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REPORT OF THE TRUSTEESHIP COUNCIL TO THE SECURITY COUNCIL  
ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS  
FOR THE PERIOD ENDING 16 MARCH 1951

Note by the Secretary-General: The Secretary-General has the honour to transmit to the Security Council the report of the Trusteeship Council on the Trust Territory of the Pacific Islands for the period ending 16 March 1951.

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## INTRODUCTION

In accordance with Article 83 of the Charter, and with the resolution adopted by the Security Council at its 415th meeting on 8 March 1949 and the resolution<sup>1/</sup> adopted by the Trusteeship Council at the forty-sixth meeting of its fourth session on 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

#### Examination of the Annual Report

The report of the Government of the United States of America on the administration of the Trust Territory of the Pacific Islands for the period ending 30 June 1950 was transmitted<sup>2/</sup> to the members of the Trusteeship Council on 8 January 1951 and was placed on the agenda of the eighth session.

Rear Admiral Leon S. Fiske, Deputy High Commissioner of the Trust Territory who had been appointed as the special representative of the Administering Authority, submitted written answers<sup>3/</sup> to written questions addressed to him by members of the Council on the report and on the administration of the Territory. During the 325th, 326th and 327th meetings, the special representative of the Administering Authority answered oral questions of members of the Council.

During the 328th and 329th meetings, the Council held a general discussion with a view to formulating conclusions and recommendations relating to the report and to conditions in the Territory, and appointed a drafting committee composed of the representatives of Australia, Belgium, the Dominican Republic and Thailand, to draft that part of the report of the Trusteeship Council to the Security Council dealing with conditions in the Trust Territory of the Pacific Islands.

The draft<sup>4/</sup> prepared by the Drafting Committee was considered and adopted with certain amendments by the Council at its 340th meeting and is included in Part II of this report.

1/ 46 (IV)

2/ T/820

3/ T/L.127

4/ T/L.139

### Examination of Petitions

The Council had before it at its eighth session seven petitions concerning the Trust Territory of the Pacific Islands which had been received by the Visiting Mission as follows:

Petition from the Commissioner and Elected Village Council of Luta  
(T/PET.10/1)

Petition from the Palau Congress and Palau Council on behalf of the people of the Palau Islands (T/PET.10/2)

Petition from the Women of Palau (T/PET.10/3)

Petition from the Peoples' Representative and People of the Village of Tanapag (T/PET.10/4)

Petition from the House of Council and the House of Commissioners, Saipan  
(T/PET.10/5)

Petition from the Chairman of the High Council of Saipan (T/PET.10/6)

Petition from the Iroijis of the Marshall Islands (T/PET.10/7)

At the 316th meeting the Council referred the preliminary examination of these petitions to its ad hoc Committee on Petitions composed of the representatives of Belgium, China, the Dominican Republic, France, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland.

The ad hoc Committee examined the petitions and the observations of the Administering Authority and the Visiting Mission on them during its third, fourth, fifth, sixth and eighth meetings and submitted a report<sup>1/</sup> thereon to the Council.

The report of the ad hoc Committee was considered by the Council at its 341st meeting and seven resolutions<sup>2/</sup> concerning the petitions were adopted.

Six of the petitions raised questions of a general nature and their content and the action taken on them by the Council are dealt with in Part II, Conditions in the Trust Territory, of this report.

The remaining petition<sup>3/</sup> from the Peoples' Representative and People of the Village of Tanapag requested that the Governor of the Mariana Islands be

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1/ T/L.143

2/ Resolutions 313 (VIII), 314 (VIII), 315 (VIII), 316 (VIII), 317 (VIII), 318 (VIII), 319 (VIII).

3/ T/PET.10/4

appointed by the Government of the United States and that no person be appointed who had served under Japanese authority unless his appointment were approved by the majority of the people.

The Administering Authority in its observations on the petition stated that it was evidently the result of a misunderstanding since the Governor of the Northern Marianas was in fact appointed by the United States and for the present, no change in this procedure was contemplated.<sup>1/</sup>

The Visiting Mission considered the second request premature since the Administering Authority had not as yet contemplated submitting the appointment of local Governors to the approval of the local population.

The Council in its resolution on the petition drew the attention of the petitioners to the observations of the Administering Authority and of the Visiting Mission and decided that under the circumstances no action by it was called for on the petition.<sup>2/</sup>

#### Visiting Mission to the Trust Territory

As reported in the previous report to the Security Council,<sup>3/</sup> the Trusteeship Council at its Fifth Session appointed a Visiting Mission composed of Sir Alan Burns (United Kingdom of Great Britain and Northern Ireland) as Chairman, Mr. T.K. Chang (China), Mr. Jacques Failec (France) and Mr. Victorio D. Carpio (Philippines) to visit the Territory.

At its sixth session the Council adopted a resolution<sup>4/</sup> setting forth the terms of reference of the Visiting Mission and by this resolution the Mission was directed to investigate and report as fully as possible on the steps taken in the Territory towards the realization of the objectives set forth in Article 76 (b) of the Charter, taking into account the terms of resolution 321 (IV) of the General Assembly of 15 November 1949; to give attention, as might be appropriate, in the light of discussions in the Trusteeship Council and in the General Assembly and of resolutions adopted by them to issues raised in connexion with the annual reports on the administration of the Territory; to accept or receive petitions and

1/ T/837

2/ Resolution 316 (VIII)

3/ S/1628

4/ Resolution 115 (VI)

without prejudice to its acting in accordance with rules 84 and 89 of the rules of procedure to investigate on the spot, after consultation with the local representative of the Administering Authority, such petitions dealing with the conditions as were, in its opinion, sufficiently important to warrant special investigation. The Council requested the Visiting Mission to submit to it a report on its findings with such observations and conclusions as the mission might wish to make.

The Mission was accompanied by six Secretariat members and after holding its first meeting at Lake Success on 3 April 1950, proceeded to Honolulu, where discussions were held with the High Commissioner of the Trust Territory, Admiral A.W. Radford, with the Deputy High Commissioner, Rear Admiral Leon S. Fiske, and with their advisers and members of their staff. After a brief stay at Guam, at that time the headquarters of the Chief Administrator of the Territory, the Mission spent the period from 15 to 17 April in the Saipan district, principally on the island of Saipan (Northern Marianas) itself. After a very brief stop at Yap (Western Carolines), the Mission visited various islands of the Palau group (Western Carolines) from 18 to 21 April. Arriving in the Truk area (Eastern Carolines) on 22 April, it departed on 26 April for Ponape (Eastern Carolines). The period from 28 April to 2 May was spent in the Marshall Islands, where Kwajalein and Majuro were the principal islands visited. The Mission left the Trust Territory of the Pacific Islands on 2 May and subsequently proceeded to the three other Pacific Trust Territories before returning to Lake Success, where the report of the Mission on the Trust Territory of the Pacific Islands<sup>1/</sup> was adopted.

The report of the Visiting Mission was considered by the Council concurrently with the annual report of the Administering Authority for the year ending 30 June 1950 at the 325th, 326th and 327th meetings of the eighth session.

At its 342nd meeting the Council adopted a resolution<sup>2/</sup> in which it took note of the report of the Visiting Mission; expressed its appreciation of the work accomplished by the Mission on its behalf; took note of the conclusions formulated by the Mission; drew attention to the fact that at its eighth session in

<sup>1/</sup> T/789

<sup>2/</sup> Resolution 302 (VIII)

formulating its own conclusions and recommendations in the course of its examination of the annual report on, as well as of petitions and other questions relating to, the Trust Territory, the observations and conclusions of its Visiting Mission were taken into account; decided that it would continue to take these observations and conclusions into account in the future examination of matters relating to the Trust Territory; and invited the Administering Authority to give the most careful consideration to the conclusions of the Mission as well as to the comments made thereon by the members of the Trusteeship Council.

The observations, conclusions and recommendations of the Visiting Mission as stated in its report and the observations of members of the Trusteeship Council thereon are summarized in Part II, Conditions in the Trust Territory, of this report.

## PART II. CONDITIONS IN THE TRUST TERRITORY

### I. GENERAL

#### Outline of Conditions in the Territory and Recommendations Adopted by the Council

##### Land and People

The Trust Territory of the Pacific Islands consists of three groups of Micronesian Islands: the Marshalls, Carolines, and Marianas with the exception of Guam. The Territory, containing 96 distinct island units with a combined land area of about 687 square miles, stretches from latitude 1° to 20° north and from longitude 130° to 170° east, covering some 3,000,000 square miles. The islands are classified broadly as high volcanic or low coral islands. Much of the soil is of low fertility, thin and susceptible to erosion.

The climate of the Territory is tropical with small seasonal changes and mean annual temperatures averaging about 70° to 80° F. and a generally high humidity. Rainfall is generally heavy, particularly in the Carolines and the southern Marshall Islands.

On 30 June 1950, the indigenous population totalled 54,299, three-fifths of whom live on the six principal islands units: Saipan, the Palaus, Yap, Truk, Ponape, and Majuro; the remainder are widely scattered. There are no incorporated cities or towns in the Territory.

The inhabitants are divided into a number of regional and local groupings differing more or less widely in physical characteristics, language and customs. The greatest disparity among the people exists linguistically. Eight individual languages are spoken within the Territory and most of these are sub-divided into distinctive local dialects.

##### General considerations

Some of the consequences of these conditions are stressed in the report of the United Nations Visiting Mission to Trust Territories in the Pacific, which visited the Territory in April and May of 1950. The Mission stated that the main administrative difficulty was that of the great distances that exist between islands of the Territory and the inevitable expense of administering the scattered communities in so many areas. The inhabitants of the island groups had little in common and differed considerably in their degree of advancement. Another difficulty was the fact that the islanders had been subjected during the last half



century to no less than four alien governments - Spanish, German, Japanese and lastly American. Moreover during the World War II, the economy of the Territory had been disrupted, and the mode of life of its inhabitants dislocated. In view of the Territory's lack of resources, the present laudable rate of development could be maintained only if the United States continued its generous aid.

At both its fifth and seventh sessions, the Council congratulated the Administering Authority on the progress achieved in all fields, which was all the more notable because of the scattered nature of the islands comprising the Territory and the relatively short time during which they had been under the administration of the United States.

The Trusteeship Council notes with approval the progress made in the political, economic, social and educational fields during the period under review and hopes that this progress will be continued.

Observations of members of the Council representing  
their individual opinions only

The representative of the Union of Soviet Socialist Republics considered that the Administering Authority was not taking the necessary measures for the fulfillment of the main objectives of the International Trusteeship System.

## II. POLITICAL ADVANCEMENT

### Outline of conditions in the Territory and recommendations adopted by the Council

#### General political situation

##### General administration

All powers of government and jurisdiction and final administrative responsibility over the Territory are vested in a High Commissioner, who is subject to direction by the Secretary of the Navy. In the past this office has been held by the Commander-in-Chief of the United States Pacific Fleet, and a Deputy High Commissioner has acted as his chief executive officer. In January 1951 however, a civilian High Commissioner was appointed. The Territory is divided into four sub-areas, each headed by a Governor who is responsible for policy control and for co-ordination between the Civil Administration and other activities. The detailed work of administration is carried out by five Civil Administration Units with headquarters at Saipan (Northern Marianas), Koror (Western Carolines), Truk (Eastern Carolines), Pohnpei (Eastern Carolines), and Majuro (Marshalls). The majority of the higher administrative positions are held by naval officers. Indigenous personnel are employed as Superintendents of Schools, Clerks of Courts, Medical Assistants, Nurses and in numerous other positions.

