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## DRAFT REPORT OF THE TRUSTEESHIP COUNCIL TO THE SECURITY COUNCIL ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS COVERING THE PERIOD FROM 27 JUNE 1963 TO 29 JUNE 1964

Working paper prepared by the Secretariat

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## INTRODUCTION

1. In accordance with Article 83 of the Charter, with the resolution adopted by the Security Council at its 415th meeting on 7 March 1949, and with its own resolution 46 (IV) of 24 March 1949, the Trusteeship Council has carried out on behalf of the Security Council those functions of the United Nations under the International Trusteeship System relating to the political, economic, social and educational advancement of the inhabitants of the Trust Territory of the Pacific Islands, designated as a strategic area.

### PART I. ACTIVITIES OF THE TRUSTEESHIP COUNCIL WITH RESPECT TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS

#### Examination of the annual report

2. The report of the Government of the United States of America on the administration of the Trust Territory of the Pacific Islands for the year ended 30 June 1963, was transmitted to the members of the Trusteeship Council on 18 May 1964<sup>1/</sup> and placed on the agenda of the Council at its thirty-first session.

3. The examination of the report was begun at the 1230th meeting with an opening statement by the Special Representative of the Administering Authority, Mr. M.W. Goding, High Commissioner of the Trust Territory. Mr. Thomas Remengesau, Assistant District Administrator of Palau District and an Adviser to the United States delegation, also made a statement. Questions were put to the Special Representative by those members of the Council who had not been members of the 1964 United Nations Visiting Mission to the Trust Territory. At the 1233rd to 1236th meetings, the Council heard general statements on conditions in the Trust Territory. At the 1236th meeting, a Drafting Committee was appointed composed of the representatives of China, Liberia, New Zealand and the United Kingdom.

4. The conclusions and recommendations as amended, contained in the report of the Drafting Committee,<sup>2/</sup> were adopted by the Council at its 1241st meeting. The report, as finally adopted at the 1243rd meeting, forms part II below.

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1/ T/1624.

2/ T/L.1077.

Examination of petitions

5. At its thirty-first session, the Council had on its agenda two petitions transmitting nine resolutions adopted by the Sixteenth Saipan Legislature concerning the Trust Territory. A third petition from the Net Municipality Government concerned its dispute with Kolonia Town in Ponape. The substance of these petitions had been considered by the 1964 Visiting Mission.

6. At its 1242nd meeting, the Council examined the above-mentioned petitions, considering the nine resolutions of the Saipan Legislature individually. The first resolution<sup>1/</sup> addressed a request to the 1964 Visiting Mission to meet with the Saipan Legislature and the people of Saipan during its visit to the Trust Territory. Since this request had been complied with by the Visiting Mission no further action was called for.

7. The second petition of the Saipan Legislature contained eight resolutions on eight different subjects.<sup>2/</sup> Resolution No. 16-2-64 requested the Council to ensure that the proposed Territorial Congress be given fully autonomous and independent legislative powers. The Council decided to refer the petitioner to chapter V (Political Advancement) of the Visiting Mission's report,<sup>3/</sup> the relevant conclusions and recommendations adopted by the Council at its 1241st meeting, and the records of its meetings at the thirty-first session. Concerning resolution No. 16-3-64, the representative of the Administering Authority stated that the question of introducing trial by jury system had been under serious consideration; the Council decided to refer the petitioner to the records of the Council's meetings dealing with the subject. With regard to resolution No. 16-4-64 relative to opening the port of Saipan for foreign commercial vessels, the Council decided to draw the petitioner's attention to paragraphs 164-168 of the report of the Visiting Mission and the record of the 1242nd meeting of the Council. Resolution No. 16-5-64 requested the Council to end the Trusteeship Agreement in the Mariana Islands District, and the Council decided to refer the petitioner to paragraphs 284-291 of the report of the Visiting Mission, the discussions of the

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<sup>1/</sup> T/PET.10/L.5.

<sup>2/</sup> T/PET.10/L.6.

<sup>3/</sup> T/1620.

Council on the subject, and its conclusions and recommendations on the attainment of self-government or independence adopted at the thirty-first session. Concerning war damage claims (resolution NO. 16-6-64), the Council decided to refer the petitioner to paragraphs 94-106 of the report of the Visiting Mission, the relevant records of the discussions of the Council, and its conclusions and recommendations on the subject adopted at the thirty-first session. Resolution No. 16-7-64 requested the Council to assist in establishing an elective Governor or District Administrator in the six districts of the Territory, and the Council decided to refer the petitioner to paragraph 240 of the report of the Visiting Mission. In its resolution No. 16-8-64, the Saipan Legislature sought the assistance of the Council in urging the Administering Authority to limit the term of office of United States Civil Service key personnel in the Territory; the Council decided to refer the petitioner to paragraphs 265-267 of the report of the Visiting Mission together with the record of the Council's discussion at its 1242nd meeting. Finally, with regard to resolution No. 16-9-64 requesting expert technical advisers on various industrial enterprises for economic and industrial development, the Council decided to direct the attention of the petitioner to the records of the Council's meetings, including the 1242nd meeting, and the statement of the High Commissioner at its thirty-first session.

8. With regard to the petition from the Net Municipality Government,<sup>1/</sup> the Council decided to refer the petitioner to paragraph 244 of the report of the Visiting Mission.

#### Visiting Mission

9. At its thirtieth session, the Trusteeship Council decided to dispatch a regular visiting mission to the Trust Territory of the Pacific Islands in 1964, and in its resolution 2138 (XXX) set forth the mission's terms of reference. At its 1224th meeting, the Council elected Mr. Frank H. Corner of New Zealand as Chairman of the Visiting Mission.

10. The Mission composed of Mr. Corner (New Zealand), Chairman, Mr. Chiping H.C. Kiang (China), Miss Angie Brooks (Liberia) and Mr. Cecil E. King

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<sup>1/</sup> T/PET.10/L.7 and Add.1.



(United Kingdom), visited the Trust Territory from 10 February until 13 March 1964. Before its departure from New York, the Mission visited Washington, D.C. on 30 and 31 January 1964, for preliminary discussions with representatives of the Departments of State and of the Interior on recent political and economic developments in the Trust Territory and, in particular, to obtain an indication of the views of the Administering Authority regarding the future of the Territory.

11. The report of the Visiting Mission, which was adopted on 15 May 1964, was considered by the Council at its thirty-first session concurrently with the annual report of the Administering Authority.

12. At its 1241st meeting, the Council adopted resolution 2141 (XXXI),<sup>1/</sup> by which it (a) took note of the reports of the Visiting Mission and the observations of the Administering Authority thereon; (b) expressed its appreciation of the work accomplished by the Visiting Mission on its behalf; (c) drew attention to the fact that, at its thirty-first session, in formulating its own conclusions and recommendations on conditions in the Trust Territory concerned, the Council took into account the recommendations and observations of the Visiting Mission and the observations of the Administering Authority thereon; (d) decided that it would continue to take these recommendations, conclusions and observations into account in future examinations of matters relating to the Trust Territory concerned; (e) invited the Administering Authority concerned to take into account the recommendations and conclusions of the Visiting Mission, as well as the comments made thereon by the members of the Council; (f) decided in accordance with rule 98 of its rules of procedure, that the report of the Visiting Mission and the text of the present resolution should be printed.

13. The observations of the Visiting Mission as stated in its report and the observations of members of the Trusteeship Council thereon, are summarized in part II of the present report.

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<sup>1/</sup> T/L.1078.

## PART II. CONDITIONS IN THE TRUST TERRITORY OF THE PACIFIC ISLANDS

### I. GENERAL

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### Land and people

14. The Trust Territory of the Pacific Islands, comprising some 2,100 islands of varying sizes scattered over 3 million square miles of ocean, has a total land area of only 700 square miles. The Territory stretches for more than 2,700 miles from west to east, and 1,300 miles from north to south. The term "Micronesia" is used synonymously with the Trust Territory of the Pacific Islands although there are other islands falling within the Micronesian geographical and cultural sphere, and two islands (Kapingamarangi and Nukuoro) are inhabited by polynesians.

15. With the exception of some 800 Polynesians of Kapingamarangi and Nukuoro, the inhabitants of the Territory are classified as Micronesians. The total population increased from 77,913 in June 1961 to 80,980 in June 1962 and to 84,777 in June 1963. The people are divided into a number of regional and local groups, which differ more or less in physical characteristics, languages and customs.

##### War Damage Claims

16. Since it was first raised in 1950 in three petitions, the question of compensation for war damage suffered by the inhabitants of the Trust Territory has been the subject of recommendations by the Trusteeship Council and its Visiting Missions. At the thirtieth session, the Council was informed by the Administering Authority that a special survey of the extent and nature of legitimate claims had been forwarded to the Department of State to provide the basis for official representations to the Japanese Government, and that negotiations with the Government of Japan for the settlement of these claims had continued. Reaffirming the need for a definite settlement, the Council expressed the hope that the Administering Authority would be in a position to report to the next session of the Council that this matter had been brought to a close.

17. During its discussion of the question with officials of the Administering Authority in Washington in January 1964, the Visiting Mission learned that Japan and the United States had not reached any agreement. Expressing its concern at the continued delay in reaching a settlement, the Mission invited the Administering Authority to consider the desirability of other methods, such as arbitration or using the good office of the Secretary-General or of the Trusteeship Council, or even handing the claims over to the United Nations for collection. Emphasizing his Government's responsibility and intention to seek a settlement of the war damage claims, the representative of the United States Government said it did not rule out the possibility of assistance from a third party.

18. During its visit to the Territory, the 1964 Mission received numerous requests from the inhabitants for early settlement of these claims and observed that the failure to achieve a settlement of the war damage claims remained a source of disappointment and dissatisfaction. The Mission also noted that there was confusion between the statements made by the Administering Authority that it recognized no war damage claims against it and the contrary belief held in certain districts of the Territory. In a letter dated 26 March 1964, to the Chairman of the Visiting Mission, the Administering Authority stated that in its view there were no legitimate claims against the United States in respect of losses sustained as a result of United States action committed in violation of the laws of war. Nevertheless, the Mission suggested that it would be in the interest of the Administering Authority to take urgent steps to clear up the confusion and dispel any misconceptions that might exist among the inhabitants of the Territory.

19. At its thirty-first session, the Representative assured the Council that the United States Government would continue to pursue vigorously the equitable satisfaction of the Micronesian claims remaining from World War II against the Government of Japan.

