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UNITED NATIONS VISITING MISSION TO TRUST TERRITORIES  
IN THE PACIFIC, 1953

REPORT ON THE PACIFIC ISLANDS

Letter dated 26 May 1953 from the Chairman  
of the Visiting Mission to the Secretary-General

I have the honour to transmit to you herewith, in accordance with the Trusteeship Council's resolution 642 (XI) of 24 November 1952 and with rule 99 of the rules of procedure for the Trusteeship Council, the report of the United Nations Visiting Mission to Trust Territories in the Pacific on the Pacific Islands.

I should be grateful if, in accordance with the same rule, you would allow an interval of two weeks to elapse between the transmission of this report to the members of the Trusteeship Council and its general distribution.

(signed) Enrique de MARCHENA

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## INTRODUCTION

### Terms of Reference

1. The decision and preliminary arrangements to send a visiting mission to the four Trust Territories in the Pacific were made by the Trusteeship Council at its 456th meeting in 20 November 1952 during the second part of its eleventh session.
2. The composition of the Mission was discussed by the Council at that session and finally determined at the 456th, 457th and 458th meetings. The following persons were appointed as members of the Mission:
  - Mr. Enrique de Marchena (Dominican Republic) Chairman;
  - Mr. Leon Pignon (France);
  - Mr. Najmuodin Rifai (Syria);
  - Mr. W.A.C. Mathieson (United Kingdom).
3. At the 457th meeting of the second part of its eleventh session, the Council adopted resolution 642 (XI) setting forth the Mission's terms of reference. By that resolution, the Mission was directed:
  - (a) To investigate and to report as fully as possible on the steps taken in the four Trust Territories towards the realization of the objectives set forth in Article 76 (b) of the Charter, taking into account the terms of the General Assembly resolution 321 (IV) of 15 November 1949;
  - (b) To give attention, as might be appropriate in the light of discussions in the Trusteeship Council and the General Assembly and the resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the four Trust Territories, in petitions received by the Trusteeship Council relating to those Trust Territories, in the report of the first periodic visiting mission to the Trust Territories in the Pacific, and in the observations of the Administering Authorities on those reports;
  - (c) to accept and receive petitions - without prejudice to its acting in accordance with the Council's rules of procedure - and to investigate on the spot, in consultation with the local representatives of the Administering Authorities concerned, such of the petitions received as, in its opinion, should warrant special investigation;

(d) To examine, in consultation with the Administering Authorities, the measures taken and to be taken in respect of the provision of information about the United Nations to the peoples of the Trust Territories on the Council's resolution 36 (III) of 8 July 1948, and to undertake the duties enumerated in Council resolution 311 (VIII) of 7 February 1951 on the same question;

(e) To transmit to the Council not later than 10 June 1953 a report on each of the Trust Territories visited containing its findings with such observations, conclusions and recommendations as it might wish to make.

#### Itinerary

4. The Mission set out from New York on 12 February 1953 and was accompanied by a secretariat of six persons, of whom Mr. H.A. Wieschhoff was Principal Secretary.<sup>1/</sup> It arrived by air on 16 February at Honolulu where four days were spent in discussions with the Acting High Commissioner of the Trust Territory of the Pacific Islands, Mr. J.A. McConnell, his headquarters staff and with the Commander-in-Chief of the United States Pacific Fleet, Admiral A.W. Radford. Prior to its arrival at Honolulu, the Mission learned with deep regret of the sudden death of the High Commissioner of the Trust Territory, Mr. Elbert D. Thomas, with whom the members of the Mission had been acquainted and for whom they had acquired great esteem as the result of his participation in the meetings of the Trusteeship Council.

5. After a brief stay at Guam for purposes of arranging its itinerary, the Mission spent the period from 23 February to 27 February in the Yap and Palau Districts (Western Carolines) where it visited the Islands of Yap, Koror, Babelthaup and Angaur. Returning briefly to Guam for discussions with officials of the Trust Territory liaison office, the Mission visited the islands of

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<sup>1/</sup> The other members of the Secretariat were Mr. James L. Lewis, Mr. Myles Minchin, Mr. Abdel-Aziz Allouni, Mr. Leif G. Haug and Miss Mabel L. Winnett. Mr. Lewis, Mr. Haug and Miss Winnett did not accompany the Mission to the Trust Territory.

Saipan and Tinian (Northern Marianas) on 28 February. Arriving in the Truk District (Eastern Carolines) on 3 March, it visited the islands of Moen and Dublon, which is the site of the future headquarters of the Trust Territory, and also the outlying island of Fal Pungs. On 5 March the Mission departed for Ponape (Eastern Carolines). The period from 6 to 10 March was spent in the Marshall Islands where the Mission visited the principal island of Majuro and made an inspection trip to the outlying islands of Rongrong and Laura. The Mission left the Trust Territory of the Pacific Islands on 10 March and subsequently visited three other Pacific Trust Territories before returning to United Nations Headquarters on 16 May. The present report was adopted unanimously on 26 May.

6. Throughout its tour of the Trust Territory of the Pacific Islands the Mission was accompanied and greatly assisted by Mr. J.L. Taylor and Mr. H. Leynse of the headquarters staff of the High Commissioner. The Mission desires to express its appreciation of the warm welcome and hospitality accorded to it by the people of the Trust Territory and the Administration personnel. It wishes in particular, to thank the newly appointed High Commissioner, Mr. F. Midkiff, and the Deputy High Commissioner, Mr. J.A. McConnell, for their assistance and for placing all necessary facilities at its disposal.

## CHAPTER I

### GENERAL CONSIDERATIONS

7. Three things are of fundamental importance in any consideration of the Trust Territory of the Pacific Islands. These are the vast oceanic zone over which the very small land areas are scattered, the Territory's negligible resources and the diversity of its population. Geography, resources and population are of paramount importance in any Trust Territory, but none is faced with the particular combination of difficulties which are caused by such factors in the Pacific Islands.

8. The Territory consists of 96 distinct island units or 2,141 individual islands with a combined area of 687 square miles. These consist of three groups: the Marshalls, the Carolines, and the Marianas with the exception of Guam. They extend from latitude  $1^{\circ}$  to  $20^{\circ}$  north and from longitude  $130^{\circ}$  to  $170^{\circ}$  east.

9. A map of the Territory shows a great expanse of ocean studded with small islands. In most cases even the dot locating an island is a gross exaggeration of its size since frequently its land area is actually only a fraction of a square mile. Two islands exceed a hundred square miles in area and each of the six other "large islands" contains between 30 and 50 square miles. The total land area of the Territory is surrounded, and this means separated to a considerable extent, by some 3,000,000 square miles of ocean. Some idea of what this implies can be gained from the fact that from Truk, roughly in the centre of the Territory, Palau lies 1,045 miles due west, Majuro 1,160 miles eastward, Saipan 598 miles to the north and Kapingamarangi 412 miles to the south. Since these are nautical distances, in statute miles they would all be increased by approximately 15 per cent. In this great area of coral or volcanic, low or high, and large or small islands, 64 units varying from single islands to clusters of islands are inhabited.

10. To administer such a widely scattered Territory, the Administering Authority must maintain six separate administrative centres and furnish them with sea and air communications. At present plane connections are maintained

weekly between Guam and the administrative centres and the Administration owns a steamer<sup>1/</sup> which is engaged exclusively in logistic services between these centres with occasional trips to the American mainland or Japan. In addition, station ships call approximately once every three months at the administrative centres and the outlying islands. Ships must lie idle in harbours and lagoons and in some instances wait beyond the reef on the open ocean while freight and passengers are exchanged and administrative, medical and educational officials conduct their business and make their inspections in the various communities. When storms arise trips must be postponed or interrupted until calmer weather returns.

11. The isolation of many communities hindering frequent contacts with regional administrative centres indicates that the development of democratic processes of local government will necessarily be gradual. Communications and transportation problems present difficulties even for the development of regional political organizations. These will be greater and more difficult of solution for any Territory-wide organization.

12. Even with valuable and well developed resources the Territory would still find communications a major problem. The fact that the Pacific Islands on the contrary have meagre and poorly developed resources magnifies the difficulty. Geography and resources are complementary aspects of the general economic situation of the Territory, and the paucity of natural resources, in the Mission's opinion, is a basic obstacle to the immediate development of a self-sufficient economy and the maintenance of an adequate communication system in the Territory.

13. Timber, minerals, and marine and agricultural products are the chief resources of the Territory. The economic potentialities of the Territory's forests were surveyed in 1950 but no specific information was available to the Mission concerning the results of the survey. However, such resources are definitely limited and the depletion of those existing at present does not permit the cutting of any timber for export.

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<sup>1/</sup> After the adoption of this report the Mission was informed that a second steamer is now in service.

14. Mineral surveys have been made by the U.S. Commercial Company and the U.S. Geological Survey. These indicate that phosphate and bauxite are the only minerals of known commercial value. At present bauxite is not mined, due apparently to the great distance it would have to be transported and the consequent high freighting costs this would entail. Phosphate deposits are now widely scattered owing to the exhaustion of the richer mineral fields. The best remaining deposit is now being mined at Angaur by a Japanese company under an agreement with the indigenous population and the Territorial government but ore reserves are almost exhausted and the mining of phosphate will terminate within approximately three years.

15. Deep sea fisheries in the past were an industry of major commercial importance. In foreign hands for the benefit of foreigners, it was operated principally by Japanese personnel and subsidized by the South Seas Government. Few, if any, of the indigenous inhabitants possess either the necessary temperament or the skills and techniques which such an industry requires. To re-establish this industry would involve capital investments in ships and shore installations on a major scale and require a highly competent and experienced foreign personnel to control and operate them. Even then considerable risk would be assumed in such an undertaking due to the competition with other fisheries much nearer the world markets and the general hazards connected with commercial fishing.

16. The only manufacturing industries in the Territory are on a small scale, producing a few products for local consumption or handicrafts for export. None of these is of great importance in the general economy. No large scale industries are possible. There are no raw materials to warrant such a development.

17. Agriculture in the past has been the chief factor in the indigenous economy, and the Mission feels that it continues to offer the most immediate possibilities for economic development. Subsistence gardening chiefly of fruit and rootcrops provide the greater part of the people's food and the sale of copra furnishes them with funds for necessary imports. Such crops are possible in the Territory where the soil is of low fertility, cultivable areas often occur in scattered plots, rainfall is poorly distributed, and other



natural limitations prevail. With the exception of copra and possibly cacao, which is still in an experimental stage, the possibilities for export of agricultural produce are limited because the Territory is too far away from any markets that might absorb them.

18. Obviously no great revenue of the type necessary for ambitious programmes in any field can be expected from this basic agricultural economy. Even with a long range programme of development, the Territory appears too poor ever to be able to reach the stage where it could maintain a westernized standard of living without substantial financial support; in fact, development at the present time is only made possible because the government has at its disposal appropriated funds which are between four and five times greater than the total revenue of the Territory. Nevertheless the material wants at present felt by the indigenous inhabitants are few and can to a large extent be satisfied by the food crops and other goods which they themselves are able to produce without the medium of cash. A subsistence economy of abundance is a known and attainable goal in these islands and the Mission feels that the policy of the Trust Territory Government to develop and improve the subsistence economy with the object of making the Territory self-sustaining is basically sound. The consequence of this, however, is to impose definite limitations on the amount of services and luxuries with which the islanders should be provided, since it is not in their interests to accustom them to a standard of living which they may never be able to maintain with their own limited resources. If the people are not to be made permanently dependent on outside assistance, all development programmes must be carefully designed with this objective in mind. The Mission is satisfied that the Administering Authority is alive to this need and that its programmes have been designed accordingly.

19. With the exception of the people on the islands of Nukuoro and Kapingamarangi, who are Polynesians, the rest of the indigenous people are classified as Micronesians. Aside from this convenient classification, scarcely any other unity exists. The people in the Mariana Islands, Yap, Palau, Truk, Ponape, Kusaie, Nukuoro, Kapingamarangi and the Marshall Islands each speak their own separate and distinct languages. They have their own customs and patterns of living. In Saipan, where the people have

had long contact with western culture, the way of life is quite different from that on small Carolinian Islands where many indigenous customs have been little affected by western ideas. Administrative centres with close and frequent contacts with the Administration have quite different problems from those of remote islands where the rare and brief appearance of a small station ship furnishes practically the only contact the people have with the outside world, except in those instances where children leave to attend school or a visit is made by an individual.

20. A characteristic of the islanders is the placing of local interests ahead of wider ones. Natural loyalties are to the family or clan then to the home village. Rarely do these extend beyond the individual island. District unity is still only a sophisticated concept accepted by the more advanced Micronesians, and such a thing as national unity is desired by only a few. Even the highly westernized Charmorros betray no recognition of any relationship with the Carolinians and, what is more important, no interest in developing such ties. In these circumstances the development of local government must begin from the family or clan level and progress from these to the village, island, district and Territory as a whole. An attempt to force this process of advancement would inaugurate a social revolution which would have unforeseeable repercussions throughout the whole structure of the indigenous societies. This means that the leaders and people generally must be shown and convinced of the advantages which may be gained by wider political associations of any type in order to induce them to make the necessary changes and adaptations in their present institutions.