##### Local government

The Administering Authority states in its latest report that it has consistently fostered the political advancement of the inhabitants, but points out that so far the greatest development has taken place at a local level. The Territory has 116 municipalities, which, under the guidance of the Civil Administration, have responsibility for local law enforcement, particularly with regard to sanitation and education, for the levying, collecting and expending of local taxes and for keeping financial records and records of vital statistics. These municipalities are differently constituted in various parts of the Territory. In 68 municipalities, the executive head (usually called the Magistrate) is elected by the people, in 20 he is appointed by the Administration after consultation with community chiefs and elders, and in 28 municipalities, where the people prefer it, the hereditary chiefs have been recognized as Magistrates.

The policy of the Administering Authority in this field was commended by the Trusteeship Council at both its fifth and seventh sessions, but on each occasion it recommended that the Administering Authority should proceed progressively to democratize the municipalities.

The Visiting Mission to Trust Territories in the Pacific, which visited the Territory in April, noted the differences in the attitude of the indigenous inhabitants towards their traditional leaders. The Mission expressed the opinion that no one type of local authority would be satisfactory and that any attempt to impose one would cause passive opposition and social disruption. In the meantime by educational and other opportunities the Administering Authority was both creating a desire and furnishing the means for future political progress. The success to date of the programme was the best evidence of its soundness.

The Mission referred in this connexion to a petition<sup>1/</sup> from the chiefs of the Marshall Islands requesting that Marshallese customs should not be destroyed and that municipal councils should not interfere with the chiefs' wills or rights. The Mission felt that this was a matter for the Marshallese themselves to decide, but, while considering that certain traditional customs would disappear, it hoped that it would be possible for the people to preserve valuable features of their traditional culture and harmonize them with modern institutions.

The Administering Authority in its latest report expresses similar views and points out that during the past two years an increasing number of municipalities have begun to choose their local officials through electoral procedures.

The Administering Authority further stated in its observations on the petition that there had been a gradual evolution toward a more democratic form of indigenous government in the Marshalls and a consequent weakening of the power of the chiefs, the Iroiji, a situation which called for adjustment on their part to meet the changed conditions.<sup>2/</sup>

In its resolution on this petition the Council expresses the hope that under the guidance of the Administering Authority, the petitioners will meet the changed conditions, through recognition and adjustment on their part.<sup>3/</sup>

1/ T/PET.10/7

2/ T/837

3/ Resolution 319 (VIII)

### Regional organs

On a regional or district level the Administering Authority considers that advances in the field of self-government have been proceeding more slowly and instances linguistic and cultural differences and lack of communications as factors to be overcome. Thus far, those regional organizations which have been constituted possess only advisory powers.

In a number of districts, there exist regional councils or congresses. The most advanced of these, the Palau Congress, has functioned since 4 July 1947 and consists of both hereditary and elective elements. The first organized session of the Marshallese Congress opened on 4 July 1950. This Congress consists of a house of Iroij (Chiefs) and of an elective house of Assembly. The latest report also mentions the establishment in the more conservative community of Yap of a Young Men's Council to supplement the existing Council of Chiefs.

In the Ponepe district, it is probable that an elective Congress will be established shortly. In the Saipan District, the people have indicated their desire to form a governmental body, but no agreement has been reached as to its form. In the Truk District, the Administering Authority states that the establishment of a District-wide political organization will have to be held in abeyance until community leaders have a broader understanding of democratic governmental responsibilities. A premature organization for Truk atoll had had to be discarded.

At its fifth session, the Council recommended that the Administering Authority should increase its efforts to develop regional governmental organs on a representative and elective basis and in view of the relatively advanced state of the people of the Northern Marianas specifically recommended that the Administering Authority should press forward with the establishment of a regional council in that area.

In its latest report the Administering Authority, in addition to the information on this matter referred to above, stated that as the people mastered the techniques and processes of legislation, the Congresses would be given more authority. The reason why it had not been able to establish a Congress in the Saipan District was that the Charter proposed by the inhabitants proposed a Congress which would have full legislative powers and would be in effect the full organ of government. Although the Saipanese had made excellent progress in political development, the Administering Authority did not believe that they were

ready to assume such broad powers of Government. Subsequently, the special representative of the Administering Authority informed the Council that a revised Charter had been submitted to the people by the High Commissioner and it was expected that the Congress would be convened within a short time.

#### Legislative body for the Territory

There is no legislative body for the whole Territory. The Administering Authority states that such a body is included in its long term plans, but that problems of transportation and communications and, even more important, linguistic and cultural differences must first be overcome.

At its fifth and seventh sessions, the Council adopted recommendations on this subject to the effect that the Administering Authority should press forward with its long range plans and that in the initial stages it should endeavour to bring representatives of the indigenous population into the territorial government, if only in an advisory capacity.

In its latest report, the Administering Authority stated that appointed indigenous representatives from all districts attended a civil administration conference held in Guam in October 1949, primarily to discuss economic matters. While this group could not, in a strict sense, be considered a legislative group, representatives had been given the opportunity of discussing local attitudes and problems. Results of this conference had been gratifying and indicated that meetings of this nature might soon develop in the people a sense of responsibility in matters of Territorial interest.

The Trusteeship Council congratulates the Administering Authority on the political progress made during the period under review; notes with approval that in the establishment of the municipalities the hereditary indigenous institutions are being modified to meet the requirements of a more democratic form of organization and that according to the Administering Authority these reforms are being carried out as rapidly as the people of the Territory are willing to accept them; expresses the hope that the powers of the municipalities will be progressively increased, that the younger generation will be encouraged to participate in them and that the process of electing magistrates will be continued; commends the Administering Authority on the establishment of the Palau, Marshallese and other Congresses and the manner in which they are operating and will observe with interest the future work of such Congresses.

### Judicial Organization

The Chief Justice of the Territory is appointed by and is at present responsible to the Secretary of the Navy. He has administrative supervision over all Civil Administration Courts and may make rules for their procedure.

There are five types of courts in the Territory these being the Court of Appeals, the District Court, the Superior Court, the Justice Court and the Community Court.

All elements of the population are entitled to participate and officiate in the courts and indigenous personnel are members of all types of courts except the District Court and the Court of Appeals. The Community Courts are composed exclusively of indigenous persons and can inflict punishment for violations of unwritten, but generally recognized local customary law.

The Civil Administrator appoints the Community Court judges who are not elected and the Justice Court judges. The Governor appoints the Superior Court judges. Judges hold office at the pleasure of the Civil Administration official by whom they were appointed.

The Criminal Code for the Territory is set forth in the Interim Regulations No. 5 - 48 and No. 2 - 50. Native Customs are recognized by the Criminal Code and by the Courts in all instances, except where such customs might lead to a serious miscarriage of justice, to a violation of the basic rights of the individual, or of the Trusteeship Agreement, or of Civil Administration enactments, or to a situation endangering public health or morals. A new interim Regulation on Criminal Procedures has recently been promulgated.

Penalties for crime are provided for in the Criminal Code and are usually restricted to fines or imprisonment. In the case of murder of the first degree the death penalty may be imposed. There is no corporal punishment in the Territory nor deportation, nor any confinement at a long distance, or outside the Territory.

Early in 1950 a Public Defender was appointed to represent accused persons without charge in serious criminal cases and to provide legal advice in civil matters to those unable to pay for it.

### Status of the Territory and its inhabitants

There is as yet no organic legislation for the Territory. A draft law was introduced into the Eightieth Congress, but no action was taken upon it.

At its fifth and seventh sessions the Council noted that such legislation was under consideration and expressed the hope that it would soon be enacted.

At the eighth session the special representative of the Administering Authority stated that a new draft of organic legislation was then under active review by the executive departments of the Government with a view to its early presentation to Congress.

The indigenous inhabitants have at present no legally defined status, but are described unofficially as "Citizens of the Trust Territory". The Administering Authority states that their national status will be legally defined in the organic act.

The Trusteeship Council noting that the Administering Authority states that a new draft of legislation regarding the status of the inhabitants is under active review by the executive departments of the Government with a view to its early presentation to Congress, expresses the hope that the next report will include information on the matter.

The Visiting Mission received two petitions which contained indications of the wishes of some of the indigenous inhabitants about their future status. The House of Council and the House of Commissioners of Saipan in their petition<sup>1/</sup> expressed the hope that all of the Northern Marianas would be incorporated into the United States of America either as a possession or as a territory, preferably as a territory, and that the inhabitants would attain American citizenship. They felt that their close cultural geographic, economic and political ties with the Guamanians, who were to be accorded American citizenship, justified this request, which they intended to make to the Congress of the United States. The people of Rota (Luta) in the Northern Marianas submitted a petition<sup>2/</sup> in which they expressed apprehension that a Trust Territory flag might supplant the United States flag. The Mission mentioned other statements along the lines which had been made at meetings which it had held in various parts of the Territory.

The Mission considered that this preference for a close association with the United States was based on a variety of motives. They were given a far greater degree of freedom in the conduct of their affairs than they had had under the Japanese; they had observed the display of material abundance by both the military and civilian personnel of the United States; gifts and assistance from the

1/ T/PET.10/5

2/ T/PET.10/1

Administration far surpassed anything to which they had been accustomed; they were being encouraged to engage in economic activities; and the opportunities for education had won their hearty approval. Apart from these considerations there remained the lack of continuity which they had experienced due to the repeated changes in administration during the past half century, and the resulting desire for peace, security and political stability. From their experience with the present Administration they considered that their chances of attaining these conditions depended to a considerable degree on the closeness of their association with the United States. The Mission, while extending a sympathetic interest to the wishes of the islanders for a permanent settlement of their political problems in due time, limited itself to recommending that the Administering Authority should take action as soon as possible to define their legal status along the lines indicated in Article 11 of the Trusteeship Agreement.

With respect to the first petition, from the House of Council and the House of Commissioners of Saipan, the Administering Authority stated that there was no political association between Guam and the Trust Territory.<sup>1/</sup>

In its resolution on this petition the Council considers that it is inappropriate to make any recommendation as to the possibility of incorporating the Territory into the United States of America, or as to the acquisition of the nationality and citizenship of the Administering Authority by the inhabitants of the Territory as a whole; considers further that the inhabitants of the Territory are entitled to have their national status clarified and defined in such a way as to enjoy the fullest measure of protection by the Administering Authority; and recommends that the Administering Authority take action as quickly as possible to define the legal status of the islanders as citizens of the Trust Territory in conformity with the provisions of Article 11 of the Trusteeship Agreement.<sup>2/</sup>

With regard to the second petition, from the people of Rota (Luta), the Administering Authority stated that the civil administration representative on Rota had been instructed to explain to the petitioners that the flag design contest which had given rise to their fears, had been conducted only for the

<sup>1/</sup> T/837.

<sup>2/</sup> Resolution 317 (VIII)



purpose of finding those symbols for use in a Trust Territory flag which would be most meaningful to the inhabitants, and that there had been no implication in this action that the administration of the Territory by the United States would be terminated.<sup>1/</sup>

In its resolution on this petition the Council recommends that the Administering Authority continue to take the necessary steps to explain fully to the petitioners the exact meaning and implications of the selection of a flag for the Territory; inform the petitioners that the creation of a flag for the Territory will in no way hinder the flying of the United States' flag as the flag of the Administering Authority; and continue to use its best endeavours to explain to the population the exact meaning and implications of the status of their Islands as a Trust Territory under the International Trusteeship System.<sup>2/</sup>

#### Seat of government

The Headquarters of the Trust Territory government was formerly established at Guam, Mariana Islands.

At its fifth session, the Council noted that the Administering Authority was giving consideration to the possibility of transferring the seat of government from Guam to a site in the Trust Territory.