20. At its thirty-first session, the Council adopted the following conclusions and recommendations:

(a) Claims against the Japanese Government

The Council notes the concern expressed by the Visiting Mission at the continued delay in achieving a settlement of the question of Micronesian claims against Japan for compensation for war damage, which the Administering Authority

in 1961 recognized to be "valid and just". The Council, recalling its previous recommendations for a prompt settlement of the war damage claims, endorses the Mission's recommendations that the Administering Authority should renew its representations to the Japanese Government with increased vigour. It supports the Mission's suggestion that the Administering Authority might enlist the help of the United Nations in the person of the Secretary-General or a representative to be chosen by him.

(b) Claims against the United States Government

The Council takes note of the statement of the Administering Authority that no legitimate claims exist against the Government of the United States "for losses sustained as a result of United States actions committed in violation of the laws of war"; it therefore recommends that the Administering Authority draw to the attention of the people of Micronesia, through the future Congress of Micronesia, its position on the subject in order that any misunderstanding regarding the issue may be cleared up.

Claims for compensation of victims of fall-out of nuclear experiments in the Marshall Islands

21. At the thirtieth session, the special representative of the Administering Authority informed the Council that, according to the annual survey made by a joint AEC (Atomic Energy Commission)-Trust Territorial Medical Team, the general health of the Rongelapese was satisfactory with no further discernible aftermaths of the fall-out found, and that a bill to compensate the people of Rongelap had been passed by the United States House of Representatives on 1 April 1963, and was under consideration in the Senate Committee on Interior and Insular Affairs. The Council, while appreciating the efforts made by the Administering Authority, stressed the need for the most expeditious settlement of these claims and expressed the hope that legislation currently before the 88th United States Congress would bring this matter to a satisfactory conclusion.

22. The Mission visited Rongelap Atoll on 5 March 1964 and found that its population had increased from 170 in 1961 to 190 in 1964, and that the island was in good shape. However, because of the long delay in meeting their main claim for financial compensation, the Rongelapese victims still suffered from a strong sense of grievance. The Mission hoped that the legislation pending before the

United States Senate would be soon approved, thus making it possible to complete in generous fashion the restitution to which the inhabitants of Rongelap were entitled.

23. At the time of the Mission's visit to Rongelap, a medical team comprising AEC doctors and technicians and Trust Territory staff members was conducting its annual examination of the Rongelapese. The presence of the medical team undoubtedly had contributed a good deal in restoring the confidence of the Rongelapese. Although the team had not finished its survey in March 1964, its members said informally that they had no reason to expect anything unusual. For its part, the Mission was unable to detect among the Rongelapese any of the signs of fear and anxiety which were noted by the 1961 Visiting Mission.

24. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council noting that the claims of the people of Rongelap for financial compensation still remain unsettled, and that because of this they still suffer from a strong sense of grievance, reiterates its previous recommendation stressing the need for the most expeditious settlement of these claims. The Council strongly hopes that action on the Bill passed by the United States House of Representatives and now before the United States Senate, dealing with the matter, will soon be completed.

#### Land claims

25. At its thirtieth session, the Council expressed the hope that the legislation providing for a just settlement of the remaining land claims on Kwajalein would soon be passed, thereby ensuring a solution of the problem to the satisfaction of the parties concerned and obviating the need for recourse to arbitration.

26. In the report under review, the Administering Authority stated that the appointment of a Land and Claims Administrator had expedited land matters of all types, and that a number of long-standing land matters were brought to successful conclusion during the year. In the Marshall Islands, eminent domain cases were heard by the High Court concerning use of land on three small isles in the Kwajalein Atoll. Judgement was entered in two cases and compensation allowed in the amount of \$40,359 for use rights to seventy-one acres. The major land



unresolved in the Territory involved use of the Kwajalein area and certain portions of Majuro Atoll.

27. During its discussion with representatives of the Administering Authority in Washington in January 1964, the Mission learned that a tentative agreement had been reached in 1963 with the claimants in Kwajalein and Dalap. In the course of the Mission's visit to the Marshall Islands District, the High Commissioner announced that an agreement for the settlement of claims in respect of some 617 acres of land in Kwajalein and sixty-five acres in Dalap had been reached on 12 March 1964. The Mission was happy to note the agreement, which was signed by fifty-two land-owners and representatives of the Administering Authority and provided for a ninety-nine-year lease of Kwajalein Island and the airfield lands on Dalap from 9 February 1944, with payments totalling \$750,000, computed on the basis of 750 acres at \$1,000 an acre.

28. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council, recalling its previous conclusions and recommendations concerning land claims in the Marshall Islands welcomes the statement of the High Commissioner concerning the successful completion of negotiations between land owners and the United States Government for the settlement of claims for compensation.

Observation of members of the Trusteeship Council  
representing their individual opinions only

General

29. The representative of France stated that his delegation fully approved and endorsed the Visiting Mission's remarkably elaborate report whose objective criticisms and constructive suggestions should be helpful to the Administering Authority in pursuing the goal of the Trusteeship System. A significant change, which had taken place in the development of the Territory, was confirmed by the Visiting Mission whose report observed that "Micronesia, once literally a geographical expression, is now welding itself into a unified people." He was of the opinion that the newly created conditions would make it possible as well as necessary to bring about rapid political development, and that the fact of impelling



the people along the road to responsibility was itself a factor in progress, not only political but also economic and social.

30. The representative of the United Kingdom stated that his delegation endorsed the opinions and conclusions expressed in the Visiting Mission's report, an admirable and valuable document; and that his delegation considered the recommendations of the Visiting Mission concerning education and economic advancement to be particularly worthy of serious consideration by the Administering Authority.

31. The representative of Liberia stated that, in her view, the problems confronting the Trust Territory were not insurmountable as it did have the necessary potential to ensure the attainment of the aims and objectives of the Trusteeship Agreement and of the United Nations Charter, and because the people of Micronesia were willing and ready to develop and assume their responsibility. Furthermore, two basic factors which would pave the way for smooth and speedy development were present in Micronesia - the good will of the Micronesians towards the Administering Authority and their present confidence in its Chief Representative.

32. The representative of China noted with special interest certain new developments in the Territory since the return of the Visiting Mission. In his view, these important new measures including the appointment of Micronesians to senior administrative positions and of an adult education supervisor, the re-alignment of operating programmes at the Headquarters and the plan for rehabilitation of Ebeye, were in the direction of meaningful improvement which should be welcome to the Council and its Visiting Mission. The deepest impression which he gathered from the recent visit to the Territory was that the people of Micronesia had become keenly aware of the importance of their own political future under the impact of changing times although they were concerned with uncertainty about their country's self-sufficiency and technical competence. He felt that the younger generation of Micronesia looked towards their own future with faith and determination.

33. The representative of Australia considered the report of the Visiting Mission a document of value because of its thoughtful, constructive and orderly nature, and stated that the report itself might well prove to be something of a milestone in the Administration's approach to its own problems.

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34. The representative of the Union of Soviet Socialist Republics said that, in the seventeen years that the United States had been administering the Trust Territory, the basic task of the Administering Authority - i.e. to create in the Territory political, economic and social conditions that would enable the population to attain self-government and independence - had not been carried out, that the United States both had no time-table for Micronesia to accede to self-government and independence and was unwilling to draw up such plans, and that the United States policy was to maintain domination over the Territory as long as possible.

35. The representative of the Administering Authority stated that the findings of the Visiting Mission as a result of its 26,000 mile journey to the Territory were of great interest to the people of Micronesia as well as the Administering Authority, and that it would take into account the observations, conclusions and recommendations of the Visiting Mission in formulating and reviewing policies and programmes for the Territory.

War damage claims and claims for compensation of victims of fall-out of nuclear experiments in the Marshall Islands

36. The representative of the Union of Soviet Socialist Republics stated that steps should be taken for compensation immediately to be paid to the inhabitants of the Territory for the damage caused during the Second World War and also for the damage resulting from the thermonuclear and nuclear experiments. He thought that the Trusteeship Council should recommend for a study of the radioactive contamination of the atmosphere of this part of the Pacific basin to be undertaken by a competent organ of the United Nations, and that the Council should appeal to all States not to conduct nuclear experiments of any kind in this region.

37. The representative of the Administering Authority assured the USSR delegation that the claims of the inhabitants of Rongelap would be paid. Referring to the USSR proposal for a study of the radioactive fall-out in the Territory, the United States delegation recalled that the Trusteeship Council had been told at its previous session that the tests which had caused the greatest fall-out had been carried out by the Soviet Union. The United States delegation believed that, if a study were to be undertaken by the United Nations, it should also deal with the effects of the Soviet tests.

Land Claims

38. The representative of the Administering Authority stated that on 12 February 1964, United States negotiators and Micronesian claimants had reached agreement on the Kwajalein land claims. The agreement provided for a lease of Kwajalein Island and the air strip of Dalap, the beginning date of the lease was to be 9 February 1944. He also said that it was mutually agreed that the settlement would be on a stipulated 750 acres at \$1000 per acre, of which \$500 represented part use with interest and \$500 for future use to the expiration of the agreement. He said that in the event the United States' need for the land terminated before the expiration of the date in the lease, the lands would revert to the owners with no requirement that they repay any part of the settlement sum.
39. The representative of the Union of Soviet Socialist Republics stated that the Soviet delegation was gratified to learn about the victory of the inhabitants of Kwajalein in their struggle with the Administering Authority over the alienation of land of the indigenous population. He regretted that the Council was not able to examine the terms of compensation agreement between the Administering Authority and the population of Kwajalein Islands and to hear the views of the inhabitants regarding the terms of the settlement. In his opinion, the low compensation of \$10 per acre and the lease of ninety-nine years caused great concern and bade one not to hasten with final conclusions.

## II. POLITICAL ADVANCEMENT

### Outline of conditions and recommendations adopted by the Trusteeship Council

#### General

40. At its thirtieth session, the Council was informed by the Special Representative that under the guidance of the new Headquarters Political Office the political development programme had been speeded up considerably. He commented that the political highlight of the year was the second session of the Council of Micronesia held for the first time within the Territory's boundaries, and that its deliberations had resulted in recommendations and resolutions which would profoundly affect the future political development of the Territory.