21. The Administering Authority frankly states that the geographical factor, the cultural and linguistic differences of the people and their ethnocentricity appear as the chief problem in the political, social and economic adjustment of the Territory to the modern world.

22. After its visit to the Territory, the Mission was able to appreciate fully the significance of this statement and it wishes to emphasize the fact that its recommendations have been made on this basis. It considers that recommendations on any other basis would be of no benefit to the people of the Territory or the Administering Authority, regardless of their general intrinsic value and commendability.

## CHAPTER II

### POLITICAL ADVANCEMENT

#### General situation

23. As stated in the preceding chapter the political advancement and unification of an area so vast and widely diversified as the Trust Territory raises problems which at first appear almost unsurmountable. The great distances which separate the different island groups, the existence of nine distinct indigenous languages and the wide variations in culture and in the level of acculturation make it difficult to conceive of the Territory as a single political unit. It is not surprising therefore that as already indicated there exists great insularity among the majority of the inhabitants and that in some instances there is to be found a degree of cultural hostility between the members of different island groups. An instance of this was brought vividly to the Mission's attention on the island of Tinian where it met representatives of 200 Chamorros who, during 1947-50, had voluntarily returned to the Saipan District from Yap, where many of them had been born, owing to their inability to achieve social integration with the Yapese. A second example is to be found in a petition (T/PET.10/21) which the Mission received in the Marshall Islands and which protests against the activities of a Ponapean trading company. A passage in this petition may be cited as follows: "We understand and appreciate the American ideal of 'One People' but we are a separate country from Ponape with our own separate customs and culture and language and have no more desire to be classed with or merged with the Ponapeans than France has desire to merge with Germany or China with Japan. We feel that it is unfair to us as a people to be lumped together with other groups of Micronesian peoples as one people. We are proud of our race and our heritage and fear any attempt to merge us culturally or otherwise with other peoples with the resultant loss of our own culture and individuality..."

24. It must also be borne in mind that prior to the assumption of administrative responsibility by the United States of America little effort was made to foster the growth of democratic concepts among the people and the Japanese policy of direct rule through the traditional chiefs tended to perpetuate the ethnocentric characteristics of the islanders.

25. Despite these difficulties, the Mission found that a significant measure of political advancement has been achieved during the past seven years. This, it believes, is primarily due to the fact that the Administering Authority has placed special emphasis upon education, advice and encouragement, thereby creating a desire among the inhabitants for political advancement and for increasing responsibilities compatible with their abilities.

26. Like its predecessor, the Mission on several occasions received requests from indigenous inhabitants for a closer relationship with and even incorporation into the United States of America. In each case the Mission explained that under the terms of the Trusteeship Agreement the Micronesians would have an opportunity to voice their wishes concerning their future status at an appropriate time.

#### Development of a territorial consciousness

27. The Mission noted that much emphasis is given to the political education of the people principally through indoctrination in the schools and through the discussion of common problems at District and inter-District conferences. In this respect an important contribution is being made by the Pacific Islands Central School where selected island youths between the ages of 17 and 25 from all Districts are given an opportunity to live and work together and thereby to obtain a better understanding of each other's problems. In the intermediate schools considerable attention is also given to instruction on community and regional matters. The Mission was gratified to note that the school libraries were well supplied with reading material on the United Nations and that the children showed a genuine interest in the Trusteeship system and the objectives of the Administering Authority. On the adult level, as will be described later, an important educational function is performed by the District congresses and councils and by ad hoc conferences of island leaders which provide a forum for discussion of matters of common interest and for contact with officials of the Trust Territory Administration. The Mission had an opportunity to study the record of a district-wide conference of island magistrates held in the Truk District in October 1952, at which a wide variety of subjects of regional concern were discussed and noted that an inter-district conference of educators had been held earlier in the year. It was especially

interested to learn of a plan to hold a Territory-wide conference on self-government at Truk in April 1953 at which indigenous representatives from all Districts would discuss a selected list of topics relating to indigenous social, economic and political problems which are of common interest to the whole Territory. The authorities stated that a specific purpose of this conference would be to encourage the participants to assume responsibility in administering their own affairs and to provide them with an appreciation of what self-government actually means.

28. The results of this policy of political education were observed by the Mission in the course of its discussions with the island councils and leaders in several areas and, in particular, with students and graduates of the Pacific Islands Central School, among whom the Mission encountered a growing interest in inter-island and inter-regional co-operation and an increasing understanding of the problems with which the Territory is faced. However, these are not typical of the majority of the people and undoubtedly a genuine feeling of Micronesian nationality or even of a community of interests beyond the limits of a particular district or group of islands is still a long way off.

29. Nevertheless, while aware of the difficulties of the task ahead, the Mission considers that the Administering Authority is to be commended for having instituted a sound programme of political education which provides a basis for the gradual development of the people towards a Territorial consciousness.

#### Local government bodies

30. In view of the wide variations in cultural background and in the degree of advancement between Districts and even between islands, the policy of the Administering Authority has been to initiate local government at the municipality level, thereafter encouraging the establishment of larger regional bodies as the people come to appreciate the need for them and, ultimately, if and when it is possible, to envisage the establishment of a Territory-wide legislative body.

31. The system of local government on the municipality level has been described in the report of the 1950 Visiting Mission and in the annual reports of the Administering Authority. It will be recalled that the Administration, while not attempting to direct the indigenous inhabitants as to the methods by which they

select local officials, nevertheless seeks to encourage the method of election by popular ballot. At present, in certain of the more conservative communities the position of magistrate is still held by the hereditary chiefs; in some others the magistrate is appointed by the Administrator at the request of the community and after consultation with the chiefs and elders. However, the Mission found that there has been steady progress in the acceptance of democratic methods of selection. Out of a total of 117 local municipalities, 97 magistrates have been elected, 8 are hereditary and 12 have been appointed. Thus, the number of municipalities selecting their magistrates by popular vote has increased by 29 since 1950. The Mission was informed that all magistrates and local officials in the Palau and Marshall Islands Districts are now elected to office. 32. In seeking to interpret the significance of these figures, the Mission deems it necessary to observe that they do not necessarily indicate a drastic casting-off of the traditional authority of the chiefs. In some areas undoubtedly the adoption of democratic principles is more apparent than real since the hereditary chiefs still retain their customary authority and may invariably be elected to office. More generally, however, there is an increasing tendency to evaluate the capabilities and performance of office-seekers and to withhold support from those who are inefficient or otherwise fail to fulfil their tasks. The Mission found a growing desire among the indigenous inhabitants to elect officials who are educated or acculturated and consequently able to serve as links with the Administration. In so far as the hereditary chiefs may fail to satisfy these requirements, it would appear that in more progressive areas they are gradually losing their administrative functions or being relegated to mainly ceremonial status.

33. With regard to regional organs of government, the Mission noted various degrees of development in the Districts.

34. In the Marshall Islands District a Marshallese Congress convened for the first time on 4 July 1950 and has to date held three sessions, the most recent of which was from 15-25 August 1952. The Congress has been established as an advisory body to the District Administrator in order that the Marshallese people may express their desires on matters affecting the laws and government of their islands. The charter of the Congress provides for a **bicameral** system with

a house of hereditary chiefs and an assembly of representatives of each municipality elected by the people on a proportional basis. During its third session the Congress discussed a scholarship fund for deserving students, methods of grading and transporting copra, means of increasing the frequency of visits by Administration personnel to outlying communities, settlement of land claims and a new system of taxation based upon income derived from copra, which would be used to finance the salaries of elementary school teachers. Although the Mission was unable to see the Congress in session, it had an opportunity to meet with members and to study the record of the third session. It was also able to attend a meeting of the Holdover Committee of the Congress, which is a permanent body comprised of representatives from both houses charged with the task of meeting in between sessions to study and prepare recommendations for presentation to the Congress. At the time of the Mission's visit the Holdover Committee was discussing the Administration's comments on proposals for a system of taxation put forward by the Congress. The Mission was favourably impressed by the seriousness and sense of responsibility with which the members of the Congress approached their task and the understanding which they had of the problems to be faced. In its opinion, the Marshallese Congress is one of the most effective of the local government bodies in the Territory.

35. In the Ponape District there exists as yet no district-wide political body but a Congress embracing the island of Ponape was established in 1952 and has since held two sessions. As constituted it is an advisory body **comprising** a House of Nobles and a People's House, the latter composed of representatives from each municipality elected on a proportional basis and by secret ballot. Unfortunately, the Mission's stay in this area was shortened owing to transportation difficulties and it was unable to obtain more than a brief meeting with island leaders. However, the Mission gained the impression that this body is still in a somewhat rudimentary stage and that for some time to come considerable leadership will have to be exercised by the Administration.

36. The Truk District, as already stated, has no regional organization and efforts to set up such a body during the military occupation proved unsuccessful as the Trukese were not then prepared to undertake the complexities of centralized government. The Administering Authority recently sought to reduce the existing

insularity by holding in October 1952 a conference of all island chiefs to discuss common problems with appropriate personnel of the Administration. From its examination of the record of this conference, the Mission considers that notable benefit was derived therefrom and that further conferences of a similar nature would be most desirable in the interests of ultimate political integration of the District.

37. The situation in the Saipan District is somewhat different in that although there does not as yet exist an advisory council for the whole District, approximately 86 per cent of the population resides in the municipality of Saipan. The Mission was informed that the establishment of a District council had been postponed at the request of the municipalities 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. The Mission is of the opinion that, in view of the relatively high level of acculturation of the Saipanese, the establishment of a district-wide council should not be delayed.

38. With regard to the two remaining Districts of Palau and Yap, the Mission found that little change has taken place since 1950. The people of the Palaus, from their long contact with foreigners, have achieved a level of sophistication which is surpassed only by the Saipanese and were among the first to establish a regional congress composed of both magistrates and elected representatives. The Mission, although fully appreciative of the progress which has been achieved in this District, nevertheless gained the impression from its discussions with the Congress and other Palauan leaders that the Congress is at present somewhat lacking in effectiveness and relies unduly upon the leadership of the Administration - a conclusion which was supported by the Mission's observation that, although fully aware of their problems, the Palauans were able to offer few suggestions for their solution. This situation is undoubtedly due to a state of psychological disorientation resulting from the war and to the fact explained to the Mission by a Palauan that years of direct rule by the Japanese have weakened the traditions of customary authority while the people have had only a short experience of the introduction to democratic processes under United States administration. Undoubtedly the Palauans are



going through a difficult phase of adjustment and the Mission believes that every effort should be made to develop initiative in the Congress and to give it increasing responsibility compatible with the abilities of its members.

39. The situation in Yap is entirely different since it is the least advanced of all the Districts and the people, who cling strongly to their traditions, are represented through a Council of Chiefs. While the Mission noted with satisfaction the emergence of a Young Men's Council (Fak E Pul) in the island of Yap whose members are elected by various social groups, this is primarily not a political body and it is probable that the desire for democratic representation in local government will not manifest itself for some time to come.

40. In commenting generally upon these regional bodies, the Mission feels it incumbent upon it to stress that they are at present essentially consultative organs which provide the indigenous people with a forum where they may discuss and learn about the problems of local government and the Administration with a means of assessing public opinion. Yet, although they do not possess any executive powers, it would appear that in practice the District Administrators rarely seek to impose local regulations affecting the indigenous population without first **obtaining** their approval. The principal weakness of these councils, as the Mission was able to observe throughout its visit, rests at present in their reluctance to express themselves in a forthright manner. The Mission is satisfied, however, that every effort is being made to induce greater confidence in these bodies and to imbue them with a fuller awareness of their responsibilities.

41. As noted previously in paragraph 30, the establishment of a Territory-wide legislature is envisaged in the Administering Authority's long-range plans for the Territory. It will be recalled that the Trusteeship Council, at its seventh session, endorsed this proposal and recommended that the Administering Authority press forward with its plans to establish such a body.

42. The Mission was informed that in pursuance of this objective an inter-district conference on self-government was to be held at Truk in April 1953 and would be attended by indigenous representatives from each district. The purpose of the conference is to encourage the participants to assume responsibility in administering their own affairs and to provide them with an

appreciation of what self-government actually means. The agenda, which had been prepared in consultation with the prospective participants, would include a selected list of topics relating to indigenous social, economic and political problems which are of common interest to all Districts.

43. In addition to this, there has been established a legislative advisory committee responsible for studying legislation and drafting regulations for the approval of the High Commissioner. At present this committee is composed of five members of the Headquarters staff appointed from among the heads of the various departments. The Mission was assured, however, that every effort will be made to include indigenous members as soon as persons with the necessary capabilities become available. It is hoped that ultimately these indigenous members will entirely replace the staff appointees and provide the nucleus of a Territorial legislature.