In October 1949, the Deputy High Commissioner and the majority of his staff moved to Pearl Harbor, Territory of Hawaii. The Chief Justice and a number of departmental heads and technical specialists remained in Guam until 1 July 1950, when field headquarters were established at Truk.

At its seventh session the Council noted with gratification the establishment of a field headquarters on Truk and requested the Administering Authority to continue to give consideration to the possibility of placing the seat of government within the Territory itself, in accordance with its previous recommendation.

At Koror in the Palau district the Visiting Mission received a petition<sup>3/</sup> requesting that the proposed Trust Territory Capitol should be located at Koror. The petitioners enumerated a number of reasons for selecting Koror as the site of the capitol of the Trust Territory.

1/ T/837.

2/ Resolution 314 (VII).

3/ T/PET.10/2.

The Visiting Mission was informed that no decision concerning a transfer of the headquarters of government to the Trust Territory had been taken. In its view the most suitable site inside the Territory would be Truk, since, in addition to advantages other areas also possessed, it had the great advantage of a central location.

Subsequently the special representative of the Administering Authority informed the Council at its eighth session that the question of the location of the Headquarters within the Trust Territory was a matter on which the new High Commissioner should have the opportunity to express a considered opinion. A group of civilian officials representing the High Commissioner was making a study of the Territory with a view to recommending a site for the Headquarters. Its establishment would, however, have to await the construction of adequate facilities and for the time being the temporary Headquarters remained at Hawaii.

In its observations on the petition the Administering Authority further stated that while the permanent headquarters of the Territory had not yet been finally decided upon, it was doubtful that it would be located at Koror.<sup>1/</sup>

In its resolution on the petition the Council takes note of the observations of the Administering Authority and the Visiting Mission.<sup>2/</sup>

The Trusteeship Council notes that a group of officials has been appointed to make a study of the Territory with a view to recommending a site for its future headquarters and will await with interest the results of this study.

Proposed transfer of the administration to the Department of the Interior

In July 1947 when the Trusteeship Agreement came into force, the President of the United States designated the Secretary of the Navy as the agency responsible for the civil administration of the Territory on an interim basis until such time as a civilian department or agency should be designated to assume permanent responsibility of the government of the Territory.

The Visiting Mission was informed that July 1951 had been set as a tentative date for formally transferring the administrative responsibility from the Navy to the Department of the Interior.

The Mission considered that many of the problems of the Territory required long-range planning and could hardly be solved by an interim administrative agency.

1/ T/837.

2/ Resolution 314 (VIII)

/It pointed out.

It pointed out, however, that a serious dislocation would occur if all naval facilities were abruptly withdrawn and hoped that some, at least, of the naval officers who had given such excellent service to the Territory might be persuaded to stay on under the new regime.

Subsequently, the special representative informed the Council at its eighth session that with the appointment of a civilian High Commissioner in January 1951, the replacement of navy staff by civilian personnel had begun. All navy staff who could be retained however, without hardship or detriment to other navy programmes, were being held in the Trust Territory until relieved by civilians, or until they themselves were able to transfer to civilian status. He confirmed that July 1951 was the date on which it was expected that the formal transfer of the agency responsibility from the Department of the Navy to the Department of the Interior could be effected.

The Trusteeship Council notes with satisfaction the appointment of a civilian High Commissioner for the Territory; notes that it is the intention of the Administering Authority to formally transfer the responsibility for the administration of the Territory from the Department of the Navy to the Department of the Interior in July 1951; expresses satisfaction that the services of a certain part of the naval personnel who have acquired experience in the Territory will be retained by the civil administration; expresses the hope that special attention will be given to the training of the new civilian personnel.

Observations of members of the Council representing  
their individual opinions only

General political situation

The representative of the Union of Soviet Socialist Republics stated that the progressive development of the Territory towards self-government was being hampered since the Administering Authority had not passed any legislation, or taken any other measures, which would guarantee the participation of the indigenous population in the legislative, executive and judicial organs of the Territory. The Administering Authority was thereby violating the objectives of the International Trusteeship System.

The indigenous inhabitants of the Territory did not participate in the administration of the Territory since there existed no legislative organs in which they could participate. The Council should recommend therefore, that the Administering Authority establish legislative and administrative organs in the  
/Territory

Territory which were not subordinate to any organs based on a union of the Territory with the colonial area and should further recommend that the Administering Authority adopt legislative and other measures which would guarantee the participation of the indigenous population in legislative, executive and judicial organs.

The representative of the Administering Authority stated that indigenous personnel did participate extensively in the administration of government as superintendents of schools, judges of the community, justice and superior courts, clerks of courts, medical assistants, nurses and teachers.

#### Local Government

The representative of Iraq felt that the Administering Authority should be commended for its efforts in establishing the municipalities. He considered the Council should recommend that the powers of the municipalities should be increased and that the younger generation should strongly participate in these institutions. He noted that 68 magistrates had been elected, 20 appointed by the Administration and that 28 were hereditary. He considered this commendable and that the process of electing magistrates should be continued until all were elected.

The representative of the Dominican Republic considered that the elective process should be widened so that the municipalities would in the future, constitute the basis for efficient local governments.

The representative of the Union of Soviet Socialist Republics commented that the municipal system did not provide that the members of the municipal councils should be elected democratically. The tribal chiefs in fact, continued to have the same authority in the municipalities as they had had in the past. In fact, the Administering Authority was extending their rights and giving them salaries at the expense of the indigenous population. The Administering Authority was not taking any measures to ensure the transfer from the tribal system to a system of self-government based on democratic principles. In view of the fact that the tribal system, which existed in the Trust Territory and which was encouraged by the Administering Authority, was incompatible with the progressive development of the population of the Trust Territory toward self-government and independence, the Trusteeship Council should recommend to the Administering Authority that it take measures to ensure the transfer from the tribal system to a system of self-government based on democratic principles.

/The representative of

The representative of Belgium approved the policy of the Administering Authority in basing the municipalities on the indigenous organization. This did not imply, that the maintenance of a tribal regime was favoured. It was being modified, with the approval of the people themselves and they would give up other practices and modes of living when it had been demonstrated to them that other practices and modes of life were preferable to their own.

The representative of the Administering Authority stated that the adoption of democratic practices by peoples long accustomed to traditional customs of their own was a process which would take some time. Just how long, was however, a matter of opinion. The policy of the Administering Authority was to promote democratic forms of government as rapidly as the people were willing to accept them, but did not believe in forcing reform where there was an unwillingness to accept it.

#### Regional Organs

The representative of Iraq felt that the regional councils were of the utmost value and that the Council should recommend that as many of these institutions should be established as soon as possible.

#### Legislative body for the Territory

The representative of New Zealand considered that it was not feasible at the present stage of development to establish an actual legislature but suggested that the Administering Authority might consider holding in the near future an informal conference which would be composed of representatives appointed by, or elected by, the various congresses which were now in operation. It appeared desirable that representatives from these bodies should meet at some centrally located spot in the Territory. It would not matter if there were a formal agenda, or whether formal resolutions were adopted, it was more a question of getting these representatives to become acquainted with the varying problems of other parts of the Territory than their own.

The representative of the Administering Authority stated that this suggestion would be considered.

The representative of the Union of Soviet Socialist Republics noted that no legislative organ existed for the Territory as a whole.

The representative of the Administering Authority stated that a long-range plans of the Administering Authority did envisage the establishment of a territory-wide legislature. The provisions of the interim regulation setting up

/the Legislative

the Legislative Advisory Committee already provided for the future addition of indigenous representatives. On economic matters and educational problems informal conferences including local inhabitants drawn from different sections of the Territory had already been successfully held.

#### Status of the Territory and its inhabitants

The representative of China hoped that the draft organic legislation for the Territory would be submitted to Congress as soon as possible. An important reason for the adoption of organic legislation was the definition of the legal status of the inhabitants of the Territory.

#### Seat of Government

The representative of Iraq noted that the location of the headquarters of the Territory was still a question to be solved. The headquarters should of course be located in the Territory, but he felt that the Council could wait until the High Commissioner had had the opportunity to study the problem before making recommendations on the matter.

The representative of the Union of Soviet Socialist Republics stated that the fact that the headquarters of the High Commissioner were located in Hawaii, which was a United States colony, was quite abnormal.

#### Proposed transfer of the administration to the Department of the Interior

The representative of the Union of Soviet Socialist Republics commented that all authority over the Territory was exercised by the naval and military authorities and noted that the report of the Visiting Mission characterized the so-called transition to civilian administration as merely a formal change.

The representative of the Administering Authority in reply to the representative of the Union of Soviet Socialist Republics pointed out that the formal change referred to in the Report of the Visiting Mission related to the transition in 1947 from military government to civil administration under the Trusteeship Agreement. It had been the established policy of the Administering Authority since it accepted the responsibilities of Trusteeship to transfer the administration to a civilian agency and plans were going forward to have this effected by July 1951.

### III. ECONOMIC ADVANCEMENT

#### Outline of Conditions in the Territory and Recommendations adopted by the Council

##### General situation

The natural resources of the Territory are meagre and in general little more than a subsistence economy exists. The main export crop is copra and the value of copra exported in the year under review was \$796,714.92. The only other export of consequence is the phosphate mined by a Japanese company at Angaur. Exports in the year under review amounted to 134,741 long tons of a nominal value of \$671,578.31. Other sources of money income for the indigenous inhabitants include employment by the Administration and at military installations, the production of handicrafts, the gathering of trochus shell, and in the case of the Northern Marianas the export of fish, fruit and vegetables to Guam.

The Council at its seventh session recommended that the Administering Authority should continue its efforts to diversify the economy of the Territory.

The Visiting Mission reported that the people of the Territory are conscious of a lack of a sufficient money income. At every centre visited by it, it was asked to see what could be done to remedy this. This situation was most marked in the Palau Islands, and while at Koror, the Mission received a petition<sup>1/</sup> from the Palau Congress, which contained a request that technical experts should be sent in managing and advisory capacities to improve the methods and progress of production of their industries.

The Mission was assured by the Administering Authority that every effort was being made to develop the existing resources and to find new resources to exploit. The Mission considered that small-scale indigenous enterprises would undoubtedly be aided by the financial support made available by the Island Trading Company, but it could not escape the impression that, with the exception of deep sea fisheries, there were no important fields for investment within the Territory.

In its latest report, the Administering Authority stated that the economic situation was improving slowly; but the creation of a self-sustaining economy was still in the distant future. Even under the most favourable circumstances the Territory could never be rich, and financial self-sufficiency would be retarded for many years to come by the cost of modern administrative and social services.

Nevertheless, the Administering Authority was, with the enthusiastic co-operation of the inhabitants endeavouring to diversify the agricultural, industrial and commercial life of the area. Scientific studies into current economic problems were being carried out. Assistance was given to improve agriculture by making specialists available and by supplying seeds and fertilizers. Light industries, of which the making of handicraft was the most important, were being developed. Boat building had assumed an important position in the Marshall Islands, where the people were converting Navy surplus craft into sailing vessels for use in inter-island shipping. Since January 1950, a total of 89 of ex-Navy hulls had been distributed throughout the Territory for this purpose.

In March 1950, the Island Trading Company had established from its accumulated profits an Economic Development Fund of \$100,000<sup>1/</sup> to be used to promote and diversify economic activities. Enterprises now authorized to receive aid from this source including boatbuilding, commercial fishing, soap manufacturing and the production of cocoa, papain and ramie. At the beginning of 1951, \$13,750 had been allocated to various projects. An additional project for the procurement and indigenous operation of several inter-island cargo sailing vessels has also been approved and an additional \$150,000 of Island Trading Company funds set aside for this purpose.