41. The Council, recognizing that to create a nation out of the widely separated districts and peoples of the Territory was the principal task facing the Administering Authority, welcomed the measures taken by it to foster the development of a distinctive Micronesian personality. The 1964 Visiting Mission gained the strong impression that Micronesia was welding itself into a unified entity. It was also the feeling of the Mission that the Territory had reached a stage where the people of Micronesia, through their local and Territorial legislatures, should be given the responsibility, the power and the money to deal with their own problems. Furthermore, the Mission believed that political development should involve the most effective Micronesian participation and take a form which promoted unity, and that the pace of unification would quicken once the people of the Territory came together to confront their common problems.

42. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council, believing that the essence of political development is the assumption by the people of Micronesia of control over their own affairs, urges the speedy creation of a strong Micronesian Legislature and an Executive controlled, and so far as possible staffed, by Micronesians.

Development of representative, executive and legislative organs and extension of their powers

(a) The Council of Micronesia

43. At its thirtieth session, the Council noted with satisfaction that the Council of Micronesia had held two sessions during the past year at which the formation of a Territorial Legislature had been discussed and specific plans formulated.

Welcoming the reaffirmation given by the Administering Authority of its aim to establish this Territorial Legislature by 1965, the Council expressed the hope that it might be in operation before that date.

44. At its thirty-first session, the Special Representative informed the Council that the basic recommendations of the Council of Micronesia had been incorporated in a Draft Order calling for the formation of a Congress of Micronesia, and that since January 1964 further study had been given to various provisions of the Draft. Although final decisions had not been reached on all aspects of the proposal, the Administering Authority planned and expected to be able to hold elections for the legislature this fall and fully meet the 1965 target for a functioning legislative body.

45. The Visiting Mission noted that preparations for the establishment of the Territorial Legislature were almost complete at the time of its visit. It was expected that an Executive Order, which would form part of the Code of the Trust Territory and defined the form and powers of the Territorial Legislature, would probably come into force within a few months. Under the Executive Order, it was likely that elections to the new legislature would be held in November 1964. On the basis of its discussions with Municipal Councils, District Legislatures and members of the Council of Micronesia, the Mission stated in its report that there was a remarkable unanimity among Micronesians in asking for a strong legislature with real power to pull the Territory together and get it moving. Having examined four major questions relating to a strong and effective legislature (its form and powers, membership, relationship with the Administration, and financial authority), the Mission attached special importance to the following suggestions:

- (i) The Administering Authority should urgently review its proposed Executive Order, establishing the Congress of Micronesia, to ensure that the capacities of the Territorial Legislature would be adequate to fulfil the hopes placed in it;



- (ii) Provision should be made for the establishment of select committees of the Congress with power to inquire into, and report upon, all important matters of policy and administration;
- (iii) Effective authority over the budget should be granted to the Congress and restrictions on its power to appropriate the United States subsidies should be progressively relaxed.

(b) District Legislatures and local government

46. At its thirtieth session, the Council, taking into account the dispersed nature of the Territory, looked forward to the successful completion of the programme of chartering municipalities and district congresses so that the whole Territory would have a uniform system of municipal administration and electoral procedure. The Administering Authority in its current report stated that an important event was the chartering on 7 January 1963, of the Mariana Islands District Legislature, which gave the people of the Marianas for the first time a district-wide body. Prior to the formation of the Mariana Islands District, the other five Districts (Palau, Yap, Ponape, Truk and Marshalls) had District Congresses chartered under the provisions of the Trust Territory Code. In 1963 the district legislative bodies of Palau, Ponape and Truk adopted several amendments to their charters which changed their make-up and operation to an appreciable extent.

47. The Visiting Mission noted that all the district legislatures had been converted into unicameral bodies, and that a good start has been made in reducing the unwieldy membership of some of them. Emphasizing the importance of fiscal power for the development of local legislatures, the Mission welcomed the decision of the District Administrator of Truk to submit his total budget for debate and recommendations by the District Legislature. The Visiting Mission observed that the position and powers of the District Legislatures were formed before a central legislature was planned. With the establishment of the Congress of Micronesia a shift of political balance was expected, and the maintenance of a proper relationship between the central and district legislatures in order to ensure national cohesion and at the same time to foster local initiative, would be one of the important and delicate tasks of the Administration and the new Congress. The Mission considered the proper relationship between the centre and districts



to be a reciprocal not a federal one, and was of the opinion that, in spite of internal divergencies of language and history, federalism was no solution to such a small Territory as Micronesia. To encourage it would be disastrous to efficiency, to the economy of the Territory and possibly its unity.

48. The Administering Authority, in its current report, stated that the programme of chartering local municipal councils had continued. As of 31 October 1963, some forty-three municipalities had been granted charters. The Palau and Ponape Districts had made the most rapid progress with all municipalities chartered in Palau and all but one in Ponape District.

49. During its visit to the Territory, the Mission's attention was called by members of several municipal councils to the need for financial and political assistance to the chartering programme. From its own observations, the Mission concluded that the most pressing need was to help many of the existing chartered municipalities to work more effectively. In connexion with the chartering programme, the Net Municipal Council appealed to the Mission to assist in resolving its long-standing dispute with the Kolonia Town Council. The Mission urged that another effort should be made to compose their differences before separate municipalities were established. As the Net Municipal Council had also appealed to the Council of Micronesia, the Mission suggested that the Council of Micronesia or its successor should be asked to provide a mediator for settling the dispute.

50. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council believes that the Legislature, through the forthcoming inauguration of the Congress of Micronesia, offers the quickest way of securing an effective Micronesian participation in the process of government. If, however, the Congress of Micronesia is to be the effective voice and instrument of Micronesian wishes, it must have real powers, particularly over finance, and the organization and means to exercise those powers. The Council therefore endorses the following suggestions of the Visiting Mission:

- (i) The Administering Authority should urgently review its proposed Executive Order, establishing the Congress of Micronesia, to ensure that the capacities of the Congress will be adequate to fulfil the hopes placed in it by all concerned and, in particular, by Micronesians.

- (ii) In particular, provision should be made for the establishment of select committees of the Congress with power to inquire into, and report upon, all important matters of policy and administration, including budgetary and economic policies and the political and constitutional development of Micronesia.
- (iii) Provision should also be made for the enlargement of the financial responsibility of the Congress, first, by granting an effective authority over the budget, and second, by progressively relaxing restrictions on its power to appropriate the United States subsidies.

#### Administration of the Territory

51. At its thirtieth session, the Council, welcoming the unification of the Territory under a single civilian administration and the establishment of the provincial capital at Saipan, expressed the hope that the new Territorial Legislature would be able to decide on a permanent capital. Because of the central location of Truk and its good harbour and air-strip, and in the light of favourable views of many Micronesians, the Mission, like its predecessor, considered Truk the most preferable site for the capital.

#### Public service: training and appointment of indigenous persons for positions of responsibility

52. The Council at its thirtieth session noted with satisfaction that progress had been made in the appointment of Micronesians to executive posts, and that a Manpower Review Committee had been established to ensure that Micronesians were placed in posts for which they qualified. For the year under review, the Administering Authority stated that Micronesian employees continued to take over positions formerly held by American staff members. The first Micronesian appointment to a top-level administrative post occurred in February 1963, with the selection of a Palauan to be Assistant District Administrator of the Palau District. All District Directors of Medical Services, the Superintendents of schools in all Districts and all District Finance Officers were Micronesians. The District Educational Administrators in the Marshalls and Palau and other high-level administrative posts in the Education Department were occupied by Micronesians. With the move of Trust Territory headquarters to Saipan, more

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than fifty positions on the headquarters staff formerly held by Americans were taken over by Micronesians. Additionally, over 100 Micronesians throughout the Territory held senior positions in the Trust Territory Government; they constituted about half of all the professional and executive positions in the civil service.

53. At its thirty-first session, the Special Representative informed the Council that another Micronesian had been appointed Assistant District Administrator of Ponape, and that appointments of three additional Micronesians to the post of Assistant District Administrator were made in May 1964. In three of the six districts, the second senior administrative posts were held by Micronesians, and plans were being formulated to turn over similar posts in the other districts to qualified Micronesian administrative officers.

54. The Visiting Mission noted that between 1 January 1961 and 1 January 1964, the Micronesian staff increased from 1,724 to 2,555 and the American staff from 238 to 324 (including some fifty new teachers), and that the further acceleration of the Micronisation process was limited mainly by the shortage of staff and by the specialist nature of some positions. However, the Mission was surprised to find that none of the fourteen highest positions - chief administrative officers and technical directors - on the headquarters staff was held by a Micronesian. From its own observations, the Mission accepted the Administration's contention that adequately trained Micronesians were simply not available for such demanding and specialist positions as Director of Agriculture, Economist and Director of Public Works. Feeling the urgency of the need for a systematic programme of intensive training and accelerated replacement, the Mission suggested that a Training Officer should be appointed with a clear responsibility for working out effective training programmes in both headquarters and the Districts. The Mission urged that at the same time as the development of the Territorial Legislature was taking place, every effort should be made to expand Micronesian control over, and participation in, the Executive.

55. At its thirty-first session, the Special Representative informed the Council that in September 1963 the annual salaries for Micronesians occupying senior professional and executive positions were adjusted upwards with an average increase of well over 25 per cent, while a major upward hourly salary adjustment was granted to the majority of the Micronesian government employees in the middle and lower level of the Micronesian Title and Pay Plan.

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56. During its visit, the Mission received a number of general complaints from Micronesian staff members concerning the low salary scale for Micronesian employees, lack of housing and poor or no transport facilities for discharging official responsibilities. The differentiation in pay scales accentuated the division between American and Micronesian civil servants and was a potential source of friction. Therefore, the Mission suggested that the Micronesian Pay and Title Plan and the United States Civil Service gradings should both be replaced by a single schedule of gradings covering the entire Territorial Civil Service. Noting that there were two distinct employers in Micronesia at present - the United States Government and the Government of the Trust Territory - and in effect two civil services working side by side but with separate status and terms of employment, the Mission urged the elimination of this anachronism by the creation of a united Micronesian Civil Service. To this end, the Mission suggested that the Personnel Department be regraded and enlarged into a Civil Service Commission, headed by a Commissioner with broad powers over the whole unified administration.

57. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council endorses the view of the Mission that every effort should be made to expand Micronesian control over, and participation in, the Executive, and that therefore emergency measures should be taken to provide intensive training and accelerated promotion for Micronesian civil servants. Among ways of giving the necessary direction and impetus to this process and in particular to prepare Micronesians rapidly for the top administrative positions, the Council commends the Mission's suggestions for the creation of a unified Civil Service and the establishment of a Civil Service Commission.

Observations of members of the Trusteeship Council  
representing their individual opinions only

Development of representatives, executive and legislative organs and extension of their powers

Congress of Micronesia

58. The representative of France recalled that his delegation had noted last year that the Council of Micronesia could be transformed into a legislative body sooner than the Administration itself anticipated. In his view the creation of a local



parliament, the Congress of Micronesia, was the fulfilment of a previous promise made by the Administering Authority in conformity with the desires of the people to establish a genuinely legislative body by 1965. However, it still remained to be made known what would be the exact attributes of the new Congress. He hoped that, in the light of the Visiting Mission's suggestions for granting real legislative and fiscal powers to the Congress of Micronesia and in view of the continued increase in United States subsidies to nine-tenths of the Territorial budget, a solution could be found which would reconcile the desire for sound financial management and the urgent need to give the members of the Territorial Legislature a sense of budgetary and financial responsibility. His delegation agreed with the suggestion of the Visiting Mission that a really responsible executive body should be created soon in order to balance the present legislative power and to reinforce the unity of Micronesia.

59. The representative of the United Kingdom observed that the Administering Authority was arranging for a Congress where the people of Micronesia would be represented and would be able to legislate for the present and decide for the future. His delegation commended the Administering Authority for the progress it was already making towards the goal of self-determination for the people of Micronesia.

60. The representative of China stated that the Congress of Micronesia, to be established as scheduled, should be vested with effective authority over the Territory's finances and developed to extend Micronesian control over the executive; and that, in order to prepare Micronesians to manage their own affairs, intensive and planned training, together with the creation of unified Micronesian civil service, was essential. He considered that, with the development of the Congress of Micronesia as the instrument and the power to shape Micronesia's future and strengthen its national unity, and with its young but able leaders active on the scene, the Territory would no doubt attain its ultimate goal much sooner than generally expected. He felt that Micronesia had reached the point of no return in its political progress; and that, in assisting such progress towards the ultimate goal as envisaged in the United Nations Charter, the Administering Authority had great responsibility to the Micronesian people. His delegation was confident that the Administration would utilize to the fullest extent, for the good of the people, the confidence which the Micronesians had placed in it.

61. The representative of the Union of Soviet Socialist Republics, recalling the statement of the Special Representative of the Administering Authority on the establishment of a legislative body long before 1965, and the expressed hope of the Trusteeship Council at its thirtieth session to see the Territorial Legislature in operation within one year, regretted that now - only one-half year before 1965 - there was no representative legislative body holding the reins of power over the Territory. The Council of Micronesia was a purely consultative body, and this was also pointed out by the report of the 1964 Visiting Mission. The Soviet representative said that the people of Micronesia had insufficient opportunities for comprehensive discussion of the proposals for establishing the Congress of Micronesia, and that, in its creation, the last word was to rest with the United States Government - a method incompatible with the status of the Territory temporarily under the International Trusteeship System and with the principles of democracy. Thus, like the Council of Micronesia, the future Congress of Micronesia would be only a consultative body whereas the wishes of the indigenous population clearly centered on a strong legislative body with real powers.

62. The representative of the Union of Soviet Socialist Republics said that his delegation agreed with the conclusion of the Visiting Mission to the effect that, in planning the political development, provision must be made for the transfer by the United States Administration at the earliest possible date of all the reins of government to the Micronesians. He believed that the legislative body of the Territory should have exclusive competence in planning its own political and constitutional development, and that the Micronesian people should not be oriented only towards the American political system since they might be interested in political experiences of other newly independent countries in the Pacific area, Asia, Africa and Latin America.

63. The representative of the Union of Soviet Socialist Republics pointed out that all functions - elections, appointment of the executive body, the determination of budgetary policy, etc. - should be among the inalienable power of the Congress of Micronesia. He regretted that, according to the plans for the future Congress, no legislation could enter into force until it had been approved by the High Commissioner.

64. Referring to the date for the actual creation of the legislature, the representative of Australia observed that the Territory possessed a well-established



political system, that locally the Micronesians had acquired considerable experience of democratic process based upon a system of universal franchise, and that on such a basis the tempering of the elements of liberty and restraint was a much easier process. However, it was not yet clear to his delegation just how the proposed Congress of Micronesia would operate either in its form or its powers. The form which the new Congress would take was not a matter of particular difficulty while its powers would adjust themselves on the basis of the universal franchise system and would expand to the extent desired by the electorate. Therefore, his delegation was not particularly concerned with the residual powers of the United States Congress, a very responsible and experienced body. Supporting the Visiting Mission's view on the budgetary authority and responsibility of the new Territorial Legislature, the Australian delegation expressed the hope that the Administering Authority would examine very closely this aspect of the administration.

65. The Special Representative of the Administering Authority reiterated that, although final decisions had not been reached on all aspects of the draft proposals, the Administering Authority was looking forward to elections for the Territorial Legislature this coming fall in order to meet the 1965 target date. The representative of the Administering Authority had earlier noted that his Government was giving serious consideration to changes in the political patterns of the islands and that the decision would be made in accordance with the wishes of the people of Micronesia. He also had stated that the people of Micronesia had been consulted in connexion with their suggestions as to the form which the Congress should take.

#### District Legislatures and Local Government

66. The representative of the Union of Soviet Socialist Republics noted that the district legislatures in the various parts of the Territory did not have sufficient time during their session to deal seriously with problems, particularly those relating to economic advancement.

#### Judiciary

67. The representative of the Administering Authority pointed out that, although the members of the Supreme Court were not Micronesians, all of the local court judges were Micronesians.

68. The representative of the Union of Soviet Socialist Republics noted that the Administering Authority retained control over the judiciary. All justices of the High Court were Americans. Through a system of appointment and removal the United States exercised control over the lower courts.

Public Service: training and appointment of indigenous persons to positions of responsibility

69. The Special Representative of the Administering Authority reported that the turnover of senior administrative positions to qualified Micronesians had steadily moved forward. In Ponape District, Mr. Leo Falcam had been appointed to the post of Assistant District Administrator, and three additional appointments to the post of Assistant District Administrator had been made in May 1964. He stated that in three of the six districts, the second senior administrative posts were now held by Micronesians and that plans were being formulated to turn over similar posts in other districts to qualified Micronesian administrative officers.

70. The representative of the Union of Soviet Socialist Republics pointed out that the Administering Authority had no plans for transferring into the hands of the Micronesians the executive authority of the Territory, and that all the genuinely important posts in the Administration, including the fourteen highest posts at Headquarters, remained in the hands of Americans, and that the rate at which Micronesian personnel were being trained to replace the American administrators in key posts in the Administration did not correspond to the demands of the times. In all districts the administrative posts of importance were held by Americans and there was no programme for training Micronesians to replace them.

### III. ECONOMIC ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### General economy

71. The basic economy of the Territory still depends primarily on subsistence agriculture and fishing. Supplemental cash income is derived from the production of copra, government employment, harvesting of trochus shells, employment by private businesses, the sale of handicraft articles, fish and vegetable produce, and other miscellaneous activities. In a policy statement dated 15 February 1962, the High Commissioner outlined the objectives and policies of the Administration in the field of economic advancement in general terms as follows: the Government of the Trust Territory shall recognize that: (a) the "well-being" of the Micronesian people depends upon the economic development of the islands; (b) this development must be geared eventually to a world economy; (c) the "subsistence" aspect of the Micronesian life shall be supplemental rather than primary; and (d) the ultimate economic potential of the Territory depends upon the maximum development of its human resources.

72. Concerning important economic development, the Administering Authority in its report for the year under review stated that the order of the President of the United States opening the Territory to United States investment capital was a very significant step in stimulating new economic activity. The opening of the Territory to outside private investment also resulted in surveys being made by a variety of industries, while the successful conclusion of negotiations to establish a commercial fishing industry in Palau marked a milestone in economic development.

73. From these and other developments, the Mission observed that, while the life of most Micronesians was still based largely on agriculture and fishing, the Territory was moving irreversibly into the world money economy. Welcoming the Administration's present priority given to education, public health, communications and public utilities; recognizing that the budget had not been sufficient to permit any drastic acceleration of programmes of economic development and productive investment; the Mission noted that the Administration had not engaged in over-all

economic planning or a co-ordinated campaign to stimulate the entire Micronesian economy, and that there had been little increase in production by Micronesians. The Mission, believing that unbalanced economic and social development could not but have repercussions in the field of political development, emphasized the urgent need for an over-all economic plan with clear priorities and action in order to mobilize Micronesian human and material resources for increasing the productivity of Micronesia.

74. At the thirtieth session, the Council welcomed the appointment by the President of the United States of a Survey Mission with broad terms of reference including comprehensive planning of economic development for the Territory. The Visiting Mission learned that the Survey Mission under Chairman Anthony M. Solomon had visited the Territory in July-August 1963, but its report had not been released for publication.

75. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council considers that the Administering Authority should make a greater and more positive effort to stimulate economic development both for its own sake and to ensure that a desirable balance is attained between economic and social development programmes. It expresses the earnest hope that the Administering Authority will, without prejudice to the programmes of education and health, provide the necessary funds to make possible this increased economic development. The Council commends to the attention of the Administering Authority the suggestions of the Visiting Mission concerning economic advancement and endorses the following recommendations of the Mission on matters which the latter considered of overriding importance: Immediate steps should be taken to formulate an over-all and long-term economic development plan and to establish machinery - staffed by qualified people - capable of preparing and ensuring the execution of the plan. The people of Micronesia should participate in the planning process at every stage. In particular, a Development Commission or Development Board, bringing together members of the Congress of Micronesia and civil servants, should be established to advise the High Commissioner and the Congress; and similar bodies, linked to the main Commission, should be established at the District level. The Council shares the Visiting Mission's view that payment of income tax into the United States Treasury rather than into the Territorial treasury by United States citizens and companies operating in the Territory is a matter which might well be

studied by the Congress of Micronesia with a view to the enactment of appropriate legislation.

Public finance: development of adequate public revenue

76. At its thirtieth session, the Council noted with satisfaction that the Territory's budget had increased by more than 100 per cent to \$15 million, providing additional funds in excess of the normal administrative requirements for the promotion of political, economic and social developments in the Territory. With appreciation, the Council also noted the granting of a special allowance of \$1.3 million for typhoon rehabilitation in the Marianas.