44. The Mission, although attaching great importance to the above developments, nevertheless feels it necessary to observe that the vast distances between islands, the lack of transportation, the cultural diversity of the Territory, the extreme insularity and the absence of a common language constitute formidable obstacles in the way of political unification. Undoubtedly these difficulties will be reduced as economic progress is achieved and as a higher level of political consciousness is reached, but the Mission believes that a central body, if established, could not for some time to come be more than an inter-regional commission which might usefully attempt to co-ordinate economic and other problems. In its opinion much progress will have to be made before a sufficient degree of advancement is reached to enable political affairs to be discussed on a basis broader than the District.

45. Consequently, the Mission recommends that at the present stage of advancement, attention should be devoted primarily to the development and improvement of the regional and district organs of local government and that these should be granted greater legislative authority as their capabilities improve, until ultimately they may become fully responsible for local legislation affecting their Districts. The indigenous population may thereby gain political experience which will serve them well if and when a common

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46. The Mission feels that the Administering Authority is to be commended for having brought about substantial progress in the political sphere which the Mission was able to observe at all stages of its visit. It found that the programme of political education has created a genuine desire among the indigenous population for further progress and that as a result continued advances may be anticipated.

#### Administration of the Territory

47. In July 1951 responsibility for the administration of the Territory was transferred by Presidential Order from the Secretary of the Navy to the Secretary of the Interior. Subsequently, a further Executive Order was issued on 10 November 1952 whereby for security reasons an area including the islands of Saipan and Tinian was returned to Navy administration effective on 1 January 1953. To date no basic legislation for the Territory has been enacted. However, the Mission was informed that a revised draft of an Organic Act had been submitted to Congress on 17 January 1953.

48. With regard to the second Presidential action referred to above, it is anticipated that for reasons of administrative efficiency the Executive Order will be amended to include the whole of the Saipan District, which will thus be administered by the Naval Commander of the Marianas stationed at Guam. During the course of its stay at Honolulu, the Mission held a meeting with Admiral Radford, the Commander-in-Chief of the Pacific Fleet, who assured the Mission that every effort will be made to ensure continuity of administrative policy and the fullest co-operation with the High Commissioner and his staff. Later, when the Mission visited the islands of Saipan and Tinian it learned that the transfer of administrative responsibilities to Naval personnel had been accomplished without any serious dislocation, and that the new District Administrator is an officer who formerly administered the Truk District prior to 1951 and therefore possesses a good knowledge of the Territory. It found, moreover, no signs of dissatisfaction among the indigenous population at this change.

49. Although realizing that the Chamorros of the Saipan District have little in common with the other islanders and are more closely related to the people of Guam, the Mission hopes that the closest attention will be given to preserving the unity of the Trust Territory by constant liaison on all matters of administrative policy and by encouraging the Saipanese to participate fully with the people of other Districts in the political, educational and economic fields.

50. Subject to the general supervision of the Secretary of the Interior, the administration of the remaining five districts is entrusted to the High Commissioner of the Territory. As of January 1953, the total non-indigenous administrative personnel under the High Commissioner was 245 persons of whom 74 were attached to the headquarters of the Administration at Honolulu, to a liaison office which is maintained at Guam<sup>1/</sup> or were performing special tasks on behalf of the Headquarters at Truk. Even taking into account that the High Commissioner is no longer responsible for the Saipan District, this overall figure is considerably less than the number formerly employed under Naval administration, mainly owing to the abolition of superfluous posts and to the fact that, unlike the Department of the Navy, the Interior Department has not had at its disposal resources other than those which could be financed out of the funds obtained through Territorial appropriations. It is the policy of the Administration to replace non-indigenous personnel by Micronesians as often as suitably qualified candidates become available.

51. Owing to the difficulties of obtaining suitably qualified personnel the civil service posts in the Administration are excepted from the seniority rules normally applied in the United States. As the result of this there is no cross-posting outside the Office of Territories and no guarantee of automatic promotion or of continuity of service except in the case of employees seconded from other positions in the Department of the Interior. Employment is on the basis of a two-year contract renewable at the option of both parties. The majority of the non-indigenous personnel have not had previous experience in the administration of a dependent territory and problems of adjustment undoubtedly exist. To remedy this an orientation course is provided for new recruits. However, it was noted that with few exceptions the administrative personnel do not possess a knowledge of the indigenous languages and on certain levels a degree of segregation exists. Nevertheless, despite the difficulties of living in isolated communities with few amenities a fair proportion of the staff has indicated a desire to continue service after the expiration of the initial contracts. It must also be observed that the Mission gained the impression that some of the technical staff was of high calibre.

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<sup>1/</sup> After its visit the Mission learned that the fiscal and supply department and the executive office were to be transferred from Honolulu to Guam.

52. As presently organized the non-indigenous personnel is composed of a headquarters staff located at Honolulu and a field staff responsible for direct administration of the districts. In addition, there is a small liaison office at Guam which is primarily concerned with logistics and transportation.<sup>1/</sup> The headquarters staff is divided into eight substantive departments which are roughly duplicated in the organization at the District level. It is to be noted that there is no separate department of agriculture and that responsibility for activities in this field falls within the jurisdiction of the department of economic affairs. Most of the headquarters departments are concerned with co-ordination and planning. Owing to the vast distances involved, a degree of autonomy is enjoyed by the District Administrators to whom is delegated operational responsibility for the carrying out of programmes.

53. The principal weakness in the present organizations is the tremendous distance which separates the headquarters of the High Commissioner at Honolulu from the scene of operations in the Territory. The Mission was informed that Presidential authorization has been received to relocate the headquarters on Dublon Island in the Truk Atoll and that appropriations will be requested from Congress to enable construction of the necessary buildings within a period of two to three years. The site has been selected because of its central location in the Trust Territory, because of the natural facilities which exist there and because public lands to accommodate the headquarters are available. During their visit to Truk members of the Mission had an opportunity to inspect the proposed site which they considered to have all the physical characteristics desirable for the purpose.

54. Although well aware of the considerations which have weighed in favour of transferring the headquarters of the government to a point within the Trust Territory, the Mission feels it incumbent to draw attention to the many disadvantages which must be incurred thereby. In the first place, the distances to the various administrative centres, although greatly reduced, will still present serious problems of communication so long as funds available for transportation are kept to a minimum. Against the benefits of closer contact with field operations must be balanced the increased difficulties of liaison on matters of policy with government departments in Washington and with Naval headquarters at Honolulu. Secondly, and most important in the Mission's view, there will be the

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<sup>1/</sup> See note to paragraph 50.

difficulty of retaining the existing senior staff and obtaining new personnel of a high calibre willing to remain for long periods at an isolated location without social amenities for their families and without facilities for the education of their children. While the Mission is not willing to express a final opinion in the matter, it considers that careful attention should be given to the above considerations.

55. In commenting generally upon the personnel of the Administration, it must be noted that the Mission was greatly impressed by the quality and devotion displayed, particularly by the senior staff at Headquarters. It must be admitted, however, that among the District personnel the Mission occasionally encountered instances where a greater degree of experience and training might be desired. This is attributable to the difficulty of obtaining highly qualified personnel for service in a remote area. Undoubtedly, in view of the extreme isolation of the District centres and the lack of social facilities, it may be expected that there will continue to be a high percentage of turnover, especially among the junior personnel. Every effort should be made to combat this by providing greater security of employment and possibilities of promotion such as normally prevail in a career service. The Mission is of the opinion that the present regulations which do not provide for adequate continuity of service are contrary to the interests of the Territory and tend to discourage the recruitment of persons of the highest calibre. The Mission is also of the opinion that greater emphasis should be given to pre-service and in-service training which would give personnel a greater understanding of the cultures, traditions and problems of the Micronesians and at least a familiarity with the language of the areas in which they are employed.

56. As regards the headquarters organization of the Administration, the Mission feels that a need exists for some statistical service - not necessarily more than one officer - to compile the statistical information which all departments must have if they are to function effectively and co-ordinate their efforts in a long-term programme for the advancement of the Territory. The Mission hopes that serious consideration may be given to these suggestions which, it feels, would lay a sound basis for the future welfare of the Territory.

### CHAPTER III

#### ECONOMIC ADVANCEMENT

##### General comments

57. The economic development of the Trust Territory presents even greater problems than exist in the political field. The geographical dispersion of the Territory and its isolation from world markets would constitute tremendous obstacles to development even if there existed valuable resources which the Territory does not possess. The fact that under Japanese administration substantial exploitation of marginal resources was possible owing to the acute shortages in pre-war Japan led the indigenous inhabitants to expect much from the United States and rendered especially difficult their adjustment to the economic actualities of life on their war-devastated islands.
58. For the most part, the people are gradually overcoming their initial difficulties and, although income levels are very low in most areas, the abundance of subsistence crops and the assistance given by the Administration, in particular through its policy of fostering the copra trade, obviates hardship. In the Palau District, where copra production has come to a halt owing to the ravages of the rhinoceros beetle, there exists a serious insufficiency of money incomes which is of much concern to the people and formed the subject of several appeals addressed to the Mission. This is an especially unfortunate situation in view of the fact that the Palau Islands were among the most highly developed areas under the Japanese and the people are more accustomed to a money economy than any other district with the exception of Saipan. The Mission has little doubt that the Administering Authority will seek every possible means of remedying this deficiency. However, it must be pointed out that, despite this difficult situation, the Palauans are able to satisfy their requirements for foodstuffs by their own productive efforts.
59. In the Territory as a whole the Mission found that substantial progress has been made during the past three years, among the most noteworthy achievements being the continued increase in copra production and the progress made in the

formation of indigenous trading concerns. On the other hand, it considers that greater progress might be achieved in the field of agricultural development and it could not fail to note the existence of a number of serious problems which, if not resolved satisfactorily, may sooner or later prove to be a deterrent to rapid economic advancement. These problems, among others, are discussed in the following paragraphs.

#### Public Finance

60. Due to the subsistence character of its economy it is probable that for many years to come the Trust Territory will be largely dependent on outside support for its financial requirements. The Mission was informed that in 1952 the total local territorial revenue, including proceeds from various departmental services not normally classified as general revenue, amounted to \$1,704,725.<sup>1/</sup> This figure is substantially less than the large sum of \$4,173,251 contributed by the Administering Authority in the form of "appropriated funds" and without which the costs of the administration could not have been borne.

61. It is important to note that although the "appropriated funds" have increased substantially since the transfer of the administration from the Department of the Navy to the Interior Department, the actual cost of government has been considerably reduced. This is because the latter Department does not have at its disposal resources and funds in addition to those specifically appropriated by Congress for the Trust Territory. It has been calculated that in 1951 actual and estimated expenditures by the Navy Department amounted to \$7,557,109 whereas expenditures by the Interior Department during the following year amounted to only \$5,062,639. The greater expenditure by the Navy was made possible through the provision of naval personnel, transport and facilities. Since the Interior Department has not had these resources at its disposal it has been obliged to reduce the staff of the administration and to curtail services. However, this appears to have had an adverse effect in the Territory mainly in

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<sup>1/</sup> This figure includes revenue from medical and dental services; receipts by the Public Works Department for such items as rental of dwellings, sale of petroleum, provision of utilities, etc.; provision of radio facilities; and transportation charges.



regard to transport facilities, which are below the optimum level for efficient administration, and to building construction which is certainly insufficient to meet the housing requirements of the administrative personnel and the educational services.

62. There seems to be little possibility of increasing locally-derived government revenue within the foreseeable future. Excluding taxes levied on behalf of local government bodies, the principal sources of internal revenue are taxes on cosmetics and tobacco products, a trockus royalty of one cent per pound and a fifteen per cent ad valorem tax on all phosphate processed and on all copra purchased in the Territory. In addition, the Government receives revenue from transportation provided by the Pacific Micronesian Lines and the Transocean Airlines which operate under contract for the Government on a fixed cost plus profit basis, and various small sums in the form of nominal medical fees and revenue from public works facilities.

63. An important source of revenue in the past has been derived from the profits of the Island Trading Company of Micronesia. During the period of its operation all net profits of this company have been utilized for the financing of economic development projects or have taken the form of grants for other useful purposes as, for example, additional payments into the Copra Stabilization Fund. Financing by the company has made possible a wide range of economic projects including the establishment of the cacao project on Babelthaup, the clearing and rehabilitation of the copra plantation at Metalanim, the establishment of the coffee project on Saipan, purchase of shipping for the Territory and the encouragement of indigenous shipping enterprise especially in the Marshall Islands. During the year 1951-52 the Company contributed \$124,886 for purposes of economic development. These projects have recently been placed under the administration of the Trust Territory Government which has created an Economic, Development and Welfare Fund to which the Island Trading Company is a principal contributor. This financial support will, however, be removed at the end of 1953 when, in accordance with a decision of Congress, the Island Trading Company will cease operations and the balance of its funds will be paid into the Treasury of the United States. The impact of this decision is discussed separately below; nevertheless its significance for the finances of the Territory cannot be overlooked. Unless additional funds are made available for economic development,

the removal of this source of income will have serious repercussions on the rate of economic advancement.