At the eighth session the special representative informed the Council that the High Commissioner had employed a qualified economist who was engaged in studying the standards of living, wage levels, an equitable taxation system and related economic subjects.

The Trusteeship Council notes with satisfaction the general economic progress made in the Territory during the year under review; recalls its recommendation made at the seventh session that the Administering Authority should continue its efforts to diversify the economy of the territory; notes the opinion of the Visiting Mission that with the exception of the deep sea fisheries there are no important new fields for investment within the Territory; notes the statement of the representative of the Administering Authority that economic development is being fostered in many ways through the increase in copra production, research

<sup>1/</sup> \$ = U.S. dollars.



into and the development of other agricultural products for export; the encouragement and guidance of the inhabitants in establishing retail and wholesale companies and light industries and the provision of small boats and transportation facilities; notes with approval the appointment of the economic specialist who is making a survey of the Territory; welcomes these measures as an indication that the long-range economic independence of the Territory is being taken into account; requests the Administering Authority to continue its efforts to establish and develop industries and products for export; suggests that the Administering Authority might engage experts to teach and aid the people of the Territory in the establishment of an indigenous commercial fishing enterprise and in the further development of the copra industry.

In its resolution on the petition referred to above the Council draws the attention of the petitioners to the recommendation above.<sup>1/</sup>

#### Public finance

The amount available for expenditure during each fiscal year consists of the funds appropriated by the United States Congress and that portion of current and past locally derived funds which Congress approves for spending. This portion does not necessarily correspond with local revenues in any one year. The following table shows the amounts involved:

	<u>1948</u>	<u>1949</u>	<u>1950</u>	<u>1951</u>
Appropriated funds	\$1,021,656	\$1,125,000	\$795,000	\$1,014,000
Local funds for which approval granted by Congress for use in meeting costs of administration		275,000	605,000	310,000
Total	1,021,656	1,400,000	1,400,000	1,324,000

In addition to the sums appropriated by Congress, the Territory receives even greater but invisible financial benefits, in the form of transportation and other facilities provided by the United States Navy.

<sup>1/</sup> Resolution 314 (VIII)

The following table shows the expenditure by programmes:

	<u>1948</u>	<u>1949</u>	<u>1950</u>	<u>1951 (Estimated)</u>
General Administration	\$164,524.27	\$168,115.28	\$151,367.81	\$165,000.00
Legal & Public Safety	85,837.92	110,473.07	125,298.64	170,000.00
Public Education	168,177.00	338,048.49	376,520.00	390,000.00
Commerce, Industry & Agriculture	83,664.41	140,001.73	112,237.97	100,000.00
Medical Care, Public Health & Sanitation	249,862.02	385,417.90	295,811.46	289,000.00
Public Works	<u>198,071.46</u>	<u>242,398.77</u>	<u>180,946.93</u>	<u>210,000.00</u>
Total	950,137.08	1,384,455.24	1,242,082.81	1,324,000.00

The principal Territorial Taxes are internal revenue taxes on cosmetics and cigarettes and tobacco (which yielded \$28,593.76 in the last fiscal year) and a 15 per cent ad valorem processing tax on copra sold or exported (which yielded \$109,956.34). There is a head tax of \$2 per annum payable by each male resident between the ages of 18 and 60, but this is collected and expended by the municipalities, which also levy a variety of fees and luxury and property taxes.

At its fifth and seventh sessions, the Trusteeship Council adopted recommendations to the effect that the Administering Authority should consider the ultimate abolition of the head tax and its replacement by a more progressive system of taxation. At the eighth session the special representative stated that this question was still under study, but the Administering Authority believed that the time was not right for the abolition of this tax and that public interest required that it be continued unless and until an adequate substitute had been developed.

The Visiting Mission considered that regardless of what changes were made in the taxation system, there appeared little possibility of the Territory substantially increasing its revenue unless there were also substantial increases in the per capita income. The Mission suggested, therefore, that any more equitable taxation system which was devised would still be inadequate unless the general economy of the Territory was improved, and it hoped that consideration of ways and means of doing this would continue.

In its most recent report, the Administering Authority states that if it is determined by the proper authorities that payment in money of a tax levied would cause undue hardship on an individual he may work off the tax by labour at rates currently established by the Civil Administration.

/Japanese Currency

### Japanese Currency Bonds and Postal Savings

During the occupation of the Trust Territory by American armed forces the inhabitants were ordered to turn over to the military authorities all Japanese currency they possessed. Each individual was reimbursed at the rate of one dollar for twenty yen, for a maximum of one thousand yen. Receipts were given for sums received in excess of this maximum with, it is alleged, a promise that these would be redeemed in dollars at a later time. The inhabitants also hold Japanese bonds and postal savings acquired during the Japanese regime.

At present the indigenous inhabitants are concerned about the redemption of these bonds and savings and the yen currency they had at the time of the occupation. In one petition presented to the Visiting Mission they requested that the peace treaty with Japan include inter alia provision for the settlement of postal savings claims.<sup>1/</sup> In another petition they desired to know when action would be taken concerning the redemption of Japanese currency which had been turned over to the American government.<sup>2/</sup>

The Mission was informed by administrative officials that the United States government had never authorized a promise to redeem Japanese currency. Sums given the indigenous inhabitants during the military occupation were a rehabilitation measure in order to provide for urgent needs. The Mission considered the Japanese bonds and savings a responsibility of the Japanese government.

It felt that a misunderstanding may have been created by the fact that when the yen currency was collected, dollars were distributed in order to provide the people of the Islands with money to meet their more urgent needs. It felt that although the Administering Authority had no legal obligation to redeem Japanese currency, it would be well advised to reconsider the whole question in a sympathetic spirit. It felt that the inhabitants' claims for redemption of Japanese bonds and savings were reasonable and valid and that the Administering Authority would no doubt press such claims and insist that they be taken fully into account in the peace treaty with Japan. It considered that the inhabitants of the Trust Territory should be informed of what was being done toward reimbursing them for their losses in bonds and postal savings.

1/ T/PET.10/2.  
2/ T/PET.10/6.

The Trusteeship Council takes note of the problem concerning the redemption of Japanese currency and postal savings and expresses the hope that the Administering Authority will find an equitable solution to the problem as soon as possible.

In its resolutions on the petitions referred to above the Council draws the attention of the petitioners to the recommendation above.<sup>1/</sup>

#### Trade

The following table gives the exports of the territory during the year under review:

Exports	Amount	Per cent to			
		Japan	South America	Canada	United States
Copra <sup>2/</sup>	\$796,714.92	36	45	11	8
Handicraft	77,201.97				100
Trochus	45,650.96	100			
Phosphate <sup>3/</sup>	671,578.31	100			
Fruits and vegetables	25,314.30				100
Fish	11,815.20				100
Others <sup>4/</sup>	15,905.28				100
Total	1,644,180.94				

During the same period imports were estimated at \$1,347,901.26.

The major part of the import and export trade of the Territory is handled by the Island Trading Company of Micronesia, which is wholly owned by the Government of the Territory and is the sole copra exporter for the Trust Territory. It operates in all parts of the Territory buying the copra and other produce of the indigenous inhabitants and supplying trade goods on a wholesale basis. During the fiscal year of 1950 the trade goods sold amounted to \$1,152,027.51 and the cost price of island products purchased was \$920,801.41; the net profit on these transactions being \$89,611.96. In addition to the Island Trading Company there are a number of indigenous trading companies, the shares in which are widely held throughout the area in which they operate. It is intended that they should eventually replace the Island Trading Company but in the meantime they purchase most of their trade goods from that organization and act as middlemen between it and the small indigenous retail stores. In the Saipan District, there are a considerable number of small businesses of the most varied kinds.

<sup>1/</sup> Resolutions 314 (VIII) and 318 (VIII).

<sup>2/</sup> Valued at price realized by original producers.

<sup>3/</sup> Valued at price of Florida phosphates FOB mines.

<sup>4/</sup> Others include charcoal, canoes, sponges, trepang, molasses, coconut oil, tortoise shell.

From its discussions with officers of the Island Trading Company the Visiting Mission learnt that the foreign trade of the Trust Territory was being carried on increasingly with countries of the Orient, particularly Japan, from which the Island Trading Company purchased goods to the value of \$174,374.76 during the year under review. The Mission referred in this connexion to a paragraph in the petition of the High Council of Saipan<sup>1/</sup> emphasizing their economic difficulties resulting from the closing of military installations and suggesting trade, if necessary on a barter basis, between their island and Japan. The Mission suggested that the Administering Authority should give this matter consideration.

In its resolution on this petition the Council draws the attention of the petitioners to its recommendations with respect to general economic advancement<sup>2/</sup> (see above at end of section on general economic situation).

#### Land

The indigenous inhabitants hold about 240 square miles of land and the Administering Authority about 450 square miles, including public domain and land under cognizance of the Alien Property Custodian. The exact extent of this land depends upon the outcome of numerous pending claims by private individuals and groups. The policy of the Administering Authority is that land formerly owned by the Japanese Government or its agencies, by Japanese corporations, or by Japanese nationals is being treated as public domain. Former owners of lands, which were taken by the Japanese Government or by private individuals without compensation, will be reimbursed. Where only partial compensation was paid adjustment will be made on an equitable basis. Where privately owned lands are required for military purposes the owners will be compensated for the use of the land. Exchange of private land for public domain will be made where feasible. Many owners whose land is held by the government or has been destroyed by military installations have been given permits to farm government land. No payment is required for the use of such land and any rental which is decided upon will be charged against the compensation which may be granted owners of land now held by the government or destroyed by military installations.

The Administering Authority has an active programme for the reconstruction

<sup>1/</sup> T/PET.10/6.

<sup>2/</sup> Resolution 318 (VIII).

of land records and land boundaries, and the homesteading of public domain lands. It is expected that an increasing number of land title cases will be settled within the next year, but that the general problem will be a continuing one for several years to come.

The settlement of their land problems was one of the most frequent requests made by the people of the Territory to the Visiting Mission. This appeared in a number of petitions<sup>1/</sup> where formal requests were made for the settlement of land claims, including war damage to land, re-establishment of boundaries, compensation for military occupation of land, and lands forcibly taken through sale or seizure by the German and Japanese Governments. Dissatisfaction was registered with the permits to farm government land given to persons whose land had been rendered unfit for farming by the building of military installations. Such permits are revocable at any time and the inhabitants desire to have legal ownership in order to plant trees and establish permanent farms. It was also hoped that the homestead plan proposed by the Civil Administration to provide land for landless residents would be approved and put into effect.

The Mission, due to the importance which it attached to the question of land claims and to the fact that five years had elapsed since the conclusion of hostilities, felt that a solution of such claims should be arrived at in a reasonably short period of time, and that every effort should be made to expedite matters, including an expansion of the land titles court, if it was considered that as it is presently constituted the court was inadequate to deal expeditiously with the task.

It recommended that the Trusteeship Council request the Administering Authority to keep it informed of all measures taken to settle the land problems of the indigenous inhabitants and to ensure such an improvement in the system of land tenure as would give them a feeling of complete security.

The Trusteeship Council notes that land title officers have been appointed to expedite the settlement of claims to land alleged to have been acquired by the various administrations of the Territory without just compensation; urges the Administering Authority to settle these land claims as quickly as possible.

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<sup>1/</sup> T/PET.10/2, T/PET.10/6, T/PET.10/7.

In its resolutions on the petitions referred to above the Council draws the attention of the petitioners to the recommendation above.<sup>1/</sup>

#### Phosphate

The phosphate deposits on Angaur Island in the Palaus are being worked for export to Japan by the Japanese Government under the supervision of the Supreme Commander for Allied Powers (SCAP). Four hundred and five labourers, mostly Japanese, mined 134,741 long tons of phosphate, valued at \$671,578.31, during the past year. The amount of phosphate still to be worked is not very large. The figure given to the Mission was 600,000 tons.