77. During the fiscal year ending 30 June 1963, total expenditures amounted to \$16,744,888, of which only \$1,744,888 came from local revenue. A deficit of \$15 million was made up by the Administering Authority. It was estimated that during the fiscal year 1964, expenditure would amount to \$15,900,000 with estimated local revenues amounting to only \$900,000, leaving again a deficit of about \$15 million.

78. The Mission was informed that the budget estimate for the fiscal year 1965 would amount to \$18.5 million, of which \$17.5 million would be subsidized by the United States Government. These figures indicated the Territory's increasing dependence on external aid; the Mission observed that for years ahead the annual budget required for new capital assets and for recurring expenditures was likely to be far beyond the Territory's available resources.

79. In the report under review, the Administering Authority stated that an Economic Development Loan Fund with an initial capital of \$100,000 was established to stimulate the development of small business enterprises. Each year, additional increments of \$100,000 would be added to reach a present planned goal of \$1 million. It was hoped also to secure legislation to merge the present chartered Trading Company Loan Fund with this new general economic loan fund.

80. The Mission observed that since this Loan Fund had been used to guarantee bank loans it had greatly extended its usefulness, and that through this Fund the Administration had opened up one of the most promising avenues to the economic development of the Territory. But, in the view of the Mission, the time had come to establish a much larger fund to be administered in a more positive way as a means of promoting rapid economic development.

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### Industries

81. Large-scale industries had not yet been developed in the Territory. However, at its thirtieth session, the Council was pleased to note that the Administering Authority had encouraged the development of a wide range of small industries which it considered to have an economic potential; the Administering Authority assured the Council that protection would be given to the existing local industries and that provision would be made for the active participation of the Micronesians in enterprises financed from overseas.

82. In the report under review, the Administering Authority stated that in the past the processing of copra and production of handicraft were the only forms of industry of any appreciable extent. Today, processing and service industries, though small, were developing and growing fairly rapidly; they ranged from bakeries, a starch-making concern, small boat enterprises, an oil press, sawmills, a furniture factory, cement block enterprises and construction concerns to a variety of service-type businesses. The establishment of the Economic Development Loan Fund and of branch banks in the five of the six districts had stimulated the development of small-scale industry. The accelerated educational programme had also directly and indirectly stimulated local small-scale industry. It was anticipated that once the commercial fisheries industry was under way in Palau, a number of subsidiary small service industries would also develop.

83. The Mission was glad to note the establishment of a growing number of small enterprises throughout the Territory, and felt that with adequate capital and sufficient technical guidance much more development, especially in such enterprises as the manufacturing of clothing, soap and soft drinks, could take place.

### Fisheries

84. At the thirtieth session, the Council was gratified to note the conclusion of an agreement with a leading American seafood company for the establishment of a major fishery enterprise in Palau, and expressed the hope that fishery development projects, similar to the pilot project previously established in Palau, would be introduced in other districts of the Territory.



85. In the report under review, the Administering Authority stated that the contract, signed with Van Kamp Seafood Corporation, called for the development of extensive fishing operations in Palau, as well as the establishment of a commercial tuna freezing plant and the training of Micronesians ashore and afloat. The opening of Palau to commercial fishing marked the first major step towards large-scale development of the Territory's important resources and was expected in time to lead to similar enterprises in other districts. The Pilot Fisheries Project in Palau continued in operation; the twenty-five-ton capacity refrigeration plant for rapid freezing and the cold-storage plant was completed.

86. At the time of the Mission's visit, boats and equipment of the Van Kamp Seafood Corporation for establishing commercial tuna packing operations in Palau were expected to arrive shortly. As far as the Mission could determine, in line with its policy of protecting the Micronesians, the Administration had taken necessary steps to ensure that the new enterprise would benefit Micronesians to the maximum extent consistent with attracting outside capital and skills. The Mission visited the Fisheries Project at Palau and was impressed by the energy and resourcefulness of the officer-in-charge. However, in view of the Territory's rich fishery resources and the shortage of fish in four of the districts, the Mission considered that the effort so far made did not measure up to the challenge or the need.

87. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council draws the Administering Authority's attention to the views of the Visiting Mission that the Territory's fisheries, as yet virtually untapped, have an economic potential which might equal or even surpass agriculture in bringing wealth to the Territory, but that more money than is at present available was needed to develop this; and that existing potentialities of fisheries were so great that they seemed to the Mission to justify the appointment of a separate Office of Fisheries at Headquarters charged with developing this resource with all possible energy and given the funds to do so.

#### Development of tourism

88. The Council, at its thirtieth session, was informed by the Special Representative that during the past year a number of subsidiary business firms had

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been established, and plans were under way for greatly increasing hotel accommodation. The Council looked forward to the opening of the Territory to visitors from overseas. For the year under review, the Administering Authority reported a beginning of tourism for the Territory, particularly in the Mariana Islands District, which was serviced three times a week by DC-4 aircraft.

89. The Mission believed that the improvement of air communications and the relaxation of the previous security restrictions on entry to and travel within the Territory had made the establishment of a tourist industry a more feasible proposition. Recognizing fully tourism as a form of economic development, the Mission would not assign an especially high priority to the development of a tourist industry at the present time as it believed that efforts should be concentrated on sound improvement of the basic economy of Micronesia.

#### Agriculture

90. The Territory's economic crops are the coco-nut palm, taro, yams, arrowroot, sweet potatoes, cassava, breadfruit, pandanus, bananas, and citrus, as well as a small number of introduced crops. The principal product of the Territory is the coco-nut palm. Of an estimated total of 210,149 acres of agricultural land in 1963, 157,522 acres were devoted to the coco-nut palm. The production of copra totalled 12,817 short tons in June 1963, compared with 11,710 short tons for the previous year. For the year ending 30 June 1963, the export of copra accounted for \$1,922,400 out of the Territory's total export receipts of \$2,161,473. The total exports for the fiscal year 1962 were valued at \$2,125,264 of which the copra export accounted for \$1,661,732. Progress had been made in the planting of cacao. Through a Government subsidy programme and private plantings, over 1 million cacao seedlings and trees had been planted in the Territory. Some 19 tons of cacao were exported during the year under review - a small quantity but double the amount exported for the previous year. Trust Territory beans had consistently sold at three to four cents above the world market price.

91. At the thirtieth session, the Council, commending the Administering Authority for the progress made in developing new crops, notably cacao, as secondary sources of income, expressed the hope that the Survey Mission would give its attention to the problem of further diversification of the Territory's agriculture which continued to be dependent on one or two cash crops.

92. In the report under review, the Administering Authority stated that copra prices had risen slightly, and that the Copra Stabilization Fund realized the first profit on sales in two years. Due to slightly improved world prices as well as better shipping and marketing procedures, the Copra Stabilization Board was able to grant two price increases during the year to the copra producers, as well as to increase the Copra Stabilization Fund reserves by some \$227,000 to \$711,000. The Territory's coco-nut replanting programme continued. A number of experimental commercial crop projects were carried out at the district agricultural stations: a coir fibre project in Truk, a ramie project in Palau, the testing of sugar-cane varieties in Palau, a papain project in the Marianas, and a pilot rice project in Ponape. The pepper experimentation in Ponape reached a point where a pilot project in pepper development by local farmers is warranted. The Marianas District was established as the live-stock centre and introductions of Santa Gertrudis and Angus breeding bulls and heifers from the United States were made. Pasture and forage improvement was a major accomplishment. Through improved management, the Government cattle herd of the Marianas District increased its calf production from 16 per cent to 75 per cent during the year under review.

93. The Mission visited the district agricultural stations and was encouraged by the enthusiasm and skill of the agriculturists and by the progress that was already becoming apparent. In the light of the possibility of increasing agricultural activity and foreseeing the danger of unbalanced economic and social developments in Micronesia, the Mission suggested that greater resources should be directed into agricultural development in order to make it possible to accelerate existing programmes and introduce new ones. Because the development of agriculture in Micronesia depended on a combination of many factors, the Mission felt that it would not proceed satisfactorily except within the framework of an over-all plan for developing all the resources of the Territory.

94. The coco-nut experimental and demonstration centre in Metalanim, Ponape District, was converted in 1962 into the Trust Territory Farm Institute for the training of Micronesian agricultural extension workers. Since its opening in the fall of 1962, the Institute had continued to be used as a demonstration centre for coco-nut planting and processing, and scholarships for training Micronesians in tropical agriculture had increased. The Mission was impressed with the work of the

Institute and invited the Administering Authority to consider the possibility of developing it into a central agricultural school for the Territory.

Transport and communications

95. At its thirtieth session, the Council noted with satisfaction the greatly increased frequency of service by sea between districts and the improvement in air transportation. It expressed the hope that, as a result of the Survey Mission's investigations in the field of transportation, private shipping might be accelerated.

96. In the report under review, the Administering Authority stated that a number of major transportation advances were made. A DC-4 plane with a passenger capacity of fifty-seven was put into operation. A new airfield was opened on Yap and construction was begun on an airfield in the Palau District. An additional logistic ship was added to the Territory's fleet which enabled the Administration to provide thirty-five-day service between district centres, Guam-Saipan and Japan. The Mission saw the considerable progress made with the airport for the Palau District (a difficult but imaginative undertaking), and learned of the progress in planning for the airport at Ponape.

97. During the year under review, special attention was given to the repair and construction of roads. The Mission travelled over the thirty-five-mile road built by a joint community-administration project to link Majuro with the contiguous islands. Commending the Administration for the work it had done in shipping, air transport and telecommunications, the Mission observed that, except in Saipan and Tinian where excellent roads were provided originally for military purposes, most roads throughout the Territory were in very poor shape.

98. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council commends the Administration for the work it has done in the fields of air transport and telecommunications which are vital to welfare and development of a territory as dispersed as Micronesia. The Council agrees with the Visiting Mission that the Administration should continue to follow a positive policy of encouraging by every possible means, including subsidies, the establishment of frequent and regular shipping services by small boats as well as larger vessels, because only with such services can the inhabitants of the more remote areas have the means, or the incentive, to develop their islands to their ultimate economic potential.