64. In addition to the territorial government taxes mentioned above, taxes are also imposed by or on behalf of the indigenous municipalities which are responsible for local finances including the payment of salaries to municipal officials and elementary school teachers. Municipal taxes are levied and expended by each municipality under the supervision and approval of the District Administrator. They consist in most cases of licence fees for businesses, sales taxes on luxuries, property taxes and fees for the use of municipal property, services and facilities. Municipalities may also levy a head tax of two dollars per annum on all males between 18 and 60. The Mission was informed that efforts have been made to find a more equitable form of taxation to replace the head tax but believes that owing to the low level of cash incomes a more modern form of levy on income would be impractical.

65. On several occasions during its visit the Mission was asked to discuss the difficulties which municipalities are encountering in financing the requirements of local government. Not infrequently the municipalities are obliged to seek government assistance in order to pay for the costs of elementary education. However, as the Administering Authority rightly observed, this is a problem which can be overcome only through economic advancement and by providing the people with stable markets for their produce.

#### Japanese bonds, savings and currency

66. Like its predecessor, the Mission received numerous requests from indigenous representatives for the redemption of Japanese currency, bonds and postal savings. This is undoubtedly among the problems which are uppermost in the minds of the Micronesians and one concerning which they feel that they have not received justice.

67. It will be recalled that during the occupation of the Territory by United States armed forces, the inhabitants were ordered to turn over to the military authorities all Japanese currency they possessed. Each individual was reimbursed in dollars for a maximum of one thousand yen and receipts were given for sums in excess of the maximum. Although the sums given to the indigenous inhabitants

were a rehabilitation measure in order to provide for urgent needs and did not constitute conversion of a proportion of their holdings of Japanese currency, this was not adequately explained to them and the inhabitants gained the erroneous impression that they would be reimbursed for the remainder at a later time. This impression was apparently strengthened by a policy letter, issued by the Deputy High Commission in 1947, which stated, in respect of forced sales of land to the Japanese, that the yen currency surrendered to the United States authorities by the former property owners might be credited towards the payment required to clear the title. In fact, however, the United States Government never made any commitment to redeem the currency and therefore has no legal obligation to do so.

68. The situation in regard to Japanese bonds and postal savings is somewhat different in that compensation for them is undoubtedly the primary responsibility of the Japanese Government. The previous Visiting Mission suggested that the claims of the Micronesians might be taken into account in the peace treaty with Japan and pointed out that the payments could be absorbed by Japanese exports to the Territory.

69. The following table contains a preliminary estimate by Districts of the amounts of Japanese Government and private fiscal obligations held by the inhabitants of the Trust Territory and yen currency credited to them. It may be noted that an undetermined part of the former represent compulsory savings imposed upon the Micronesians during the war. The totals appearing in the table represent yen.

<u>District</u>	<u>Currency</u>	<u>Postal Savings</u>	<u>Contractual obligations</u> (bonds, stocks, insurance, etc.)
Saipan	50,987.65	24,271.52	33,900.15
Marshall Islands	5,942.00	none	100.00
Ponape	82,816.21	433,700.14	30,213.21
Truk	86,118.00	(Reported under currency)	92,536.00
Yap	20,428.52	93,595.93	4,783.00
Palau	2,240,050.00	(Reported under currency)	36,504.00

70. In its annual reports on the administration of the Territory for the years 1950-51 and 1951-52, the Administering Authority stated that plans for the reimbursement of the inhabitants for the Japanese currency which they had surrendered were under study and that arrangements for the settlement of other claims were receiving active consideration. In conversations with the Administration, the Mission was informed that no conclusions had as yet been reached on either of these questions.

71. The Mission fully appreciates that these claims do not represent a legal responsibility incurred by the Administering Authority. Yet, in view of the misunderstanding which has arisen among the indigenous people and considering that they have anticipated reimbursement over a considerable number of years, the Mission believes that some final action should be taken at the earliest opportunity and that every effort should be made to conclude arrangements with the Japanese Government which would assure them a certain measure of satisfaction.

#### Trade

72. At the present time the major part of the import and export trade of the Territory is handled by the Island Trading Company of Micronesia which began its operations in January 1948 as the successor of the United States Commercial Company and as an official trading agency of the Government of the Trust Territory. The purpose of the Company as defined in its charter is to "promote the economic advancement and self sufficiency of the inhabitants of the Trust Territory in compliance with Article 6 (2) of the Trusteeship Agreement". In effect the Company is a semi-public corporation operating in the public interest and serving the Administration as a tool for field operations in support of its economic policies.

73. The primary function of the Company is to fill the need created by the absence of adequate indigenous commercial organizations capable of buying and selling on the world markets. The Company operates in all parts of the Territory except the Saipan District, buying the copra and other products of the indigenous inhabitants and supplying trade goods on a wholesale basis. Since it is the primary objective of the Trust Territory Government to encourage the growth of indigenous enterprise, the Company is required to conduct its operations

so as to make a profit thereby enabling private firms operating under similar conditions to sell at competitive prices and make the profit required to keep them in business.

74. The profits of the Company are used entirely for the benefit of the Trust Territory economy. In the past, as has been described in detail in the annual reports of the Administering Authority, the Company has provided funds for a wide variety of economic development projects; has acted as an agent of the government in fields related to its own operations as, for example, the management of certain experimental and development undertakings, collection of revenue, provision of credit and banking facilities, testing the foreign markets for new products, provision of additional transportation for administrative purposes; and has performed the important task of training the indigenous people and assisting them to establish private trading companies to supplant it.

75. The only product for which the Island Trading Company has been granted a monopoly in export from the Territory is copra. This was deemed necessary because in view of the importance of this product for the economy of the major part of the Territory it has been the policy of the Administration to maintain a reasonably stable buying price in the field in spite of violent fluctuations in the world market. Consequently, in July 1950, a Copra Stabilization Fund was created in the Treasury of the Trust Territory to which the Company contributes in the form of taxes and from which payments may be made as determined by the High Commissioner. Wherever possible, the Company purchases copra through indigenous companies which act as collecting agencies and receive a commission on each ton handled. In this way the indigenous dealers learn the business while being protected from the market risk. A price premium is paid for copra delivered to the Company from remote islands by indigenous-owned boats.

76. From the outset, it has been the declared intention that the Island Trading Company should withdraw progressively from operations as indigenous trading organizations become established which would be capable of supplanting it. Largely with the assistance of the Island Trading Company substantial progress has been made in the formation of private concerns. At present there exist

private joint stock companies at all District centres which act as selling agents for producers and operate retail stores. However, these vary considerably in terms of efficiency. With the exception of the Saipan District, where the Island Trading Company does not operate, the Mission found that as yet only one indigenous company, the Truk Trading Company, appeared to possess the necessary competence and business enterprise which might enable it to assume responsibility for the commerce of the District. In the Marshall Islands, where the greatest amount of copra is produced, the small Marshallese Import-Export Company has reached a fair level of efficiency owing to the recent acquisition of an American manager but possesses only a fraction of the capital which would be required to fill the District's needs. A similar situation exists in regard to the Ponape Cooperative Company. In the remaining Districts of Yap and Palau the indigenous companies are still rudimentary in character and would be capable of efficient operation only under close supervision. All of these companies would require substantial additions of capital if they were to operate on a scale commensurate with the needs of the Districts, and even if this capital could be raised by indigenous subscription, which undoubtedly it could not, it is not to be expected that the majority of these companies could at their present stage of development undertake responsibility for the intricacies of foreign marketing of their products without further assistance.

77. In these circumstances, the Mission was perturbed to learn of the decision of the Congress of the United States of America (Public Law 470, Interior Department Appropriation Act, 1953) that the Island Trading Company should cease operation on 31 December 1953. Coupled with this decision is a directive to the effect that all funds remaining on liquidation of the Company should be paid into the Treasury of the United States. Additional clauses of this Act appear to be designed to ensure that none of the former activities of the Island Trading Company can be assumed by the Administration under a different organizational structure.

78. It is difficult to envisage how the Island Trading Company can satisfactorily be replaced. It has performed an invaluable role in fostering indigenous enterprise and preventing exploitation; it has served as the agent of government policy in providing copra producers, even on remote islands which would not

normally attract commercial buyers, with a fair price and a regular market; it has assured the equitable distribution of consumer goods and it has provided a major source of new revenue to the Trust Territory. With few exceptions the indigenous companies are to a large extent dependent on the support which they receive from it in the form of credits, in the maintenance of inventories and through the provision of trade information.

79. The Mission is concerned about the situation thus created. In the absence of adequately developed local enterprises, the only practical connecting link between the Territory and world markets must be non-indigenous commercial concern, but even if profit margins prove adequate to attract commercial interests, the profits thus accrued will be lost to the Territory. With regard to the conduct of trade within the Territory, the Mission considers that the local indigenous companies can only satisfy the requirements of their Districts if they are provided with additional working capital in the form of government loans either free of interest or at very low interest rates, and with adequate assistance by the Administration. Under existing circumstances these companies could not expect to obtain commercial loans and the necessary funds could not be raised by indigenous subscription. At the same time every effort should be made to guarantee inter-district shipping on a subsidized basis since to a very large extent the frequency of visits by ocean-going ships will determine the amount of working capital required by the local companies. Even if these conditions are fulfilled, however, the inadequacy of the local trading concerns in the Yap and Palau Districts makes it probable that these areas will suffer hardship for some time to come.

80. With regard to the other ancillary functions hitherto performed by the Island Trading Company, to which reference has been made above, the Mission feels that their cessation would cause a serious economic loss to the Territory. Consequently it is of the opinion that every effort should be made to expand the economic activities of the Administration and to increase the staff available for this purpose.

Land problems

81. Both the present mission and its predecessor were presented at almost every stage of their visit with requests for the settlement of land claims by the Administration. Since the economy of the Territory is predominantly an agricultural one, the settlement of land problems is of vital importance to the welfare of the people and merits close attention by the Trusteeship Council.

82. Although principally a legacy of the war, the problem of land ownership has long been a cause of dissatisfaction among the Micronesians. According to the traditional property customs, still observed in the Marshall and Caroline Islands, no land is without some title and seemingly unused land is subject to a variety of use rights especially as regards hunting and gathering. During the German period, the policy of the government was to grant ownership titles for land actually in use, mostly coastal land, while unused land was vested in the community or district. Under Japanese administration, this process was greatly accelerated and land to which no title existed was declared state domain from which long-term leases were granted to Japanese corporations or private individuals. The Mission was informed by many complainants that towards the end of Japanese administration, and especially during the war, land was purchased from the indigenous inhabitants under pressure and without adequate payment or was even alienated without compensation for military and other purposes. Further complicating factors are added by the fact that Japanese land records and survey markers were destroyed during the war years, that additional private lands were acquired by the United States Administration for military and administrative purposes both during and subsequent to the military occupation, and that in certain areas land was rendered unfit for cultivation as a result of the wartime construction of aerodromes and other military installations.

83. Under the present Legal Code of the Territory all land that was formerly public domain and, pending adjudication of claims, all land that was formerly owned or controlled by Japanese interests, is held in the custody of the Administration to be used for the benefit of the people. Responsibility for determining title to land and for assessing claims for compensation lies with the Land and Claims Administrator, assisted by District Land Officers, whose



functions are to survey and make a determination in respect of each parcel of land the ownership of which is in dispute. Decisions of the Land and Claims Administrator may be appealed to the High Court of the Territory but if no appeal is lodged within a period of one year his findings become final.

84. Until January 1953 the activities of the Land and Claims Administrator were confined, for the greatest part, to Saipan where the problems involved in the settlement of claims are less complex than elsewhere in the Territory owing to the existence of private ownership and to the fact that some Japanese records have been recovered. At the time of the Mission's visit 1080 claims had been registered of which a determination had been reached in respect of 433. In the other Districts, however, little had been accomplished beyond the acceptance and registration of claims. The present status of land claims as notified to the Mission is as follows:

<u>District</u>	<u>Claims filed</u>	<u>Claims upon which a determination has been reached</u>
Palau	91	0
Ponape	64	0
Marshalls	277	1
Truk	48	0
Saipan	1080	433
Yap	0	0

85. Although the principal complaint heard in all Districts except Yap concerned the slowness of the Administration in acting upon these claims, a further source of grievance in the Saipan District is that in most cases where a preliminary determination has been made land has been returned only on the basis of a revocable permit pending the outcome of further investigations. This is due in part to the difficulty of accurately determining boundaries and in part to the fact that in the Saipan District, and to a much lesser extent in other areas, some of the former agricultural land has been rendered useless owing to wartime installations or is still occupied by the military or the Administration. An especially severe example exists on Saipan Island where out of a total of 21,200 acres of formerly arable land only 13,815 acres are now available for agricultural

use. Where the land formerly owned by them cannot be returned, claimants are granted compensation in the form of equivalent areas of public domain. The Mission was told, however, that the lack of security of tenure created by the revocable permits prevented the people from making improvements or planting slow maturing crops the benefits of which they felt they might not reap. On the other hand, the Mission was assured by the Administration that in most cases their possession of the land would be confirmed.