At its fifth session the Council, noting with concern that, in spite of the recommendations of the United States Commercial Company in 1946 that the entire output of the Angaur phosphate mines should be retained as soon as possible for use within the Territory, arrangements to export the entire estimated tonnage of phosphates to Japan are still in force, and noting further that apart from a royalty of 25 cents per ton, the Trust Territory derives no benefit even from a processing tax from the phosphates, recommended that the Administering Authority should subject this arrangement to further review and, in the light of this review, reassure the Council that the interests of the Territory and its inhabitants have been safeguarded.

The conditions under which the phosphate is mined have been changed as a result of an agreement dated 21 December 1949 and a supplementary agreement dated 16 July 1950 between a representative of SCAP, a representative of the High Commissioner and representatives of the Angaurese. The Trust Territory is to receive a processing tax of 15 per cent ad valorem, and a severance fee of \$2.00 a ton is to be paid into a trust fund for the permanent inhabitants of Angaur. Pending receipt of the final royalty payments due under the Mining Agreement, payments are to be made from this fund at the rate of \$15,000 per annum, two-thirds to the clans owning the land to be mined, two-fifteenths to the municipality of Angaur and three-fifteenths to clans possessing no land to be mined. Thereafter, the income from the fund will be so distributed. The new agreements also provide for supervision by hydrological experts and for the filling and reclamation of worked-out land. The special representative of the

<sup>1/</sup> Resolutions 314 (VIII), 318 (VIII) and 319 (VIII).

Administering Authority stated at the eighth session of the Council that in January 1951 the balance in the Trust Fund amounted to \$216,940.32 and that two annual payments totalling \$30,000 had been made available to the Angaurese.

The Mission considered the new phosphate agreement a very commendable one and hoped that there would be no delay in commencing payments to the Angaurese.

It further noted that some Angaurese wished for employment in the phosphate industry, and considered that they should have priority of employment, and should replace Japanese unskilled labourers as the existing contracts of the latter expired.

#### Copra

The production of copra is the principal economic activity of the island and represents about 85 per cent of the indigenous export trade of the people of the Trust Territory. However, coconut trees were considerably damaged during the war and even more so by insect pests. The rhinoceros beetle has destroyed most of the coconut trees in the Palau islands and the Mariana coconut beetle has brought about a similar state of affairs in the Marianas.

In its petition,<sup>1/</sup> the Palau Congress requested a programme for the control and extermination of the rhinoceros beetle.

The Visiting Mission stated that though the ravages of the beetle had not been completely checked, the Insect Control Committee for Micronesia had had encouraging success in its efforts to bring this and other pests under control.

The Administering Authority in its observations on the petition stated that attempts had been made to combat the rhinoceros beetle through the application of biological controls since 1947 and that early in 1950 a sanitation control programme had also been established. The Palau people had co-operated in both programmes and showed great interest in the results.<sup>2/</sup>

In its resolution on this petition the Council notes with satisfaction the work of the Insect Control Committee for Micronesia.<sup>3/</sup>

The average price paid for copra during the year was \$80. Due to a rise in world prices, the price was increased in February 1950 to \$90 per ton. According to the statement of the special representative of the Administering

<sup>1/</sup> T/PET.10/2.

<sup>2/</sup> T/837.

<sup>3/</sup> Resolution 314 (VIII).



Authority at the eighth session of the Council, this price was further raised to \$100 effective in July 1950, to \$110 effective in January 1951 and to \$130 effective February 1951, and it was expected that further adjustments would follow from time to time as the world market price permitted or required, after due allowance for provisions to stabilize the price to Trust Territory producers. An allowance of \$2.50 to \$7.50 per ton is also made on copra delivered to District warehouses by locally operated vessels and a differential of \$5 per ton is paid for deliver to Island Trading Company warehouses. In addition, a 15 per cent processing tax is paid by the Island Trading Company to the Trust Territory on all copra exported.

At its fiften session the Council, noting the arrangements at present in force for the purchase of copra by the Island Trading Company, recommended that the Administering Authority keep these arrangements under constant review in order to ensure that the interests of the copra producers are safeguarded by receiving a fair return for their industry.

In one petition<sup>1/</sup> presented to the Visiting Mission a request was made for an increase in the price paid for copra. Complaints were also made elsewhere concerning the price paid for copra and the fact that a charge was made for copra bags.

The Mission believed that many of the complaints it heard on this subject were due to an understandable failure to appreciate true economic costs. It was convinced that the price actually paid by the Island Trading Company for copra was based on the world market price less costs actually incurred in handling the copra and less also a 15 per cent ad valorem tax paid to the Territorial Treasury. However, since coconut oil from the Territory, or copra produced there, is subject to a tax of 2 cents per pound when sold in the United States, and Trust Territory copra accordingly must find markets abroad or suffer a reduction in price in the United States, the Mission suggested that the Trusteeship Council should invite the Administering Authority, to consider revoking this tax and to review the price paid to the growers for copra from time to time to see that it bears a proper relation to the world price. The Mission considered that advantage should be taken of any future rise in the price of copra to abolish the charge for copra bags and institute a

net price, thus ending a source of misunderstanding.

The Administering Authority supplied the following information on this subject:

"Copra prices c.i.f. Pacific Coast United States ports ranged during the year from \$140.00 to \$210.00. An analysis of the Island Trading Company copra trading account shows the following breakdown of the Island Trading Company copra dollar:

<u>Selling Price</u>	<u>100.0 Cents</u>
Paid to Producer	53.2 cents
Selling Expense	1.6 "
Shipping Expense	9.8 "
Administrative Expense	7.3 "
Trust Territory Taxes	8.1 "
Copra Stabilization Fund	4.2 "
Net Profit	<u>15.8 "</u>
	100.0 cents

"During the above period, the Copra Stabilization Fund was in operation only from 1 January 1950. Had it been in operation for the entire period, the contribution would have been proportionately larger. Because of improvement in the world price of copra, the price of copra delivered at Island Trading Company field warehouses was increased from \$80.00 to \$90.00 per ton."

The Administering Authority further stated in its observations on the petition referred to above that the price paid for copra was based on the world price, but that an effort was made to adopt measures to stabilize the wide variations in prices and to inform the producers of these operations.<sup>1/</sup>

The Council in its resolution on this petition takes note of the observations of the Visiting Mission and of the Administering Authority and draws the attention of the petitioners to the fact that the question has been and will continue to be examined by it in connexion with its annual examination of conditions in the Territory.<sup>2/</sup>

#### Fisheries

Reef and lagoon fish supply all local requirements and provide limited amounts for export. Fish from the seas surrounding the islands provide a potentially important industry the establishment of which would require large

<sup>1/</sup> T/837.

<sup>2/</sup> Resolution 319 (VIII)

capital investments and extensive research and training of skilled fishermen and operators. A major factor in the development of commercial fishing has, according to the Administering Authority, been the lack of interest shown by the indigenous inhabitants. The Administering Authority has provided vessels and equipment where needed for subsistence fishing and, also, where the inhabitants indicated a desire to fish commercially. Commercial fishing is not important in the Territory, the largest company being the Saipan Fishing Association with three small vessels. At present the Saipanese are being aided in setting up ice making and refrigeration facilities to preserve their catch for transport to Guam. The long-term objective of the Administering Authority is to develop a commercial fishing industry, based primarily on the tuna resources of the Territory, under such conditions as will result in the maximum ultimate benefits of the inhabitants.

At its fifth session the Council urged the Administering Authority before granting any permits to outside fishing companies to develop the marine resources of the Trust Territory, to explore again the possibility and practicability of developing the fishing industry as a purely indigenous enterprise with assistance from the Administering Authority itself.

Nearly everywhere the Visiting Mission went it received requests for assistance in establishing a deep sea fishing industry. In a petition<sup>1/</sup> presented at Palau, the formal request was made for experts to aid in organizing deep sea fishing.

The Mission was not unaware of the reasons which prompted the Administering Authority to exclude the Japanese from fishing in the waters of the Territory, but gathered the impression that this exclusion was effectively preventing the development of deep sea fishing there since Japan (or Okinawa) appeared to be the only source able to provide the skilled personnel for such fishing. Japan also was the only country with an immediate prospective market, for the great distances and costs involved preclude any possibility of selling fish in the already overstocked American market, or of inducing American or European fishing interests to enter the Territory when they could operate more economically nearer their markets. Any hope therefore, of developing these potentially great resources would require the establishment of markets in the Orient, particularly in Japan.

It accordingly suggested that the Administering Authority should consider (if politically practicable) lifting the ban on Japanese participation in fishing

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<sup>1/</sup> T/PET.10/2.

on such conditions as would ensure an adequate participation by the indigenous inhabitants of the Territory in the industry. This suggestion was prompted by the fact that fishing appeared to be the only industry of importance which had definite possibilities for future development in the Territory. The Mission was aware that the Administering Authority would have to police the industry carefully to see that indigenous interests were well protected.

The Trusteeship Council recommends that the Administering Authority study means of encouraging commercial fishing by the inhabitants, facilitate their training in that industry and help them seek satisfactory markets.

The Council in its resolution on the petition draws the attention of the petitioners to its suggestion that the Administering Authority might engage experts to teach and aid the people of the Territory in the establishment of an indigenous commercial fishing enterprise.<sup>1/</sup> (see above at end of section on general economic situation)

Observations of members of the Council representing  
their individual opinions only

General Situation

The representative of Iraq noted that the economy of the Territory was naturally poor, but considered that this fact should provide an impetus for finding ways and means for more production and a stable economy. He realized that the establishment of heavy industry in the Territory was out of the question, but believed nevertheless, that the Administration should do its utmost to encourage and if necessary, foster the development and expansion of the small industries, such as the soap factories at Truk and Ponape, the soya bean sauce factory at Saipan and the sawmills.

He noted that various petitions had requested general economic improvement. In view of the meagerness of the resources of the Territory he believed that the Council should express the hope that these requests would be studied by the Administering Authority in order to introduce some improvement whenever called for.

The representative of Argentina noted that the Territory received subsidies from the Administering Authority and that the Territory had benefited by this

<sup>1/</sup> Resolution 314 (VIII).

generosity. He wondered however, whether the development of the Territory towards self-government or independence would not be excessively delayed or completely blocked because of this financial dependence on the Administering Authority. He considered that the financial independence of the Territory should therefore gradually be developed.

The representative of the Union of Soviet Socialist Republics stated that no progress had been made in the economic field, and that the Administering Authority was taking no measures to guarantee the economic advancement of the population. He pointed out that the inhabitants were still living as they did in the past under a primitive economy which barely allowed them to exist.

The representative of Iraq noted that the Japanese had before the War established a sugar industry in the Northern Marianas Islands, and that it had been destroyed during the War. He wondered whether it could not be restored.

The representative of the Union of Soviet Socialist Republics noted that the Administering Authority had taken no steps to restore the sugar industry in the Northern Marianas and that it had informed the Visiting Mission that it was economically unfeasible to do so. He could not agree with this statement and considered that the Administering Authority should develop those industries in the Trust Territory which were particularly adaptable to conditions there. This included the sugar industry.

The representative of the Administering Authority stated that an extensive study had been made of the possibility of restoring the sugar industry in the Northern Marianas but had come to the conclusion that there was no probability that under normal world market conditions it could be carried on profitably. At the moment the development of coffee and cocoa production looked more promising.

