far from completed. That was admittedly a delicate matter but it was to be hoped that the preliminary work undertaken by the Administration would be completed in the near future.

45. While the question of Japanese currency claims had been practically settled, the postal savings and bond

claims were still awaiting a solution. The special representative had told the Trusteeship Council that the Administration had made the necessary arrangements for that purpose and it was to be hoped that a final settlement could be negotiated to the satisfaction of all concerned.

46. Lastly, with regard to educational advancement, his delegation supported the observations and suggestions made by UNESCO and it hoped that the Administering Authority would give them due attention.

47. In conclusion, he thanked the special representative for his valuable assistance and congratulated the Administering Authority on having added another Micronesian, Mr. Sablan, to its delegation.

*The meeting was suspended at 3.55 p.m. and resumed at 4.20 p.m.*

48. Mr. CUTTS (Australia) said that the Council could view with general satisfaction the developments in the Trust Territory of the Pacific Islands. The progress made might seem slow, but if allowance was made for local geographical and cultural conditions, it was actually revolutionary.

49. In the general administrative field, for example, the transfer of the headquarters of the Administration to Guam and the relocation of the Departments of Education and of Public Health on Truk and Ponape would have many advantages for the Territory.

50. Speaking of political questions, he noted that the indigenous inhabitants were participating increasingly in the work of the Administration. At the moment posts were not filled with non-Micronesian employees unless it was impossible to fill them with Micronesians. In addition, since 1954, United States employees were being replaced more and more by islanders, a trend which also had budgetary advantages. The intention was, after all, that the budget should be established at a level that would enable the Territory to become self-supporting.

51. The Council should note with satisfaction the progress made by the many councils and congresses on the islands, such as the Palau Congress which had recently been granted an official charter endowing it with new legislative powers and enabling it to participate more extensively in the political, social and economic life of the district. Another mark of progress was that the population was coming increasingly to accept the idea of filling political posts by election.

52. In respect of economic advancement, it was gratifying to learn that the indigenous trading companies had been quite successful, particularly in the copra trade, in replacing the Island Trading Company, which had been supported by the Government and which had recently been liquidated. It was even estimated that copra exports would increase 20 per cent. The progress in the trochus industry and in agriculture was also welcome. He noted that an expert had recently been appointed to supervise a fishery and trochus harvesting programme. His delegation hoped that the Administration would continue to foster marine resources in view of the limited possibilities of agriculture and mineral extraction. The end of phosphate mining on Angaur Island would result in a significant diminution in territorial revenues and this might be expected to lend a new impetus to the continuing search for alternative sources of revenue.

53. As regards social advancement, his delegation noted that 250 Micronesians had been dropped from the governmental payroll during the year. It was not, of course, desirable to maintain a superfluous staff of administrative employees merely in order to give employment to a greater number of indigenous inhabitants, but his delegation was sure that the Administering Authority would find alternative means of helping the Micronesians to find employment.

54. In the field of public health, the increasing participation of Micronesians, the reduction in the incidence of disease, and the rapidly increasing birth rate in the Territory provided evidence that excellent work had been done. Moreover the emphasis on health education and preventive measures gave ample assurance that even more satisfactory results could be expected.

55. As regards education, UNESCO had made a very useful analysis of the various measures taken, and the study would probably enable the Administering Authority to achieve further progress.

56. Lastly, his delegation fully endorsed the Administering Authority's policy of respecting the manners and customs of the indigenous inhabitants.

57. In conclusion, he thanked the special representative for the help he had given the Council in its examination of the annual report on the administration of the Territory.

58. Mr. RIFAI (Syria) said he recognized that the Territory presented very special problems owing to its geographical position and the various cultures that it had assimilated. There was no reason, however, to dwell upon those two factors when considering the future of the region. He would present some observations of a general nature.

59. First of all, it had always been stressed that no progress was possible in the Territory without substantial financial aid. He had no desire to imply that the United States Government was not acting with great generosity, but he thought the recent reductions in the subsidies were ill-timed. Important though the Administration's role might be in the technical sphere, it was clear that its main burden was primarily a financial one.

60. Secondly, the report did not provide sufficient information on the co-operation between the High Commissioner in Guam and the Commander, Naval Forces, Marianas, about which the special representative had recently spoken. Such co-operation was absolutely indispensable, for development must be uniform in the different parts of the Territory.

61. Thirdly, though the transfer of the headquarters to Guam had been useful, an endeavour should nevertheless be made, despite financial difficulties, to set up the headquarters in the Territory itself. He hoped that the Administration would spare no effort to achieve that object.

62. Fourthly, the problem of land claims had not yet been settled, though certain claims had already been considered. Homesteading, despite its great contribution to the economic advancement of the Territory, must not overshadow the problem of land claims. The same could be said of the question of Japanese postal savings and bonds, which should definitely be settled.