86. In all areas visited by the Mission requests were made for compensation for land and property destroyed during the war and for land occupied by the Administration, as in the case of the island of Uliga where the administrative centre of the Marshall Islands District is now situated. Except for Saipan, which was largely devastated prior to United States occupation and where assistance has been provided in the construction of homes, indigenous property losses mainly were in the form of coconut trees and plants of which no record exists. In view of the nature of indigenous agriculture and the impossibility of determining whether trees and other possessions were destroyed prior to or after United States occupation of the islands, the Mission doubts whether any equitable basis for compensation for these things could be devised. However, the Administering Authority should give high priority to the settlement of claims against it for land destroyed or otherwise taken from the local inhabitants after United States occupation.

87. The Mission realizes the difficulties and intricacies involved in the investigation of land claims particularly in areas where complicated indigenous customs relating to ownership and inheritance are involved. Nevertheless, it believes that the slowness with which the question is handled constitutes an irritant to the indigenous population. It is of the opinion that all practical steps should be taken to hasten the settlement of claims and wherever possible to grant permanent titles. At the same time, the Mission believes that every effort should be made to explain to the people the real aims of the Administration and to associate indigenous representatives with the work of the Land and Claims Office and any other bodies dealing with this question.

88. With regard to land remaining in the public domain, which includes all land formerly owned or maintained by the Japanese Government or Japanese private

interests and not returned to indigenous claimants, the new land law of the Territory, enacted in December 1952, provides that it shall be at the disposal of the Government of the Trust Territory and reserved for the use of the indigenous inhabitants and their Administration. Land that is required for administrative purposes is, to the greatest extent practicable, land falling within this category. The utilization and disposal of public land is the responsibility of the Land and Claims Administrator advised by District Land Boards the membership of which includes the District Administrator and at least two indigenous persons.

89. In addition to fulfilling the requirements of administration, public land may be leased or sold to indigenous persons or in special circumstances leased to non-indigenous persons under conditions acceptable to the High Commissioner wherein the interests of the people are served. Legal provision also exists for a homesteading programme whereby, subject to clearly defined conditions, landless citizens of the Trust Territory may obtain parcels of public domain for the purpose of farming or developing village lots under a plan which enables them ultimately to acquire titles of ownership. At the present time homesteading is prevalent only in the Saipan District but as population increases it may prove a useful instrument of policy in other areas. The Mission feels that in principle the homesteading plan is a sound one but observes that it may be difficult to implement in some islands where traditional concepts of land tenure are strongly adhered to.

90. It was not to be expected that the maintenance of public domain would find favour with all sections of the community in view of the islanders' memories of exploitation under past administrations. An indication of these misgivings is contained in two petitions (T/PET.10/16 and T/PET.10/17) received by the Mission at Ponape requesting that these lands be placed under the control of the local communities. It appeared that this attitude is a reflection of the fact that in Japanese times such land was regarded as the property of the Japanese Government. Clearly such a step would not be in the best interests of the inhabitants and would impede the economic advancement of the Territory. The Mission feels that the interests of the indigenous people can best be safeguarded through their active participation in the District Land Advisory

Boards and that steps should be taken to ensure such participation by explaining to the people the provisions of the land law and the uses to which public land will be put.

### Agriculture

91. Agriculture is and will remain the principal economic activity of the Territory. However, with the exception of copra, discussed separately below, and cacao and coffee, the production of which is still in an experimental stage, there appear to be few opportunities for an increase of exports and future agricultural development must necessarily be directed primarily towards satisfying the needs of the Territory. This conclusion is, of course, a tentative one in the absence of a complete survey of agricultural resources.

92. The agricultural programme of the Administration is described in detail in the annual reports. Its principal features are (a) the replacement of crops and livestock destroyed during the war; (b) the operation of agricultural stations on Saipan and Ponape which conduct research aimed at the improvement and diversification of subsistence crops; and (c) the improvement of indigenous methods of farming by providing direct assistance, agricultural education in the schools and 4H clubs and in the form of extension courses for adults. Special attention is being given to the development of cacao at an experimental plantation on the island of Bebelthaup in the Palau District and to a lesser extent at the Ponape agricultural station and coffee is being developed, although in limited quantities, on islands in the Saipan District. Cacao production offers considerable possibilities in the high islands where suitable climatic and shade conditions are to be found and may be grown in conjunction with spices. However, at the time of the Mission's visit the Babelthaup plantation had not as yet progressed beyond experimentâtion with seedlings. A ramie growing project which was initiated on the island of Saipan did not prove to be a success due to inadequate moisture but a fresh attempt may be made to grow ramie in the Ponape District.

93. The Mission, while appreciating the soundness of the above programme, nevertheless considers that it meets only the minimum requirements of the Territory. A principal weakness lies in the fact that the agricultural advisers

are attached either to the District Director of Education or to the Island Affairs Officer, and have no separate funds at their disposal for agricultural development. Consequently their activities are restricted mainly to teaching duties.

94. A second weakness lies in the absence of effective controls over the methods of land utilization and of an effective programme of land conservation. Existing indigenous agricultural practices tend to produce leaching of soils and lateritization is advanced in some of the high islands. Furthermore, coastal soils have been severely deteriorated in many places as the result of continuous cropping for food by the Japanese to the extent that a short-term programme of rehabilitation with commercial fertilizers might be desirable.

95. The Mission believes that the agricultural research station at Ponape serves a useful purpose as a centre for testing the adaptability of new plants to conditions in the high islands although its present diffuse programme might gainfully be revised to permit more concentrated study to be devoted for the time being to the improvement of staple food crops. The Mission noted that a need exists for an additional research station to serve the low islands of the Marshall Islands District which form the second main ecological zone of the Territory. It believes, moreover, that similar methods of selection and adaptation could very well be employed in regard to livestock.

96. In the light of the above considerations and the observations made during its visit, the Mission feels that the interests of the Territory would be served best by the establishment of an integrated long-term programme of agricultural development on a scale greater than at present and that in this connexion the possibility of creating a separate department of agriculture might be considered. A programme such as might be envisaged would include provision for a land utilization survey, measures of soil conservation and reafforestation, the improvement of indigenous agriculture by encouraging fertilization and the introduction of new plants, increased research into plant selection and the suitability of new breeds of livestock and the continuation of the existing educational programme with special emphasis on extension training and demonstration projects for the benefit of the adult producer. The Mission also

feels that in connexion with adult education it would be most advantageous to train and employ Micronesians as assistants to the District agriculturalists.

### Copra

97. Copra is the most important agricultural product of the Territory since it constitutes the chief source of cash available to the indigenous population and the taxes on processing of copra form the largest single item of revenue for the Administration. As the basis of the economy of the Territory, however, its greatest disadvantage consists in the extreme fluctuations of demand to which copra is subject in the world markets. In order to achieve a reasonable degree of stability in the price paid to producers, the Administering Authority in 1950 established a copra stabilization fund in the Treasury of the Trust Territory into which fifteen per cent of the processing tax is deposited when world prices are high and from which funds may be withdrawn during periods of short demand in order to support the field prices. At the time of the Mission's visit no payments were being made into the fund due to the low level of world prices.

98. Private buyers began to be attracted to the Trust Territory during the prosperous years of 1949 and 1950 but, as already noted, in 1951 it was deemed desirable that exports of copra be limited to the Island Trading Company and that the latter be appointed as agent of the Copra Stabilization Board. The reasons for this were two-fold. In the first place, the operation of the stabilization fund would be endangered if private companies bought during periods of high copra prices and withdrew from the market when prices were low. Secondly, it was felt that commercial buyers of copra would concentrate on large copra centres, making it impossible to maintain an adequate field price on the smaller islands. Under existing arrangements the Island Trading Company pays a small price differential for copra from outlying islands in order to cover the costs of transportation incurred by indigenous buying agencies. It is clear that after the abolition of the Island Trading Company on 31 December 1953, these price support functions can be continued only if the Administration enters into a long-term contractual agreement with some commercial firm which would act as agent for the Stabilization Board and undertake to pursue the policies

hitherto applied. The Mission is of the opinion that such an arrangement is essential for the economic welfare of the indigenous population.

99. During and after the war, extensive damage was suffered by coconut plantations both as a result of military action and due to the introduction of insect pests, in particular the rhinoceros beetle which has destroyed most of the trees in the Palau District. Fortunately the imposition of strict quarantine regulations has prevented the rhinoceros beetle from spreading to other Districts and efforts are being made to bring it under control by destruction of infected trees and the introduction of natural enemies. Research into methods of combatting the beetle are being carried on by the entomological research station at Koror but so far no effective solution has been found and it is probable that complete eradication of the pest cannot be achieved. In the meantime, the destruction of the coconut trees coupled with the ravages of the giant African snail which attacks vegetables and certain food crops, has created an economic hardship for the population of the Palau District which was reflected in several complaints made to the Mission concerning the inadequacy of money incomes. In the Saipan District, similar destruction of coconut trees has been caused by the Marianas coconut beetle but here the situation is less acute owing to the existence of alternative sources of income. The Mission is satisfied that everything possible is being done to combat these pests but feels that there is little likelihood that the economic situation of the Palauans can be improved for some time to come.

100. In the remainder of the Territory, the Mission found that considerable progress has been made in restoring the copra industry to its pre-war level largely owing to the efforts of the indigenous producers encouraged by the fair prices which they receive from the Island Trading Company. The Administration has not subsidized the production of copra except at Metalanim near Ponape where a large plantation formerly operated by the Japanese is being restored for use as a demonstration project. Unfortunately, the Mission was unable to visit this project owing to unavoidable transportation difficulties. The Mission was informed that the total volume of copra produced in the Territory rose from 8,820 metric tons in 1950 to 11,624 metric tons in 1952 and that the receipts

of the indigenous producers for the same years rose from \$782,043 to \$1,249,455 despite a reduction in prices.

101. The extent to which this rise in production can be continued depends partly upon the provision of more frequent shipping, partly upon the improvements which can be made in the yield of coconut trees and partly upon the maintenance of an adequate field price. The Mission found, especially in the Marshall Islands District which is the largest producer of copra, that the existing schedule of visits by ocean-going ships is inadequate to transport all the copra which is available and that frequently purchases have to be suspended pending clearance of accumulated stocks. It may be presumed, therefore, that if additional shipping services, both inter-district and intra-district, can be provided and if an adequate financial inducement can be offered to producers, greater quantities of copra will be obtained.

102. It is also believed that substantial improvement in the yield of coconut palms could be obtained through the application of scientific techniques such as selection of planting stock for early maturity and increased yields, and experimentation in the use of fertilizers. Experiments conducted elsewhere in the Pacific on palm selection have resulted in a doubling of the yield of copra per acre. The Mission noted with satisfaction that the Administration has recently obtained the services of a copra expert on the staff of the South Pacific Commission who was conducting a survey of the Territory at the time of the Mission's visit.

103. However, the principal factor which will affect the possibilities of expanding copra production must necessarily be the maintenance of an adequate demand for it. As has already been stated, the world market price of copra is subject to extreme fluctuations and the existence of substitutes constitutes an ever-present threat. Nevertheless this consideration cannot be allowed to discourage the development of the industry in the absence of alternative sources of income. The Mission feels that the Administering Authority is to be commended for the steps which it has taken to assure a fair and stable price to the producer. In this connexion the Mission also noted with gratification that the United States Government no longer imposes a tax on coconut oil made



from copra produced in the Territory and that the separate charge for copra bags formerly made to producers by the Island Trading Company has been abolished.

104. During its visit, the Mission heard several complaints concerning the field price paid for copra together with requests for the abolition of the stabilization fund. However, from the information supplied to it, the Mission has reason to believe that these complaints are due to a lack of understanding of the economics of the industry which might well be expected. The Mission feels that every effort should be made to explain to the people the reasons for the fluctuation in prices and the purpose for which the stabilization fund exists.

#### Mineral resources

105. Mineral deposits in the Trust Territory are few and for the most part are widely scattered. The only minerals found in quantities of commercial value are phosphate and bauxite but the high cost of transportation involved constitutes an obstacle to their exploitation. At present, in view of the acute shortage of fertilizer in Japan, phosphate is being mined on the island of Angaur by a Japanese company under contract with the Government of the Trust Territory and the people of Angaur. However, the minable ore reserves are rapidly being exhausted. According to the results of pre-war Japanese surveys, there exist two million metric tons of measured bauxite on the island of Babelthaup and 400,000 metric tons of indicated bauxite ore on Ponape. A survey by the United States Geological Survey estimates that the Territory possesses usable bauxite in excess of 5 million metric tons. The principal impediments to its exploitation are the high freight costs that would be involved and the low grade of the ore.