He further stated that economic development was being fostered in many ways through the increase of copra production, research into and the development of other agricultural products for export; encouragement and guidance of the inhabitants and assistance in establishing retail and wholesale companies and light industries; and the provision of small boats and transportation facilities. Many scientists were also engaged in investigations in the Territory.

The representative of Iraq noted that there appeared to be considerable land of good quality both for grazing and crop-growing in the Northern Marianas. Not much use was however being made of this land. He considered therefore that the Council should recommend that the Administering Authority find ways and means of getting more production out of this land.

### Public Finance

The representative of China noted that an economic expert had been engaged to study standards of living, wage levels and an equitable taxation system. He hoped that a suitable substitute would soon be found for the unsatisfactory head tax.

The representative of the Union of Soviet Socialist Republics noted there was a head tax, but no income tax or property tax. He considered that the Council should recommend to the Administering Authority to take steps to replace the head tax by progressive income tax system, or at least by a system of income tax taking due account of the property and taxable capacity of the population.

The representative of the Administering Authority stated that it was felt that the head tax should be retained until an adequate substitute had been evolved.

The representative of Belgium noted that certain products on which internal revenue tax had been paid in the United States were exempted from further tax when imported into the Trust Territory. This procedure did not seem to be compatible with the provisions of Article 76 of the Charter. He expressed the wish that the next annual report of the Administering Authority would contain information on this point.

The representative of France noted the comments of the Visiting Mission concerning fiscal reform. He did not believe, however, that such reform was as urgent as might be assumed from the Mission's report. The Administration was not faced with an inflation problem. A thorough study should, however, be made of the question and fiscal reform should not be considered by itself but in relation to the improvements required in the economy of the Territory.

### Japanese Currency, Bonds and Postal Savings

The representative of Iraq considered that the Administering Authority had undertaken no official commitment to redeem the Japanese currency, but considered it to be a question involving the meagre livelihood of a small people. Furthermore, the total amount involved was comparatively small and should not be allowed to warrant suspicions on the part of the population towards the Administration. He agreed therefore, with the conclusion of the Visiting Mission that the Administering Authority should be advised to reconsider the matter in a sympathetic spirit and that the Council should make a recommendation to this effect.

The representative of France suggested that the Administering Authority might study some means of an indirect refund, such as allowing the refund to be used to subscribe to shares in co-operative societies or concerns, or in industrial developments.

/The representative

The representative of the United Kingdom noted that the problem was a very difficult one, while it was clear that the Administering Authority had no legal liability in the matter, he felt that the Administering Authority was giving it sympathetic consideration.

The representative of the Administering Authority stated that the views expressed with regard to Japanese bonds, postal savings and currency would be considered in finding an equitable solution to the problem.

#### Land

The representative of Iraq noted that land title officers had been appointed who were to assess land claims for ultimate disposal. He considered that these claims should be disposed with as quickly as possible and agreed with the conclusion of the Visiting Mission that if necessary the court should be expanded for the purpose.

The representative of France suggested that pending judicial decisions claimants might be allowed to farm on a short-term basis. Instead of being granted a type of authorization which did not encourage them to till the land in a serious manner.

He considered that indemnities should be given as little as possible in cash, and where this was necessary suggested that they should be put into investments for industrial improvements or for the setting up of small industries.

The representative of Belgium hoped that a satisfactory solution would be found in the near future to the claims of certain non-indigenous persons to land in the Ponape district which had been acquired by the Japanese prior to the War.

The representative of the Union of Soviet Socialist Republics considered that the Administering Authority had made no attempts to return to the indigenous population the land which had been alienated from it. He noted that the Administering Authority held 450 square miles of land which amounted to about 65 per cent of the total land area of the Territory while the indigenous population held only 240 square miles. The Administering Authority moreover, was continuing its policy of alienating land belonging to the indigenous inhabitants.

The Trusteeship Council should recommend to the Administering Authority that it return to the indigenous population the lands alienated from it in any way and that it should not in the future allow the alienation of land belonging to the indigenous population.

The representative of the Administering Authority stated that the importance

/of the land

of the land resources of the Territory being effectively used for the maximum benefit and profit of the inhabitants was fully appreciated by the Administering Authority. He pointed out that it should be clearly understood that the 450 square miles under the control of the Administration, consisted principally of public domain which had been alienated by previous administrations. It was now held for the benefit of the inhabitants.

Land title officers had been appointed to expedite the settlement of claims to land which was alleged to have been acquired without just compensation. These officers were authorized to adjudicate titles subject to appeal to the District Court which was the Court having original jurisdiction over land title matters.

Phosphate

The representative of Argentina considered that the Administering Authority should include in future annual reports the results of the studies it was carrying out on the Island of Angaur so as to recover land after the phosphate had been extracted.

Fisheries

The representative of Iraq considered that if the participation of the Japanese in the fishing industry were regulated by treaty and the Administration could find a way to protect the indigenous inhabitants from exploitation, it would be desirable to lift the ban on Japanese participation in the industry.

The representative of Thailand generally agreed with the representative of Iraq, but was not in favour of allowing Japanese participation if it meant the establishment of a Japanese enterprise. He considered that the Japanese should be engaged as experts and teachers in order to instruct the indigenous inhabitants and to establish an indigenous enterprise. This would require no regulation by treaty.

The special representative stated that the Administering Authority had by means of an arrangement with the Supreme Commander of the occupying forces in Japan, sanctioned Japanese fishing expeditions into waters surrounding the Trust Territory as far South as the Equator, without access, however, to the territorial waters of the Trust Territory, its islands, atolls or dry reef areas. Three or four such commercial expeditions from Japan had been, or were, in the large ocean area mentioned. However, as yet, the Administering Authority had not seen fit to sanction Japanese fishing enterprises based ashore in the Trust Territory islands.



#### IV. SOCIAL ADVANCEMENT

##### Outline of conditions in the Trust Territory and recommendations adopted by the Council

###### General

The Administering Authority states that the betterment of social conditions in the Territory is based on its continually expanding programmes for the development of self-government, economic self-sufficiency, medical care and education. These programmes together with the indigenous social systems, provide the necessary guarantees for social welfare and social security.

A staff anthropologist, stationed at Field Headquarters, together with five additional anthropologists attached to the Civil Administration Units, continually review basic social customs and conditions. The anthropologists advise the Civil Administrator and Welfare Officer in each district who have the immediate responsibility for the social welfare of the people.

The Administering Authority points out that, in addition to the work of anthropologists, social problems receive other forms of technical attention such as the complete ecological survey of Arno Atoll in the Marshalls to determine the carrying capacity of a typical atoll.

The Administering Authority feels that there is no apparent need for further extension of social service work in the Trust Territory since the problem of social security is solved by the people themselves and investigations have uncovered little reason for the Administration to enter the field or make plans for its improvement.

###### Labour

Due to the subsistence economy, all but a few of the people are engaged in farming and fishing. Scarcely 2,000 persons are gainfully employed for wages. There have been no instances of indigenous inhabitants leaving the Territory in search of employment apart from the movement of small groups to Guam.

The Visiting Mission received a petition<sup>1/</sup> in Palau requesting that unemployed inhabitants of the Trust Territory be authorized employment under contract by the military in Guam and Okinawa where a shortage of labourers existed.

The Administering Authority in its observations on the petition stated that the matter of finding employment outside the Territory for Palauans and for other Trust Territory labour was being explored.<sup>2/</sup>

The Council in its resolution on this petition recommends that the Administering Authority further explore the question of finding employment for Palauans, especially in Guam.<sup>1/</sup>

Status of Women

Ordinarily women, although they have equal rights in voting and are encouraged by the Administrative Authority to participate in democratic processes, take little active part in government. Two, however, are now members of the Palau Congress. Women have eagerly sought the chance for selection and training for government service in nursing and teaching.

At its seventh session the Council, noting with satisfaction the election of two women to the Palau Congress, expressed the hope that the Administering Authority would encourage increasing participation by the women of the Territory in the discussion and management of island affairs.

The Administering Authority states that it encourages the participation of women in the management of local affairs and notes an increasing desire on their part for such participation.

Population movements

The ex-Bikini people have been settled on the island of Kili. The Magistrate of Kili reported to the Visiting Mission that the present economy of the people, which differed from their traditional one at Bikini was insufficient to enable the people to pay municipal taxes, and such things as medical fees and teachers' salaries and that they needed more help at present in order to do so.

The Mission considered that the people on Kili had encountered hardships which arose directly from their willingness to co-operate with the Administering Authority and relinquish their home atoll and thus merited the special attention of the Administration. They deserved the assistance they were receiving, as well as any other assistance which might be necessary to enable them to make a satisfactory and happy adjustment to the new conditions facing them.

The Administering Authority, after investigations, considered that the present indications of restlessness among the people stemmed from their wish to break away from established Marshallese customs of land ownership and use. It felt that problems of this nature, which arose from within the social organization of the people, should be reconciled by the indigenous groups concerned with the aid of the Administration. Development of this situation would be carefully watched by the Administering Authority.

### Standard of living

No cost of living surveys or indices or family living studies have been conducted. Such studies have not been deemed practicable by the Administering Authority since a money economy does not prevail in the Territory.

The standard of living varies throughout the Territory; the Administering Authority stated that it was improving in proportion to developments in the fields of education, health and economics.

At its fifth session, the Council noted that living standards were still below pre-war levels and recommended that practicable steps be taken further to raise the standard of living.

The Administering Authority pointed out that education and health standards were better than before the war. While the standard of living was still below pre-war levels in communities which were near Japanese centres and thus had depended directly upon a money economy, it was at least up to pre-war levels in outlying islands. The Administering Authority felt that the greater opportunity for wage employment and sale of local products under the Japanese economy should be weighed against the freedom now enjoyed by the inhabitants and the fact that large numbers of non-indigenous persons no longer used the major portions of the local resources.

At the eighth session the special representative of the Administering Authority informed the Council that a qualified economist was studying the standards of living in the Territory. (See above, Economic Advancement, General Situation).

The Mission noted the beneficial changes in living standards of the people resulting from occupation by the American armed forces during and after the war, particularly in employment, rehabilitation and welfare programmes, barrack housing, road building and medical attention. From their contact with the Americans, the indigenous people had acquired new desires and expectations of a higher standard of living than the one to which they had been accustomed.

### Nutrition

The island diet, consisting primarily of fish, taro, sweet potatoes, yams, manioc, breadfruit, coconuts and corn, is supplemented occasionally by chicken, fresh pork or beef, and such imported items as canned milk, canned meats, fish, flour, lard and sugar. A programme to provide school children with supplementary foods has begun.

/The U.S.S. Whidbey

The U.S.C. Whidbey has been combining a survey of nutritional standards in the Territory with its medical survey; of ~~the~~ 11,091 people examined in the last year, only 140 were found to be suffering from malnutrition.

At its seventh session the Trusteeship Council in resolution 300 (VII), on the improvement of nutrition in Trust Territories, invited Administering Authorities to continue to explore, in co-operation with the specialized agencies of the United Nations, and also with competent scientific bodies, the possibility of utilizing and expanding the latest scientific methods in the improvement of nutritional standards among the inhabitants of Trust Territories.

At the eighth session the special representative informed the Council that a qualified food and nutrition expert was investigating the dietary habits and nutritional status of the inhabitants. The project covered two sample islands, one a high volcanic island, the other a low coral island. From this research, information necessary for promoting programmes for the improvement of nutrition, especially among children would be developed.

#### Housing

No legislation affecting housing or town planning was enacted during the year. The Administration noted, however, that housing conditions continued to improve. Construction suitable for the climate is recommended by it and often, where necessary, material assistance is given.