### Co-operatives

99. The Administering Authority reported that interest in co-operatives was high, and that the co-operative programme in the Trust Territory was still in its initial stage of development. During the year under review, standard by-laws and articles of incorporation for the various types of co-operatives and credit unions were drafted for use by district co-operative officials; the second Trust Territory Co-operative Seminar met in October 1962 under the direction of the Co-operative Specialist of the South Pacific Commission. About a dozen co-operatives, including the fishermen's co-operatives, and over twenty credit unions, had been chartered by the Trust Territory.

100. The Council, at its thirty-first session, was informed by the Special Representative that during the past year the development of co-operatives and credit unions was immeasurably aided by the services of the Deputy Director of Trade and Industry, Government of Papua and New Guinea, who undertook a six-month assignment as Co-operative Officer for the Trust Territory. The appointment of a permanent Co-operative Officer in May 1964 to the Headquarters staff and the recruitment of co-operative officers for Palau, Ponape and Truk districts further strengthened the services provided to local co-operatives and credit unions.

101. The Mission was glad to note that special emphasis had been put on the development of co-operatives, and that a survey of co-operatives had been made by an expert from the South Pacific Commission. The Mission was favourably impressed with the work done by co-operatives in the Ponape District, especially that of the Metalanim Housing Co-operative under the leadership of Father Hugh Costigan, S.J.

### Housing and Public Utilities

102. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council directs the attention of the Administering Authority to the comments of the Visiting Mission on the questions of housing, water supply and electric power, and expresses the earnest hope that urgent attention will be given to means of providing more adequately for these basic needs of the people of Micronesia.



Recommendations of the Mission

103. Having examined the main lines of economic development in the Territory and having considered the major factors in economic development, including capital, trained personnel and the need for economic planning and for Micronesian participation in development, the Mission placed special emphasis upon the following three recommendations:

- (i) A greater and more positive effort should be made to stimulate economic development both for its own sake and to ensure that a desirable balance is attained between economic and social development programmes.
- (ii) Immediate steps should be taken to formulate an over-all and long-term economic development plan and to establish machinery - staffed by qualified people - capable of preparing and ensuring the execution of the plan.
- (iii) The people of Micronesia should be associated with the planning process at every stage. In particular, a Development Commission or Development Board, bringing together members of the Congress of Micronesia and civil servants, should be established to advise the High Commissioner and the Congress; and similar bodies, linked to the main Commission, should be established at the District level.

Observations of members of the Trusteeship Council representing  
their individual opinions only

General economy

104. The representative of France, noting the efforts of the Administering Authority in diversifying the economy, establishing a fishing industry, expanding banking and credit facilities for economic development, improving the transport system and training technical personnel at an accelerated pace, felt that the Administering Authority should next concentrate its efforts in implementing the recommendations of the Visiting Mission concerning the elaboration of an over-all economic development plan, the creation of an administrative machinery for its execution, and the close association of representatives of the population with the idea as well as the implementation of this undertaking.

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105. The representative of Liberia considered that the development of the Territory's resources depended on the availability of the necessary funds, and she urged the United States Government to make the needed appropriation for economic development. Her delegation believed that it was incumbent upon the Administration to undertake further planning so as to achieve the greatest possible results in the least possible time.

106. The representative of China emphasized the immediate need for the formulation of an over-all and long-term economic development plan, the establishment of a well-staffed machinery to put such a plan into effect, and the full involvement of the Micronesians in the whole process of economic planning and policy making. He was of the opinion that, should uncertainty in the regular provision of money impede economic planning and development, a separate economic development fund of a very substantial size should be established. Such a special fund would no doubt have tremendous impact on the psychology of the people with respect to the Territory's development.

107. The representative of Australia, expressing basic agreement with the Visiting Mission's comments on economic advancement, felt that the Territory's economic difficulties stemmed from a variety of reasons, that for many years to come economic development in the Territory must remain of a primary nature, and that a primary economy in itself could inhibit many of the wider desires of the people. Supporting the Mission's three major recommendations on economic development set forth in paragraph 193 of its report, the Australian delegation was aware that no astronomic or very rapid results could be expected either by the Council or by the Administration and the people themselves. Detailed planning, hard work and patience were required by all concerned.

108. The representative of the Union of Soviet Socialist Republics considered the economy of the Territory at a standstill, with the level of economic development remaining lower than it was during the time of the Japanese Administration. Noting the observation of the Visiting Mission that economic development was a field where progress had so far been slow, he suggested measures for a crash programme in the development of the economy of the Territory, which should include an increase in the capital investment in the Territorial economy, the development of the fishing industry, the production of foodstuffs and consumer goods in order to reduce the

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extremely high cost of imports, and the formulation of a unified plan for the economic development of Micronesia. He noted that for the year 1962-1963 the Territory's imports from the United States amounted to \$3,486,177 (67.5 per cent) out of a total import value of \$5,029,208, while the Territory's exports to the United States accounted for \$143,783 (6.7 per cent) out of the total export value of \$2,161,473. Thus, a large part of sums added by the United States to the budget of the Territory was spent to cover the expenditures of the Administration and to purchase commodities in the United States; that is, money which went back to the source from which it came. Furthermore, he urged that the receipts from the mounting taxes paid by American citizens and companies active in the Territory should go to the Micronesian exchequer instead of to the United States.

109. The Special Representative of the Administering Authority stated that the Administration took most seriously the problems of economic development in the Territory and would review most carefully the suggestions and recommendations set forth by the Visiting Mission. He felt that, under the new reorganization plan in which a Division of Resources Development headed by an Assistant Commissioner with authority to ensure co-ordination at all levels had been established, many of the specific recommendations of the Mission would be achieved. His Administration was in full agreement that the people of Micronesia must be associated with economic planning at every stage; to this end, he assured the Council that the establishment of a Territorial Economic Development Board and the further strengthening of district economic development boards would be given every consideration and all possible support. He thought it essential that the new Congress of Micronesia be closely associated with the programmes of economic development and said that his Administration looked forward to working with the proposed Congress in the all important field of economic development.

#### IV. SOCIAL ADVANCEMENT

##### Outline of conditions and recommendations adopted by the Trusteeship Council

##### Medical and health services

110. The increase in public health expenditure from \$601,000 in June 1962 to over \$933,000 in June 1963, enabled the Trust Territory Government generally to improve and expand health services. The budget for 1964 was projected at \$1.5 million. According to the Administering Authority's report under review, the number of non-indigenous personnel decreased from 19 (including 3 physicians and 1 dentist) in 1961 to 7 (including the Director of Medical Services and the Director of Dental Services) in 1963. In 1963, the total indigenous personnel totalled 530, compared with 481 for the previous year. In medical and health services Micronesians had taken over senior positions formerly occupied by non-indigenous personnel. All six District Directors of Medical Services and the staffing of all nine hospitals were Micronesians. In its current report, the Administering Authority stated that, following the 1963 decision to bolster the district medical staff by assigning a senior United States medical officer as practitioner and consultant to each district hospital, five such physicians had been appointed. At its thirty-first session, the Special Representative informed the Council that the appointment of a new Director and an Assistant Director of Medical Services, as well as a Chief of Public Health, a Micronesian, greatly strengthened the medical staff at the Territorial level. Training for Micronesian medical and public health staff was increased. Through a joint programme with the East-West Centre in Hawaii, a post-graduate refresher programme for medical officers and nurses was launched. Every opportunity was given for Micronesian staff members to broaden their perspectives and contacts through attendance at international medical or health conferences abroad during the year.

111. The Administering Authority reported that nine hospital units in the Territory were in operation in 1963 (six main district centre hospitals and three sub-hospitals in Ebeye, Kusaie and Rota). Two of the six district hospitals (the Marianas and Marshall Districts) were opened during 1963. There was a Polio Rehabilitation Clinic in the hospital at Majuro where the Mission saw expert

treatment being given to some of the fifty young children crippled in the epidemic of January 1963. The Mission observed that in comparison with the new ones in Saipan and Majuro, the hospitals in Yap and Ponape showed up poorly, but was told that eventually they were to be replaced. Under the present Administration programme, the hospitals were being constructed of permanent materials. All the district hospitals were equipped with modern equipment including dental offices and laboratories. The total number of beds available in 1963 was 466 (including 172 beds for tuberculosis service), compared with 308 beds for the previous year. In 1963, there were 108 field dispensaries including five health centres. The Mission saw that many of these dispensaries were in poor buildings and without adequate medical supplies, and that they lacked sufficiently trained personnel to meet the medical needs of the people in the outer islands. The Mission understood that the Administration was thoroughly aware of the situation and was taking steps to improve it.

112. The Administration has launched a major scheme to train Micronesian doctors and to bolster the medical and health services by increasing the number of United States doctors as consultants and practitioners. In the past, practically all Micronesian doctors and dentists were trained in the Suva Medical School, Fiji, which provides a five-year course. Starting in June 1962, all future Trust Territory applicants for medical and dental scholarships would qualify for full-fledged medical and dental university work leading to the doctorate degree in medicine or dentistry. The Suva Medical School would in future be used only for the training of X-Ray and laboratory technicians. In 1963, there were six pre-medical scholars in colleges and universities working towards medical degrees and the number was expected to be more than doubled in 1964.

113. At its thirtieth session, the Special Representative informed the Council that the Trust Territory continued to be faced with an acute shortage of graduate nurses. As the medical services had been expanded, more nurses were needed. To meet the minimum expansion needs of all districts, an estimate of at least twenty new graduate nurses were needed. The School of Nursing was moved in 1963 from Palau to Saipan, where forty students could be accommodated. When the new buildings of the Nursing School were completed, further expansion from fifty to sixty students would be possible. With six senior high schools producing many more graduates in 1965, it was expected that there would be no shortage of applicants for places in the Nursing School.



114. At its thirtieth session, the Council noted with satisfaction the improvements made in the field of public health and medical facilities, and expressed the hope that all possible measures would be taken to eradicate tuberculosis which still remained a serious health problem in the Territory. The Mission observed that, in spite of the occurrence of cases which were proving resistant even to the latest known drugs, the control of tuberculosis was, on the whole, making headway.

#### Status of women

115. In its report under review, the Administering Authority stated that women in the Territory were equal in law with men, that the matrilineal pattern of descent found in most of the Territory had made the traditional position of women strong in the local societies, and that the Administration offered the same opportunities and facilities for education, special training and guidance, and the same rights to work to both sexes. There were women's organizations in most of the district centres and in some of the outer islands; women's clubs and associations were playing an increasing role in adult education and community development.