106. The Angaur phosphate mining operations are conducted by the Phosphate Mining Company of Japan under an agreement entered into with the Government and the people of Angaur in 1949 supplemented by subsequent contracts in April and November 1952. Under the terms of the agreement as amended a severance fee of \$2 per ton extracted is paid into a trust fund which was established for the benefit of the Angaurese and with their consent. The supplementary contract of April 1952 also provides for an increase in this severance fee

in the event that the selling price of the phosphate in Japan should rise above a certain figure. At the completion of the present contract an additional payment of \$25,000 will be made into the fund. At the time of the Mission's visit the assets in the trust fund amounted to \$730,405.15 of which \$696,919.07 was invested in government securities and \$11,470 represented an advance deposit for a ground water survey. The fund provides an annual payment in perpetuity of \$15,000 to the Angaurese community.

107. Other benefits accruing to the indigenous people under the agreement are the payment of rental at a rate of \$38 per year per acre for all land used by the Company for purposes other than mining and the construction by the company of permanent improvements at a rate not to exceed \$10,000 per year in value. Under the last provision, the Company is currently building a school for the community using indigenous labour only. The Company is further required to provide electricity to the Angaurese and to erect an electric power plant adequate to supply their needs subsequent to the termination of mining operations.

108. The Government of the Trust Territory benefits through the payment of a severance tax of fifteen per cent of the value of the ore extracted (approximately \$0.66 per ton) based on the value of Florida phosphate. The Company also pays rental at the rate of \$25,000 per year for mining equipment owned by the Government.

109. Detailed precautions are provided in the recent contracts to preserve the agricultural resources of the island. Repeated ground water tests are conducted under supervision of a government representative who has power to terminate mining in any area where dangerous seepage of salt water is discovered. Most important, however, the Company is required to backfill all mined areas before termination of the contract. Experiments have shown that such refilled areas can to a certain extent be restored to agricultural production with adequate fertilization. At the time of the Mission's visit backfilling was progressing at a rate twice as fast as the mining of ore and the Mission was informed that all areas mined at that time could be filled within approximately two years. The Mission was also able to inspect an experimental plot of taro being grown on reclaimed land.

110. The operations of the Company are, however, drawing to a close. Mining is proceeding at a rate of approximately 100,000 metric tons per year. The estimated reserves as of the end of February 1953 were 10,000 metric tons authorized under existing contracts and 300,000 tons as yet unauthorized. It is to be hoped that the new contract which will be required to complete operations will continue the existing provisions which, in the Mission's opinion, fully safeguard the interests of the indigenous inhabitants.

111. During a meeting with the Angaurese community, the Mission found that the people were dissatisfied with the management of the trust fund primarily because they did not know what sums had been invested in it and also because they felt that the payments of \$15,000 per annum were insufficient. They asked that periodic financial statements be made available to them.

112. The Mission believes the last request to be a reasonable one. As regards the investments of the fund, it ascertained that the fund is composed of United States Government securities which yield an interest rate of between 2.5 per cent and 2.76 per cent.

113. Further requests submitted to the Mission were for the institution of a licence tax on vehicles used by the phosphate company, the proceeds of which could be turned over to the municipality, and for the employment of more Angaurese by the company. With regard to the latter request, it is to be noted that at present some 44 Angaurese are employed out of a total labour force of about 366. Questioning by the Mission elicited, however, that only about ten Angaurese desired employment by the phosphate company although there was an undetermined number of candidates on the neighbouring island of Peleliu. Although the Mission doubts whether many indigenous persons would be ready to undertake the arduous work in the phosphate mines, it considers that encouragement should be offered to enable those so desirous to replace Japanese labourers.

114. As has been shown above, the mining of phosphate has been of benefit to the indigenous population of the Palau District although the advantage has been derived mostly by one municipality. In view of the serious economic situation in the Palaus resulting from the ravages of the rhinoceros beetle and the giant African snail, the Mission is of the opinion that every possible means of increasing the cash income of the indigenous inhabitants should be

investigated.. It therefore suggests that careful consideration might be given to the possibility of exploiting the bauxite deposits on Babelthaup Island.

#### Fisheries

115. The Trust Territory possesses abundant marine resources which are capable of exploitation. Outside the reefs, crevalle, bonito, tuna and barracuda are found, while within the reefs there is a variety of species which form an important component of the indigenous diet. Under Japanese administration commercial deep sea fishing was important in the Palaus, Truk and the Northern Marianas and it has been estimated that by 1937 the industry was producing 75,000,000 lbs. of bonito annually. Commercial fishing was, however, controlled and operated almost exclusively by Japanese and Okinawans with the result that the indigenous inhabitants were not trained for deep-sea fishing and the industry virtually disappeared as a result of the war. At the present time such commercial activity as exists is on a very small scale and the deep-sea resources outside territorial limits are regularly exploited by fishing boats based on Japan.

116. In view of the great importance which the Trusteeship Council has attached to the possibility of exploiting these resources and in the light of its recommendations that the Administering Authority study means of encouraging indigenous commercial fishing enterprises, the Mission investigated this problem.

117. The Mission found that substantial difficulties exist to hinder the establishment of an indigenous fishing industry. The Territory itself does not offer a lucrative market since the needs of the islanders are adequately supplied by subsistence fishing within the reefs. Consequently any commercial production would have to be for export and would therefore require substantial investments in processing equipment or refrigeration plant. In most cases, however, these overseas markets already possess adequate sources of supply nearer to them; the United States is supplied by its Pacific coast industry and Japan by its numerous fleets of home based ships. In the event that the Trust Territory did endeavour to sell its produce in Japan, this would have to be in competition with Japanese interests which are already fishing in the high seas surrounding the Trust Territory. Added to this difficulty is the fact that the indigenous people have received no training whatsoever in

commercial fishing and, with the possible exception of the Marshallese, would appear to be temperamentally unsuited to this type of occupation. It must be borne in mind that the islanders are adjusted to a subsistence economy and lack the heritage and incentives to indulge in what is probably one of the most rigorous pursuits.

118. This does not exclude the possibility that a fishing industry might not eventually develop with the assistance of foreign enterprise, capital and labour. However, in the Mission's opinion, it would take many years of encouragement and training before the indigenous people could be prepared to play a dominant and effective role in deep-sea fishing.

#### Transport

119. The Trust Territory consists of about 96 inhabited islands or island groups scattered over an ocean area of over three million square miles. It is evident, therefore, that the advancement of the inhabitants is to a great extent dependent upon the existence of a transportation system capable of fulfilling the requirements of administration and trade while at the same time operating at a cost which is not disproportionate to the Territory's economy.

120. In the absence of adequate indigenous shipping, the bulk of the Territory's transportation needs are provided by the Administration which owns seven former naval motor vessels and four amphibious aeroplanes operated under contract on a cost plus fixed profit basis by the Pacific Micronesian Lines and Transocean Airlines. The ships include six vessels with a capacity of 250 measurement tons which operate primarily within the districts, making field trips between the district centres and the outlying islands at intervals of approximately three months to provide administrative services and to collect produce and deliver trade goods. The seventh vessel, of approximately 4,800 measurement tons capacity, is engaged exclusively in logistic services between Guam and the district centres with occasional trips to the North American mainland or Japan for purposes of trade.<sup>1/</sup> At the present time no commercial

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<sup>1/</sup> After the adoption of this report the Mission was informed that a second steamer is now in service.

shipping lines visit the Trust Territory and all goods are transhipped at Guam.

121. The Administration considers that the existing system is both costly and inadequate. Transshipment costs at Guam are among the highest in the world and in a recent investigation it was estimated that the total cost of transport and handling of imports from the time of departure from the mainland to distribution within the Territory amounts to approximately \$75 per ton to which a further \$10 per ton may be added to account for losses in handling. The existing shipping is also inadequate since in the event that the inter-district ship<sup>1/</sup> is unable to maintain its schedule, its services have to be supplemented by the district vessels with a consequent disruption in field trip schedules which would be barely sufficient even if maintained. Added to this the district vessels (former navy AKLs) are relatively costly to operate among the small islands where port facilities are almost entirely lacking.

122. The importance of maintaining and improving the frequency of field trip visits cannot be over-emphasized, since, with the exception of a few areas where indigenous shipping exists, they provide the only means of bringing government services, including the services of the medical and island affairs officers, to the remote islands. Moreover, as stated above, it has been found that there exists a definite correlation between the amount of copra and handicrafts produced and the frequency or regularity of visits by these vessels which are the sole medium of export.

123. To remedy this situation the Administration plans to acquire a fleet of 6 auxiliary schooners to replace the existing district vessels and to operate solely within their assigned districts. It is estimated that these vessels could provide twice the number of field trip visits at a cost less than half that of the present motor vessels and could, moreover, after a reasonable period of training, be manned almost entirely by Micronesian crews. Since at present the district vessels are supplementing the services provided by the inter-district steamer, it would be necessary to obtain an additional steamer

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<sup>1/</sup> See footnote to paragraph 120.

for the latter purpose.<sup>1/</sup> However, the cost of operating the second steamer would be balanced by the reduced cost of operating the schooners.

124. At the same time the Administration hopes that commercial ocean-going steamers may be induced to make regular calls at a centre within the Territory thus obviating much of the high cost of transshipment at Guam and reducing transportation mileage. The Mission was informed that adequate harbour and warehouse facilities for this purpose exist at Majuro and that if necessary Koror, Ponape or Dublon could also be used for this purpose. While a considerable volume of goods would still have to be transhipped at Guam, this would make it possible for the inter-district steamers to supplement their routine operations by periodic visits to the major commercial centres in Japan, Australia and New Zealand. A handicap under which the Trust Territory operates at the present time is that for security reasons commercial shipping is restricted to United States flag vessels.

125. The Mission was informed that at the time of its visit two schooners had been acquired by the Government and outfitted, one as a field trip vessel and the other as a medical diagnostic ship to supplement the present inadequate field visits by the district medical officers and, in particular, to diagnose early cases of communicable diseases. The Administration is currently seeking additional schooners to complete its fleet.

126. The Mission was considerably impressed by the plan summarized above which, it feels, offers a practical solution to many important and pressing problems. In view of the inadequacy of existing shipping services, especially in respect of intra-district field trips, it hopes that the plan will be implemented with the minimum possible delay.

127. With regard to shipping operated by the indigenous inhabitants, the Mission found that some progress, although not considerable, has been made in

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<sup>1/</sup> See footnote to paragraph 120.

the past three years. Indigenous shipping is most highly developed in the Marshall Islands where a boat building enterprise exists in Majuro, and an estimated 36 indigenous-owned and operated vessels have taken over most of the intra-district copra trade. In addition, the Truk Trading Company now operates two schooners for commercial purposes. While these vessels are all small and therefore unable to replace government transport services they form the nucleus of an indigenous shipping industry which it is the policy of the Administering Authority to encourage. The Mission notes this development with satisfaction and hopes that all possible assistance will be given to other indigenous commercial groups which are desirous of entering this field of activity.



## CHAPTER IV

### SOCIAL ADVANCEMENT

#### General situation

128. Although the economy of the Territory is primarily a subsistence one and cash incomes are minimal, living conditions are generally good because food is abundant and the essential needs of the inhabitants, in terms of such things as medical services and education, are provided by the Administration. With the exception of the Palau District where, as already noted, there exists an insufficiency of money incomes owing to the destruction of coconut trees by insect pests, the Mission received few complaints concerning standards of living. Even in this District, however, the Mission did not gain the impression that there is any shortage of food and other essentials of life. In general, throughout the Territory, the people appeared well-fed, healthy and happy. It is true that in many of the outlying islands, housing is extremely primitive, but similar conditions are to be found in other under-developed countries, and must be judged in relation to the standards of the people. In the larger communities nearer to the district centres, there can be no doubt that the people have benefited greatly under United States administration, not least from the housing materials and other equipment left by the military occupation forces.

129. An important guarantee of social security is provided by the traditional social system and the complex family and community relationship which protect the individual from want and assure the welfare of the aged, the children and the infirm. Real poverty such as is found in individualistic communities is unknown. It is true that the traditional customs of hereditary authority are gradually being broken down but there are few signs of a weakening of community solidarity.

130. In areas which were formerly important urban centres under the Japanese the devastation wrought by the war had a serious impact on indigenous society, the results of which will be apparent for years to come. This is especially true of the island of Koror where the people face a difficult problem of social readjustment. The Administration is fully aware of this problem and is devoting efforts to the promotion of community activities which will give the people a greater sense of security and purpose. The Mission noted with interest that a large community centre has recently been constructed at Koror which provides a focal point for social activities and co-operative undertakings.