In the more populous areas houses of thatch construction are gradually being superseded by those of frame and corrugated iron, patterned after small Western-style dwellings, but progress in the building of these more adequate homes has been hampered by lack of material.

A model village of homes and public buildings is under construction on Ebeye Island for the Marshallese who work on Kwajalein Island.

#### Public Health

The general objectives in public health are to control preventable diseases and to elevate health standards. Although this is a long-term programme, the Administering Authority feels the work accomplished each year is bringing these aims closer to realization more rapidly than it originally believed possible.

Non-indigenous medical personnel for the year under review, including 14 physicians and 7 dentists, totalled 52. Residents of Micronesia employed by the Medical Department of the Territory, including 11 medical and dental practitioners and medical assistants, totalled 259.

/Schools for

Schools for training medical and dental assistants previously were located at Guam but they have recently been closed and the students transferred to the Central Medical School at Suva, in the Fiji Islands. During the year under review, there were 38 students in the School of Medical Assistants, 25 in the School of Dental Assistants, and 43 in the School of Nursing, the latter still being at Guam. The schools for medical and dental assistants offer four year courses and the nursing school course is three years.

The Guam Memorial Hospital treats special or difficult cases and the Tinian Leprosarium has facilities for 100 lepers. In addition to these and the work of the medical survey ship now operating in the Territory, there are 5 unit dispensaries and 3 sub-dispensaries with facilities for in-patients; 94 sub-dispensaries for out-patients.

Approximately 23,000 people have been processed to 30 June 1950 by the staff of the medical survey ship, the U.S.S. "Whidbey", which is travelling from island to island making a health survey of the Territory. The survey of the Northern Marianas, Western Carolines and part of the Marshalls has been completed and the remaining area of the Territory is to be completed in 1951. During the past year 26 islands were surveyed and 11,091 physical examinations were given.

The Visiting Mission was especially impressed by the attention devoted to public health in the Territory. It noted that due to the fact that the Administering Authority did not hesitate to spend large sums - which yearly have exceeded those devoted to any other item of the budget - in order to provide the necessary medical facilities, excellent progress had been made in solving one of the Territory's most urgent problems. It felt that the facilities of the U.S.S. Whidbey, the Civil Administration Dispensaries located at the various District Headquarters, and the newly established leprosarium of the island of Tinian rendered the most modern diagnostic and therapeutic medical services.

It concluded that the health programme had apparently won the confidence and approval of the people, for no requests were received anywhere concerning it except at Truk. Here although gratitude was expressed for the dispensary and general medical services, a request was made for a separate hospital for tuberculosis. The Mission felt, concerning this request, that the Public Health Service was quite aware of the needs of the Territory and that it was the best judge of what should be done and of where further medical facilities should be established. It considered that the excellent work of the Public Health Service merited approval.

/At its seventh

At its seventh session, the Council commended the Administering Authority on the great progress achieved in the field of public health, and considered that the statistical information to be derived from the medical survey undertaken by the Administering Authority would be of great value.

#### Prohibition of Liquor

The Visiting Mission received a petition submitted on behalf of 264 women of Palau requesting that the manufacture of alcoholic beverages be forbidden in Palau.<sup>1/</sup> The Mission was informed by the Administering Authority that the manufacture of an alcoholic beverage named saki was permitted for home consumption and for customary feasts, but that manufacture for sale was prohibited. It also learned that each municipality had the power to prohibit the manufacture of saki under any circumstances.

The Mission recommended that it should be pointed out in the reply to the petitioners that it was within the jurisdiction of each municipality of Palau to deal with the matter brought up by the petition.

The Administering Authority in its observations on the petition stated that the problem of the consumption of alcoholic beverages was not considered more serious in Palau than elsewhere in the Trust Territory. There was a District order controlling excessive drinking and the question of prohibition was a matter for local determination by the municipalities.<sup>2/</sup>

The Council in its resolution on this petition draws the attention of the petitioners to the observations of the Administering Authority and the Visiting Mission and in particular to the fact that it is within the jurisdiction of each municipality of Palau to forbid the manufacture of alcoholic beverages, and that the women of Palau are in a position to have their views made known in the municipalities.<sup>3/</sup>

#### Entry of Japanese Nationals

Immigrants must receive the special permission of the High Commissioner, in order to enter the territory. This control of immigration into the Territory applies equally to all members of the United Nations including the United States.

In a petition<sup>4/</sup> received by the Visiting Mission in Palau, permission was

1/ T/PET.10/3

2/ T/837

3/ Resolution 315 (VIII)

4/ T/PET.10/2

requested for the return of Japanese Nationals married to indigenous inhabitants, provided they renounced their Japanese citizenship.

The Mission recommended that the Administering Authority be invited to furnish a report (including the number of cases involved) on this matter in order to enable the Council to consider a reply to the petitioners.

The Administering Authority in its observations on the petition stated that the present policy did not permit the entry of Japanese nationals into the Trust Territory as residents. Every opportunity had however, been extended for the families of repatriated Japanese to be joined in Japan.<sup>1/</sup>

The Council in its resolution on this petition, invites the Administering Authority to include in its next annual report information on the return of Japanese nationals to their families in the Territory, including the number of cases involved.<sup>2/</sup>

Observations of members of the Council representing  
their individual opinions only

#### General

The representative of the Union of Soviet Socialist Republics noted that the Administering Authority had not taken and did not plan to take any measures in the future to assist the social advancement of the indigenous population of the Territory. He further noted that racial discrimination existed in the Territory. In support of this he pointed out that an indigenous teacher received twenty-one times less salary than an American teacher. He considered therefore that the Council should recommend that the Administering Authority eliminate racial discrimination.

The representative of the Administering Authority stated that the differentials in wage rates did not reflect racial discrimination, but economic necessity. The higher rates paid to non-indigenous personnel were due to the difference in qualifications and the fact that in order to attract competent people from outside the Territory it was necessary to pay them according to the rates in their home country.

#### Labour

The representative of China felt the Council would welcome the early application of the Conventions of the International Labour Organisation to the Territory.

1/ T/837

2/ Resolution 314 (VIII)

/The representative

The representative of the Union of Soviet Socialist Republics noted that no social insurance existed for indigenous workers, for example in the phosphate industry. Moreover, a highly skilled worker in the phosphate industry received according to the figures supplied by the Administering Authority, only \$28 a month and an unskilled worker only \$14.40 per month, or \$172.80 per year. On the other hand the profits acquired from exploiting one worker amounted to about \$1,486 per year. The workers in this industry were therefore cruelly exploited and their wage rates destined them and their families to a semi-starved existence.

The representative of the Administering Authority stated that such funds as were available for social welfare were invested in meeting the immediate social needs of the locality rather than in insurance plans such as were appropriate in a highly industrialized society. As far as wage rates were concerned, they were related to the living costs in the area.

#### Population Movements

The representative of Iraq noted that the inhabitants moved from Bikini atoll still did not appear to be adjusted to their new habitat. He agreed with the conclusion of the Visiting Mission that they merited special attention and that, notwithstanding the help they had already received from the Administration, which was welcome and commendable, they still were entitled to further help until they had become adequately adjusted. He considered that the Council should make a recommendation to this effect.

The representative of New Zealand agreed that the Bikini people should be helped, but did not think the Council should make a formal recommendation to that effect, since in his view the Administering Authority was at present aiding them as much as possible. If, in a few years, these people were still unsatisfied, then the Council could make a recommendation. Furthermore, these people were now trying to adjust themselves to a new environment and if the Council were to make a recommendation concerning further assistance, it might encourage them to be less self-reliant than they might otherwise be.

The representative of the Union of Soviet Socialist Republics noted that the Administering Authority, being guided by its selfish interests, had transferred populations of certain islands and was not concerned about their future fate and did not guarantee proper conditions in their new habitat. He noted that the Bikini people were taken from their island so that it could be used for atomic bomb experiments and that for a number of years they were moved from one island to another.

/The representative



The representative of the Administering Authority stated that the Bikini people merited and were receiving special consideration and were being aided in adjusting to their new environment by the provision of labour and materials for the building of new homes, and other establishments, and the provision of food and seeds. An anthropologist had also studied the situation. He hoped that the Council would agree with those members who had indicated the danger of taking any action which might tend to reduce or further retard the self-reliance of the Bikini people.

#### Public Health

The representative of the Union of Soviet Socialist Republics considered that the medical services of the Territory were organized unsatisfactorily and that the Council should recommend that the Administering Authority increase subsidies for health purposes.

#### Consumption of Liquor

The representative of Iraq considered that the policy of the Administration with regard to the restriction on the consumption of liquor in the Territory was a wise one.

## V. EDUCATIONAL ADVANCEMENT

### Outline of conditions in the Trust Territory and Recommendations adopted by the Council

#### General

The Administering Authority considers that the success of the political, judicial, economic and social programmes for the Trust Territory is dependent upon the educational advancement of the people. Its educational objective therefore is to give the inhabitants an appreciation of the value of these programmes, the skill to participate in them, and the knowledge necessary to assume full direction of them at some future time.

A free public school system has been established in the Trust Territory to accomplish this end. More than 90 per cent of the children of school age are enrolled in schools; attendance is about 95 per cent of those enrolled. The department of education, located at the Headquarters of the High Commissioner at Hawaii, has general supervision over the administration of the schools. In each district in the Territory and on the island of Yap, there is an educational administrator who is directly responsible to the civil administrator.

The department of education is advised in educational affairs by the Advisory Committee on Education for Guam and the Trust Territory. This Committee of educators from Hawaii makes recommendations concerning the professional and technical phases of public education and educational administration, reviews the progress of the programme, and screens candidates for teaching positions.

The Visiting Mission was favourably impressed with the objectives of the Administration in education and the progress achieved thus far. It felt that the primary purpose of education was to meet the needs of the people and, with respect to these needs, the resources and limitations of the Trust Territory could not be ignored. Expansion, the Mission stated, must be adapted to the place and the people.

The Mission called attention to various obstacles in the way of the present educational programme. The need for teaching a universal language, as well as the numerous Micronesian languages, required linguistic research, the translation of text books and the continuous development of teaching material, now being conducted by the Administration. Although teaching methods were being improved and expanded, the present language barrier would continue for some time. The Mission also noted the insufficient number of adequately trained teachers and the generally sparse and  
/scattered

scattered population which made the maintenance of even an elementary school system with various grades difficult. Many local communities were hard pressed to pay the salaries of elementary school teachers; the support of intermediate and higher schools by these communities obviously would be impractical. The Administration had no alternative but to continue furnishing financial assistance.

There are few libraries in the Territory, the only ones at present being at the intermediate schools and at the Pacific Islands Teacher Training School. They are being augmented and expanded as funds become available and as the educational advancement of the people enables them to use such facilities. A Supervisor of Libraries was recently appointed to organize and develop the educational library system of the Territory.

The Trusteeship Council commends the Administering Authority for the progress achieved during the period under review in the field of education and for the expansion of the Pacific Islands Teacher Training School at Truk which it hopes will soon provide sufficient qualified teachers to overcome the existing deficiency; notes that the libraries in the Territory are being augmented and expanded and that a Supervisor of Libraries has been appointed.

#### Educational Expenditure

The expenditure for public education in the Territory for the fiscal year 1950 amounted to \$376,520 or 29 per cent of the total expenditures from United States appropriated funds and the Trust Territory treasury. In addition to such expenditures considerable amounts of surplus war materials were still being used. All facilities and materials of the public schools are free to the people of the Trust Territory. During the past year a total of \$85,934 was spent on scholarships for the students attending the six intermediate schools and the teachers training school and for one student attending the University of Hawaii.