63. Lastly, he expressed anxiety at the Administration's tendency to cut its staff. Whether the cuts took

place in education, in public health or elsewhere, they could only hinder the development of the Territory.

64. In the political field, the indigenous inhabitants did not take part in the management of the country's affairs except at the municipal level, and their role was still only advisory. It was true that their advice was generally acted upon, but the system was still inadequate. The same was true at the district level, where little progress was being made. The charter granted to the Palau Congress might be a step in the right direction, but the Council had not yet been fully apprised of its content and significance. As regards the administrative organization of the Territory, his delegation thought that it was still a little confusing and that efforts should be made to simplify it. On the other hand, the Administration seemed to have adopted the best possible policy for facilitating the transition from the old customs and practices to new democratic institutions.

65. In the economic field, the Territory seemed to be progressing slowly towards the agreed objective of self-sufficiency and the attainment of a decent standard of living. In that connexion the efforts made by the Administration to improve agriculture and diversify the economy, particularly by the promotion of fisheries, should be welcomed.

66. Turning to social advancement, he pointed out that this was a field in which the Territory particularly needed financial aid. The report drew attention to the wide differences in standards of living that still existed in the various parts of the Territory; such differences must be reduced. The labour legislation should be modernized and the various ILO conventions should be adopted, even if there might be some incongruous features in those conventions so far as the needs of the Territory were concerned.

67. In the field of education the problem was also of a financial nature. The budget was inadequate, as was shown, for instance, by the variations in the salaries of teachers.

68. Lastly, he wished to point out that though his observations dealt largely with points on which conditions left something to be desired, he none the less very greatly appreciated the Administering Authority's achievements, and he thanked the special representative for his valuable co-operation.

69. Sir Alan BURNS (United Kingdom) said that the report on conditions in the Trust Territory of the Pacific Islands for the year 1953-1954 was an interesting record of a considerable achievement. The Administering Authority was perfectly right in preparing the Micronesians gradually for a democratic system of government, and such a prudent and judicious policy would doubtless bring the Micronesians a maximum of benefit. As long as that spirit guided the Administering Authority, the political future of the indigenous inhabitants was in good hands.

70. The Administering Authority was doing a great deal to promote the economic development of the islands, particularly in agriculture. The expenditure of the Territory was now four times the revenue, and it was fortunate that the inhabitants of the Territory could draw on the magnanimity of a great Power until such time as they could assure for themselves a tolerable standard of living.

71. It was interesting to note that the copra industry, one of the Territory's main sources of revenue, had made considerable progress and that experimental work in cocoa justified the hope that it would become the second most important cash crop of the Territory. The number of agricultural specialists was increasing in all districts, and many agricultural centres were being set up. An effort was being made to improve cultivation techniques, and Micronesian agricultural agents were being trained in all districts.

72. A further development of interest was the home-steading programme under which plots of cultivable government land were being placed in the hands of needy Micronesians. The encouragement given to the fishing industry and the spectacular increase in the production of trochus also deserved mention.

73. He also noted with pleasure that the number of Micronesians in administrative or advisory positions had increased 20 per cent, and that, for instance, the position of educational administrator in the Marshalls was now occupied by a Micronesian. He also welcomed the increase in the number of Micronesian doctors, dentists and teachers.

74. The Administering Authority should be congratulated on the role it had played in the economic development of the islands and the training of Micronesian staff.

75. Lastly, he thanked the special representative for his excellent contribution to the debates of the Council.

*Mr. Dorsinville (Haiti), Vice-President, took the Chair.*

76. Mr. EGUIZABAL (El Salvador) said he was satisfied with the Administering Authority's report, which gave a complete picture of conditions in the Territory, and with the special representative's observations, and he was pleased to note that the work being carried out was in keeping with the spirit of the Trusteeship System.

77. It should be remembered that the self-government of the Territory, the essential condition for political progress, was the ultimate goal. The Territory of the Pacific Islands, which was composed of several islands at a long distance from each other and differing in language, culture and economic resources, occupied a rather special position that must be taken into account. One way of promoting political advancement in the Territory, in keeping with Article 76 b of the Charter, would be to develop municipal organization for the purpose of instilling political consciousness and a feeling of national unity in the population.

78. Progress must proceed simultaneously in other fields. In particular, he would like justice to be dispensed free of charge, for that was an important question in view of the limited resources of the inhabitants. Land should also be given back more rapidly to the indigenous inhabitants; funds for education, which had been cut by almost \$100,000 in the present budget, should also be increased and, lastly, subsidies should be granted to the least favoured communities, in accordance with the suggestions of UNESCO, without, however, violating the principle that expenses for public education must be borne by the population.