### Status of women

131. In some areas there appears to be a noticeable improvement in the status accorded to women. Women are not discriminated against in the indigenous society but traditionally there exists a clear division of labour and in the past women have not played an active part in public life except where their position as heads of matrilineal groups gave them a ceremonial status. The Mission noticed, however, that in several areas women are beginning to play an active role in local government; for example, the Palau Congress contains two elected congresswomen, and a woman is also a member of the Holdover Committee of the Marshallese Congress. At Koror the Mission found that there exists a women's club whose members exercise an important voice in the affairs of the community. During the Mission's visit, this group submitted a petition (T/PET.10/9) urging that women be appointed as judges on the local courts to deal in particular with social problems. The Mission feels that due consideration should be given to this request.

### Labour

132. The majority of Micronesians are engaged in subsistence production and the growing of copra. However, about 5,000 persons, rather less than one-tenth of the population, are employed as wage earners. About one-third of these are employed by the Administration in professional, technical and manual work, the remainder being engaged in small-business enterprises and private employment. Recently efforts to systematize the employment of labour have been made. One important step has been a general review and reclassification of the wages of all indigenous personnel employed by government. The policy of the Administration is to apply the principle of equal pay for equal work to all its employees regardless of race and to replace American personnel wherever possible by Micronesians. As a result, conditions of work are carefully regulated and in each district centre emphasis is given to in-service training and a periodic review of the performance of each indigenous worker, with a view to granting promotions whenever appropriate. The Administration is, however, conscious of the danger inherent in the tendency for graduates of intermediate schools to gravitate towards government employment and is restricting its recruitment in order to safeguard the interests of private enterprise.

133. It is to be noted that in the year 1951-52 there occurred two work stoppages, at Majuro and Palau, resulting from demands by indigenous personnel of the Administration for wage increases. The Mission was informed that in both cases settlements were reached based on the general review and reclassification of wages referred to above.

134. The Mission noted an increasing participation of indigenous persons in government at the higher levels. At present some Micronesians hold important positions in the educational service, as district superintendents of schools, in the medical and health services, in the judiciary and to a lesser extent in other departments such as Public Works. Of the 160 judges in the Territorial courts only the two judges in the appellate division of the High Court are Americans. All court employees are Micronesians.

135. Owing to the subsistence economy of the Territory, there is no problem of unemployment, but in the Palau District there does exist a surplus of skilled workers which has been partially relieved by a movement of workers to Guam. In the Saipan District, on the other hand, skilled labour is in short supply.

#### Entry of Japanese nationals

136. At several places visited the Mission heard pressing requests that permission to enter the Territory be granted to Japanese nationals married or otherwise related to citizens of the Trust Territory provided that they renounce their Japanese nationality. In one instance, at Ponape, the request was made by a woman on behalf of her son and six grandchildren who, she said, had been taken to Japan where her former husband had been remarried to a Japanese. A second woman appealed on behalf of her son-in-law, a Japanese, who wished to return with his wife. Similar requests were also received at Koror.

137. The Mission was informed that in each case where a request to return to the Territory had been received from a Japanese, the Administrator had forwarded it to the Department of the Navy for security clearance. So far the Department of the Navy had given only negative decisions and no permits for re-entry had been granted.

138. The Mission recalls that a petition (T/PET.10/2) containing a similar request was received by the previous Mission in 1950 and that the Trusteeship Council, at its eighth session, requested the Administering Authority to obtain information concerning the number of Japanese who wished to return. The present Mission hopes that the Administering Authority will fully inform the Trusteeship Council with regard to this matter.

#### Bikini people

139. The previous Visiting Mission noted that the former inhabitants of Bikini, who voluntarily resettled on Kili Island in 1948, were experiencing difficulties in making a satisfactory adjustment to their new home. These were caused by various factors including the unaccustomed physical and climatic conditions on Kili and a desire on the part of the people for certain social changes.

140. Although it did not have an opportunity to visit the outlying island of Kili, the present Mission discussed the condition of the former Bikini people with administrative officials of the Marshall Islands District. It was informed that the people were gradually adjusting themselves to their new home but that some difficulties still persisted and that the Administration was giving careful study to determine what further assistance might be provided; however, the plans of the Administration in regard to the Kili people were not available to the Mission at that time.

#### Medical and health facilities

141. The Mission was greatly impressed by the attention devoted to public health in the Territory. It is worthy of note that ever since the assumption of administrative authority by the United States, expenditure on public health has formed one of the most important items in the Territorial budget. The result of this is a marked improvement in the standard of health which was generally poor at the end of the war. The principal endemic diseases at the present time are tuberculosis, with about 1.5 per cent of the population reportedly infected and with especially high incidence in areas where there was formerly a large Japanese population, enteric parasitism, filariasis and leprosy. About 97 per cent of the population is infected with intestinal parasites but in most cases this is not a serious condition. Formerly, yaws was widespread but this disease has been greatly reduced as the result of highly successful treatment with penicillin.

142. All medical and dental services are provided either free or at nominal fees by the Administration. Each of the six district centres possesses a well-equipped hospital of about 40 to 80 bed capacity with an average of two American medical officers, a dentist, a nurse supervisor, a hospital administrator, a sanitarian and an X-ray technician. In some cases the hospitals are housed in permanent stone or concrete structures; elsewhere they are in quonsets which, the Mission noted, are in a better state of repair than those used for other purposes. In all cases, modern standards of hygiene are maintained and the hospitals possess well-equipped operating rooms, adequate diagnostic equipment and appear to be fully supplied with drugs. There are usually several small wards which are well-furnished, airy and generally not over-crowded. The Mission found that substantial structural improvements and additions are being made or are planned for most of the hospitals visited, which will make good most existing deficiencies.

143. These hospitals provide for the medical needs of the indigenous inhabitants and the American personnel of the districts with the exception of cases requiring specialist treatment. In addition they serve as centres for public health activities, both in the immediate vicinity and in all outlying islands. The hospitals supervise the operation of medical dispensaries on all the larger inhabited islands which are staffed by health aides who have had several months of training at the hospitals. These dispensaries are visited periodically by district medical personnel who accompany every field trip. At the present time an average of four field trips per year is made to each inhabited island.

144. The Mission was informed that one of the problems currently confronted by the Administration is to devise means of improving the provision of medical services to outlying islands. Since the field trips are multi-purpose and must meet the requirements of other administrative services and of trade, the visits to the various islands are not of sufficient duration for the requirements of medical diagnosis and treatment. Current plans to increase the frequency of field trips will greatly improve this situation and the Administration intends to provide the remote islands with radio receivers and transmitters. The medical services have also been strengthened by the acquisition of a schooner equipped with medical apparatus which will make periodic visits for more prolonged stays at each island to diagnose early cases of communicable disease, especially tuberculosis, and also to carry out medical and surgical treatment.

145. The most pernicious diseases at present appear to be tuberculosis and leprosy. The Mission found tuberculosis sufferers at each of the hospitals visited and was informed that where sufficient isolation accommodation does not as yet exist, additional wards are either being constructed or are planned. Active leprosy cases are treated at the leprosarium on Tinian where the patients are well accommodated in wards or in a cheerful community of small houses. Plans are currently being considered to relocate this leprosarium elsewhere in the Territory and it is possible that Yap will be selected as a site in view of the fact that the disease is most common in this district.. The Mission was informed that in so far as possible efforts are made to induce sufferers to return to their homes when the disease is arrested in order to facilitate their rehabilitation.

146. Dental services are provided at all district hospitals and are particularly well-developed in the Marshall Islands District where the Majuro hospital has a fully-equipped dental clinic under the supervision of an American dental officer aided by three indigenous internes and one dental assistant. The personnel of this clinic treated 2,383 patients during 1952 or about one-fifth of the total population of the District. Special attention is given to prevention of tooth decay through treatment and education.

147. The Mission noted with appreciation the increasing number of indigenous persons employed in the health services, both as medical and dental practitioners and as aides, nurses and assistants. It is the aim of the Administration that health services should increasingly be provided by Micronesians and an active programme of education is being pursued. As of June 1952 there was a total of 22 medical and dental practitioners or internes, most of whom have received a four-year course at the Medical Centre at Guam or the Central Medical School at Suva, Fiji. Thirty-eight are currently under training at Suva and three are undertaking internships at hospitals in the United States. In addition there were, as of June 1952, 283 indigenous nurses, health aides and laboratory and X-ray technicians. The hospitals themselves are actively engaged in training new personnel, especially health and nurse aides for service at outlying dispensaries, and a school for training nurses and health aides to serve all districts has recently been established in connexion with the hospital at Truk. The Mission was informed that it is anticipated that within three years, eighteen indigenous dental practitioners

will have finished internships. At that time it is planned to turn over all the dental work of the Territory to them under the direction of one American supervising dentist.

148. An important aspect of the health programme is concerned with the improvement of sanitation and hygiene. Sanitation officers are stationed at each district centre who enforce sanitary regulations with the help of the health aides and village magistrates or chiefs. The improvement of sanitation and hygiene is most important in combating many of the skin and intestinal diseases which are common in any tropical region. An important part of this work takes the form of health education in the schools which is mentioned below.

149. The Mission feels that the Administering Authority is to be commended for the provision of public health services which are contributing much to the welfare of the indigenous inhabitants and which appear to have won the full approval of the Micronesians. In particular, the Mission notes with satisfaction the rapid increase in the number of Micronesians who have received medical training and are increasingly replacing American personnel.

## CHAPTER V

### EDUCATIONAL ADVANCEMENT

150. The most important consideration in determining the educational requirements of an under-developed territory is to ensure that education shall be geared to the pace of economic and political development and that it shall prepare the inhabitants to cope with their changing environment and to assume the increasing responsibilities which advancement imposes. Education must therefore be conceived in the broadest possible sense and must above all be designed to meet practical needs.

151. It is important to note that considerable attention has been given during the past eighteen months to modifying and improving the curriculum of the schools. The trend has been to depart from the formal academic curriculum which was borrowed largely from the American educational system, and towards a functional programme in which teaching is directed primarily towards preparing students to assume an active role in community life. Consequently, the curriculum of the schools now places special emphasis on the study of local community problems and co-operative activities in which children work together with their elders and with administration officials on special projects which provide them with a basic knowledge of the fundamentals of such subjects as health and hygiene, sanitation, agriculture, trade and local government. The Mission was informed that in general the educational policies of the Administration are determined in consultation with an advisory committee on education composed of distinguished educators from Hawaii which meets periodically at the Headquarters of the Trust Territory.

152. The public school system provides free education to all children between the ages of 8 and 14 who are not enrolled at mission schools. Approximately ninety per cent of all children between these ages are enrolled at elementary schools and the Mission was impressed to learn that the attendance is estimated at 93 per cent of the total enrolment. At present 5,767 pupils attend 142 public elementary schools and 1,406 are pupils in twenty mission elementary schools which are subject to inspection and approval by the education authorities. Further education is provided at six public intermediate schools which are located one at each district centre and five mission



intermediate schools. Enrolment in these schools is, however, necessarily selective since the student body numbers at present only 1,203 of whom 835 are enrolled in the six public intermediate schools and 368 in the mission schools. Together, these schools provide a nine-year course, consisting of six years of elementary and three years of intermediate schooling.

153. In addition, the more formalized and institutionalized aspects of education are rounded out by the Pacific Islands Central School located at Truk which provides two more years of general education to complete the programme of formal schooling and to bring the students to an academic level very roughly comparable with junior high school. There are presently enrolled at this institution 135 students who have been carefully selected from among the best graduates of the six public intermediate schools.

154. The elementary schools are primarily a municipality responsibility subject to over-all supervision by the Department of Education. They are staffed entirely by indigenous teachers whose salaries are paid out of local revenue. This has the great advantage of encouraging community interest in the schools, but has its weak aspect in the fact that teachers' salaries vary considerably according to the wealth of the community and in some cases, although the Mission could not determine to what extent, lack of funds may be a factor affecting the amount of education that is provided. At present only about half of the elementary schools have attained a six-year course and 34 of the total of 142 schools provide only three years of schooling or less. The principal difficulty to which this is attributable is the scarcity of trained and experienced teachers, which will be discussed further below. In accordance with the general policy outlined above, the elementary school programme places emphasis on social studies and the acquisition of useful skills. For the most part, instruction is in the local indigenous language and English is taught as a secondary language only as the pupil acquires a degree of literacy in his own mother tongue. In the past, a great hindrance to the application of this policy has been the absence of any reading material or textbooks in the indigenous languages, but the Mission found that this difficulty is gradually being overcome by the preparation of translations and texts, often made by the teachers and pupils themselves under appropriate guidance. The Mission was also informed that steps are being taken to secure the services of

a specialist in linguistics for the purpose of providing a scientific basis for a standard orthography in areas where this does not as yet exist.