116. The Mission had the opportunity of meeting members of a joint organization of Micronesian and United States women in Truk and of taking part in the activities of the Ponape Women's Association headed by a Micronesian lady with much education and experience. Women held seats in the Municipal Councils in Saipan and Uman (Truk). However, the Mission observed that, partly owing to the cultural pattern prevailing in much of the Territory which favours early marriages, there was a tendency to restrict women to family life and discourage them from also playing a significant part in public life. In their discussion with the Mission, some mothers emphasized the need for greater educational opportunities for girls and others felt that the United Nations should undertake to provide fellowships for women. Among other suggestions concerning social advancement, the Mission urged that steps should be taken to encourage a wider understanding of the need for the educational and social advancement of women to keep pace with that of men.

117. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council draws the attention of the Administering Authority to the Mission's recommendation that, in considering and adopting social policies, the Administration

and the representatives of the Micronesian people should always be alert to ensure that the social services provided are not only comparable to the best provided elsewhere but are also best adapted to the distinctive needs and characteristics of Micronesia; and to the three suggestions in the social field to which the Mission attached particular importance, namely: (a) that steps should be taken to encourage a wider understanding of the need for the educational and social advancement of women to keep pace with that of men; (b) that the inter-connexion between housing and social advancement should be given more positive recognition; and (c) that the broadcasting system should be developed urgently and imaginatively.

The Council notes with satisfaction the energy and skill with which the Administration's programme for the improvement of public health is being carried out.

Observations of members of the Trusteeship Council  
representing their individual opinions only

118. The Special Representative of the Administering Authority said they had the services of EOD demolition teams of the United States Navy when they were required and they were called upon. He stated that most of the work was being done on the basis of finding a dangerous piece of ordnance or munitions almost anywhere in the Territory. He also said that there was an area on the island of Saipan where there was considerable contamination from high explosives. A reappraisal of plans for clearing it was presently under way. He finally said that hazardous munitions were very scattered and when such objects were found the services of Navy experts were called upon and these experts were promptly made available.

119. The representative of the Union of Soviet Socialist Republics was of the opinion that on the whole social conditions in the Territory left much to be desired. Many of the dwellings of Micronesians were in a very unsatisfactory state. Many of the buildings and equipment which were destroyed during World War II had not been restored. In spite of the land shortage, there were certain parcels of land that had not yet been cleared of mines, shrapnel and shells.

120. While it was encouraged to note the clear evidence of a new vigour and a new constructive approach to the problems of public health in the Territory, the Australian delegation expressed some concern with the plan to eliminate training

for medical practitioners at the Suva Medical School, which proved to be most valuable during the evolutionary period in the development of health services for Papua and New Guinea.

121. In reply to a query, the representative of WHO stated that a maternal-and-child-health team from his organization had in August 1963 visited the Trust Territory and made recommendations to the Administration; and that, as a result of its expert's visit to Saipan in September 1963, agreement had been reached on the 1966 programme of assistance from WHO to the Territory. The representative of WHO said that his organization especially welcomed the decision of the Administration to raise the standard of professional training for medical and dental students since WHO had stated its view to the twenty-fourth session of the Council that supervision and guidance in medical and health matters should essentially be in the hands of fully qualified doctors.

## V. EDUCATIONAL ADVANCEMENT

### Outline of conditions and recommendations adopted by the Trusteeship Council

122. As a result of a reassessment of the Territory's educational needs in 1962, a new educational policy had been effected by providing a free public school system from elementary to high schools using English as the medium of instruction. Initial priority had been given to the launching of an accelerated elementary school programme which called for government constructed schools, United States school teachers, ample books, supplies and equipment for classrooms.

123. At the thirtieth session, the Council noted with satisfaction that over 50 per cent of the \$7.5 million appropriated for construction purposes during the year was devoted to the accelerated school construction programme, and welcomed the Administration's programme for recruitment of better qualified teachers and improvement of school buildings and equipment in the Territory. This new programme was considered by the Council to be a major advance in elementary education.

124. In its present report, the Administering Authority stated that 234 new elementary school classrooms and 104 houses for some 140 United States school teachers were under construction, and that, including these classrooms and houses, a total of 522 new classrooms and altogether 246 housing units had been scheduled for completion by the end of 1965. The goal of the Administration was to have new elementary classrooms for every public elementary school in the Territory. At the time of the Mission's visit to the Territory, some 100 classrooms and seventy-five houses had been completed and many of the newly recruited teachers had arrived. The Mission saw these new schools in operation or under construction in places it visited all over the Territory. All these buildings were constructed of concrete or permanent materials which should involve a minimum of expense on maintenance in future years. They would be a lasting asset to the people of Micronesia.

125. Another significant change was the adoption of a new policy establishing English as the medium of instruction at the elementary school level in contrast to the former educational policy which held that all elementary instruction be conducted in the vernacular. The Mission observed that this new policy had been implemented in conformity with the desire of the Micronesian people as expressed

by the Council of Micronesia and by Micronesian educators, teachers and students. The recruitment of a large number of United States teachers helped to advance the programme of using English as the medium of instruction and to raise the standard of teaching throughout the Territory. A linguist had joined the Educational Department and his primary function was to expand and expedite the teaching of English in elementary schools. Special training sessions for American and Micronesian teachers were instituted in Truk, Ponape, Palau and Marshall Islands Districts.

126. The Mission noted that in-service training programmes, short-term courses, summer schools and a teacher training institute had been organized or were in operation for raising the educational qualifications and professional competence of Micronesian teachers with a view to removing as soon as possible the present need for American teachers.

127. According to the current report of the Administering Authority, the total school enrolment increased from 18,294 in June 1962 to 20,813 in June 1963. Of the latter 17,679 were at elementary schools (13,596 at 172 public schools and 4,083 at mission schools). It was believed that of some 17,500 children between 7 and 14 years of age in the Territory, 16,844 attended school; those who did not were in isolated islands in Truk, Yap and Marshall Islands Districts. The Mission noted that the expenditure on education continued to rise, and that recurrent educational expenditure alone had reached a figure of nearly twice the total value of the Territory's exports and more than eight times the total of District and Municipal taxes. The Administration had taken over from local communities the financial burden of supplying school buildings and paying teachers' salaries. The Mission regarded the new policy of giving subsidies in order to provide more adequate salaries to qualified teachers and to assure greater regularity in payment as the first step towards establishing a uniform salary scale throughout the Territory.

128. At its thirtieth session, the Council noted with approval the Administering Authority's policy of accelerating secondary school education in order to cope with the increased output of the elementary schools. The Administering Authority in its current report stated that the implementation moved steadily forward on the establishment of consolidated junior-senior high schools. In September 1962, the



programme of converting the junior high schools to full senior high schools began by adding a grade each year until September 1964 when all districts except Yap, which was following one year behind, would have full junior-senior high schools through the twelfth grade. Junior high schools were operating on the outlying islands of Ulithi and Kusaie. By 1965, each district would have a full junior-senior high school from seven to twelve grades. The Pacific Islands Central School (PICS), which had made a great contribution to Micronesian unity, would become the Ponape District High School by 1965. In addition, there were four mission high schools in the Territory and a large number of Micronesians attended high schools in Guam and Hawaii. The total enrolment of secondary schools increased from 2,192 (377 of these in senior high schools) in June 1962 to 3,134 (495 of these in senior high schools) in June 1963. The Mission noted that the Administration was providing sufficient money for the fiscal year 1964 to expand the secondary school system and to raise its standard.

129. There are no institutions of higher education beyond high school level within the Territory but a programme of higher education through scholarships for study outside the Territory is supported by the Administration. The Council, at its thirtieth session, noted with satisfaction that scholarships for tertiary education provided by the Administering Authority would shortly be adequate to meet the demand from qualified students in the Territory.

130. In the year under review, the Administering Authority reported that Micronesian students attending colleges abroad increased from 126 in June 1962 to 161 in June 1963. Over half of all the college students were enrolled at the College of Guam, but some thirty-seven were attending colleges in Hawaii, eighteen in the Philippines, twenty in the mainland United States, nine in Fiji, and three in Western Samoa. The Mission met most of the Micronesian college students in Guam and Hawaii and was impressed with the maturity and enthusiasm of many of these students. Of the 161 college students fifty-eight were on full scholarships from the Administration. The Mission learned that the number of Government scholarships was raised to sixty-five for the 1963/1964 academic year, and that the number was to be doubled for the following year.

131. At its thirty-first session, the Council was informed by the Special Representative that, just prior to his departure from the Territory for this

session, he had announced the awards of sixty college scholarships in general fields, twelve scholarships in specific degree fields and twelve grants in premedical or paramedical fields. Well over 100 students of college level would be in universities and colleges on scholarships this school year. In addition, there would be another 100 students attending college on their own or on a combination of private resources and partial Administration aid. To be responsible for the over-all adult education programme, an adult education supervisor was being added to each district educational staff this fall, as well as a supervisor at the Headquarters level. These adult education supervisors would also be in charge of educational broadcasting and in this capacity would work closely with the district radio broadcast station managers and programmers.

132. On the basis of the progress made in education and for the purpose of meeting new needs, the Mission put forward four main recommendations:

- (i) The compulsory school entrance age should be lowered to six.
- (ii) The present concentration on elementary and secondary education should be supplemented by increased attention to adult education and vocational and technical training.
- (iii) Renewed consideration should be given to the establishment of a Junior College of Micronesia.
- (iv) Full advantage should be taken of the opportunities which the educational system provides - through the training and posting of teachers and secondary school students, the preparation of distinctively Micronesian text-books and in many other ways - actively to promote the unity of Micronesia.

133. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council notes with approval that a new educational policy has been effected by providing a universal, free public school system from elementary through high school, with advanced training in the trades and professions for those who can profit by further schooling. It considers that the Administration's decision to transform the education system will have a profound and far-reaching effect on the future development of the Territory.

The Council agrees with the Visiting Mission, that, as educational standards rise, new needs emerge. The Council commends the Administration for its bold educational programme, and put forward the following recommendations:

- (i) The compulsory school entrance age should be lowered to six;
- (ii) The present concentration on elementary and secondary education should be supplemented by increased attention to adult education and vocational and technical training;
- (iii) Scholarships for tertiary education should be increased in number and all scholarships should be awarded for a period sufficient to cover a full course of study;
- (iv) Renewed consideration should be given to the establishment of a Junior College of Micronesia;
- (v) Full advantage should be taken of the opportunities which the educational system provides - through the training and posting of teachers and secondary school students, the preparation of distinctively Micronesian textbooks and in many other ways - actively to promote the unity of Micronesia;
- (vi) Use should be made of the opportunities for education and vocational training offered to inhabitants of the Trust Territory under the United Nations scholarship programme.