#### Primary Education

Elementary schools, staffed by indigenous teachers, are in operation throughout the Territory, located in every major population centre or village. It is proposed that eventually these schools will attain a 6-year course of study; during the year under review they approximated the requirements of a 5-year programme of studies.

For the year 1949-50, the public school system included 130 elementary schools with a teaching staff of 221 teachers, and a total of 6,715 pupils. In

/addition to

addition to the public elementary schools, there were 14 mission schools, all at the elementary level, staffed by 63 teachers, with 1,439 pupils in attendance.

The Mission noted that the quality of the English spoken by some elementary school teachers left much to be desired; at the same time it recalled that English had been taught for only three years and in some cases less. The Mission also referred to the considerable variation in instruction programmes at the elementary level; it felt that this could be attributed to the isolation of many schools and the consequent difficulties of supervision and the fact that the salaries of village elementary school teachers were paid by the local municipalities.

#### Intermediate Education

There are six intermediate schools, located at the headquarters of each Civil Administrative District and at Yap, offering a 3-year programme of studies. A total of 626 students, of whom 94 are girls, attend intermediate schools which are staffed by 22 indigenous and 24 American teachers.

Transportation to such schools is furnished by the Administering Authority at the beginning and close of each term. Approximately 565 scholarships including subsistence and stipends to cover the cost of incidentals have been provided intermediate school students, and about 60 have paid their own expenses.

The programme of studies in the intermediate schools is either (a) terminal education for graduates of elementary schools and other students in subjects considered to be especially adapted to the needs of the District, including Teacher Training; (b) pre-professional education for students desiring higher education.

At its fifth session the Council recommended that the Administering Authority consider the possibility of establishing secondary schools in the Territory to meet its progressive needs.

In this connexion, the Administering Authority has referred to the advanced professional education available at the Pacific Island Teachers Training School at Truk (See Sections on Teacher Training and Vocational Training) and to the schools for medical and dental assistants and nurses at Guam. (See section on Public Health.)

In a petition<sup>1/</sup> from the Palau Congress presented to the Visiting Mission,

the people of Palau, noting that the present scope of education was limited to the training of "medics", nurses, communications, and school-teachers, requested that facilities be provided for training in such subjects as government, economics and law, of high school or college standards, and that sufficient funds be allocated for this purpose to ensure competent graduates in order to improve standards of living in the Territory.

The Mission recommended that the Trusteeship Council take note of the desire expressed by the petitioners for higher education, and of the fact that the Administering Authority was taking steps to provide the Territory with educational facilities corresponding to its present and future possibilities.

The Administering Authority in its observations on the petition stated that it was aware of the necessity for expanding the school curricula and was doing so and believed that sufficient funds were available to achieve its objective.<sup>1/</sup>

The Council in its resolution on this petition takes note of the desire for higher education expressed by the petitioners and of the statement by the Administering Authority that it is taking steps to provide the Territory with educational facilities corresponding to its present and future possibilities.<sup>2/</sup>

#### Higher education

No facilities exist in the immediate area for higher education for the people of the Territory other than the Pacific Islands Teacher Training School at Truk, the school of nursing at Guam, and the Central Medical School at Suva in the Fiji Islands, for medical and dental students. Students who meet the qualifications for American universities are eligible for scholarships from the Administering Authority, the universities and private sources.

At its fifth session the Council noted that the Administering Authority was sending promising indigenous students to Hawaii and the continental United States for higher education and urged it to continue doing so.

The special representative of the Administering Authority informed the Council at the eighth session that 38 students from the Trust Territory were attending high schools in Guam and one in the United States. Eleven students were attending colleges or universities. Five were in the Philippines, two in Hawaii and three in the United States.

<sup>1/</sup> T/837.

<sup>2/</sup> Resolution 314 (VIII).

The Mission noted that there was at present no group of students prepared for higher education either inside or outside the Territory, due to the need for adequate elementary and intermediate training which must be obtained before further training could be undertaken. In the Mission's view this was a problem inherited from the Japanese regime which could only be solved in due time with the co-operation of the indigenous peoples.

#### Teachers and Teacher Training

The total number of teachers during the year under review was 338; of these, 271 were indigenous inhabitants.

In addition to the teacher training offered in the intermediate schools, the Pacific Islands Teachers Training School (PITTS) at Truk conducts a two-and-a-half-year course in teacher training; 69 students from the Territory were enrolled during the year under review. The second PITTS summer session opened in June 1950 with 83 teachers reporting for refresher training.

During the 1949 summer school, the Micronesian Educational Association was formed to further the professional standing of teachers and to supplement the educational programme. More than one-half of the educational personnel were members of the Association.

The Mission noted that there were still insufficient adequately trained teachers. The need for teachers was so pressing that at present all seniors attending PITTS were graduated regardless of their scholastic record; it was realized that if some senior did not graduate some school would continue to have an even more inferior teacher.

Each municipality is responsible for the payment of the salaries of its elementary school teachers. In a petition<sup>1/</sup> presented to the Visiting Mission by the High Council of Saipan, the petitioners noted that their source of money income would be largely cut off when employment by the Army and Navy ceased or was reduced to a minimum level and that they would be unable to pay the salaries of the teachers at the Chalan Kanoa school. They desired to know whether the Mission considered that the responsibility of providing elementary education should be undertaken by the Trust Territory rather than by the local communities.

The Mission was told that the lowest monthly salary presently paid to teachers in Saipan was \$75.00, and that this was above the income of inhabitants of

1/ T/PET.10/6.

corresponding status. It was told also that a reduction of this salary to \$50.00 was contemplated after the departure of the military personnel in order to reduce generally the cost of living.

The Mission noted that the Administering Authority was fully aware of the desirability of maintaining the present educational facilities, and also, of the difficulty which would be experienced by the local municipalities in raising the necessary funds, when their resources of income were reduced by the departure of military personnel.

The Council in its resolution on the petition notes with sympathy the concern of the petitioners as to their future financial ability to pay elementary school teachers salaries; notes with understanding the policy of the Administering Authority in the field of education to develop local responsibility and self-reliance while at the same time making provision for financial relief; and, recommends that the Administering Authority continue its policy of aiding municipalities where necessary in meeting the costs of elementary education and keep the situation in Saipan under careful review in accordance with this policy.<sup>1/</sup>

#### Vocational Training

The facilities for teacher training and in the field of public health has been referred to in previous sections. A School of Communications was established at Truk in 1949 to train indigenous radio operators; 29 students were enrolled for the 3-year course during the year under review.

Training in other vocations has taken the form of apprentice training. This has produced drivers, mechanics, electricians, refrigerator repairmen, rodent and insect control squads, warehousemen, stevedores, road workers and painters. Others selected on the basis of natural aptitude have received instruction in agriculture and basic business procedures.

The High Council of Saipan, in a petition<sup>2/</sup> presented to the Visiting Mission, expressed the hope that the technical training offered by the Trust Territory would be continued and that it would be expanded to include more training in agricultural practices and other necessary trades such as seamanship and navigation; engineering and medical arts. It was the belief of the High Council that training in these fields would aid in building a sound economy as well as help fulfil the responsibilities of self-government.

<sup>1/</sup> Resolution 318 (VIII).

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

The Mission noted in addition to this petition many requests for particular types of occupational training, such as agriculture, deep-sea fishing and technical training. After observing the conditions of island life and without prejudice to higher education for those who were qualified for it, it was convinced of the need for emphasis on such occupational training and felt that this should have a prominent place in any additional educational facilities which might be provided in the Territory.

The Council in its resolution on the petition notes with sympathy the desires of the petitioners for the continuance of an adequate system of education and its expansion to include technical training and recommends that the Administering Authority give increasing emphasis to vocational training as the needs of the Territory may require.<sup>1/</sup>

#### Illiteracy

In a study of the illiteracy problem made in March 1950, the average percentage of illiteracy was computed as 25.1 per cent. Since the percentage of illiteracy is relatively low and slowly decreasing, the Administering Authority feel that the present educational programme is capable of solving this problem.

#### Mass Education by Means of Radio

Radio broadcasting has been developed at Truk, Kwajalein and Saipan and programmes for the indigenous population have been broadcast over these stations.

At its seventh session, the Council recommended that the Administering Authority consider the possibility of the greater use of radio for mass education.

The Administering Authority states that a major problem in the use of radio is the lack of available electric power and the very short life and high cost of dry cell batteries in wet climates. Until some simple, consistent source of power could be developed, the use of radio communications would be available to only a very small percentage of the indigenous population.

At the eighth session the special representatives of the Administering Authority stated that when the problem of the diversification of language has been resolved and English had become more generally used throughout the area, further consideration would be given to the use of radio as a medium of instruction.

#### Indigenous Art and Culture

The Administering Authority states that active encouragement has been given



to the preservation of indigenous music, dances, folklore, arts and handicraft. During the year under review a number of indigenous persons from all areas co-operated with the Department of Education in furnishing material for two volumes of Micronesian legends.

Observations of members of the Council representing  
their individual opinions only

General

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was not taking the necessary measures for the development of education. He noted that while the population in certain areas had increased the number of schools and students had decreased. In the Truk region for example, the 1947-1948 annual report showed a population of 14,306 persons, 43 schools, 64 teachers and 3,176 students. The report for 1949-1950 showed however, that the population had increased to 15,617 persons, while the number of schools had decreased to 40, the teachers to 59 and the students to 2,128. In the Ponape region during 1947-1948 there were 60 teachers and 1,946 students, but during 1949-1950 the number of teachers had dropped to 42 and the number of students to 1,350. As could be seen from the report of the Visiting Mission there were no indigenous persons who had received a sufficient degree of primary and secondary education since the report stated that due to the need for an adequate and intermediate training which they must receive before they could undertake further training, there was at present no group of students prepared for higher education either inside or outside the Territory. The Council should therefore recommend that the Administering Authority increase budgetary appropriations for educational needs and other cultural needs.

The special representative of the Administering Authority explained that as far as the education statistics were concerned the school population figures in the 1947-1948 report had included adult and mission school students and the number of schools listed had included mission schools. In the 1949-1950 report the mission schools had been listed separately and the number of adult students had decreased considerably during this period. Another factor involved in the number of students was that the beginning school age had been raised since 1948 from six years to eight years in accordance with a recommendation of the Advisory Committee on Education.

/The representative

The representative of the Administering Authority stated that proof that real progress was being made in both primary and secondary education lay in the fact that no less than fifty students, in addition to those studying medicine, dentistry and nursing were pursuing higher education outside the Trust Territory.

The representative of Iraq noted that there were few libraries in the Territory and stated that it was encouraging to note that they were being augmented and expanded as funds became available and that a Supervisor of Libraries had been appointed.

#### Educational Expenditure

The representative of the United Kingdom noted that during the period under review the educational services had absorbed twenty-nine per cent of the total expenditure from the United States appropriation funds and Trust Territory funds. In addition much surplus war material had been made available to the Territory free of cost.

The representative of the Union of Soviet Socialist Republics considered that that Administering Authority did not provide even the necessary minimum funds for scholarships to permit indigenous students to attend institutions abroad.

#### Teachers and Teacher Training

The representatives of Iraq and the Dominican Republic considered that close attention should be given to the deficiency in adequately trained teachers and hoped that this deficiency would be overcome as soon as possible.

The representative of the Administering Authority stated that the deficiency in qualified teachers was being steadily reduced by the work of the Pacific Islands Teacher Training School.

#### Indigenous Art and Culture

The representative of the Union of Soviet Socialist Republics considered that the Administering Authority was not taking any measures to develop either the language or national culture of the indigenous population and pointed out that the study of the indigenous language in schools ceased in the fifth form when the students were only twelve years old. Furthermore, in the teacher-training school the subject of indigenous languages was not included in the curriculum.

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