155. Entrance to the intermediate schools is obtained through selection by a scholarship committee and in order to qualify pupils must have completed a six-year elementary school course. These schools are financed wholly by the Administration and are staffed by both American and indigenous teachers. Here again the main emphasis is on social studies designed to make the student an effective member of his community. Considerable attention is also given to vocational training and in most of the schools visited the Mission found the students engaged in a variety of practical activities such as carpentry, boat-building, pig-breeding, the cultivation of vegetables for sale at the school market and, in the case of the Koror school, even the operation of a printing studio and a pottery kiln. In addition, the Mission was informed that the students are provided with practical experience through a system of apprenticeship with the departments of the district administration to prepare them for employment in the government service or with local indigenous commercial companies. Formal teaching is conducted mainly in English and the Mission found that in most instances the students had acquired an adequate familiarity with the language.

156. In all cases the intermediate schools are necessarily boarding schools and the students live in simple but spacious dormitories which they maintain under teacher supervision. In the majority of cases the cost of travel and subsistence is borne by the government which provided approximately 505 scholarships for this purpose in 1952. In the remaining cases the costs incidental to attendance at these schools is borne by the children themselves.

157. The Pacific Islands Central School provides a more academic programme since the principal emphasis is towards teacher training and pre-professional education. The school possesses an American principal and five American teachers and all instruction is in English in view of the fact that students come from all parts of the Territory. Formerly the school was primarily a teacher training college but at the time of the Mission's visit it had been decided that the curriculum of the school should henceforth be concerned only with general education. The reason for this decision was that experience had shown that graduates of the school had lacked a broad enough background in general education to profit from their limited professional training when they

became trainee teachers. Under the new system special or professional education will be carried on by a teacher of education in each of the districts after the trainee has taken up his duties at a school. In this way, it is hoped to achieve an integration of the practical with the theoretical enabling the trainee to learn by actual practice under the guidance of a supervisor and instructor.

158. There is an urgent need to increase the numbers and qualifications of indigenous teachers. As of July 1952 there were approximately 301 Micronesian teachers of whom only 74 were graduates of the Pacific Islands Central School. Of the remainder about 245 had for the most part only partial training at summer courses for teachers conducted in the district intermediate schools, and about 50 had no educational background beyond graduation from elementary school. The Mission was informed that every effort is being made to improve this situation and that every American teacher and educator at the district level is concentrating for the time being more on the training of Micronesian teachers than on any other part of the teaching programme in order to support the district teachers of education.

159. There are at present no facilities within the Territory for advanced training beyond those provided at the Pacific Island Central School and it is hardly to be expected that the Territory could support a college for some years to come. There are, however, a number of avenues towards higher education open to graduates of the Central School. Under an arrangement with the British authorities concerned, medical and dental students attend the Central Medical School at Suva, Fiji, at government expense, where they receive a four-year course to fit them as medical practitioners. At the present time there are 25 medical and dental students at Suva and an additional 7 studying to be pharmacists, laboratory assistants and sanitation officers. In addition, three graduates of the Suva school are serving hospital internships in Hawaii and elsewhere in the United States. A total of 93 students are receiving further education outside the Territory of whom 73 are receiving secondary schooling or its equivalent and nine are in institutions of a university level. In most of these cases the cost of education is borne by the students themselves. The Administration provides one scholarship for overseas training and finances the cost of transportation for all students from the Trust

Territory. Other scholarships are provided by various private organizations in Hawaii and one outstanding citizen of the Trust Territory has been awarded a United Nations fellowship in public administration. During its stay at Honolulu the Mission was able to meet and discuss with several of these scholarship holders who are presently studying at the University of Hawaii.

160. Adult education forms an integral part of the educational programme for the Territory and, for the most part, takes the form of community development and demonstration projects undertaken by the various administrative services in the field. Reference has already been made to the work of the agricultural teachers who are increasingly endeavouring to supplement their teaching in the schools by extension work among the adult farmers aimed at the improvement of indigenous methods of cultivation and the solution of the special agricultural problems which exist in each locality. Formal adult education is, however, limited chiefly to the district centres and is, in general, rather restricted. At the present time Koror is the only district centre possessing a regularly functioning night school which was established in 1952 and provides organized courses of instruction in a variety of subjects to 86 indigenous students. On Yap an evening class in English is held each week at the intermediate school and an informal discussion group meets regularly at the home of the district educational administrator. In the Truk district adult education classes in English and arithmetic are conducted on nine islands by the local elementary school teachers and are attended by 179 men and 91 women. With the exception of two classes in English for government employees in the Marshall Islands no formal classes for adults are conducted either in the Marshall Islands or Saipan Districts. Although this does not constitute a substantial programme of adult education, the Administration pointed out to the Mission that account should also be taken of the large number of Micronesians who are in fact receiving training through employment with the administrative services. As of January 1953, the total of Micronesians employed by the Administration numbered 1825 persons, including 379 employed at Saipan.

161. A problem peculiar to the Territory is the difficulty of providing educational services on the remote islands where the people have only periodic contact with officials of the Administration. In the past the provision of education to these islanders has been only nominal due to lack of communications

and the absence of a programme designed to meet their special needs. Recently efforts to fill this gap have been made on an experimental basis by bringing selected young men from certain of these islands to Truk for a six-months course which gave them a knowledge of the rudiments of English, arithmetic, hygiene and sanitation. The Mission was informed that efforts are also being made to provide these islands with receiving and transmitting radio sets which may be used inter alia for educational purposes.

162. Another development observed by the Mission is the expansion of library services which is being carried on by a specialist librarian who joined the Administration staff in 1950. The Mission found that a small but well-organized library now exists at the Pacific Islands Central School and that community libraries have been established at all district centres, usually on the premises of the intermediate school, for the use of both adults and school children. At present, of course, the usefulness of these libraries is somewhat limited owing to the small number of texts in the vernacular, but as the supply increases the libraries may be expected to perform a more important educational function.

163. The Mission was favourably impressed by the recent developments in the educational programme referred to above. In particular, it notes with satisfaction that the curriculum and in fact the whole conception of education has been reviewed in order to meet the needs of the people and to enable education to play an integral role in the advancement of the Territory. Undoubtedly the high element of selectivity in the apportionment of vacancies in the intermediate schools and the Pacific Islands Central School is to be regretted and facilities at these levels should be expanded wherever possible. Care must, however, be taken to ensure that the educational facilities are not disproportionate to the economic potential of the Territory.

164. One of the principal problems which the Mission encountered was the difficulty which graduates of the Pacific Islands Central School face in obtaining scholarships for advanced training overseas, including scholarships under the United Nations technical assistance programme, due to the fact that the Central School does not as yet provide education up to the level of a senior secondary school, which is the usual requirement for a scholarship.

The Mission feels that consideration should be given both by the Administering Authority and scholarship granting organizations to special provisions which would enable outstanding graduates of the school to bridge this gap.

165. The Mission also feels that, in so far as resources permit, attention should be given to the improvement of school buildings. At the present time the intermediate schools are adequately and, in many cases, well housed. This, however, was not always true of the elementary schools visited by the Mission which were often of old construction and sometimes housed in straw-thatched buildings with earthen floors. It should be borne in mind, however, that the Mission was able to visit only a few of the many elementary schools in the Territory.

166. During its meeting with students of the Pacific Islands Central School a request was made to the Mission for a special department of the school concerned with the teaching of navigation. The Mission notes that a need for such training does exist and suggests that consideration might be given to this request as and when resources permit.

#### Information on the United Nations

167. The Mission observed that information on the United Nations is widely disseminated throughout the main centres of the Territory. At the Pacific Islands Central School and the intermediate schools the Mission found the libraries well stocked with the official records and other publications of the United Nations and the specialized agencies which are undoubtedly in constant use. Posters describing the structure and activities of the United Nations were displayed in many of the schools visited. Teaching about the United Nations forms a regular part of the curriculum of the intermediate schools and to a lesser extent of the elementary schools. It is worthy of note that only two public holidays are observed in the Trust Territory, namely Christmas and United Nations Day, the latter being regularly marked by appropriate activities and public gatherings. Repeatedly, at meetings held throughout the Territory, the Mission encountered great interest in the United Nations, especially in regard to the significance of the Trusteeship system for the indigenous peoples. For example, at Majuro in the Marshall Islands District, the Mission heard a speech

delivered to it by a senior student of the intermediate school which showed that the student had a broad comprehension of the objectives and activities of the United Nations in several fields.

168. The Mission was favourably impressed by the steps taken by the Administration to disseminate information on the United Nations. It feels that the Administering Authority is to be commended for fully carrying out the Trusteeship Council's recommendation on this subject.





ANNEX 1.

Itinerary of the Mission

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>
February 16	Honolulu	Arrived by air from San Francisco	2,395 miles
February 17	Honolulu	Meetings with the Acting High Commissioner and department heads at the Headquarters of the Trust Territory	
February 18	Honolulu	Meetings with the Acting High Commissioner and headquarters staff at the Trust Territory and with Admiral A.W. Radford, Commander-in-Chief of the United States Pacific Fleet	
February 19	Honolulu	Meetings with the staff of the Headquarters of the Trust Territory	
February 20	Honolulu	Meetings with staff of the Headquarters of the Trust Territory and meeting with students from the Trust Territory attending the University of Hawaii	
February 21		Departed by air (International date line)	3,797 miles
February 22	Guam	Arrived by air Private meeting of the Mission	
February 23	Guam	Departed by air	462 miles
	Yap	Arrived by air Attended a feast given by the Yapese community Held public meeting with the Yapese Council of Chiefs	
February 24	Yap	Visited the Yap branch of the Island Trading Company, the hospital, constabulary unit and jail Visited schools Departed by air	253 miles
	Koror	Arrived by air	
February 25	Koror	Public meeting with Palau Congress Visited Koror branch of the Island Trading Company, the Western Carolines Trading Company, refrigeration installations, sawmill, women's club, constabulary unit and jail Visited Babelthaup Island for an inspection of the cacao plantation	20 miles (by launch)

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>
February 26	Koror	Visited intermediate and elementary schools, attended a session of the District Court, visited the hospital and entomological station Visited phosphate installations at Angaur Island and held a meeting with the people of Angaur Attended a dinner by the Palau Congress	65 miles (by air) (by air)
February 27	Koror	Departed by air	715 miles
	Guam	Arrived by air Meeting with staff of the Trust Territory liaison office	
February 28	(Marianas Islands)	Travelled by air from Guam to Saipan	115 miles
	Saipan	Visited intermediate and elementary schools at Chalan Kanoa, hospital, constabulary unit, jail and courthouse Meeting with Administration officials Meeting with Saipan Council Travelled by air from Saipan to Tinian	5 miles
	Tinian	Visited cattle ranch, leprosarium and Tinian farms Held a discussion with the representatives of the local council Returned to Guam by air	105 miles
March 1	Guam	Rest	
March 2	Guam	The Mission's departure scheduled for this day was delayed	
March 3	Guam	Departed by air	562 miles
	Truk	Arrived at Moen Island Meeting with indigenous leaders and people from Moen and surrounding islands. The Mission gave a feast for representatives of the Trukese people and local officials	
March 4	Truk	The Mission split into two groups as follows: (a) one group visited the intermediate school and Pacific Islands Central School where it held a meeting with the students. It also visited the Truk Trading Company and hospital (b) the other group visited Dublon Island where it inspected the proposed site for the Headquarters of the Trust Territory and visited the mission school	10 miles (by boat)

<u>Day</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u>
March 4 cont'd)	Truk	The Mission visited the outlying island of Fal Pungs in Truk Atoll where it met with local leaders and people	24 miles (by boat)
March 5	Truk	Departed by air	375 miles
	Ponape	Arrived by air Held a public meeting with Ponapean leaders and people Visited schools, hospital, Ponape Coöperative Company and Trust Territory Agricultural Demonstration Station Attended a feast given by the Ponapean leaders	
March 6	Ponape	Departed by air	791 miles
	Majuro	Arrived by air	
March 7	Majuro	Visited schools, Marshallese Import-Export Company and hospital Attended a meeting of the Holdover Committee of the Marshallese Congress Held a public meeting with Marshallese leaders and people	
March 8	Majuro	Rest	
March 9	Majuro	Visited the outlying island of Rongrong where the Mission inspected the mission school Visited the outlying island of Laura where a public meeting was held with leaders and people of the island Meeting with officials of the District administration	40 miles (by boat)
March 10		Departed by air for Nauru	
March 13	Kwajalein	Arrived by air from Nauru Held discussion with Trust Territory liaison offices	570 miles
March 14	Kwajalein	Departed by air for Port Moresby, Papua	1,630 miles
May 11	Honolulu	Arrived by air from Fiji Meeting with High Commissioner, Mr. F. Midkiff	3,179 miles
May 12	Honolulu	Departed by air for New York	5,014 miles