#### Dissemination of information on the United Nations

134. The Visiting Mission noted that the Administration had done a good job of disseminating general information about the United Nations, and that by and large the people of the Territory were aware of the United Nations Organization. The Mission believed that the periodic visits of the United Nations Missions had contributed to the people's awareness and understanding of the World Organization. At the same time, the Mission felt United Nations documents concerning the deliberations of the Trusteeship Council and the reports of the Visiting Mission had not been distributed widely enough. The Mission suggested that the Administration might request a greater number of the documents from the United Nations in order to arrange distribution throughout the Territory, including all

District Congresses and all secondary schools, and that a United Nations fellowship be awarded to a Micronesian library assistant to familiarize him with the United Nations documentation.

Observations of members of the Trusteeship Council  
representing their individual opinions only

135. The representative of France noted with interest the observations and conclusions of the Visiting Mission in the field of education, and stated that his delegation was particularly struck by the comments and suggestions of the Visiting Mission concerning adult education, vocational and technical education, and its request to the Administering Authority for reconsideration of the question of creating a higher education institute, or a junior college.

136. The representative of China said his delegation attached great importance to the Visiting Mission's recommendations relating to education which included the lowering of the compulsory school entrance age to six, the strengthening of adult education and vocational and technical training, and the reconsideration of establishing a junior college to meet the urgent educational need of the Territory. He was rather reluctant to see the Pacific Islands Central School (PICS), which had made great contribution towards Micronesian unity, become a regular public high school of Ponape District. In his view, there was nothing wrong in the idea of an "elite" approach to education in democratic countries; an elite school with a good old tradition like that of PICS was all the more desirable to meet the special conditions existing in Micronesia. The representative of China called for the introduction of competitive sports and athletics in the Territory's schools for character development of young people and the creation of a Territory-wide broadcasting system.

137. The representative of Australia stated that his delegation agreed generally with the views and conclusions of the Visiting Mission regarding education in the Territory and was pleased to note that the Mission gave warm commendation both to the policy of the Administering Authority for providing an education system of high quality and to the energy with which this policy was being put into effect. While appreciating the Mission's correct emphasis on adult education, the Australian delegation expressed its belief that no adult education system could produce

the same results as a proper concentration on the formal education of the young. The Australian delegation maintained the view that mission schools had a particular role to play in dependent areas, but that the control of educational policy must be secular.

138. The representative of the Union of Soviet Socialist Republics stated that his delegation could not share the delight with which the Visiting Mission had reported on the educational programme, achievement and progress. The building of new schools and hospitals, was simply the first, tottering attempts to overcome the backwardness resultant from the inactivity over the last seventeen years. He said further that not all children of school age had been given education, that there were still schools without adequate classrooms, that the teachers in the Territory had poor qualifications, and that the Administering Authority was not using the possibilities provided by the United Nations scholarship system.

139. The Special Representative of the Administering Authority noted that there appeared to be little divergence between the next steps that have been planned in the educational field and those recommended by the Visiting Mission. He stressed that every possible effort was being made to encourage the educational and social advancement of women in the Territory and that new programmes were moving steadily ahead, especially in the field of adult education. He added that increasing attention would be given to vocational and technical training. He also stated that the Trust Territory participated regularly in the United Nations scholarship programme; that fellows from the Territory had studied in Burma, the Philippines, Jamaica, Western Samoa, Fiji, Hawaii, Japan and New Zealand; and that for the current year six Trust Territory citizens were awarded grants by the United Nations Technical Assistance Board.



VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR  
THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

Outline of conditions and recommendations  
adopted by the Trusteeship Council

140. At its thirtieth session, the Council, reaffirming its previous recommendation concerning the necessity of establishing realistic target dates reflecting a proper sense of urgency for the rapid and planned advance of the Territory in all aspects of its political life, requested the Administering Authority to establish such dates in the light of the Charter, the Trusteeship Agreement and resolution 1514 (XV), in consultation with the respective organs of public opinion in the Territory. The Council took note of the statement of the Administering Authority that a truly representative territorial legislature would soon be in operation and would play a full part in determining the future of the Territory.

141. At the meetings in Washington in January 1964, the Mission was told by the representative of the Administering Authority that it had not yet set any date for self-determination. The Mission was assured that the Administering Authority had no intention of prejudicing the Micronesian choice; it had no specific solution to the question of the future and did not itself contemplate integration. It intended to keep open the broadest possible range of options - from independence to all other possibilities - for the Micronesian people. Moreover, the representative of the Administering Authority stated that it was really too early in the process of constitutional development for the actual options to be formulated. Thus, the future of the Territory remained an open question.

142. The Mission found that, with the exception of Saipan and Palau where political parties had been organized, the question of the future of the Territory had not yet entered political life in other districts. In Palau, the Liberal Party wanted more home rule under the status quo until the ultimate future of the Territory could be determined, while the Progressive Party advocated a "commonwealth" solution for Micronesia. The two political parties in Saipan (Popular and Democratic) were organized over the question of the future of Saipan. The Popular Party demanded early termination of the Trusteeship Agreement in order to achieve re-integration of the Mariana Islands by incorporating them within the

framework of the Territory of Guam. The Democratic Party (formerly the Progressive Party) favoured integration with the United States, but only after the Trust Territory as a whole had achieved self-government.

143. On the question of Saipan, the Mission was informed in Washington by the representatives of the Administering Authority that the United States had not wavered in its cardinal policy of keeping and developing the Territory as a unit, and that it had nothing whatsoever to do with the separatist movement in Saipan under the leadership of the Popular Party. The Mission learned that the Saipan Municipal Legislature in July 1963 unanimously reaffirmed its previous support for union with Guam and held a further plebiscite in Saipan on 27 October 1963, again without the Administration's approval. Out of 3,015 eligible voters in Saipan Municipality only 1,236 took part; of these 1,231 voted "to become a United States citizen within the political framework of the Territory of Guam". On the basis of the results of the two unofficial plebiscites in Saipan, the Mission felt that the move to join Guam, though still strong, had begun to decline.

144. Views on the future expressed to the Mission by local legislators and the public reflected no consensus. These views can be briefly summarized into two large categories: full independence and some form of integration with the United States. Many of the Micronesians who expressed their views to the Mission felt that they were not yet ready for such an important question as the future of the Territory. Evidently, the people of the Territory had not begun to think deeply about the choices open to them. The chief conclusion which the Mission attempted to draw was that no properly matured opinions on the future had yet emerged.

#### Attainment of self-government or independence

145. At its thirty-first session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that the policies of the Administering Authority rest on a firm commitment to the unity and territorial integrity of Micronesia.

The Council notes also the conclusion of the Visiting Mission that no fully matured opinions on the future of the Territory have yet emerged among the people of Micronesia. It therefore welcomes the fact that the goal of the establishment

of a true territory-wide legislature will shortly be achieved through the inauguration of the Congress of Micronesia and it expresses the hope that the Congress will direct its attention to all the possibilities which lie open for the future status of the Territory. Noting the statement made to the Visiting Mission by the Administering Authority that the range of options for the future would start with independence and cover all other possibilities, the Council endorses the Visiting Mission's view that a heavy responsibility rests with the Administering Authority to keep the people of Micronesia aware of the full extent of these options and to ensure that these options remain open.

The Council urges the Administering Authority to continue to implement, in the light of the Charter of the United Nations, the Trusteeship Agreement and General Assembly resolutions 1514 (XV) and 1541 (XV) and in consultation with the Congress of Micronesia, realistic plans and programmes reflecting a proper sense of urgency for the rapid and planned advance of the Territory in all aspects of its political life.

Observations of members of the Trusteeship Council  
representing their individual opinions only

146. The representative of the United Kingdom stated that, having visited the Territory and examined the annual report and statements of the Administering Authority, his delegation came to the conclusion that the Territory was being administered in accordance with the Trusteeship Agreement and with the high principles contained in the Charter; that there was peace and security in the area; that there was in the Territory respect for human rights and fundamental freedoms; and that politically, economically and socially the people of the Territory were being prepared for their ultimate destiny through the exercise of enlightened self-determination. The Administering Authority, said the representative of the United Kingdom, was providing, through an accelerated programme of education, the means for the people of Micronesia to know and understand the choices before them.

147. On the question of the future of the Territory, the representative of France entirely supported the suggestion of the Visiting Mission that the Micronesians should be fully informed of the three options open to them:

/...

independence, integration and free association. His delegation expressed the wish that the population might be able to express their choice in complete liberty and with full knowledge of the situation.

148. The delegation of Australia commended the Administering Authority for the efforts which it was making in the Territory towards its obligations under the Charter of the United Nations and the Trusteeship Agreement. The representative of Australia stated that the Micronesians themselves were convinced of the beneficence of the United States' intentions towards them and were working with the Administering Authority towards a future which his delegation was confident would be both satisfactory to the people and a credit to the ideals of freedom for which the United States stood.

149. The representative of the Union of Soviet Socialist Republics declared that, since the Declaration on the granting of independence to colonial countries and peoples was fully applicable to the Trust Territory of the Pacific Islands, the Trusteeship Council should call upon the Administering Authority to enact immediately a broad and concrete programme of development in Micronesia, directing the people to self-determination and independence. He believed that the policy of the Administering Authority looked upon the Trust Territory as a strategically important region in United States over-all strategy in the Pacific and aimed to prolong its control over the country indefinitely. He thought that the Council should call upon the Administering Authority to take steps to change the closed character of the Territory and to consider the question of exempting it from the designation of strategic area, and that it should also address a recommendation to the Security Council that the question of the Trust Territory be considered by the Security Council without further delay.

150. The representative of the Administering Authority stated that his Government in total agreement with Article 76 of the Charter continued to pursue the goals of political, economic, social and educational advancement of the inhabitants of the Territory and their progressive development towards self-government or independence; and that the people of Micronesia shall have the opportunity to exercise a free, informed and meaningful choice as to the type of government they wish for themselves and as to the nature of their future political associations.