*Mr. Nucker, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, withdrew.*

**Examination of the annual report of the Administering Authority on the administration of the Trust Territory of New Guinea for the year ended 30 June 1954 (T/1175, T/1187)**

[Agenda 4 (c)]

*At the invitation of the President, Mr. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.*

**OPENING STATEMENT**

79. Mr. JONES (Special Representative) presented the report of the Administering Authority for the year 1953-1954,<sup>2</sup> to which he wished to add a few observations. He regretted that the new map of the Territory had not been ready in time for inclusion in the report.

80. The progressive reorganization of the Administration had continued and since 30 June 1954 the new Department of Posts and Telegraphs had come into operation. The extension of Government influence into the restricted areas had proceeded steadily during the year and of the total area of 93,000 square miles, only 7,000 square miles were still classified as restricted. The populations contacted during the past few years were extremely primitive but were developing rapidly, owing to the Administering Authority's efforts. Between June 1954 and March 1955 exploratory patrols had visited the various restricted areas and one, in particular, had penetrated into the Eastern Highlands, where it had been well received. The patrols had found that the Administration's influence had already made itself felt, indirectly, in the communities in question, which had consequently given up ancient practices such as tribal fighting. He drew attention to page 22 of the annual report, which mentioned an attack in which there had been several casualties. In 1954, thirty-three indigenous inhabitants had been charged with murder; thirty-two had been found guilty by the Supreme Court and sentenced to death. However, the Administering Authority had felt that the accused, who belonged to one of the most primitive communities in the Territory, and had practically no communication with the outside world, might not have been fully aware of the Administration's aims and desires; it had therefore considered it better to commute their sentence to a term of ten years' imprisonment. The attackers had apparently resented the introduction of law and order and the prohibition of tribal fighting, whilst the population had come to believe that since the white man's arrival, taro, their staple food, had become smaller. The attack seemed to have been organized by two or three indigenous groups and the population as a whole had taken no part in it. Although order seemed to have been restored and the people were co-operating fully with the Administration, even to the extent of providing volunteers to assist in the building of a new hospital, it was possible that a certain suspicion of new ways might remain. The Administration was endeavouring to consolidate its work in the region and was sending selected Telefomins for periods to other centres so that they could see for themselves the developments taking place there.

81. As he had said at the fourteenth session (537th meeting), the Administering Authority was en-

deavouring to increase indigenous participation in local government. For that purpose it was essential, however, that the people should be ready to assume the responsibility which such participation implied; but despite every encouragement, it was unlikely that there would be any spectacular progress for some considerable time. In New Britain, for example, where there were five councils, one influential group still opposed indigenous participation in local government since it preferred its interests to be safeguarded by officers of the Administration. The same position was found in other districts. Progress would therefore necessarily be slow, and the experience gained showed that if the Administration decided to accelerate the pace against the wishes of the indigenous inhabitants, it would court failure and lose the confidence of the population. Nevertheless, despite the difficulties referred to on pages 22 and 23 of the report, and those which he had mentioned, the Administering Authority would continue to work for the political advancement of the Territory. From a survey of the New Ireland district, it seemed likely that two councils could be established there as soon as some points of detail had been settled.

82. In November 1954, loans totalling £5,000 had been made to three of the New Britain councils for the building of cocoa fermentaries.

83. The Administering Authority had continued to develop administrative services and 264 new appointments had been made to the Public Service of Papua and New Guinea. At the end of the year 868 positions had been assigned to the Territory of New Guinea, and 722 of them were occupied. Since 1 July 1954, an additional 152 appointees had taken up duty. The actual number of those appointed to the Territory of New Guinea was not available but it probably represented more than 50 per cent. The indigenous employees of the Administration in the Trust Territory, excluding labourers, totalled 4,605, an increase of 1,300 over the previous year.

84. In March, the Legislative Council had enacted a law providing for the Auxiliary Division of the Public Service, and for indigenous people and Australian protected persons, including Asians and persons of mixed race, to be appointed to other divisions of the Public Service if they had the requisite qualifications and fulfilled the necessary conditions, so that in principle, if an indigenous inhabitant could qualify on the same level as a European, he should enter the Service on the same footing.

85. Officers of the Administration were taking full advantage of the training facilities provided by the recently established Public Service Institute. The Institute gave secondary and university courses and one of its main functions was to train indigenous inhabitants for the Auxiliary Division.

86. Mr. Jones gave particulars of public works carried out since 1946 with the aid of reconstruction funds. Fifty-one hospitals, 27 schools, 86 administrative buildings, 700 residences, 560 composite buildings (laboratories, workshops, stores etc.), 455 bridges, 13 wharves, 23 power houses, 2,100 miles of roads, etc., had been built. Buildings taken over from the armed forces or other sources and temporary buildings were not included in those figures.

87. Both Government revenue and Government expenditure continued to expand. The budgets for health, agriculture and education had been increased by 7 per

<sup>2</sup> Commonwealth of Australia, *Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1953, to 30th June, 1954*, Canberra, Government Printing Office.

cent, 20 per cent and 19 per cent respectively. He described the increase in the internal revenue of the Territory and the subsidies granted by the Australian Government. He also referred to the grants for special purposes mentioned on page 35 of the report. Exports had increased by 15.5 per cent over the previous year. Imports had exceeded exports by £250,000 but as imports included £900,000 for raw materials and capital equipment necessary for the development of the Territory, the figures reflected progress in that direction. The principal export products had been the same as in the previous year, and the figures for each category had registered an increase.

88. Native industry continued to expand particularly through the medium of co-operatives, the turnover of which was increasing constantly. Rural progress societies had also increased their production and, in addition to the traditional crops of the Territory, a number of highland areas had started small coffee plantations. The extension division of the Department of Agriculture had a revolving fund from which loans were granted to growers for the purchase of equipment and a new fund of £57,000 with the same purpose had been established in May 1955. He drew attention to page 38 of the report, where the development of non-indigenous industry was described.

89. Twenty-seven thousand acres of land had been made available for lease. The Administration's policy with regard to the acquisition of land had not changed. Only the Administration could acquire land belonging to indigenous inhabitants and the Administration would not acquire land unless the land was in excess of the present and prospective needs of the people concerned. The Administration was taking measures to ensure that land settlement and indigenous agriculture should progress at the same rate, and the indigenous inhabitants' requirement of land was calculated in relation to that progress. Surveys were being made with a view to the development of fishing and particular efforts were being made to develop indigenous fishing. Research was being carried out in methods of fish preservation and storage and the possibilities of adapting methods used elsewhere to the Territory. The Administration work in that connexion would be greatly assisted by the visit of Mr. McKie, the food technologist of the South Pacific Commission, who had arrived in New Guinea in November 1954, and who was planning to develop simple methods for the preservation of foodstuffs without loss of nutrition value, in order to eliminate the gluts and shortages of village food supplies.

90. As predicted, gold production had fallen during the year and recent figures had shown that the decline had continued, although less steeply. The recommendations of the Mining Advisory Panel were still being examined. In November, the Commonwealth Mining Industry Act had come into operation; it provided for assistance to producers on a scale proportionate to mining costs. Expenditure on capital works and services had increased by 59 per cent during the year, and for the period 1 July 1954 to 31 March 1955, expenditure

by the Administration on capital works alone had exceeded £809,000. Commonwealth Government authorities in the Territory had also expended £250,000 on capital works.

91. The conditions of employment of indigenous people were being examined with a view to amending the present labour laws to meet the changing conditions resulting from the progress of the Territory and the development of certain classes of population. The apprenticeship scheme had come into operation in May 1955 under the supervision of the Native Apprenticeship Board, assisted by district committees.

92. There had also been considerable progress in medical and health services. The European medical staff was greater than in the previous year and the number of indigenous medical assistants and orderlies had also increased. Recruitment of staff by the health services had continued. Five new hospitals, several new infant and maternal welfare centres and medical aid posts had been opened. The hospital construction programme up to 31 March 1955 included a hospital at Lae and nineteen smaller hospital buildings which were already under construction, and the acceptance of a tender for the erection of a hospital at Wau. The missions were also building hospitals, particularly for tuberculosis patients, with funds provided by the Administration, which would later subsidize the hospitals. Tuberculosis research had been carried out in New Britain and the Morove district and a Territory-wide survey of trachoma had been made. NAB, the drug used in the treatment of yaws, was being withdrawn from general use by indigenous medical assistants, partly because of an accident due to a mistake by an indigenous assistant which had caused the death of seventeen persons, and partly because it was being replaced by penicillin.

93. Since the publication of the report, further progress had been made in education: the appointment of district education committees, the inauguration of a teacher-training scheme, the first meeting of the advisory committee on languages, the introduction of an apprenticeship scheme, and the opening of ten new Administration schools. The construction of two new technical schools with accommodation for boarders and a boarding school for girls was proceeding. Four new teacher-training centres had been opened in January 1955. Research into the use of indigenous languages was proceeding and the advisory committee on languages had already submitted a report to the Administration on the question. The Department of Public Information of the United Nations Secretariat had been asked to prepare posters and reading material for consideration by the Administering Authority, and new lists of addresses for the circulation of United Nations publications had been submitted to the Secretariat. The authorities had subscribed to the *United Nations Reporter* and the *United Nations Review* which would be distributed to all departments of the Territorial Administration.

The meeting rose at 5.45 p.m.